

**Community Planning & Economic Development
Planning Division**

350 South 5th Street, Room 210
Minneapolis, MN 55415-1385
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**The Environmental Assessment Worksheet prepared by the City of Minneapolis for
The Wave Project located at 304-320 First St. S. in the City of Minneapolis
is now available for public review**

The Environmental Assessment Worksheet (EAW) provides information regarding the potential environmental effects of the The Wave Project by Omni Investment.¹ The Project includes 38 residential units, a 9,400 sq. ft. spa, and a 9,600 sq. ft. restaurant on the site of the former Fuji Ya Restaurant and vacant land to the west owned by the Minneapolis Park and Recreation Board. The Project is within the St. Anthony Falls Historic District and, as proposed, will likely have substantive effects on historic and archeological ruins.

Copies of the EAW are available for review at the Minneapolis Central Library located at 300 Nicollet Mall in Downtown Minneapolis and in the office of the City Planning Division at 210 City Hall. It is also available for review on the City of Minneapolis web site:
<http://www.ci.minneapolis.mn.us/planning/eaw.asp>. Paper copies of this EAW and a compact disk of the report can also be provided upon request to the EAW Contact Person (refer to contact information below).

Notice will be published in the *EQB Monitor* on Monday, 8/14/06. Public comments on the EAW must be submitted to the EAW Contact Person within the **30-day comment period, which ends at 4:30 p.m. on Wednesday 9/13/06.**

The City of Minneapolis will conduct a **Public Comment Meeting on the EAW on Wednesday, 9/6/06 beginning at 7:30 p.m. at the Mill City Museum located at 704 S. Second St.** All are invited to attend and comment on the adequacy of the EAW.

Planning Division staff will present the EAW and the comments on the document to the Zoning and Planning Committee of the City Council at a later date. Subsequently, the City Council will act on the Committee's recommendation.

EAW Contact Person: Michael Orange, Minneapolis Community Planning and Economic Development Department—Planning Division, City Hall Room 210, 350 S. 5th Street, Minneapolis, MN 55415-1385, by telephone at 612-673-2347, or E-mail at michael.orange@ci.minneapolis.mn.us.

¹ After the *EQB Monitor* published notice of the EAW, the developer, Heritage Development, changed its name to Omni Investment.

Attention: If you want help translating this information, call - **Hmong** - Ceeb toom. Yog koj xav tau kev pab txhais cov xov no rau koj dawb, hu 612-673-2800; **Spanish** - Atención. Si desea recibir asistencia gratuita para traducir esta información, llama 612-673-2700; **Somali** - Ogow. Haddii aad dooneyso in lagaa kaalmeeyo tarjamadda macluumaadkani oo lacag la' aan wac 612-673-3500

ENVIRONMENTAL ASSESSMENT WORKSHEET

Note to preparers: An electronic version of this form is available at www.mnplan.state.mn.us. *EAW Guidelines* will be available in spring 1999. The Environmental Assessment Worksheet provides information about a project that may have the potential for significant environmental effects. The EAW is prepared by the Responsible Governmental Unit or its agents to determine whether an Environmental Impact Statement should be prepared. The project proposer must supply any reasonably accessible data for — but should not complete — the final worksheet. If a complete answer does not fit in the space allotted, attach additional sheets as necessary. The complete question as well as the answer must be included if the EAW is prepared electronically.

Note to reviewers: Comments must be submitted to the RGU during the 30-day comment period following notice of the EAW in the *EQB Monitor*. Comments should address the accuracy and completeness of information, potential impacts that warrant further investigation and the need for an EIS.

1. **Project title:** The Wave

2. **Proposer:** Omni Investment²
Contact person Michael Buelow and Michael Moriarty
Address 619 10th St. S.
City, state, ZIP Minneapolis, Minnesota 55404
Phone 612-339-5006
Fax 612-332-0994
E-mail michaelb@heritagedevelopment.com and mikem@heritagedevelopment.com

3. **RGU** City of Minneapolis
Contact person Michael Orange
Title Consulting Planner
Address 210 City Hall
350 South 5th St.
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Phone 612-673-2347
Fax 612-673-2728
E-mail Michael.Orange@ci.minneapolis.mn.us

4. **Reason for EAW preparation (check one):**
 EIS scoping Mandatory EAW Citizen petition
 RGU discretion Proposer volunteered

² After the *EQB Monitor* published notice of the EAW, the developer, Heritage Development, changed its name to Omni Investment.

