



# ANALYSIS OF EFFECTS AND MITIGATION MEASURES FOR THE PHOENIX PROJECT, MINNEAPOLIS, HENNEPIN COUNTY, MINNESOTA

Prepared for:  
Schafer Richardson, Inc.

Submitted to:  
The City of Minneapolis

Submitted by:  
The 106 Group Ltd.

August 2004

**ANALYSIS OF EFFECTS AND MITIGATION MEASURES  
FOR THE PHOENIX PROJECT  
MINNEAPOLIS, HENNEPIN COUNTY, MINNESOTA**

**SHPO File No. 2004-2228  
The 106 Group Project No. 03-37**

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**August 2004**

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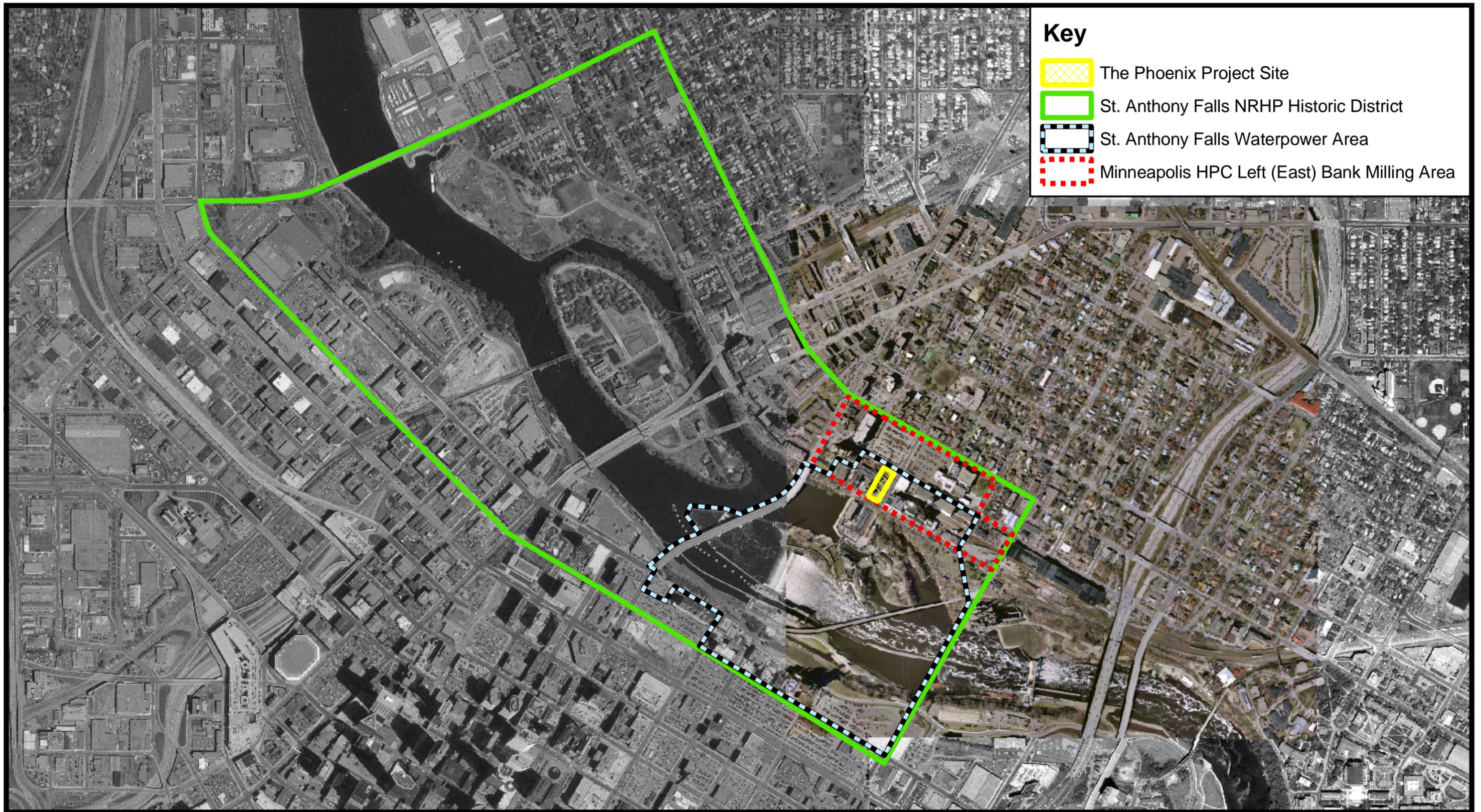
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## 1.0 INTRODUCTION

The Phoenix project at 101-103 Third Avenue Southeast, Minneapolis is located within the National Register of Historic Places (NRHP) St. Anthony Falls Historic District, a group of significant archaeological, historical, and architectural properties (Figures 1 and 2). This report has been prepared to address all of the issues that should be considered in an Environmental Assessment Worksheet Question 25a concerning cultural resources. These concerns were detailed in a March 3, 2004 letter from Britta L. Bloomberg, Deputy State Historic Preservation Officer to Michael Orange at the City of Minneapolis concerning a similar project (Bloomberg 2004) and a June 21, 2004 letter from Blake M. Graham, Manager of Zoning & Development Controls to David Frank, Schafer Richardson, Inc. As recommended by the Deputy State Historic Preservation Officer, guidelines in the *Secretary of Interior's Standards for Rehabilitation* (Weeks and Grimmer 1995) and the Minneapolis Heritage Preservation Commission (HPC) *St. Anthony Falls Historic District Guidelines* (HPC 1980) have been used to analyze project-related impacts to historic resources.



**Key**

-  The Phoenix Project Site
-  St. Anthony Falls NRHP Historic District
-  St. Anthony Falls Waterpower Area
-  Minneapolis HPC Left (East) Bank Milling Area

