



# Saint Anthony Falls

## Historic District Design Guidelines Project

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### Strategy Paper

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# Introduction

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This working paper presents a strategy for updating design guidelines for the St. Anthony Falls Historic District in Minneapolis. The intent is:

- To set the approach for developing the design guidelines
- To establish some specific design policies that will appear in the guidelines
- To establish the format and organizational structure for the guidelines

The paper addresses some of the basic characteristics of the district and how they should influence the design guidelines, provides direction for the content and format of the guidelines, and also includes an outline for their organization.

## Process

The strategies described in this paper build upon these sources:

- Review of background materials, including the existing design guidelines and other policies and plans (See below.)
- Meetings with the Technical Advisory Group
- Meeting with the Community Advisory Group
- Community workshops on April 6th and April 25, 2011
- Focus group with developers on April 26, 2011
- Focus group with designers on April 26, 2011





## Sources of Information

The new guidelines will draw upon information in the following materials:

- The existing *St. Anthony Falls Historic District Design Guidelines*
- *Minneapolis Warehouse Historic District Design Guidelines*
- Adopted plans:
  - *North Loop Small Area Plan* (which includes guidelines related to streetcape, buildings, open space and parking)
  - *Historic Mills District Master Plan* (which includes guidelines related to preservation, streetscape, buildings, open space and parking)
- Historical research
  - National Register District Nomination
  - *The Minnesota Archaeologist, Archeology of the Minneapolis Waterfront, Part 1 & Part 2*
- *Saint Anthony Falls Rediscovered*
- Policy documents (See Appendix A)
- Workshop/meetings input

## Some of the Broader Questions

Some broad questions have been raised, or implied, in recent discussions, which first should be addressed, because they influence the approach to the guidelines update:

### **What does preservation mean?**

This is a fundamental question, which is not specifically addressed in the existing design guidelines, but really sets the tone for them. Because this word is used in different ways, it can cause confusion. In terms of the *Secretary of the Interior's Standards for Treatment of Historic Properties*, "preservation" is one of four treatments, the others being "restoration," "rehabilitation," and "reconstruction." In that sense, the term has a precise usage, which means maintaining a resource that is already in good condition by using best practices.

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On the other hand, the general public often uses the term “preservation” to encompass a broad spectrum of actions that include the repair and rehabilitation of historic resources, and maintaining the character of neighborhoods and districts that contain historically significant properties. Others consider “preservation” to mean stopping any further changes to a property, or even returning it to an earlier state. This is not the intent in the St. Anthony Falls Historic District.

In reality, the focus in the district is on reusing buildings and, where necessary, adapting them to new uses. This often requires making changes to the structures, their landscapes and the streets that frame them, in order to support this adaptive reuse.

In addition to the many historically significant buildings that exist in the district, other cultural resources are found. These include remnants of building foundations and infrastructure, such as rail lines, as well as archeological remains. For these, the focus is more on understanding and retaining these features to the extent feasible.

In the context of the SAF Historic District, therefore, “preservation” means:

- Keeping historic properties, and buildings in particular, in active use, while preserving their key, character-defining features, and also accommodating compatible alterations that help to extend their life.
- Respecting and understanding the significance of cultural resources in general, including places of cultural value, archeology and historic infrastructure, as well as historic buildings.

In this sense, “preservation” is a dynamic concept, with a focus on vitality of the historic resources individually, as well as the neighborhoods within the district in which they are found.

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### **What does being “historic district” mean?**

In terms of the SAF Historic District, the answer is a bit different than that which many people may have experienced in other historic districts. The SAF Historic District has several sub-areas embedded within it that have few or no historic structures. It is therefore experienced somewhat differently than some other districts, where there is a consistent character of historic buildings throughout, all of which generally date from a narrow period of time in history.

Perhaps it is best to consider the district as a collection of smaller historic districts, which are linked in time and significance because they all played a part in the early life of the city’s activities related to the river. These smaller historic districts have their own distinct sense of place and time, which serve as the context for design review.

Other, newer areas of the SAF Historic District may be more appropriately considered as “urban design review overlays,” in which basic principles of sound neighborhood-building are the focus on design review considerations. Preservation of individual historic structures, as well as consideration of the broader range of cultural resources found throughout the entire district are also factors.

Another analogy is to think of the district as a collection of multiple property listings, along with smaller historic districts, which again are bound by their heritage with the river.

### **How can the city balance objectives for the district?**

Various plans, policies and guidelines for the area bring to attention the balancing of objectives for preservation, urban design, sustainability, livability, culture and economic development. Management of the historic district means acknowledging all of these objectives, and seeking the appropriate balance that preserves the historic significance of the area. These objectives are addressed in other plans and policy documents, but should be considered in developing the updated design guidelines.

# Big Themes for the St. Anthony Falls Historic District

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These themes provide a foundation for the guidelines. They come from the sources listed on page 4.

## The River

The river has shaped the land, and brought people to it for centuries. It is the one “constant” in the district, and the guidelines should reflect this. The cultural resources in the area are associated with the river.

Key objectives related to the river, in terms of the historic district, are:

- Maintaining views, and providing opportunities for them
- Providing access to the river, in ways that are appropriate to the heritage of the river
- Retaining cultural resources that convey man’s association with the river
- The river also should be the key organizing concept for defining the various contexts within which the guidelines will be considered. For this reason, some of the boundaries proposed for “character areas” (which are discussed later in this paper) are drawn to straddle the river, rather than use river banks as boundaries.



## Hints of the Past

The many different neighborhoods within the district reflect their historic development patterns. These include the arrangement of streets and rail lines, the placement of buildings, the use of open space and building materials. Even in areas that now appear as very new, there are hints of the past in terms of buildings and other improvements that can be seen. This may be in the pattern of streets that reflect earlier development, or a layout of new buildings that made use of land forms that were shaped for previous uses.



## Creativity

In discussions of design review in historic districts, the call for “creativity” often occurs. This is particularly appropriate for the SAF Historic District, where innovation is certainly a part of its history, in terms of hydropower engineering and milling. The guidelines should encourage such creativity. However, “creativity” should be distinguished from simply being “different.” Sometimes these terms are confused in design review discussions.

## The Design Traditions of the District

Some people have struggled to describe the physical characteristics that define the district at large. It is already noted that, with the diversity of sub-areas, this can be difficult. It may be more useful to think of “higher level” characteristics that define the district as a whole and reflect the spirit of the place. These are some of those “design traditions” of the SAF Historic District:

### Authenticity

Early buildings were authentic, reflecting their own time, and their association with the specific cultures of the area, including the use of materials and ways of building.

### Simplicity

Buildings and other structures were generally simple in their design.

### Durability

Many structures were constructed to last. This is certainly true of the historic mill buildings and related structures.

### Functionality

Buildings and other structures expressed their functions clearly.

### Integrity of design

Many buildings had a single, consistent design concept.

### Innovation

Many improvements in the area were innovative, in terms of the technologies used.

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## Promoting Excellence in Design

The design guidelines should inspire excellence in design.

They can do this by:

- Providing intent statements
- Providing photographs of high quality design projects
- Providing a “definition” of what excellence in design means

## Sustainability

The design guidelines should address sustainability, in the three categories typically described by most communities: Culture, Economy, and Environment. The guidelines should indicate how re-using historic buildings contributes to sustainability, and also provide direction for sustainable landscapes and new buildings that also support preservation principles.

## Evolution and Change

A key theme is that the area has continued to evolve over the centuries. The fact that it has remained dynamic is a part of its heritage. For this reason, resources that can help to interpret that span of human occupation and use are valued.





# Designing In Context

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A fundamental assumption of the design guidelines is that improvement projects should be planned in consideration of their context. In some areas, that context remains strongly anchored by historic buildings, landscapes and other structures. In other parts of the district, the context is more contemporary, with individual historic buildings sometimes appearing as accents; in still other areas, no historic structures exist, although some archeological resources may be there.



## **Designing in context means:**

Relating to the setting at a broad, “experiential” level rather than literally copying the features of adjacent historic buildings is a part of designing in context. (However, in order to operate at this level, it is very important that the key features of this “higher level” be clearly articulated.) Designing in context also means being respectful of the cultural resources in the vicinity.