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If EAW or EIS is mandatory give EQB rule category: 4410.4300 Mandatory EAW Categories, Subpart 31 Historical Places. The Wave Project Area is within the St. Anthony Falls Historic District, a district listed on the National Register of Historic Places (NRHP) and included in the Minnesota Historic District Act of 1971.

5. Project location

County: Hennepin

City/Township: Minneapolis

The addresses of the project site are: 304, 306, 336, and 420 First St. S.

Attach each of the following to the EAW:

1. **County map showing the general location of the project.** Refer to Attachment 1.
2. **U.S. Geological Survey 7.5 minute, 1:24,000 scale map indicating project boundaries (photocopy acceptable).** Refer to Attachment 2.
3. **Site plan showing all significant project and natural features.** Refer to Attachments 3 and 4.

6. Description

- a. Provide a project summary of 50 words or less to be published in the EQB Monitor**

The Wave Project by Heritage Development includes 38 residential units, a 9,400 sq. ft. spa, and a 9,600 sq. ft. restaurant on the site of the former Fuji Ya Restaurant and vacant land to the west (304-420 First St. S.) owned by the Minneapolis Park and Recreation Board. The Project is within the St. Anthony Falls Historic District and will likely have substantive effects on historic ruins.

- b. Give a complete description of the proposed project and related new construction. Attach additional sheets as necessary. Emphasize construction, operation methods and features that will cause physical manipulation of the environment or will produce wastes. Include modifications to existing equipment or industrial processes and significant demolition, removal or remodeling of existing structures. Indicate the timing and duration of construction activities.**

The site for The Wave Project (Project) by Heritage Development is bounded by First St. S., Fifth Avenue South, and the West River Parkway. The approximately one-acre site, currently owned by the Minneapolis Park and Recreation Board (which is a "sister agency" of the City of Minneapolis), is generally a 70-ft.-wide parcel sitting between First St. S. and the West River Parkway. The site is presently occupied by the former Fuji Ya Restaurant, parking for the Minneapolis Park and Recreation Board, and ruins of the Columbia Flour Mill, Occidental Feed Mill, and Basset Sawmill. There is a downward change in grade of between 18 and 30 ft. from First St. S. to West River Parkway.

Environmental Assessment Worksheet: The Wave Project

City of Minneapolis

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The Project has three main elements (refer to Attachments 3 and 4): 1) Thirty-eight residential units and a luxury spa that step from 6 stories on the east to 11 stories on the west along its 400-ft. length, 2) the rehabilitation and reuse of the building that was formerly the Fuji Ya Restaurant as a new restaurant and wine grotto, and 3) a glazed, transparent lobby that joins the public and private elements of the Project. According to Heritage Development, a significant component of the Project includes the remodeling of the former Fuji Ya into a “chef-driven, world-class restaurant. The remodeling will return a fondly remembered element back to river as well as revealing portions of the now hidden ruins by incorporating them into a wine grotto on the lower level.”

Parking for the Project will take advantage of the natural slope of the site. Planned are two entrances along the West River Parkway, one of which will provide access to 65 stalls that will be controlled by the Minneapolis Park and Recreation Board for public use, and two entrances on First St. S. to accommodate additional parking. A total of 199 enclosed spaces will be provided as follows:

- Residential parking: 109 stalls for the 38 units equals 2.9 stalls per unit
- Public parking for the commercial uses (located on 1st St. S.): 25
- MPRB parking for public (on W. River Rd.): 65
- Total: 199

Heritage Development describes the architectural design as follows: “Two distinct elements drive the exterior design of the building, the Mississippi River to the North and downtown Minneapolis to the South. The river façade responds with fluid curves and abundant glass while the downtown façade features an updated take on the urban row house. The massing at the residential entries and the punched openings on the downtown façade take their cue from the surrounding mill ruins.”

c. Explain the project purpose; if the project will be carried out by a governmental unit, explain the need for the project and identify its beneficiaries.

The Project will replace a vacant restaurant building and unattended mill ruins with a mixed-use development that will bring dining back to the riverfront, increase the diversity of housing, and provide public parking for the Central Riverfront Park.

d. Are future stages of this development including development on any outlots planned or likely to happen?

No.

If yes, briefly describe future stages, relationship to present project, timeline and plans for environmental review.

e. **Is this project a subsequent stage of an earlier project?**

No.

If yes, briefly describe the past development, time line and any past environmental review.