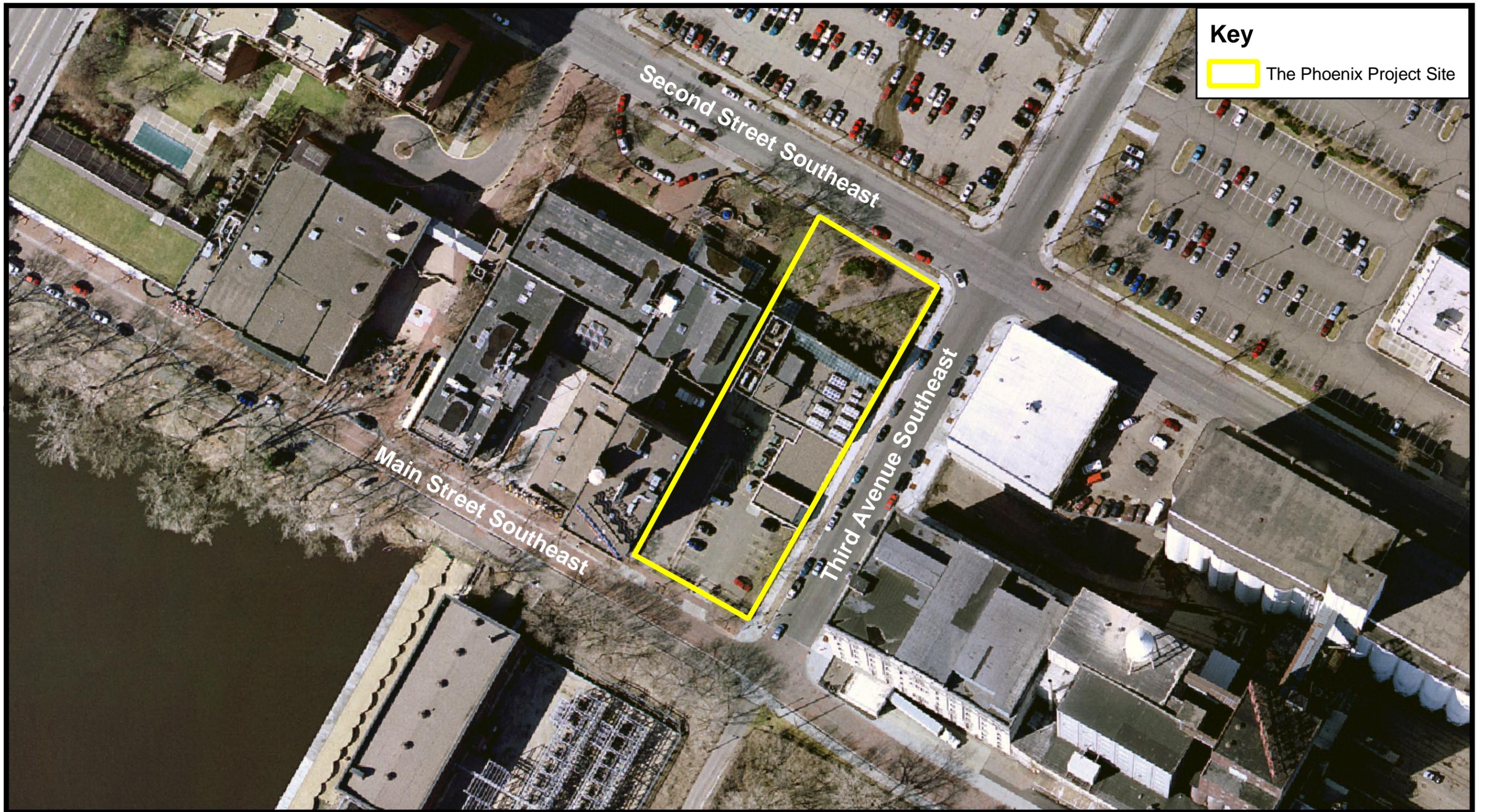
SOURCE: AERIAL PHOTOGRAPH PROVIDED BY BENSHOOF & ASSOCIATES, INC.

**The Phoenix  
Analysis of Effects  
Minneapolis, Hennepin County, Minnesota**

**Project Location within the St. Anthony Falls Historic District**



**Figure 1**



**Key**  
The Phoenix Project Site

SOURCE: AERIAL PHOTOGRAPH PROVIDED BY BENSHOOF & ASSOCIATES, INC.

**The Phoenix  
Analysis of Effects  
Minneapolis, Hennepin County, Minnesota**

**Project Site and Surrounding Area**



**Figure 2**

## 2.0 THE HISTORIC RESOURCES WITH POTENTIAL EFFECTS

The Phoenix project is located within the NRHP listed St. Anthony Falls Historic District. It is in close proximity to the Pillsbury “A” Mill, one of the state’s National Historic Landmarks, the heralded Stone Arch Bridge, and the Twin City Rapid Transit Company Team Power Plant, currently the University of Minnesota’s Steam Plant, also listed on the NRHP.

### 2.1 THE ST. ANTHONY FALLS HISTORIC DISTRICT

The St. Anthony Falls Historic District was listed on the NRHP in 1971 and was included in the Minnesota Historic District Act of 1971. A later study of the district was intended to address some of the shortcomings of the early district nomination, which did not include a coherent, unifying theme in the significance statement. That study resulted in “updated documentation” for the original nomination for the district, completed in 1992, which identified a single unifying theme for the district – waterpower development and use. It also provided a significance statement for an area within the district identified as the St. Anthony Falls Waterpower Area (Figure 1). Though some of the resources in the St. Anthony Falls Historic District do not relate directly to the waterpower theme, the boundaries of the district were not reduced to eliminate those properties for several reasons (Hess and Kudzia 1992).

A study of the St. Anthony Falls District with a focus on preservation planning (MacDonald and Mack 1979) and a resulting publication, *Saint Anthony Falls Rediscovered* (MRCBC 1980) divided the area into five thematic neighborhoods. The project area is in the East Side Milling Area<sup>1</sup> (Figure 1), which is dominated by the two-block Pillsbury “A” Flour Mill complex and two early-twentieth-century hydroelectric facilities: the Main Street Hydroelectric Station and the Hennepin Island Hydroelectric Plant.

Most of the archaeological, historical, and architectural resources in the vicinity of The Phoenix are within the East Side Milling Area. This area is, in turn, located within the St. Anthony Falls Waterpower Area of the St. Anthony Falls Historic District (Figure 1), which is both the geographical and historical context for The Phoenix project location. The St. Anthony Falls Waterpower Area is roughly bounded by Second Street South, the Third Avenue Bridge, Second Street Southeast, and the alignment across the Mississippi River of Fifth Avenue Southeast and Tenth Avenue South. The St. Anthony Falls Waterpower Area includes 20 contributing buildings, 15 contributing structures, and 33 contributing sites, for a total of 68 contributing resources. There are also 22 non-contributing resources in the district.

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<sup>1</sup> The terms “East Side Milling Area” and “Left (East) Bank Milling Area” refer to the same group of blocks on the east side of the Mississippi River. This report uses “East Side Milling Area.”