## **What is the purpose of “designing in context?”**

It is not the intent to pretend that the historic district is frozen in time, but rather to express evolution and change while retaining one’s ability to interpret the historic character where it exists.

## **Differing Assumptions About Infill Design in Context**

In the course of discussions that have occurred in recent months about compatibility in the historic district, a reoccurring question is: “To which period are we designing?”

As noted earlier, the context is diverse, and designing to a single period in time is neither practical nor desirable. This calls for a fundamental consideration of preservation theory that should be better understood. Perhaps it is helpful to frame the different approaches to new construction that

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seem to be implied in various discussions. These different approaches to new construction could be grouped into four categories. These are:

**Approach 1. Take the district back in time, and permit no other development**

In this approach, new buildings would be removed, and a historic scene from a fixed point in time would be created. (Colonial Williamsburg is the prime example.) This is, of course, not a practical approach for SAF, for any number of reasons, but it may be helpful to name it, for purposes of clarifying the approach that is to be used.

**Approach 2: Appear frozen in time, by building in the historic style only**

In this approach, new development would occur, but would be designed to appear as though it comes from an earlier period. Historians criticize this approach because it confuses history. It also can be difficult to accomplish accurately.

**Approach 3: Reflect change, while being respectful of the historic context**

In this approach, new buildings and site improvements are designed as “contemporary” elements that are compatible, but not imitative. This is the most practical approach for a district like SAF and is the one that should be reflected in the design guidelines. Even within this approach, the spectrum of “contemporary” may vary. Some designs may be very abstract in their relatedness to the context. Others may more closely draw upon historic precedents, but still remain distinguishable as new.

**Approach 4: Create a new context**

In this approach, any remaining historic resources are simply treated as “accents” in the urban landscape. The new context is based on other concepts, which may be defined in “new urbanist” principles, or other principles for city building. These often focus on creating a pedestrian-friendly street edge, minimizing the impacts of cars, and encouraging mixed-use neighborhoods. This approach may apply to some extent in the sub-areas of the district that are completely new, although relating to the broader

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context, in terms of the features described earlier, would also be an objective.

### **Levels of Context Consideration**

In the case of the St. Anthony Falls Historic District, context should be considered at these levels:

- District-wide – in terms of the qualitative features described earlier
- Sub-area – which focuses on the collection of buildings, sites and structures within the boundaries of the specific Character Area
- Immediate surroundings – Properties adjacent to, facing or overlooking a specific site
- District edges – considering conditions immediately outside the district, such as residential neighborhoods



# Character Areas

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While the district should be considered as a whole, it also should be addressed as a collection of different “neighborhoods,” each with distinctive characteristics. This is similar to the precedent set in the existing design guidelines, but should be refined to provide clearer guidance. These Character Areas should be based on the existing features of each setting, and also be “informed” by their historic development patterns. For example, in the Gateway Area on the west bank of the river, a parking lot adjacent to the 3rd Avenue S. and 2nd Street S. has a curved edge, which reflects the alignment of an earlier rail spur.

(See Appendix B of this Strategy Paper for a preliminary description of the proposed Character Areas and Appendix D for Map.)

## Use of the Character Areas

### Use the Character Areas to:

- Identify distinct areas with different characteristics
- Define key existing features that make up the context
- Help understand historic development patterns and the locations of potential archeological sites
- Identify different contexts in which new designs should be considered
- Establish different design goals for each area
- Set urban design principles (tailored to context) that also should apply

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## Content of a Character Area Discussion

The material addressing an individual character area would serve as a supplement to the more general design guidelines for rehabilitation, infill, landscape design and archeology. Each of these character area discussions should be approximately four pages in length, and should contain these elements, always presented in the same order:

### Description of the Character Area

This will include some or all of the following:

- Brief history
- General description
- Places with cultural associations, including Native American
- Potential archeological resources, historic industrial artifacts and infrastructure
- Views
- Overall development patterns
- Landscape and site features
- Buildings
- Other special features

### Design Goals for the Character Areas

This should state the degree to which a historic context is the primary driver for design expectations, and the degree to which broader urban design principles apply.

### Special Design Guidelines for the Character Area

These guidelines should be limited only to those that are unique to the Character Area. Otherwise, for all other design considerations, the sections of general guidelines would apply. These guidelines should follow the same organizational order as the topics for describing key features for the area. (See above.).

# Special Design Issues

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This section highlights the approach to be taken in the design guidelines for some of the more complex design topics.

## Native American Sites

As properties are improved, consideration should be given to the opportunities that may exist for honoring those places that are highly valued by the Dakota people. This may include special interpretive strategies. Also note that projects involving a federal undertaking or requiring state review will usually trigger consultation as well.



## Archaeology

Archaeological resources should be recognized, and the typical procedures promoted by the Secretary of the Interior should be applied. This is a more “process-oriented” use of guidelines than for building rehabilitation, in that the appropriate treatments are more often determined on a case-by-case basis. Nonetheless, the guidelines should lay out the sequence of options that should be considered when archaeological resources are encountered in an improvement project.



## The River's Edges

The river's edges are steeped in history, and also are important ecologically. Today, they also serve as recreational amenities, and will do more so in the future. The west bank is more urban in character, while the east bank is less formal. These characteristics should be continued, and the design guidelines should make those distinctions. While the focus of the preservation program's review is on the historic district



*Those places that terminate in a designated view may be considered “view targets.” These often are special features within the district itself, such as the Stone Arch Bridge.*

## Views

Views are important considerations in the district, and they cover a wide range of types. The start-up workshop provided some insights into the types of views that are valued. A map of those views appears in Appendix C. In terms of design review, managing views should be handled carefully, such that confusion does not result. To the extent feasible, the most valued views should be defined at the outset, such that it is clear that they will be considered. Many of these are from points along the river edge, where future improvements to parks and trails may provide opportunities for enhancing key vantage points. (See Appendix D for Views Map)

These are some starting parameters:

### View from the public way

Any consideration of views in the guidelines should take into account the impacts and opportunities from the public way.

### Station points

Where one stands to take in a view may be considered a “station point.” The key stations points that are most valued should be clearly defined.

### View targets

Those places that terminate in a designated view may be considered “view targets.” These often are special features within the district itself, such as the Pillsbury A Mill. They may also include additional vistas, such as the backdrop of high rise buildings downtown that may be perceived from some locations on the east bank of the river.

### View cones

Many views may be narrowly framed. A view between two buildings, for example, may sometimes accentuate the view to a landmark in the distance.

### Panoramas

In other cases, a view is broader, such as the panorama one experiences when standing at the center of the Stone Arch Bridge.



## Landscape Design

The landscape character of the St. Anthony Falls Historic District is a potpourri of distinct typologies within a surprisingly small geographic area. In addition, the demarcation between landscape and built environment is sometimes abrupt and unplanned, a by-product of the gritty industrial past of the area.

*The west (downtown) side of the river is part of the Grand Rounds, a continuous citywide system of trails, parks and open space.*

The west (downtown) side of the river is part of the Grand Rounds, a continuous citywide system of trails, parks and open space. Because of this, the landscape design was incorporated into a larger system of landscape typologies and is less reflective of the unique historic character of the Central Riverfront. It also expresses the philosophy of the time, when a neater and more cultivated landscape was intended to attract more people to the district when rail yards were still being removed and grittiness was more threatening.

The east side of the river, in contrast, is truer to its historic roots (below Hennepin Avenue), with a landscape that is much more organic and less planned. Huge cottonwoods, a native species, sit atop the bank and smaller native riverbank trees such as box elders, plus vines and shrubs, fill the sloped banks and water's edge. The same organic banks of volunteer plants surround Nicollet Island.



*There are many opinions about streetscape design in the historic district.*

The west bank below the Mill City Museum is also an anomalous landscape segment, with an expansive grass slope separating the Plank Road site from the ruins below. The slope covers ruins that, over time, may be excavated to reveal more of the site's history. As that process occurs, it would be appropriate to allow the landscape to evolve into a more natural pattern.