7. Project magnitude data
Total project acreage: 1.0

Number of residential units: unattached none attached 38 maximum units per building.

The total residential floor area is 137,175 sq. ft.

Commercial, industrial or institutional building area (gross floor space): total square feet.

- The total residential and commercial floor area, not including enclosed parking, is 157,650 sq. ft. (9,600 sq. ft. existing building, 148,050 sq. ft. new construction).
- Lobby / Retail (spa) 9,400 sq. ft.
- Restaurant 9,600 sq. ft. (existing building)

Indicate areas of specific uses (in square feet):

Office	0	Manufacturing	0
Retail	9,400	Other industrial	0
Warehouse	0	Institutional	0
Light industrial	0	Agricultural	0
Other commercial	0		

Building height: The building gradually steps up across the length of its footprint. At the northwest end of the new construction, the tallest point from First St. is 144 ft. to the parapet and 152 ft. to elevator penthouse (11 stories). At the southeast end of the new construction the tallest point from First St. is 72 ft. to the parapet and 80 ft. to the elevator penthouse (6 stories). In between the two ends, a portion of the building is 96 ft. and 108 ft. (104 ft. and 116 ft. to the elevator penthouse).

If over 2 stories, compare to heights of nearby buildings.

The response to Question 25 includes the analysis of the visual effects of the Project including historic effects resulting from the height of the structure.

8. Permits and approvals required

List all known local, state and federal permits, approvals and financial assistance for the project. Include modifications of any existing permits, governmental review of plans and all direct and indirect forms of public financial assistance including bond guarantees, Tax Increment Financing, and infrastructure.

Environmental Assessment Worksheet: The Wave Project

City of Minneapolis

Distributed 8/11/06

State:

Minnesota Pollution Control Agency:

NPDES Construction Storm Water Permit To be applied for

Storm Water Pollution Prevention Plan To be applied for

Department of Natural Resources:

Water Appropriation Permit..... To be applied for

Metropolitan Council:

MCES Sanitary Sewer Connection Construction To be applied for

MCES approval of dewatering discharge To be applied for

City of Minneapolis:

Heritage Preservation Commission:

Approval of Demolition Permit To be applied for

Certificate of Appropriateness To be applied for

Land use permits (refer to Attachment 9) To be applied for

Grading/Erosion Control Plan To be applied for

Stormwater Management Plan To be applied for

Demolition Permit To be applied for

Building Permits To be applied for

Emergency Generator Fuel Storage Tank Permit To be applied for

It is not the objective of the EAW preparation to develop all the detailed information required for construction permits. The Proposer will assemble the required information and apply for these permits when appropriate.

9. Land use

Describe current and recent past land use and development on the site and on adjacent lands. Discuss project compatibility with adjacent and nearby land uses. Indicate whether any potential conflicts involve environmental matters. Identify any potential environmental hazards due to past site uses, such as soil contamination or abandoned storage tanks, or proximity to nearby hazardous liquid or gas pipelines.

Historically, the site included three mills (Columbia Flour Mill, Occidental Feed Mill, and Basset Sawmill) and railroad tracks. Most recently, the Minneapolis Park and Recreation Board has owned the site and portions of it have been used for surface parking. The extant building, known as the Fuji Ya building, has been vacant. Previously, the Fuji Ya building was a restaurant. The remainder of the parcel is unutilized and is covered with trees and brush.

Adjacent land is used for a variety of purposes including residential, office, and parks and recreation. Adjacent land uses include the River West high-rise condominiums, The Carlyle high-rise condominiums (under construction), Mill Place office building, historic bridge #L8900, Third Avenue Bridge, West River Parkway, Mississippi Central Riverfront Regional Park, St. Anthony Falls Lock and Dam, and the Whitney Properties.

Environmental Assessment Worksheet: The Wave Project

City of Minneapolis

Distributed 8/11/06

The proposed land use would become residential and commercial and would be compatible with the current surrounding uses. The construction of the proposed development would have a potential effect on the historical setting of this parcel and on those of the adjacent historical properties. A further discussion of the Project’s compatibility with historical land uses and archaeology is included in the response to EAW Question 25.

Based on a Phase I Environmental Site Assessment (ESA) that was performed on the Project site, the following known or suspected environmental conditions were identified as recognized environmental conditions (RECs) for the property: The former presence of businesses, on and directly adjacent to the property, including a sawmill, flour mills, a chemical laboratory, railroad operations and machine shops is considered an REC. Further subsurface testing is recommended to determine if soils or groundwater have been affected. Soil and groundwater contamination, if any, must be remediated pursuant to local and state regulations.