The 1992 updated documentation for the St. Anthony Falls Historic District NRHP nomination summarized the significance of the St. Anthony Falls Waterpower Area in the historic district as its ability to represent the culmination of nineteenth-century American direct-drive waterpower development. Its areas of significance are engineering and industrialization. The summary suggested that the most significant resources in the historic district are those relating to the area's identity as a great waterpower distribution system and flour milling district. Neither the original NRHP nomination nor the 1992 updated documentation for the nomination highlighted the historical significance of the industrial operations – the furniture factories, iron works, and other businesses – that are located at the perimeter of the East Side Milling Area and that did not utilize waterpower. However, the commercial and industrial buildings that housed these enterprises have historical significance related to the broader industrial and commercial growth of Minneapolis during its flour milling era. Although neither the NRHP nomination nor the 1992 updated documentation for the nomination made the argument explicitly or identified properties with significance under Criterion C, it is evident that a few buildings, including the Pillsbury “A” Mill and the Pracna Building, have architectural significance in addition to historical significance.

The five thematic areas within the St. Anthony Falls Historic District identified in the 1979 and 1980 studies of the area mentioned above developed in various ways. The East Side Milling Area, though it had the same waterpower development advantages as the west side, has a history quite different than the West Side Milling Area. This variance is due primarily to the St. Anthony Falls Water Power Company's weak role and lack of a coherent development and management plan for waterpower. After James J. Hill acquired control of the waterpower system under development in 1880, a waterpower canal was built under St. Anthony's Main Street on the East Side to serve the Pillsbury “A” Mill, then under construction, and the adjacent smaller Phoenix Flour Mill. While several milling enterprises developed and flourished in the West Side Milling Area across the river, the Pillsbury “A” property became a mill district in itself. The other early industry on the east bank, sawmill row, was destroyed by fire in 1887. The hydroelectric industry replaced saw milling and represents an important sub-theme for the historic district (Hess and Kudzia 1992).

The Minneapolis HPC reviews projects in this district under the provisions of the Minnesota Historic District Act (Bloomberg 2004:2). The Minneapolis HPC issues Certificates of Appropriateness for projects it approves and has the responsibility to review the impacts of the proposed project on cultural resources. The Minneapolis HPC adopted Design Guidelines for the Left (East) Bank Milling Area in 1980.

### ***2.1.1 Contributing Properties in the East Side Milling Area of the St. Anthony Falls Historic District.***

The East Side Milling Area of the St. Anthony Falls Historic District includes contributing buildings, structures, and sites in an area bounded by Second Street Southeast, Central Avenue, Fifth Avenue Southeast, and Hennepin Island.

#### *2.1.1.1 The Pillsbury “A” Mill Complex*

The most significant resource in the East Side Milling Area is the Pillsbury “A” Mill and related buildings. The Pillsbury “A” Mill was designated as a National Historic Landmark in 1966 and listed individually on the NRHP that same year. This property is also a contributing building in the St. Anthony Falls Historic District. The C. A. Pillsbury and Company resources in the historic district comprise several buildings on three properties considered to be contributing.

The block occupied by the Pillsbury “A” Mill has resources directly related to the waterpower and flour milling industrial themes of the historic district. The Pillsbury “A” Mill was constructed in 1881 to be the flagship mill of C. A. Pillsbury and Company. As Charles Pillsbury planned the mill, he wanted it to be larger and more technologically advanced than any other mill in the country, yet have a pleasing aesthetic. In a move unprecedented by mill owners in Minneapolis, Pillsbury hired architect LeRoy S. Buffington to design the mill building. The engineering firm of Gunn & Cross acted as mill engineers who selected and installed equipment in the mill. The completed mill met all of Pillsbury’s expectations. An operation capable of producing a record capacity of 4,000 barrels of flour per day was housed in a building with a relatively high-style Richardsonian Romanesque façade (Ferrell 1981). The capacity of the mill eventually reached 17,500 barrels per day (Lissandrello 1975). The Pillsbury “A” Mill was a world leader in flour production from the late nineteenth through the early twentieth century, and though eventually sold to Archer Daniels Midland, it continued to be used for flour production until 2003. The Pillsbury “A” Mill has architectural and engineering significance as well as historical significance for the role it played in the milling industry in Minneapolis, Minnesota, and the United States (Hess and Kudzia 1992).

Several additions to the mill were made over time. They include a red-tile elevator built in 1910 and a concrete elevator and annex constructed in 1914 and 1916. The South “A” Mill cleaning house and Pillsbury Warehouse No. 1 were completed in 1917. These facilities are considered part of the Pillsbury “A” Mill complex. The Pillsbury Machine Shop was built in 1916 adjacent to the “A” Mill. The machine shop is considered to be a separate contributing building, although its historic significance is derived from its relationship to the adjacent complex. Two warehouses, Pillsbury Warehouse No. 2 (1919) and Warehouse No. 3 (1925) stand on the southeast end of the block, on Fifth Avenue Southeast. The Pillsbury Warehouse No. 2 (1919) located on the southeast end of the block on Fifth Avenue Southeast is considered to be a contributing building in the historic district. The nearby Warehouse No. 3 (1925) is classified as a non-contributing resource. A non-contributing hydroprocessing plant was added to the complex in 1974 (Hess and Kudzia 1992).

#### *2.1.1.2 The Main Street Southeast Commercial/Industrial Corridor*

The NRHP nomination for the St. Anthony Falls Historic District notes that Old Main Street was a well-traveled route beginning in the Red River oxcart day and a major

thoroughfare in St. Anthony. The contributing buildings on Main Street Southeast are commercial and industrial buildings that document the industrial development of the area that did not utilize waterpower but were contemporary with the important flour milling period. The contributing industrial buildings include the Salisbury & Satterlee Company complex (now St. Anthony Main) developed over a period of time between 1885 and 1909, and the Upton Block (1855). Contributing commercial buildings on Main Street Southeast include the Martin and Morrison Block (1858) and the Queen Anne commercial style Pracna Building (1890) (Hess and Kudzia 1992). These buildings represent industrial and commercial development and architecture over a span of 60 years. The Pracna Building has architectural significance though none of these buildings are identified as having architectural significance under Criterion C in the NRHP nomination or the 1992 updated documentation for the nomination. Several modern buildings have been built on Main Street Southeast between Third Avenue Southeast and Central Avenue, and consequently the block has an interesting and lively urban quality, but not a high concentration of especially significant resources.

#### *2.1.1.3 The Mississippi River Bank*

Resources related to the hydroelectric industry are located on the Mississippi River (west side of Main Street Southeast. The Main Street Hydroelectric Station, a facility erected in 1911 after a fire destroyed an earlier building on the site, is a contributing building and visible from the park area adjacent to Main Street Southeast. The Hennepin Island Hydroelectric Plant is south of the Main Street facility and less visible from Main Street Southeast. The log sluice and the Second East Side Sawmills Platform adjacent to the Main Street Hydroelectric Station are additional contributing sites. The use of the hydroelectric sites as a Northern States Power Company facility has introduced several modern elements of a power generating station into the district, including a transformer yard. The recent completion of a heritage trail along the bank of the river has introduced paving and signage, as well as additional landscape features, into the district.