The only urban edge along the riverfront in the historic district occurs on the west bank upstream from the railroad bridge to the lock and dam just below the 3rd Avenue Bridge. It includes a mix of paved plazas and walkways, with a mix of linear tree plantings to formal bosques and less formal groves of trees. It is along this promenade that pedestrians, bicyclists and cars have the best view of the river within the Historic District, except for views from bridges.

The design guidelines for landscapes should address these different contexts. Where landscape improvements are to occur in a setting with key historic buildings, they should be respectful of that fact. In other areas, the landscape designs will need to balance considerations of historic character with new, adaptive use needs of landscaped areas, especially in public places.

## Streetscape Design Approach

There are many opinions about streetscape design in the historic district. Some existing documents call for highly ornate "Victorian" street furniture to be used throughout the mill district, even though there is no historic precedent for this in the area. In fact, using such designs would misrepresent the history of the area. Instead, designs that are contemporary, but compatible with the context would be best. These would draw upon materials used traditionally, and would remain subordinate, background elements where historic resources are found. These should be arranged such that they retain the "irregularity" of the street scene and express the diversity of contexts that exist. They should also provide some sense of continuity at a more subtle level than may occur in many streetscape designs where a uniform rhythm of street trees, ornamental lights and furnishings is usually established.

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## Parking

The amount of parking generated for new developments, as well as adaptive reuse projects can create a substantial visual impacts issue. The guidelines should promote designs that minimize the impacts of cars, both in terms of their visual appearance and in the manner in which they may create pressure for parking to displace other preferred uses along the street edge. A basic approach is to require that parking be located away from street edges where high levels of pedestrian activity are desired, and that it be screened from view. This usually means requiring an alternative, active use at the property edge, especially at the street level for surface lots and structured parking, and sometime even on upper floors.

There may be some locations however, where it would be impractical to require other uses as a buffer to parking when it is in a structure, and there should be guidance to determine how these conditions are to be addressed. On some secondary streets, for example, it may be acceptable to screen portions of the street wall, but not have an active use. This distinguishes the different objectives: that of having an active street level use, from a screening, or providing a visually interesting, or pedestrian friendly street edge.

The master plan for the Mill District defines a hierarchy of streets in three levels. This may serve as a starting point for defining secondary streets in terms of the treatment of parking, but it should be reviewed more closely to assure that those ratings are consistent with the differing contexts as defined by the character areas.

There is another issue related to parking, and that is the potential to create a vast surface lot to support a high-rise building. While one would normally anticipate that land values would tend to make structured parking the preferred approach, there may be some short-term market conditions that could tend toward surface lots. For this reason, the active street edge requirements should be studied carefully. This is to some extent a zoning code issue, but the guidelines may need to address it as well.



*The guidelines should promote designs that minimize the impacts of cars, both in terms of their visual appearance and in the manner in which they may create pressure for parking to displace other preferred uses along the street edge.*

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Yet another different concern related to parking is the maximum ratio that is required. While this is a meritorious concept, particularly with respect to new infill, it may inhibit adaptive reuse of historic buildings. This issue should be reviewed with respect to the zoning code.

## Rehabilitation

A core portion of the design guidelines will address the treatment of historic buildings. These make up a substantial amount of the resources that date from the district's period of significance, and promoting procedures that maintain these properties is a fundamental objective. The Secretary of the Interior's Standards for Rehabilitation should be the basis of the city's guidelines for the district. They should be "translated" to demonstrate how they apply to the resources in the SAF Historic District.



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## Building Height

A key challenge has been how to determine appropriate building heights for new construction in the district. Some people argue that maximum height should be limited to that of the historic buildings. Others maintain that taller structures can be accommodated, depending upon the context and how the design is treated.

Others seek predictability in height such that they can plan the scale of a project in advance of making decisions to purchase a property. Still others may argue that overall building height should not be limited at all.

The fundamental concern, from the standpoint of the design guidelines project, is how height affects the integrity of the district and one's ability to interpret its historic character. The visual impact of a new, taller building being located immediately adjacent to lower historic structures is just a part of that concern. It is also important to distinguish the maximum height that some part of a building may reach, from other portions that should be lower. That is, varied massing may in some cases be essential in terms of compatibility.

### Height Variables

In theory, it could be possible to define acceptable building envelopes for individual parcels, as is done in a form based code. However, in a historic district, this is more challenging, since appropriate scale is a matter of context, and how a new building would affect one's perception of historic resources nearby is a key concern. Keeping building footprints in proportion, and not filling an entire parcel is another concern. Instead using a podium and some open space. These factors are often considered when evaluating the impact of building height:

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### **The height of adjacent properties, especially historic buildings**

#### **The distance separating between buildings:**

- To provide for light, air and views
- To minimize overwhelming historic buildings nearby

#### **Varied massing among portions of a new building**

- To establish a lower building scale at the street edge, in the interest of promoting a sense of pedestrian scale
- To maintain the perception of traditional building heights as experienced nearby at the street level

#### **Articulation of building form to reduce perceived scale, using:**

- Variations in wall planes and setbacks
- Variations in building materials

Some of these design devices may be appropriate in certain contexts within the district, but not in others. In the vicinity of the historic mill buildings, for example, where simplicity of form is the tradition, a highly varied building articulation could be inappropriate.

Given these considerations, height limits in the district should be based on a combination of preservation and urban design principles:

#### **Preservation compatibility principles**

- Spaced or stepped down to permit perception of an adjacent historic building's scale and character and keep the taller building from overwhelming one's ability to interpret the historic character of the significant resource
- A separation from sensitive properties or edges.
- A design that is distinguishable as being of its own time, while being compatible



### Urban design principles

- Sufficient spacing between buildings, to provide light, air and views
- Set taller portions back from sensitive edges (i.e. low scale residential neighborhoods, and historic structures)
- Establishing a pedestrian-friendly scale at the street level, and along river edges

*The feedback collected in the community workshop held on April 25th would serve as a starting point in determining the “tolerance” for increased building height in each of the Character Areas*

With those variables in mind, how might a starting point for maximum heights be established in the district? One approach would be to develop computer models of the various contexts, and test a variety of scenarios, but that is more of a zoning code analysis outside the scope of this project. There are other tools that can be used:

### Review the height guidelines in existing documents.

- These should serve as the starting point for considering alternatives.

### Develop a general understanding of existing height patterns in each Character Area.

- This would be based on photographs and any GIS information the city has available.

### Select photographic examples of infill buildings from other locations that could be considered to be appropriate.

- The feedback collected in the community workshop held on April 25th would serve as a starting point in determining the “tolerance” for increased building height in each of the Character Areas.

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### Establish the base height policy.

- This would be defined for each Character Area, and would be considered a starting point for height review.

### Establish guidelines for additional height.

- This would be based on considerations of context, and on the benefits and amenities that would result from the increased height.



## Building Materials

Building materials that reflect the broad range of those employed traditionally should be a part of the design palette in the district. Certainly various types of masonry, including brick, stone and concrete, are well understood as key materials. But this could also include industrial metals, and some synthetic materials that still convey as sense of scale, finish and character that is within the range of historic ones. The degree to which alternative materials may be used on a building may also be influenced by the degree of “consistency” that exists in the context and the percentage of new material that is introduced into the setting.

*The degree to which alternative materials may be used on a building may also be influenced by the degree of “consistency” that exists in the context and the percentage of new material that is introduced into the setting.*

This is based on the assumption that “compatibility” can be achieved in broader terms than simply using masonry throughout the entire district. With that said, however, it will be important to assure that masonry continues to be predominant, especially in areas where the historic context is well established with those materials. This may be more important at the street level in such areas. These distinctions should be made within individual subareas.

# The Design Guidelines Structure

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With those broad design issues and policies in mind, how should the design guidelines be organized? The recently adopted guidelines for the Warehouse District provide a good starting point, but there is still room for improvement: Those guidelines use a tiered structure, in which some guidelines are presented as “requirements,” and others are “advisory,” still other information is presented as “other considerations.”

Presenting design guidelines in a logical organizational structure is always a challenge, and it will be especially so for the St. Anthony Falls Historic District because there are so many topics to address. This means that the guidelines must be grouped into chapters that address specific types of improvements or the types of cultural resources that may be involved.