10. Cover types

Estimate the acreage of the site with each of the following cover types before and after development:

	Before		After	
Types 1-8 wetlands	0	0	Lawn/landscaping	0.92 0.36
Wooded/forest	0	0	Impervious surfaces	0.35 0.90
Brush/Grassland	0	0	Other (describe)	<u>0.0</u> <u>0.0</u>
Cropland	0	0	TOTAL	1.27 1.27

If before and after totals are not equal, explain why.

11. Fish, wildlife and ecologically sensitive resources

a. Identify fish and wildlife resources and habitats on or near the site and describe how they would be affected by the project. Describe any measures to be taken to minimize or avoid impacts.

Refer to the following response.

b. Are any state-listed (endangered, threatened, or special concern) species, rare plant communities or other sensitive ecological resources such as native prairie habitat, colonial waterbird nesting colonies or regionally rare plant communities on or near the site?

Yes.

If yes, describe the resource and how it would be affected by the project. Indicate if a site survey of the resources has been conducted and describe the results.

If the DNR Natural Heritage and Nongame Research program has been contacted give the correspondence reference number:

The MN-DNR Natural Heritage & Nongame Research Program identified 5 occurrences of 2 species listed as either endangered or of special concern located within a mile of the Project site (corresponding reference number is ERDB 20060235, Attachment 6). The first species identified is the Peregrine Falcon. This species has been observed utilizing buildings within a one-mile radius of the site for nesting purposes as recently as 2002. The second species identified is the Eastern Pipistrelle Bat. This species was observed utilizing 2 sites within a one-mile radius of the Project site. The most recent observation at the first site was 2000 and at the second site was 1988.

Describe measures to minimize or avoid adverse impacts.

The listed species are not located near enough to the Project vicinity to be affected by development of the site and will therefore be avoided.

12. Physical impacts on water resources

Will the project involve the physical or hydrologic alteration — dredging, filling, stream diversion, outfall structure, diking, and impoundment — of any surface waters such as a lake, pond, wetland, stream or drainage ditch?

No.

If yes, identify water resource affected and give the DNR Protected Waters Inventory number(s) if the water resources affected are on the PWI: Describe alternatives considered and proposed mitigation measures to minimize impacts.

13. Water use

Will the project involve installation or abandonment of any water wells, connection to or changes in any public water supply or appropriation of any ground or surface water (including dewatering)?

No installation of wells is proposed. The presence of any existing wells was not observed during previous on-site investigations of underground utilities for preparation of the Existing Conditions Survey, prepared by Alliant Engineering, dated April 20, 2005.

The Project will obtain potable water from the City of Minneapolis water distribution and supply system. Water demand, based on 274 gallons per day (gpd) per residential unit (10,412 gpd), 274 gallons per 3,000 sq. ft. of retail space (859 gpd), and 274 gallons per day per 8 seats in the restaurant (13,152 gpd for the 384 seats) totals to an estimated 24,423 gpd. The City of Minneapolis obtains water from the Mississippi River for potable consumption under the Minnesota Department of Natural Resource's appropriation number permit number 786216-1.

The proposed fire protection and domestic water services will be from an existing 12-in. water main in 1st St. S. Discussions with the City of Minneapolis Water Department indicate that adequate water supply is available to meet the needs of the proposed development.

Dewatering should not be required as the investigation of underground utilities did not indicate the presence of groundwater above invert elevations of the adjacent sanitary and storm sewer systems. Furthermore, the proposed lowest floor elevation of 808 ft. is approximately equal to the roadway elevation of West River Road to the north. Should construction dewatering be necessary, permits from the City will be obtained and if the quantities exceed 10,000 gallons per day, a ground water appropriation permit will be obtained from the Minnesota Department of Natural Resources.

If yes, as applicable, give location and purpose of any new wells; public supply affected, changes to be made, and water quantities to be used; the source, duration, quantity and purpose of any appropriations; and unique well numbers and DNR appropriation permit numbers, if known. Identify any existing and new wells on the site map. If there are no wells known on site, explain methodology used to determine.

14. Water-related land use management district

Does any part of the project involve a shoreland zoning district, a delineated 100-year flood plain, or a state or federally designated wild or scenic river land use district?