#### *2.1.1.4 Contributing Archaeological Sites*

The contributing archaeological sites in the East Side Milling Area include the Phoenix Flour Mill/Pillsbury Rye Mill site at 101-103 Third Avenue Southeast on the property of the proposed Phoenix project. Other nearby resources related to the use of water power are the St. Anthony Falls Water Power Company Canal (Pillsbury Canal), and the St. Anthony Falls Water Power Company Tailrace (Chute's Tunnel), both located under Main Street Southeast, and the Pillsbury "A" Mill Steam Plant located southwest of Main Street Southeast. There are additional contributing sites on Hennepin Island (Hess and Kudzia 1992).

## ***2.1.2 Other Components of the St. Anthony Falls Historic District***

### *2.1.2.1 The Stone Arch Bridge*

The Stone Arch Bridge that crosses the Mississippi River connects with the east bank of the river slightly southeast of the East Side Milling Area. The bridge, built in 1883, was the result of James J. Hill's efforts to establish a short line railway from St. Paul across the Mississippi River and into downtown Minneapolis. Hill hired West Point-trained engineer Charles C. Smith to design the bridge, which, due to its crossing of the river in a sweeping curve, was a *tour de force* of masonry engineering. Since the time it was completed, the Stone Arch Bridge has been an important visual symbol for Minneapolis (Hess and Kudzia 1992). It also demonstrates James J. Hill's important leadership role in the transportation facilities of the Twin Cities area and beyond. The American Society of Civil Engineers designated the Stone Arch Bridge as a National Historic Engineering Landmark in 1975. This honorific designation is not the same as a National Historic Landmark listing. The bridge is used for pedestrian and bicycle traffic and is frequently traveled by both residents and visitors. The Stone Arch Bridge is a "significant identifying feature of the Minneapolis urban landscape" (Berg 1982). It is one of the most important resources in the St. Anthony Falls Historic District due to its engineering and historical significance.

### *2.1.2.2 The West Side Milling District*

The West Side Milling Area was located in an area controlled by the Minneapolis Mill Company, which cooperated with the St. Anthony Falls Water Power Company to build the Falls of St. Anthony Dam between 1856 and 1858. This project established the basic headworks engineering utilized by subsequent waterpower developments. The Minneapolis Milling Company initiated a comprehensive plan for waterpower use based on the Lowell, Massachusetts model. An engineer experienced in waterpower development designed a system with mill sites on both sides of the power canal. This intensive development of the area was made possible by the bedrock formation adjacent to the Mississippi River. By the mid-1860s the Minneapolis Milling Company had completed a rather short but effective canal to distribute waterpower on the west bank of the river. A large and compact milling district developed on both sides of the canal, as projected. The mills benefited from improvements in the milling process during the late nineteenth century and the mill properties along the waterpower canal and their equipment were updated as the industry evolved. From 1880 to 1930, the west side mills were largely responsible for establishing Minneapolis as the nation's most important center of flour milling. The numerous contributing properties in the West Side Milling Area include mill buildings and the remains of the waterpower system and mills that stood along it. The significance of most of these properties is derived from the waterpower system and milling industry (Hess and Kudzia 1992).

### ***2.1.3 The Twin City Rapid Transit Company Steam Power Plant***

The Twin City Rapid Transit Company Steam Power Plant, located southeast of the southeast end of the Stone Arch Bridge, is a property listed on the NRHP in 1994 for its historic significance under Criterion A. This power plant was built in 1903 to supply power to the combined streetcar system of Minneapolis and St. Paul, the Twin City Rapid Transit Company (TCRT).

### 3.0 THE PHOENIX PROJECT

#### 3.1 THE SITE

The site of the proposed Phoenix projects was occupied by the Phoenix Mill, built in 1875 and demolished in 1956. Historic photographs indicate that this mill was a five-story stone structure with a flat roof (Figure 3). It had widely and irregularly spaced windows with arched heads. Sheet-metal canopies extended along the Main Street Southeast and Third Avenue Southeast sides of the building to shelter loading areas. A two-story building extended along Second Street Southeast north of the main mill building.

The site of The Phoenix project is currently occupied by a brick building, an associated parking lot to the southwest. The brick building (224-228 SE 2<sup>nd</sup> Street) was constructed as the Pillsbury Research and Development Center in 1981.



Source: Minnesota Historical Society. Location No. MH5.9 MP3.1P p75

**FIGURE 3. PHOENIX MILL (1875) AS IT APPEARED IN 1920 WHEN USED AS THE PILLSBURY RYE MILL**

### **3.2 THE PROPOSED PHOENIX PROJECT**

According to plans dated April 13, 2004 and a description of the project in the Environmental Assessment Worksheet (Schafer Richardson, Inc./The Phoenix LLC 2004), The Phoenix project, as proposed, consists of three components: 150 residential units, 6,000 square feet of retail space, and 220 parking spaces. Though the project has been designed as one integrated structure, it reads in the streetscape as a complex of two adjoining buildings – a five-story block and a residential tower – and will be discussed in that manner.

A five-story block that will rise 58 feet above Main Street Southeast, occupies the Main Street Southeast end of the property; there is an additional below-grade level. A grid of piers and spandrels of textured gray-colored cast stone organizes the exterior walls. The window openings and recessed terraces are described as “punched openings” intended to maintain a simple character for the exterior walls and a high degree of transparency. The perimeter of this block is occupied by retail space on the Main Street Southeast façade, and fifteen housing units along the Second Avenue Southeast façade. The rest of the block houses part of a six-level parking garage. There are entrances to the parking garage on Second Street Southeast and Third Avenue Southeast. The one on Third Avenue Southeast has a slight setback from the street and a set-back bay of the façade reads as “hyphen” connector between the five-story block and the adjoining residential tower. The roof of the five-story block is designed as a roof terrace with some “green roof” gardens and several small cabana structures, the materials of which have not been selected.

A 15-story residential tower rises from the Second Street Southeast end of the property; its termination will be 161 feet above Second Street Southeast and 189 feet above Main Street Southeast. The footprint of this portion of the complex is slightly larger than the five-story block. The rise in grade towards Second Street Southeast results in two additional floors being mostly below street level. As on the Main Street block, residential units will face Third Avenue Southeast and Second Street Southeast and parking will occupy the interior of the building up to and including the fifth level.

A grid of dark red brick piers and spandrels covers most of the walls of the tower. The conceptual study for the project suggests that the northwestern third of the Main Street Southeast façade of the tower and the top two floors will have openings framed by a system of piers and spandrels that are thinner and visually “lighter.” The materials and colors of this portion of the design have not been selected. The brick spandrels appear on every other floor and create fewer horizontal elements. As on the Main Street block, terraces will be recessed. More cabanas are proposed for the roof. Floors 16 and 17 are set back as a penthouse feature and will be clad with natural metal. Additional small cabanas will rise from the penthouse roof. The entrance lobby to the residential tower is on Second Street Southeast.