## Design Guideline Format

The guidance should be provided in a consistent format that signals which statements are “requirements” versus other types of information. The following structure is recommended:

### **Topic heading**

This identifies a specific design category, under which one or more related guidelines will be listed.

### **Background statement**

This is a few sentences that provide a description of the traditions in the area related to the topic, a definition of a term to be used, or other information that can help in understanding the guidance that follows.

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### **Intent statement**

This establishes a policy related to desired outcomes for the topic. It typically includes the word, “should.” This statement helps in interpreting the application of the guidelines that follow. If a guideline does not specifically address a particular issue, then the City will use the policy statement to determine appropriateness.

### **Design guideline statement**

This is the formal “guideline” that is to be met, when it is applicable to the improvement being reviewed. It is usually written in the affirmative, imperative mood, to indicate that it is to be followed. It is numbered to reference in records of review proceedings.

### **Other requirements & clarifications**

These statements appear in a bulleted format and expand on the specific guideline statement and can be used in interpreting the appropriateness of a specific action related to the design guideline. It may include examples of how, or how not to comply with the guideline.

### **Advisory information**

This information is not regulatory, but may help in developing an appropriate design. It may include references to other sources of information.

### **Illustration**

Images will be provided to clarify some of the design guidelines. They will be captioned. Both appropriate and inappropriate examples will be used.

(See Appendix C for an example)

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## Rehabilitation Guidelines Organization

For Rehabilitation Guidelines:

Given the overall structure of the guidelines described above, there are additional organizing principles to apply to guidelines for rehabilitation of historic structures.

Within an individual topic, they should follow this preferred sequence of actions as outlined by the Secretary of the Interior:

Preserve  
Repair  
Replace  
Reconstruct  
Compatible Alterations

### Determining How to Treat a Key Feature of a Historic Resource

**Treatment 1:**

**Preserve**

**Treatment 2:**

**Repair**

**Treatment 3:**

**Reconstruct**

**Treatment 4:**

**Replace**

**Treatment 5:**

**Compatible  
Alterations**

*This list of treatments is presented in order of preference.*



# Appendix A

## Public Policy Base

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Many planning documents provide policy statements that should be considered in updating the design guidelines for the St. Anthony Falls Historic District. This section summarizes some of those statements.

### ***The Minneapolis Plan for Sustainable Growth***

The *Minneapolis Plan for Sustainable Growth* is the City of Minneapolis' comprehensive plan and provides the vision and framework for the City's urban renaissance and growth as a great city of the future.

The following policy goals appear in the Comprehensive Plan that are related to the cultural resources in general:

- *Minneapolis will promote the sustainable practice of protecting and reusing our culturally significant built and natural environment, including buildings, districts, landscapes, and historic resources, while advancing growth through preservation policies.*
- *Preserve, maintain, and designate districts, landmarks, and historic resources which serve as reminders of the city's architecture, history, and culture.*
- *Continue to evaluate potential historic resources for future studies and designation as the city ages.*
- *Explore and protect potential archeological resources in the city.*
- *Examine and evaluate the contexts in which historic resources are analyzed.*
- *Recognize and preserve the important influence of landscape on the cultural identity of Minneapolis.*
- *Provide educational, financial, technical, and regulatory assistance to ensure the survival of the city's historic resources.*
- *Create a regulatory framework and consider implementing incentives to support the ethic of "reduce, reuse, and recycle" and revitalization for buildings and neighborhoods.*
- *Preserve neighborhood character by preserving the quality of the built environment.*
- *Integrate preservation planning in the larger planning process.*
- *Promote the benefits of preservation as an economic development tool and a method to achieve greater environmental sustainability and city vitality.*
- *Improve and adapt preservation regulations to recognize City goals, current preservation practices, and emerging historic contexts.*
- *Raise awareness of the history of Minneapolis and promote the quality of the built environment.*
- *Promote building designs and heights that enhance and complement the image and form of the Downtown skyline, provide transition to the edges of Downtown and protect the scale and quality in areas of distinctive physical or historical character.*
- *Integrate pedestrian scale design features into Downtown site and building*

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*designs and infrastructure improvements.*

- *Support development of residential dwellings that are of high quality design and compatible with surrounding development.*
- *New multi-family development or renovation should be designed in terms of traditional urban building form with pedestrian scale design features at the street level.*
- *Support urban design standards that emphasize traditional urban form with pedestrian scale design features at the street level in mixed-use and transit-oriented development.*
- *Support urban design standards that emphasize a traditional urban form in commercial areas.*
- *Encourage development that provides functional and attractive gathering space.*
- *Whenever possible, restore and maintain the traditional street and sidewalk grid as part of new developments.*
- *Reduce the visual impact of automobile parking facilities.*
- *Landscaping is encouraged in order to complement the scale of the site and its surroundings, enhance the built environment, create and define public and private spaces, buffer and screen, incorporate crime prevention principles, and provide shade, aesthetic appeal and environmental benefits.*
- *Promote climate-sensitive design principles to make the winter environment safe, comfortable and enjoyable.*
- *Preserve the natural ecology and the historical features that define Minneapolis' unique identity in the region.*

### **Power of the Falls: Renewing the Vision for St. Anthony Falls Heritage Zone**

In 1989-90 the Heritage Board commissioned an interpretive plan for the St. Anthony Falls Heritage Zone that would provide structure and guidance for the interpretation and preservation of historic features that convey the story of the Minneapolis riverfront. The extent to which this plan has been implemented was evaluated in 2006. The conclusion was that many important components of the plan had been successfully completed, but that more remains to be done.

The goal of the 2009 Plan Update is to demonstrate how the Heritage Board can build on its past successes, protect the qualities that distinguish the Heritage Zone, and meet the needs and desires of a growing audience.

The following policy goals were gleaned from this plan:

- *Create a stronger identity and sense of place*
- *Build and broaden the audience*
- *Re-energize interpretive programming in the Heritage Zone*
- *Meet the fundamental needs of the audience*
- *Preserve and maintain the Heritage Zone's existing assets*

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## **Historic Mills District Master Plan & Update**

In 2000 this plan was updated and in 2001 it was updated to address the Guthrie Theater that was later sited within the district. This plan has been heralded by CPED as one of its major successes in economic development. The land was all former railroad land and is now almost completely redeveloped. The plan provides guidance for properties that are both in the district and outside of the district. The area is anchored by the Guthrie Theater, Mill City Museum and several residential condominium and apartment buildings.

The following policy goals were gleaned from this plan:

- *Preserve and celebrate the riverfront historic sites and buildings.*
- *Link new residential, cultural and recreational development to the downtown and the riverfront.*
- *Respect the historic integrity of the district.*
- *The Historic Mills District area includes numerous historically significant structures and sites. Given the importance of this historic fabric in the planning process, redevelopment in the area should address the Secretary of Interior's Standards for the Treatment of Historic Properties when appropriate.*

## **North Loop Small Area Plan**

The *North Loop Small Area Plan* is a policy document produced by the City of Minneapolis to guide land use and development in the North Loop neighborhood for the next 20 years. It is officially an update to the *Downtown East/North Loop Master Plan*, adopted by the City in 2003. The purpose of the North Loop Small Area Plan is to be a complementary piece to the original plan. The update encapsulates the remainder of the North Loop neighborhood that did not have small area planning. The original plan remains relevant.

The following policy goals were gleaned from this plan:

- *Enhanced pedestrian safety, function and aesthetic character in public rights-of-way encourage walking, particularly roads connecting to major destinations.*
- *Neighborhoods of choice such as the North Loop enjoy a high level of neighborliness through mixed-use development and design standards that acknowledge the interconnectedness of land uses.*
- *Historic character of the private and public realm is highly valued by residents, employees and visitors of the North Loop Neighborhood.*
- *The unique uses and built form of Downtown neighborhoods require a specialized regulatory environment that supports the historic character of the area while acknowledging the need for adaptive reuse and context sensitive design in redevelopment.*

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## **Minneapolis Warehouse Historic District Design Guidelines**

This document serves as a regulatory tool to protect the integrity of the historic district. The guidelines are written to allow for sensitive compatible change that will allow the district to maintain its growth as an urban neighborhood that supports a variety of commercial, industrial and residential use.