## 4.0 ANALYSIS OF PROJECT EFFECTS

The impacts of proposed new construction are discussed below in relationship to approaches suggested in the *Secretary of Interior's Standards for Rehabilitation* and the Minneapolis HPC Design Guidelines for the Left (East) Bank Milling Area. The issue of visual impacts and views of and within the St. Anthony Falls Historic District are discussed at the end of this section.

### 4.1 THE SECRETARY OF INTERIOR'S STANDARDS FOR REHABILITATION

The *Secretary of Interior's Standards for Rehabilitation* and the more specific recommendations in *Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (Weeks and Grimmer 1995) identifies the following approaches to make changes in historic districts.

#### 4.1.1 *Identifying, Retaining and Preserving: Establishing Character-Defining Elements*

**Standard:** *The Standards recommend identifying, retaining, and preserving building and landscape features that are important in defining the overall historic character of the district or neighborhood. Such features can include roads and streets, furnishings such as lights or benches, vegetation, gardens and yards, adjacent open space such as fields, parks, commons, or woodlands, and important views or visual relationships. Removing or radically changing these features of the setting that define historic character should be avoided.*

**Existing Conditions:** The East Side Milling Area is an area with several types of features that establish its character. The location of Main Street Southeast, as well as its narrow width and granite paving, contribute to the character of the historic district. The relationship of Main Street Southeast to the Mississippi River puts pedestrians close to both the river and industrial elements related to waterpower and hydroelectric power. The narrow width of the street places pedestrians close to the lower portion of buildings lining the street and creates foreshortened views of buildings in the distance. Historic buildings are placed adjacent to a sidewalk along Main Street and form a streetfront line of buildings. The creation of courtyards and entertainment district spaces in the buildings on Main Street between Third and Central Avenues and the vacating of Second Avenue have altered somewhat the relationship of buildings to Main Street Southeast.

As noted above, the East Side Milling Area of the Mississippi River is a complex assembly of resources and includes natural features, such as Hennepin Island, that have been altered over time for industrial uses and several industrial structures and sites. The development of park areas and a heritage trail along this bank has introduced a modern pastoral overlay. The character-defining feature of the riverbank area has been, and

remains, its complexity. Historic resources like the Main Street Hydroelectric Station are adjacent to modern equipment and, though visible, are not dominant.

The two long blocks (Second and Fourth Avenues Southeast have been vacated) and the shorter block between Fifth and Sixth Avenues along Main Street Southeast in the East Side Milling Area vary considerably in architectural character and visual cohesiveness. The long block between Central and Third Avenues has relatively low buildings along Main Street Southeast, the highest of which is the six-story building of the Salisbury & Satterlee Company (St. Anthony Main) complex. There are some new elements in this streetscape, including a skyway and buildings at the northwest end of the block. The modern residential tower at 100 Second Street rises above the historic buildings and is visible from Main Street Southeast. The location of this building, and an even taller residential tower northwest of Central Avenue, set back from Main Street Southeast, establishes a pattern for locating new residential towers within the historic district.

The block between Third and Fifth Avenues Southeast is dominated by the Pillsbury “A” Mill complex at the northwestern end. Though the buildings that comprise this complex vary considerably in size, height, function, and materials, their close proximity and physical connections indicate that they worked together to accomplish an industrial purpose. The block between Fifth and Sixth Avenues Southeast has buildings that contribute to the historic district on the Second Street Southeast side and some new buildings have been erected on the Main Street Southeast side of the block.

The types of features listed in the *Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (Weeks and Grimmer 1995) are not particularly dominant in the East Side Milling Area. The historic pattern of streets has been disrupted, most recently with the vacating of Second Avenue Southeast. All street furniture in the area is modern and relates to the heritage trail and modern entertainment district uses.

**Analysis:** The conceptual design for The Phoenix appears to be informed by an understanding of character-defining elements of the St. Anthony Falls Historic District. Its siting and five-story block support the streetscape of East Main Street.

**Standard:** *The Standards recommend retaining the historic relationship between buildings, and streetscape and landscape features such as a town square comprised of row houses and stores surrounding a communal park or open space. Destroying or significantly altering such relationships through widening existing streets, changing landscape materials, or constructing inappropriately located new streets or parking should be avoided.*

**Existing Conditions:** The historic relationships between buildings and streetscapes and landscape features in the East Side Milling Area are those between the contributing buildings and Main Street Southeast and the Mississippi River Bank. Except for the

Main Street Hydroelectric Station, all buildings are on the northeast side of Main Street Southeast.

**Analysis:** The historic relationship between buildings and streetscapes in the St. Anthony Falls Historic District is retained as long as buildings are located on the northeast side of Main Street Southeast. The Phoenix project, as proposed, will not adversely affect established relationships of this kind.

#### ***4.1.2 Protecting and Maintaining, Repairing, and Replacing***

**Comment:** The Standards recommend several ways to protect and maintain historic features and replacing elements in kind that do not pertain to this project. The effect of the project on archaeological resources is discussed in Section 5.1.

#### ***4.1.3 Adding Missing Historic Features and New Features and Buildings***

**Standard:** *The Standards recommend designing and constructing a new feature of the building streetscape, or landscape when the historic feature is completely missing, such as row house steps, a porch, streetlight, or terrace. It may be a restoration based on historical, pictorial, and physical documentation; or be a new design that is compatible with the historic character of the district or neighborhood.*

**Comments:** The Minneapolis HPC Design Guidelines for the East Side Milling Area (see below) address how the design of new buildings can be compatible with the historic character of the historic district. These components of The Phoenix project are addressed below in Section 4.2.

The *Secretary of Interior's Standards for Rehabilitation* and the more specific recommendations in *Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (Weeks and Grimmer 1995) do not make specific comments about the height of new buildings except to recommend that new construction be compatible with regards to size and scale. The only specific direction about the height of new buildings in the St. Anthony Falls Historic District is included in the Minneapolis HPC Design Guidelines for the East Side Milling Area. The issue of height is discussed in Section 4.2.

**Standard:** *The Standards recommend designing required new parking so that it is as unobtrusive as possible, i.e., on side streets or at the rear of buildings. "Shared" parking should also be planned so that several businesses can utilize one parking area as opposed to introducing random, multiple lots. Parking should not be placed directly adjacent to historic buildings in locations that would affect historic landscape features.*

**Proposed Action:** The Phoenix project provides for 220 parking spaces hidden in the interior of the adjoining buildings on the property. Two entrances to the parking garage are the most visible aspect of this function of the property.

**Analysis:** The Phoenix project reflects the Secretary of Interior’s Standards with regard to adding parking in as unobtrusive manner as possible.

*Standard:* The Standards recommend designing and constructing new additions to historic buildings when required by the new use. New work should be compatible with the historic character of the district or neighborhood in terms of size, scale, design, material, color, and texture.

**Comment:** As noted above, the Minneapolis HPC Design Guidelines for the East Side Milling Area (see below) address how to design a new building that is compatible with the historic character of the historic district in these terms. These components of The Phoenix project are addressed below in Section 4.2.

*Standard:* The Standards recommend removing non-significant buildings, additions, or streetscape and landscape features which detract from the historic character of the district or the neighborhood.

**Proposed Action:** The Phoenix project is located on a property with a non-contributing building and a potentially contributing archeological site.

**Analysis:** The demolition of a two-story modern building and removal of large areas of pavement along Main Street Southeast follows these recommendations. The archaeological site on the property is addressed in Section 5.1.

### ***Effects of the Project***

The design of The Phoenix meets the intent of the standards and suggestions of the *Secretary of Interior’s Standards for Rehabilitation* for new construction within a NRHP historic district. Consequently, The Phoenix project will not constitute an adverse effect on significant historical and architectural resources.

## **4.2 MINNEAPOLIS HPC ST. ANTHONY FALLS HISTORIC DISTRICT GUIDELINES**

A section of the St. Anthony Falls Historic District Guidelines (MHPC 1980) covers the area bounded by Central Avenue, University Avenue and Sixth Street Southeast, excluding the block bounded by University Avenue, Sixth Avenue Southeast, Second Street Southeast, and Fifth Avenue Southeast, the “Left (East) Side Milling Area.” The guidelines apply to all new construction and rehabilitation projects in the area and address several issues. The Phoenix project is described and analyzed for conformance to each guideline.

***HPC Guideline:***

*Siting: New buildings will be constructed with principal elevations in line with the façades of existing buildings. New construction shall continue to form a visual wall along the street.*

**Existing Conditions and Proposed Action:** The Phoenix have been designed to appear as two adjoining buildings. Both the five-story block on Main Street Southeast and the residential tower on the Second Street Southeast portion of the property hold the street line. The façade of the Main Street block is in line with the two adjacent contributing buildings in the historic district: the Pillsbury “A” Mill and the main buildings of the Salisbury & Satterlee Company (St. Anthony Main) complex. The residential tower, designed to appear as an adjacent building rising along two other streetfronts, follows the established pattern in the area of locating new residential towers on Second Street Southeast rather than on Main Street Southeast. The Third Avenue Southeast walls of the two buildings rise from the sidewalk across the street from the Pillsbury “A” Mill building and the Pillsbury Machine Shop and will be compatible with those buildings.

**Analysis:** The Phoenix will meet the requirement to form a visual wall along Main Street Southeast. The residential tower at the Second Street Southeast end of the property will appear to be part of a second tier of taller buildings sited on Second Street Southeast rather than Main Street Southeast. The Phoenix meets the HPC guidelines for siting.

***HPC Guideline:***

*Height. New Buildings to be no higher than that of existing silo-mills in the area.*

**Proposed Action:** Elevation drawings indicate that the five-story block on Main Street Southeast has the same height as the adjacent building in the Salisbury & Satterlee Company (St. Anthony Main) complex. Historical photographs indicate that the Phoenix Mill that stood on the site from 1875 to 1956 was a five-story building with a height comparable to that of the adjacent building (Figure 4). The five-story portion of The Phoenix is adjacent to the Pillsbury “A” Mill and is two stories lower in height than the significant stone mill building. The roof of the residential tower and its rooftop cabanas are approximately the same height as the tile elevators and Pillsbury sign on the Pillsbury “A” Mill property. However, the set-back tower is considerably higher than the Pillsbury “A” Mill, as well as the adjacent two-story Pillsbury Machine Shop.

**Analysis:** The five-story portion of the project replicate the height of the historic building that stood on the site. The Phoenix will meet the HPC guideline requirement to be no higher than the existing silo-mills in the area. The portion of the property that will be taller than the Pillsbury “A” Mill is located on the Second Street Southeast end of the property instead of at the Main Street Southeast end of it and has been positioned to reduce the visual impacts of the project on the Pillsbury “A” Mill.



Source: Minnesota Historical Society. Location No. MH5.9 MP3.1P p38

**FIGURE 4. VIEW OF (LEFT TO RIGHT) THE SALISBURY & SATTERLEE COMPANY, PHOENIX MILL, AND THE PILLSBURY “A” MILL IN 1895**

***HPC Guideline:***

*Rhythm of Projections:* There shall be no major projections on the principal façades, since there is no consistent pattern of projections on the existing buildings.

**Proposed Action:** The design of both components of The Phoenix, the five-story block and the residential towers, does not include repeated projecting elements. The residential units have recessed terraces rather than balconies, and the grids of piers and spandrels define “punched openings” without ornamental elements at their perimeters. Horizontal canopies project from the Main Street Southeast wall of the five-story block and intermittently along the Third Avenue walls of the buildings, similar to the ones that extended over the loading platforms of the historic Phoenix Mill.

**Analysis:** The Phoenix will meet the HPC guideline requirement to not have major projections on the principal façades.

***HPC Guideline:***

*Directional Emphasis:* The existing buildings have both vertical window bays and horizontal belt courses, resulting in a non-directional emphasis. Therefore, new construction also shall have no strong directional emphasis.

**Proposed Action:** The three principal façades of The Phoenix adjoining buildings have grids of cast stone and brick and smaller horizontal and vertical elements within those prominent grids. The northern portion of the residential tower has slim vertical piers that with spandrels create another grid pattern without strong directional emphasis.

**Analysis:** The Phoenix will meet the HPC guideline requirement to not have a strong directional emphasis.

***HPC Guideline:***

*Materials: The exterior surface of new buildings shall be constructed of brick, stone, or concrete.*

**Proposed Action:** The Phoenix adjoining buildings will have façades of cast stone and red brick. Natural metal will be used on the penthouse level. The materials to be used on the northwestern third of the Main Street Southeast façade have not been selected but will not be brick. These elements, of metal or perhaps concrete and colored to distinguish them from the brick, will introduce an early-twenty-first century building conventions and identify its time of construction.

**Analysis:** The Phoenix will meet the HPC guideline requirement to have much of its exterior surfaces clad with brick and cast stone.