*The Minneapolis Warehouse Historic District is significant to the heritage of Minneapolis as it represents evolving patterns of commercial growth during the late nineteenth and early twentieth century that shaped the city's identity. The proposed district provides physical evidence of the interconnectedness of the warehousing, manufacturing, and their supporting industries on the railroads. The architecture of the buildings exemplify the growth of an industry and how that was manifested in technological and design improvements as both the industries, building technology and popular design evolved from 1865 to 1930."*

## **Master Plan for the March-Holmes Neighborhood**

The Marcy Holmes Neighborhood Plan was adopted in 2003. It was developed in the context of the Minneapolis Plan. It provides more detail than the Minneapolis Plan and provides additional goals that are unique to the neighborhood.

Marcy-Holmes Neighborhood Vision:

- *Main Street will be connected to the West River Road and a grand new greenway will connect the heart of the neighborhood to the Mississippi River, stone arch bridge, and regional bike trail system.*
- *Preservation and enhancement of the neighborhood parks, Mississippi River corridor, green spaces, and boulevards.*
- *Preservation and enhancements of the small town character and traditional design features in neighborhood buildings.*

## **Mississippi River Corridor Critical Area Rulemaking Project**

In 2009 the State Legislature directed the Department of Natural Resources (DNR) to adopt rules for the Mississippi River Corridor Critical Area (MRCCA); the Rulemaking Project is the result of this legislature. The project includes draft standards and administrative provisions for the project areas, and divides the Mississippi River corridor throughout the state into multiple districts based on similar characteristics. The St. Anthony Falls Historic District section of the river contains two districts, CA-6 and CA-7. The CA-6 district includes highly urbanized

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mixed-use lands along the river, and the CA-7 district includes the urban cores of Minneapolis and St. Paul. The following draft policy goals for these areas are:

- *CA-6: This district will be managed in a manner that allows for future growth and potential transition of intensely developed areas without negatively affecting the river corridor.*
- *CA-7: This district will be managed with the greatest flexibility.*

The Rulemaking Project is still underway and this information is subject to updates. See the DNR project website for the most up-to-date information: [http://www.dnr.state.mn.us/waters/watermgmt\\_section/critical\\_area/rulemaking.html#background](http://www.dnr.state.mn.us/waters/watermgmt_section/critical_area/rulemaking.html#background)

## **Minneapolis Parks and Recreation Board**

The Minneapolis Park and Recreation Board (MPRB) provides administration, planning, programs, development, maintenance and police protection for the city's park and recreational facilities. The MPRB is a semi-autonomous independent body of the City, with its own elected officials (Board of Commissioners) who direct the work of MPRB Divisions and staff. Goals in the MPRB mission statement relevant to the St. Anthony Falls Historic District include:

- *Sound management techniques provide healthy, diverse, and sustainable natural resources.*
- *Healthy boulevard trees connect all city residents to their park system.*
- *Residents and visitors enjoy and understand the natural environment.*

- *People and the environment benefit from the expansion and protection of natural resources.*
- *Dynamic parks shape city character and meet diverse community needs*
- *Park facility renewal and development respects history and focuses on sustainability, accessibility, flexibility, and beauty.*

## **National Park Service**

The National Park Service (NPS) develops national policy related to historic preservation planning and has several programs that provide support and guidance on the care of historic and archeological resources. These include:

- The Technical Preservation Services, which publishes several series on responsible methods of caring for historic buildings. Series currently include Preservation Briefs, Preservation Tech Notes, Technical Reports, Program/ Training Information, and Co-Published Books. These publications are a mainstay for many preservationists in the field.
- The Secretary of the Interior's Standards for the Treatment of Historic Buildings are general rehabilitation guidelines established by the National Park Service and serve as the basis of preservation policy for the majority of programs across the country.

The following is a link to the Secretary of the Interiors Standards for Rehabilitation: <http://www.nps.gov/history/preservation.htm>

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The Secretary's Standards state that:

1. *A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*
2. *The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property shall be avoided.*
3. *Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, shall not be undertaken.*
4. *Changes to a property that have acquired historic significance in their own right shall be retained and preserved.*
5. *Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.*
6. *Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence.*
7. *Chemical or physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall not be used.*
8. *Archeological resources shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.*
9. *New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and shall be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.*
10. *New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. Design for alterations and additions to existing properties should not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material. Such design should be compatible with the size, scale, color, material and character of the property, neighborhood and environment.*

# Appendix B: Character Areas in the St. Anthony Falls Historic District

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Different “contexts” exist within the St. Anthony Falls Historic District, which are termed “character areas” to facilitate discussion. Some of these contain concentrations of industrial buildings from the milling era, while others contain newer buildings. Remnants of walls, structures and other features of earlier uses are distributed throughout some areas. These, as well as noteworthy natural features, bridges, streets and trails, contribute to the distinguishing characteristics of individual sub-areas.

A preliminary description of these sub-areas follows, including their boundaries, the features that define them and preliminary list of design goals. The boundaries are not drawn to match the sub-areas that are established in the 1980 design guidelines, although some boundary matches may occur coincidentally. The design goals state the degree to which a historic context is the primary driver for design expectations, and the degree to which broader urban design principles apply. These were gleaned from the public outreach process for this project. In addition, there are goals from different policy documents that are included in the appendix. If there is a contradiction in goals from earlier documents, the goals from this project will take precedence.

(See Appendix D for Map)

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## A. The Water Power District

### Brief History

The area is rich in structures and resources connected to the human manipulation of the falls to provide hydro power for industries such as saw mills and flour mills.

### General Description

- Includes both sides of the river
- Contains concentration of milling industry buildings
- Urban/industrial development pattern

### Cultural Associations

- Spirit Island
- The springs

### Archeology & Remnant Structures

- Many artifacts and structural remnants related to mill industry and rail transportation
- All of the waterpower infrastructure, including the horseshoe dam and the canals
- Concrete apron of the falls

### Views

- Major views from both sides of river to opposing sides
- Prominent views to and from Stone Arch Bridge

### Landscape & Site Features

- Mix of landscapes (see sub-areas)

### Buildings

- Greatest concentration of contributing structures, including mills, warehouses and commercial buildings

### Design goals

- Urban character and density is appropriate.
- Promote a pedestrian-friendly street and river edge.
- Build on the historic context of the area. Consider a contemporary industrial machine aesthetic for new buildings.
- A diversity in building heights is appropriate. However, taller portions of buildings should be set back from the river corridor.
- Arrange tall building masses to allow views and access through to the river, and views to the mills.
- Transition from urban character to natural character at the river.
- Promote a more “volunteer” landscape within the urbanized district, e.g. sporadic groves of small trees instead of formal rows of street trees.

## A1. West Side Water Power District River Edge

### Brief History

(forthcoming)

### General Description

- Southern reach of river edge, west bank
- Moderately narrow cross section
- Varying elevations with some steep slopes
- Grade modified and tiered for rail lines - can see corridors
- Upper lock for river navigation

### Archeology & Remnant Structures

- Stone foundations and retaining walls, some exposed
- Rail trestle remnants
- Water power canal

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## Views

- To Stone Arch Bridge
- To Spirit Island
- To mill buildings on east bank
- To St. Anthony Falls Laboratory

## Landscapes & Site Features

- Urban character
- Some formal plantings
- Concrete paths and bituminous trails
- Overlook structure
- Interpretive panels
- Formal landing area at base of Stone Arch Bridge

## Buildings

- Remnants of old mills

## Design goals

- Maintain connections to the water.
- Maintain legibility of historic connections between mills and river.
- Reveal more historic foundations and integrate with more naturalized and random landscape.
- Provide access to regional trail system.

## A2. Hennepin Island and East Channel River Edge

### Brief History

Historically, Hennepin Island once stood in the middle of the river with St. Anthony Falls surrounding both sides. Saw mills began lining the east channel by 1848 and the landscaped changed from that point on. This area contains Waterpower Park.

### General Description

- Includes sites of spiritual value
- Includes some active uses
- Some limited access points

## Archeology & Remnant Structures

- Hydro power infrastructure
- Stone foundations

## Views

- To Spirit Island
- To mill complex on the west bank
- To Stone Arch Bridge
- To city skyline
- Views from Water Power Park are noteworthy.

## Landscapes & Site Features

- Blended aspect of historic hydropower infrastructure and volunteer vegetation
- Park paths with bridges connecting points of island with east bank
- Original escapement of falls is present.
- Some areas not developed, and/or poorly maintained
- Volunteer vegetation
- Original escarpment of falls

## Buildings

- Small concentration of contributing structures related to water power

## Design goals

- Maintain connections to the water.
- Maintain legibility of historic connections between powerhouse facilities and river.
- Allow but manage a naturalized riparian landscape.

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## B. Gateway District

### Brief History

This area first developed at the foot of the first bridge over the Mississippi River as a residential district adjacent to the commercial center of Minneapolis. It quickly evolved into larger civic uses such as the Union Depot, the Great Northern Depot, and the Post Office. The area was a focus of Urban Renewal in the mid-Twentieth Century. The character of this area is a result of that era in Minneapolis's history.

### General Description

- Mid-section of the west bank, centered on Hennepin Ave. and 1st St.
- Primarily new construction
- Some civic spaces; may increase in size

### Archeology & Remnant Structures

- Remnants related to rail transportation

### Views

- To Nicollet Island
- To Stone Arch Bridge

### Landscapes & Site Features

- Urban plazas
- Street furniture

### Buildings

- Scattering of contributors, including the Post Office
- Several newer, non-contributing commercial and civic buildings

### Design goals

- Urban character and density is appropriate.

- Celebrate the arterial/gateway connection to the river.
- Build on the diversity of the area. For example, a diversity in building heights is appropriate. However, taller portions of buildings should be set back from the river corridor areas.
- Arrange tall building masses to allow views and access through to the river.
- Transition from urban character to natural character at the river.
- Promote a pedestrian friendly street and river edge.
- Enhance streetscape with landscaping and connected civic/public spaces, including water features.

## C. Warehouse District

### Brief History

Area is the northern edge of the Warehouse Historic District. It contains two distinct character types. The eastern portion is dominated by earlier commercial buildings; it developed as an auxiliary commercial area to the city's original commercial area. These commercial uses then evolved to service the warehousing industry that developed adjacent to it. The west end, along First Street North, is anchored by warehouse buildings that were dedicated to agricultural implements.

### General Description

- Approximately the area described in the 1980 Design Guidelines as "North First Street Warehouses"; existing guidelines distinguish the west side of 1st from the east side of 1st.
- Centered on 1st Street
- Urban/industrial development pattern
- Loss of street grid

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### **Archeology & Remnant Structures**

- Potential remnants related to sawmill, and mill industry
- Remnants related to rail transportation

### **Views**

- Views along corridor of 1st Street to historic row of warehouses

### **Landscapes & Site Features**

- Urban streetscapes
- Interior courtyards at multifamily
- Some passageways through blocks

### **Buildings**

- Collection of historic commercial and warehouse buildings, along eastern side of 1st
- Newer multifamily buildings along western side

### **Design goals**

- New infill should build upon the existing historic context in its building mass, scale and materials.
- Preserve the double-fronted character of historic buildings.
- Promote a pedestrian friendly street and river edge.
- Allow views and access through to the river.
- Extend “opportunistic” pattern of street trees and green spaces (not a formal street tree planting but more random, using available public/private property)

## **D. Basset Creek Saw Mill Area**

### **Brief History**

Defined by contemporary townhome development, this area was once home to sawmill operations, the first commercial hydroelectric plant in the United States and rail yards.

### **General Description**

- Northern section of west bank
- Predominantly new town houses
- Built-out suburban development pattern

### **Archeology & Remnant Structures**

- Potential remnants related to sawmill, mill and masonry industries

### **Views**

- Limited views, except along eastern edge, to Boom Island

### **Landscapes & Site Features**

- Designed urban landscapes as foreground to housing
- Parking accessed from street; partially screened with landscaping

### **Buildings**

- Newer, non-contributing structures, many townhouse types

### **Design goals**

- Promote pedestrian connections between residential community and the Bassett Creek River Edge area.
- Retain existing informal park-like character of the landscape.
- Promote good urban design principles.

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## E. Basset Creek River Edge

### Brief History

Once wooded, this area was stripped of trees in early settlement. Residential in its initial use, it developed as a line of sawmills in the late 1860s. The river shallows at the creek mouth were filled in with refuse from sawmills in the 1880s. Three small islands off the original creek mouth were incorporated into the fill.

### General Description

- Northern reach of river edge, west bank
- Width of the area varies, providing changing river edge.
- Low scale residential development defines the western edge (2 story townhomes).
- Historically part of saw mill and related industries
- Land partially of fill material
- Curvilinear street defines western edge.
- Bassett Creek ravine and outlet
- Paved, separated bicycle and pedestrian trails

### Archeology & Remnant Structures

- Potential remnants related to sawmill, mill and masonry industries

### Views

- Open views to the river and the eastern shore

### Landscape & Site Features

- Somewhat urban/suburban open space, with a structured playground
- Groomed plantings horticultural plantings in informal groupings

### Buildings

- Informational kiosk

### Design goals

- Passive use area, only allow park structures
- Structures can be play areas which educate about the milling history of the area.
- Structures should not convey a false sense of historic character (this is in general DGs, but is also specific to park/play structures).
- Retain informal park-like landscape character.
- Provide access to regional trail system.
- Retain pedestrian paths and urban waterfront promenade features.

## F. Rail Corridor River Edge

### Brief History

This area is a former rail corridor. The grade was tiered for various rail lines that serviced both the industrial uses of the Mills and other adjacent industries, but also provided passenger services at the no longer extant Union Depot.

### General Description

- Mid-section of river edge, west bank
- Urban promenade, with paved bicycle and pedestrian trails
- Narrow section of land, with steep bank

### Archeology & Remnant Structures

- Old Fuji Ya site and environs
- Remnants near terminus of Stone Arch Bridge

### Views

- To Nicollet Island
- To Stone Arch Bridge
- To Mill Pond and pool above the falls

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### Landscape & Site Features

- Horticultural plantings, but informal in character

### Buildings

- Informational Kiosk

### Design goals

- Retain informal landscape character
- Access to river (limited physical; extensive visual)
- Provide access to regional trail system
- Retain pedestrian paths and urban waterfront promenade features

## G. Nicollet Island

### Brief History

Early in its history the island was a possible home to sugar maple farming by Native Americans. With white settlement, it developed into a diverse community, the northern end of the island had a cluster of residential homes, the central portion of the island was focused on commerce and the southern tip was industrial in nature.

### General Description

- Island overall has a distinct identity as a separate land form.
- Sub-areas also exist with different contexts.

### Archeology & Remnant Structures

- Remnants related to rail transportation

### Views

- To the east bank of the river
- To the west bank of the river
- Views upstream
- Prominent view of 3rd Ave. Bridge from southern tip of the island

### Landscapes & Site Features

- Relatively informal vegetated water edge
- Limited access to the water
- Some informal trails, including bridge connection to Boom Island
- Planned landscapes around buildings

### Buildings

- Contributing single-family residential, frame buildings at northern end
- Contributing multifamily structure
- Non-contributing school complex in center of the island

### Design goals

- Maintain views to and from island
- Allow for an increase in density within central portion. New infill should reflect its heritage in its building form, mass and scale.