***HPC Guideline:***

*Nature of Openings: Openings should appear in a consistent and repeated pattern across the principal façades. Window openings should be approximately 2.5 to 3 times as tall as they are wide. Doors and windows should be set toward the front of the openings but should not be flush with the masonry surface. “Storefront” construction may be used on the first floor.*

**Proposed Action:** The three principal façades of The Phoenix adjoining buildings have grids of cast stone and brick and smaller horizontal and vertical elements within those prominent grids. These square grids create consistent patterns of openings for the façades. A second hierarchy of framing creates window glazing set in rectangular openings. The conceptual design studies do not indicate the relationship between the doors and windows and the planes of the adjacent exterior masonry surfaces.

**Analysis:** The Phoenix will meet the HPC guideline requirement to have openings in a consistent pattern and windows with a vertical emphasis.

***HPC Guideline:***

*Roof shapes: New buildings should have flat or nearly flat roofs.*

**Proposed Action:** Both the five-story block and residential tower of The Phoenix will have flat roofs edged with parapets.

**Analysis:** The Phoenix will meet the HPC guideline requirement to have flat roofs.

***HPC Guideline:***

*Details: New buildings should have some emphasis given to the upper termination of the buildings. Where other surface treatment is used, it should reflect details from other buildings.*

**Proposed Action:** The primary façades of The Phoenix buildings do not have traditional terminations such as corbelled parapets or cornices of sheet metal or stone. The change in materials on the upper façade of the Main Street Southeast façade of the residential tower could be seen as a modern means of providing interest at the upper termination of the building. The small cabanas that rise above the rooflines from both the roof of the five-story block and the residential tower will provide another type of visual interest at that area of the composition. No surface detailing is evident in the conceptual plans.

**Analysis:** The Phoenix will not meet the HPC guideline preference for emphasis at the upper termination of buildings with any type of traditional architectural element. The HPC may wish to review how the final design of the building adds visual interest at the top of the five-story block and residential tower.

***HPC Guideline:***

*Color: The primary surfaces of new buildings should be deep red or buff, similar to the existing unpainted buildings. Trim should be subdued earth tones or flat black.*

**Proposed Action:** The exterior cladding materials of The Phoenix adjoining buildings, cast-stone and brick, will provide colored surfaces of gray and red for much of the exterior walls. Trim colors have not been selected at the conceptual design study stage.

**Analysis:** The Phoenix will meet the HPC guideline requirement to not have primary surfaces of deep red or buff by using both colors. The HPC may want to review trim colors as the design is finalized.

***Effects of the Project***

The design of The Phoenix meets nearly all of the HPC Design Guidelines for the “Left (East) Side Milling Area” of the St. Anthony Falls Historic District. As the design moves from the conceptual design study phase, the selection of materials and colors will be finalized and will be reviewed by the Minneapolis HPC. That review will insure that the final design does not include inappropriate elements. Because the conceptual design meets the guidelines of the HPC, it will not constitute an adverse effect on significant historical and architectural resources in the St. Anthony Falls Historic District.

### **4.3 VISUAL IMPACTS AND VIEWSHEDS**

One way to assess the impact of a new building on a historic district and individually significant historic property is to analyze to what extent views of the district or property

from and within the district or property will be altered. The views of the East Side Milling Area portion of the St. Anthony Falls Historic District and the particularly significant Pillsbury “A” Mill Complex are of particular concern for this proposed development.

#### ***4.3.1 Current Conditions***

The project is located in a sub-area of the St. Anthony Falls Waterpower Area, which takes in a viewshed of the Mississippi River and adjacent areas intimately associated with the waterway. Considering this portion of the larger historic district as a viewshed encompasses views within the culturally and historically significant area that have been identified as worthy of careful consideration during the planning of new projects. The term viewshed refers to everything visible from a particular vantage point and the concept has been used in environmental assessment analysis to encompass natural and cultural elements viewed from one or more vantage points that together have scenic, historic, and aesthetic value.

There are several significant views within the Waterpower Area viewshed. The nature of this project prompts consideration of the views of the East Side and West Side Milling Areas. These views can best be described as “urban views” since they present a diverse mix of historic and modern elements and provide a sense of the past history and present use of the area. The sculptural tripod transmission line structures installed by Northern States Power during the 1980s appear in almost every view, and with the three power plants in the area remind viewers of the historic and modern power-generation use of the St. Anthony Falls area. The Stone Arch Bridge dominates the Mississippi River in this viewshed but is seen with the modern spillway, locks, and control building. The recent development of the Mill Ruins Park and the heritage trail that encircles the area adds a recreational overlay to an area that was for a long time the most important place of work in Minneapolis.

Nevertheless, the current viewshed includes two views that document the historic milling history of the area. The areas described below face each other across the river. Both of them are viewed frequently from the opposite riverbank and the Stone Arch Bridge.

The East Side Milling Area is visible from across the river rising above the trees and buildings on Hennepin Island. By far the most visible component of this area is the Pillsbury “A” Mill complex between Third and Fifth Avenues Southeast. Both the “A” Mill and the adjacent tile and concrete elevators stand against the skyline. The block along Main Street Southeast to the northwest of the Pillsbury “A” Mill Complex is less visible for several reasons: the height of the buildings, the presence of Hennepin Island and its vegetation, and the Main Street Hydroelectric Station and its associated modern equipment. However, this block, with its smaller buildings and more varied appearance provides an important historic and visual context for the size and significance of the adjacent Pillsbury “A” Mill complex. This area is framed by the Third Avenue Bridge and new buildings adjacent to it on the northwest end, and modern development at the

southeast end. Although the former Twin City Rapid Transit Company Power House is located adjacent to the southeastern end of the Stone Arch Bridge, it is generally not included in views of or from the East Side Milling Area.

The West Side Milling Area has a similar size and visual identity. An area defined by Fifth Avenue on the northwest and Chicago Avenue on the southwest retains enough resources from the flour milling era and has a visual cohesiveness to be a significant view within the historic district. The adaptive reuse of the Crown Roller Mill and Standard Flour Mill complex has not diminished the visual impact of an important group of contributing historic buildings. The row of buildings southeast of Portland Avenue that includes the Washburn, Crosby and Company “A” Flour Mill, now the Mill City Museum and Elevator No. One, a group of concrete silo forms so readily identified with the milling industry. This group of historic and compatible new buildings that creates a strong blockfront and suggests how the area once appeared densely developed with mills. This core area is framed by the new Guthrie Theater Building under construction to the southwest and the view of the Upper St. Anthony Falls Lock, a row of trees, and a large residential tower on First Street South.