## G1. North Nicollet Island Northern Residential District

### General Information

- The northern end of Nicollet Island, with the collection of historic homes
- Focuses on the residential enclave at the northern end of the island
- Organized around a T-shaped pair of; narrow streets

### Archeology & Remnant Structures

- Unknown

### Views

- Limited views from within the neighborhood
- General views to both sides of the river along the edges of the island

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### Landscapes & Site Features

- Planned landscapes, residential in character
- Tree canopy along streets
- Primarily open, un-fenced yards, although some fenced
- Parking in rear, accessed by curb cuts
- Narrow sidewalks, of unit pavers

### Buildings

- Small scale, wood clad single-family structures, many positioned close to the street
- Most structures are contributing.
- A few have been moved into the neighborhood, but are similar in character.
- Defined by one story porches
- Oriented to the street
- Secondary structures (sheds and garages) to side and rear

### Design goals

- Any infill highly responsive to historic residential setting
- Informal streetscape, narrow sidewalks, compact character

## G2. South Nicollet Island District

### General

- Few park structures
- Open space

### Archeology & Remnant Structures

- Potential for archeology at the southern tip of the island

### Views

- General views to both sides of the river
- Views to mills

### Landscapes & Site Features

- Designed landscapes, associated with park buildings
- Parking areas
- Pedestrian paths

### Buildings

- Several historic buildings

### Design goals

- Structures should not convey a false sense of historic character (this is in general DGs, but is also specific to park/play structures).
- Retain formal & informal open spaces, passive pocket parks etc.

## H. Nicollet Island Bank and East Channel River Corridor

### General

- Northern reach of river edge, east bank, including Boom Island, and the channel edge of Nicollet Island)

### Archeology & Remnant Structures

- Potential for remnants related to the ironworks industry

### Design goals

- Maintain a passive waterfront.
- Dirt trails, no structures excepting existing railroad bridge
- Allow but manage a naturalized riparian landscape

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## I. Boom Island

### Brief History

Boom Island gained its name as the principal anchor for log booming companies that sorted logs for the appropriate mills located adjacent to the falls. By the 1880s steam powered saw mills were constructed adjacent to the island. By the early 1900s the island became a rail yard for the Wisconsin Central Railroad. BF Nelson had an extensive sawmilling operation located adjacent to the island. The landscape continued to evolve; the channel between the island and the east river bank was filled in by the mid-twentieth century.

### General

- Northern reach of river edge and Boom Island

### Archeology & Remnant Structures

- Primarily disturbed lands
- Old railroad bridge (now pedestrian system) between Nicollet Island and Boom Island
- Potential remnants related to sawmill industry and rail transportation

### Views

- To the west across the river (including city skyline), to park land (from Boom Island)
- To Nicollet Island (along southern strip)

### Landscapes & Site Features

- Open, exposed landscape
- Picnic tables at Boom Island
- Docks for tour boats
- Trail character – paved and unpaved; bituminous
- Land filled to connect island to mainland
- Managed park land with some promenade improvements along the river

### Buildings

- Visitor facilities at boat landing (non-contributing)

### Design goals

- Maintain connections to adjacent parks outside the SAF HD.
- Maintain views to passive riverfront (character area H).
- Simple park structures (footbridge from Nicollet Island, picnic shelters, grilles)
- Retain pedestrian paths and urban waterfront promenade features.

## J. Hennepin & Central District

### Description

#### Brief History

Portions were initially part of St. Anthony's Upper Town. Was once the principal business center for the east side. Substantial redevelopment has occurred in some portions.

### General

- Northeastern edge of East Bank, centered on the rail line and 2nd Street, and mid-section of the East Bank, centered at Hennepin Ave. and 2nd Street
- Rectilinear street grid

- Concentration of commercial structures near intersection of Hennepin and University, several contributors
- A mix of uses, with concentrations of multi-family buildings, many non-contributors
- Several street edges defined by low scale, multifamily units with individual entrances facing the street
- Parking located to the interior of each block
- Rail corridor is a defining element.

### Archeology & Remnant Structures

- Unknown

### Views

- From western edge, overlooking Nicollet Island

### Landscapes & Site Features

- Designed landscapes, formal in nature, associated only with buildings and streets
- Urban character

### Buildings

- Cluster of contributing commercial storefront types along Hennepin
- One high-rise tower as accent
- Mix of low scale, multifamily and some mid-rise residential
- Many buildings from 1980s- 2010
- Many townhouse and row house types
- Church
- Art Godfrey House
- Pillsbury Library

### Design goals

- Respond to individual historic resources within the area rather than to a general historic character.
- Enhance streetscape with landscape along Hennepin Ave (relate to Gateway Character Area).
- Promote a pedestrian friendly street edge.

## K. Bridges

### General

- Stone Arch Bridge
- Hennepin Bridge
- 3rd Ave Bridge
- Trestle Bridges
- Water Power Bridges

### Archeology & Remnant Structures

- Remnant foundations
- Rail trestle remnants

### Design goals:

- Preserve historic bridges and their function.
- Modest improvements to enhance pedestrian use may be considered.

# Appendix C: Guidelines Example

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## Windows

### Background Statement

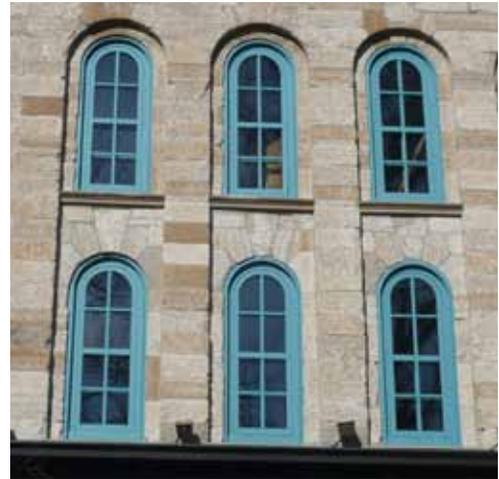
Windows are important character defining features of historic buildings in the St. Anthony Falls Historic District. They contribute to the sense of scale of each building, and are important in understanding the overall design and function of each structure. The individual components are important in understanding the technology of the period and of the craftsmen who constructed them. Features important to the character of a window include its frame, sash, muntins, mullions, glazing, sills, heads, jambs, moldings, operation and groupings of windows. Original windows can often be repaired instead of being replaced. Simple modifications, that are sensitive to the original fabric, can often be made to improve their thermal capacity.

### Intent Statement

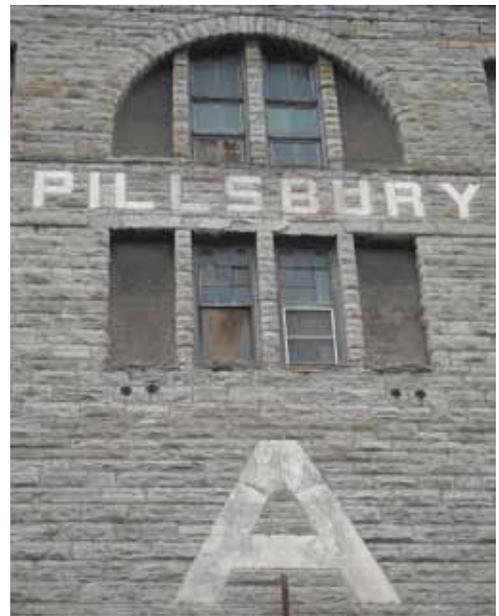
The character-defining features of a historic window, its distinct materials and its location should be preserved. In addition, a new window should be in character with the historic building.

### Requirements:

- 5.1 **Preserve the functional and decorative features of a historic window.**
  - a. Original and historically significant windows shall be retained.
  - b. All decorative trim around a window shall be retained, including lintels, pediments, moldings or hoods.

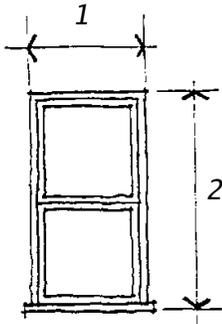


*Original and historically significant windows shall be retained.*

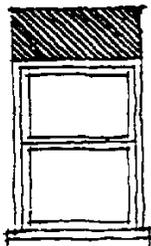


*All decorative trim around a window shall be retained, including lintels, pediments, moldings or hoods.*

## Original Window Opening



## Altered Window Opening



*Preserve the size and proportion of a historic window opening.*

### 5.2 Preserve the position, number and arrangement of historic windows in a primary building wall.

- a. On a primary facade, enclosing a historic window opening is inappropriate, as is adding a new window opening.
- b. A window on a primary facade shall not be removed or blocked to install an air conditioner, mechanical equipment, louvers, or for any other reason.
- c. New or expanded window openings on a primary facade is not allowed, unless it is to restore an historical window opening and evidence is provided to support the opening.

### 5.3 Preserve the size and proportion of a historic window opening.

- a. Reducing an original opening to accommodate a smaller window or increasing it to receive a larger one is inappropriate.

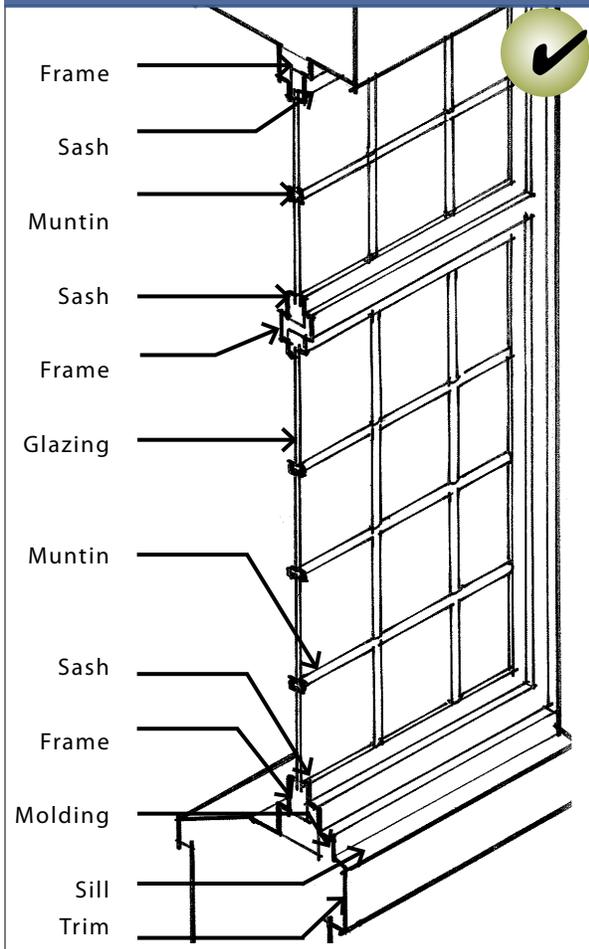
### 5.4 Repair a historic window that has deteriorated, rather than replace it.

- a. Clear transparent glass shall be used to replace missing panes or in full window replacement unless historical documentations show other treatments. Low emission coatings will be considered if they are not reflective or tinted.

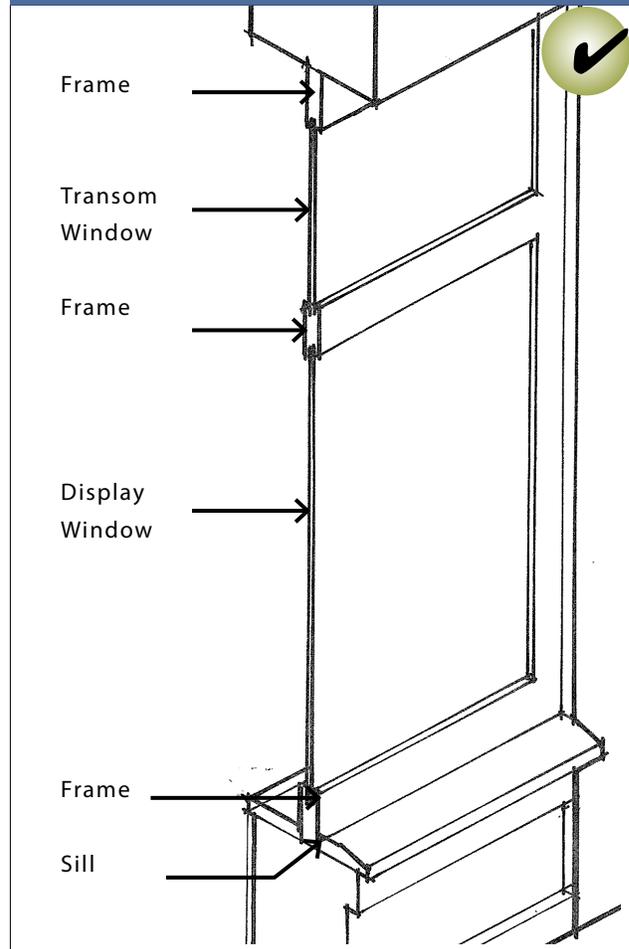
### 5.5 Replace a historic window only when it cannot be repaired.

- a. A replacement window will be considered if evidence is provided that original or historically significant windows cannot be feasibly repaired. A survey of the existing windows is required to document its condition and type.

## Warehouse Window

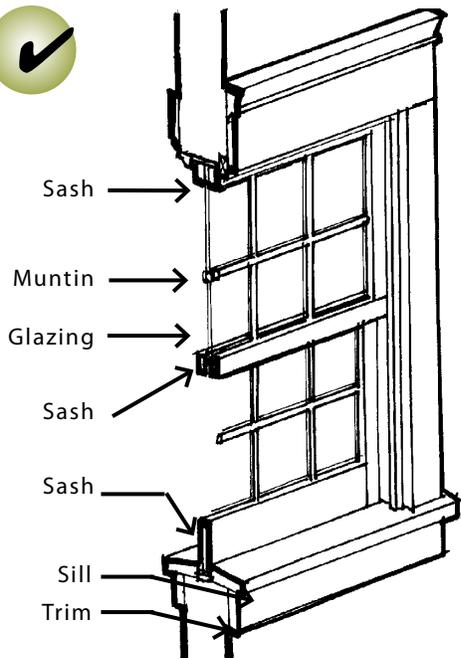


## Storefront Window



*The appearance of the window components should match those of the original in dimension, profile and finish.*

## Double-hung Window



*The appearance of the window components should match those of the original in dimension, profile and finish.*



*Preserve the size and proportion of a historic window opening.*

### 5.6 If a window must be replaced, match the historic design.

- a. When considering the replacement of a historically significant window, the new one shall be compatible in material, type, style, operation, sashes, size of lights and number of panes of the existing windows in that location.
- b. A replacement window shall be finished with a painted enamel finish. Anodized or other unfinished treatments are not allowed.

### 5.7 Convey as closely as possible the character of historic sash divisions in a replacement window.

- a. Muntins that divide a window into smaller panes of glass should be genuine on key facades and other highly visible places.
- b. Artificial muntins applied to both sides of a glass may be used in secondary locations, but should have a similar depth and shadow line.
- c. Strips of material located between panes of glass to simulate muntins are not allowed.

### 5.8 If a new window is to be installed where one does not presently exist, it shall be located where it will not alter a historically significant façade.

- a. A new window opening on a secondary facade will be considered.

#### Advisory Information:

For guidance about retrofitting an existing window to enhance energy efficiency, use these links to publications:

(A brief list of reference materials would be included in this position.)

# Appendix D: Maps

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## Character Areas Map

The St. Anthony Falls Historic District should be considered as a collection of Character Areas that each has distinctive physical characteristics. These are based on the existing character, although some of these areas also exhibit traces of historic development patterns in various ways. Several of these Character Areas are defined by concentrations of buildings that have similar features and uses. Others focus on open spaces and landscapes, especially along the river's edges. These different contexts will be considered in developing the design guidelines for each Character Area.

This approach builds on that used in the older guidelines for SAF, as well as the Warehouse Historic District guidelines.

## Views Analysis

An analysis of views in the St. Anthony Falls Historic District identifies those that are highly valued. In a public workshop, as well as a work session with the Heritage preservation Commission held in April 2011, citizens identified those that are most important. Views from the Stone Arch Bridge received the greatest recognition among participants. Other important views are from, and to, the concentrations of historic mill buildings on both sides of the Mississippi River.

The following map identifies a series of other views as well. These are each numbered and labeled, but the numbering sequence does not reflect priorities. A color coding is used to categorize the views:

- Red: Most highly valued
- Orange: Frequently cited and valued
- Yellow: Also noteworthy

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Note that others also mentioned general panoramas of the river edges all along this stretch of the river, and others noted views through the district to the downtown beyond as well.

REPLACE THIS BLANK PAGE WITH 11 x 17 MAPS