#### ***4.3.2 Effects of The Phoenix Project on the Viewsheds***

As noted above, the location of The Phoenix project is adjacent to the Pillsbury “A” Mill building. The new buildings will be seen in views of that significant resource. For a pedestrian on Main Street Southeast, the views will be primarily of the five-story block and will be foreshortened due to the narrowness of the street and the immediate view corridor (Figure 5). The residential tower will be more prominent in views of the East Side Milling Area from across the Mississippi River and from the Stone Arch Bridge (Figure 6). The tower will rise to the approximate height of the tile and concrete elevators on the Pillsbury “A” Mill property. It will fill a visual gap since the building that has been on the property is only a low structure and does not contribute to the skyline. The residential tower will be visible, but will not overwhelm the Pillsbury “A” Mill, will not draw undue attention to itself within the view, and will appear compatible with adjacent buildings due to its materials and color.

The view from the property towards the Mississippi River and the West Side Milling Area is, from the street level, blocked by the transformer yard of the Main Street Hydroelectric Station. Views from higher levels in the new buildings will be of Hennepin Island, the Mississippi River and the Stone Arch Bridge crossing it, and the West Side Milling Area beyond.



**FIGURE 5. VIEW OF THE PHOENIX SITE FROM MAIN STREET  
SOUTHEAST IN FRONT OF THE PILLSBURY “A” MILL, FACING NORTH.**



**FIGURE 6. VIEW OF EAST SIDE MILLING AREA FROM THE  
STONE ARCH BRIDGE, FACING NORTHWEST.**

**Analysis:** The East and West Side Milling Areas face each other across the Mississippi River within the viewshed of the St. Anthony Falls Waterpower Area of the St. Anthony Falls Historic District. The width of the river and the variety of components in the “urban viewshed” make it difficult to encompass both milling districts in a single view. The historic core areas of both districts are of approximately equal size and visual interest.

The addition of The Phoenix to the view of the East Side Milling Area is not an adverse effect on that view. The project does not introduce any inappropriate massing or forms and does not call undue attention to itself. It does not rise above the height of the elevators on the Pillsbury “A” Mill Complex and does not overwhelm the significant Pillsbury “A” Mill building. The view of the project is not considered to have any adverse effect on views of the West Side Milling Area. It does not impact the current balance in the views of the two milling areas.

In conclusion, The Phoenix project does not pose an adverse effect to the viewshed of the St. Anthony Falls Historic District.

## **5.0 CONCLUSION AND SUMMARY OF MITIGATION MEASURES**

### **5.1 NO ADVERSE EFFECT**

The site of The Phoenix project is currently a non-contributing property in the St. Anthony Falls Historic District listed on the NRHP. The site is adjacent to the Pillsbury “A” Mill property, a National Historic Landmark and individually listed on the NRHP. The property is also in a district regulated by the Minneapolis HPC for which Design Guidelines have been adopted to shape new development.

The following steps were taken to avoid and minimize the effects of The Phoenix project:

1. The project was designed to meet the provisions of the Minneapolis Design Guidelines for the Left (East) Bank Milling area with regards to siting, height, materials, color, roof shape, and other design elements.
2. The project design positions the residential tower at the Second Street Southeast end of the property to minimize the effect of its height on the Pillsbury “A” Mill property.
3. Parking was located in the interior of the site, shielded from the exterior walls of the building by residential units and retail space. This positioning of the parking creates a more pleasing streetscape for pedestrians and the distinctive appearance of a parking deck is not part of the views of the district.

The project has visual impacts on the historic district and Pillsbury “A” Mill property in terms of height, though the recommendation is that these impacts are not adverse. The proposed height of the residential tower portion of the project meets the Minneapolis HPC guidelines for the East Side Milling Area. This portion of the project is set back from Main Street Southeast and the Pillsbury “A” Mill to minimize the effect of the taller building on the streetscape of the historic district and the Pillsbury “A” Mill, which is about two-thirds the height of the tower. This siting prevents the residential tower from overwhelming the Pillsbury “A” Mill building.

The Phoenix project will introduce two new visual elements into the streetscape and view of the East Side Milling District, the five-story block along Main Street SE and the residential tower rising “behind” on the Second Street Southeast side of the property. Because the non-contributing building that has been on the site in recent years is a low, two-story building, The Phoenix will be a new element and will fill a visual “gap” in the streetscape.

The Phoenix project will not have an adverse effect on the use of the Pillsbury “A” Mill property and other adjacent contributing properties in the St. Anthony Falls Historic District. Commercial and residential uses are already present in the area.

The project will not introduce any long-term atmospheric or audible elements that would affect the Pillsbury “A” Mill property and other adjacent contributing properties in the St. Anthony Falls Historic District. The short-term issues of noise and vibration caused by demolition and construction can be managed carefully by a structural engineer to avoid adverse effects. Particular care should be taken to avoid impacts on the Pillsbury “A” Mill.

The Phoenix is not identified as a project that would set new precedents for development or contribute to an adverse cumulative effect for the East Side Milling Area of the St. Anthony Falls Historic District. The proposal reflects the type of development already completed as the area undergoes a transition to a more densely developed mixed use residential and commercial area.

## **5.2 ARCHAEOLOGICAL EFFECTS**

The construction of The Phoenix will have a direct impact on the site of the Phoenix Flour Mill built in 1875. This mill was connected to the St. Anthony Falls Water Power Company Canal (Pillsbury Canal) after it was completed in 1881 and also the tailrace of the Pillsbury “A” Mill (Chute’s Tunnel). After the four-story mill building was demolished in 1856, the site became a bituminous-surfaced parking lot. The below-grade waterpower features of the mill, as well as its connections with the waterpower canal and tailrace are believed to remain *in situ*. The archaeological resources on the site have been analyzed (Vermeer 2004) and addressed in the Environment Assessment Worksheet.

Mitigation for disturbance of this site is projected to be a data recovery and documentation project for the Phoenix Mill site prior to the demolition of the building on the Second Street side of the property. This archaeological work will, to the extent possible, explore connections between the Phoenix Mill and Chute’s Tunnel and Pillsbury Canal.

## **5.3 SUMMARY OF ANALYSIS**

After examining the historic properties in the vicinity of the proposed Phoenix site, reviewing the federal and city standards and guidelines that should guide new development in the historic district, and considering the impact of the proposed project on the viewsheds in the St. Anthony Falls Historic District, The 106 Group concludes that The Phoenix project will not present an adverse effect on significant historic and architectural resources. The careful design of the project incorporated several elements to minimize the impact of the project to surrounding properties, and to avoid adverse effects. No further consideration of mitigation measures should be necessary.

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**APPENDIX A: PROJECT PERSONNEL**

**LIST OF PERSONNEL**

Project Manager	Anne Ketz, M.A., RPA
Principal Investigator	Betsy H. Bradley, Ph. D.
Graphics and GIS	Matthew Schillerberg