Yes.

If yes, identify the district and discuss project compatibility with district land use restrictions.

The Project is located within the jurisdiction of the Middle Mississippi River Watershed Management Organization and within the City's Shoreland Overlay District. The response to Question 27 details how the Project is compatible with this and the other applicable zoning restrictions.

15. Water surface use

Will the project change the number or type of watercraft on any water body?

No.

If yes, indicate the current and projected watercraft usage and discuss any potential overcrowding or conflicts with other uses.

16. Erosion and sedimentation

Give the acreage to be graded or excavated and the cubic yards of soil to be moved: 0.74 acres; 16,000 cubic yards to be excavated and hauled to an off-site disposal site.

Describe any steep slopes or highly erodible soils and identify them on the site map. Describe any erosion and sedimentation control measures to be used during and after project construction.

Steep grades varying in slope from 40 to 70 percent exist towards the northern and central areas of the site. Currently, the entire site sheet drains northward towards West River Road, which intercepts runoff before entering the Mississippi River. The steep slopes are not anticipated to be problematic during construction as all upstream runoff is captured by 1st St. S. to the south, thereby preventing any further erosion. It is anticipated that the subsurface soils consist of an upper layer of silty sand fill overlaying native granular soils. The subsurface granular soils would erode in the presence of precipitation. However, the exposed soils will be confined in the site's underground garage excavation, which will be approximately two (2) feet below the lowest adjacent roadway. Therefore, all runoff will be captured on-site.

A Storm Water Pollution Prevention Plan (SWPPP) will be prepared with Best Management Practices recommended to provide construction phase erosion control as required by the City's erosion control and stormwater management ordinances, and by the Minnesota Pollution Control Agency.

17. Water quality: Surface water runoff

- a. Compare the quantity and quality of site runoff before and after the project. Describe permanent controls to manage or treat runoff. Describe any stormwater pollution prevention plans.**

The water quality of the storm water runoff from the site after construction of the proposed development will be improved by the proposed underground detention and sedimentation facilities that are designed to remove 70% of the post-construction, site-generated sediment.

Currently, none of the site runoff is treated, although it does infiltrate into the pervious areas for the lesser rainfall events. Larger rainfall events sheet drain from the Fuji Ya parking lots and grassed areas towards West River Road where stormwater runoff is ultimately collected at catch basins within City right-of-way. A 30-inch diameter storm sewer trunk line in West River Road routes stormwater northerly and into the Mississippi River.

After construction, most of the runoff will come from the roof, walkways, and plaza areas. There will be some reduction due to landscape features. The parking areas will be enclosed and covered. Stormwater collected from the surface and rooftop areas will be routed to an underground treatment system, which will reclaim stormwater for irrigation of landscaping. A portion of the system will also provide for rate control in order to reduce peak discharge rates for the 2, 10, and 100-year rainfall events. Therefore, water quality will be improved and rate control provided in accordance with City requirements and State statutes.

- b. Identify routes and receiving water bodies for runoff from the site; include major downstream water bodies as well as the immediate receiving waters. Estimate impact runoff on the quality of receiving waters.**

The receiving water body for the storm water runoff from the site is the Mississippi River, through the City's storm sewer system. The quality of runoff from existing to proposed conditions will be improved as a result of the underground filtration system.

18. Water quality: Wastewaters

- a. Describe sources, composition and quantities of all sanitary, municipal and industrial wastewater produced or treated at the site.**

Estimated sanitary wastewater generated on the site from the residential units and commercial uses is 24,423 gallons per day (gpd), based on 274 gpd per residential unit, 274 gpd per 3,000 sq. ft. of retail space, and 274 gpd per eight seats of restaurant.

- b. Describe waste treatment methods or pollution prevention efforts and give estimates of composition after treatment. Identify receiving waters, including major downstream water bodies, and estimate the discharge impact on the quality of receiving waters. If the project involves on-site sewage systems, discuss the suitability of site conditions for such systems.**

Sanitary wastewater will flow in the City of Minneapolis sanitary sewer system to a Metropolitan Council Environmental Services (MCES) sanitary sewer interceptor. The sewage will be treated at the Metropolitan Waste Water Treatment Plant and discharged to the Mississippi River.

- c. If wastes will be discharged into a publicly owned treatment facility, identify the facility, describe any pretreatment provisions and discuss the facility's ability to handle the volume and composition of wastes, identifying any improvements necessary.**

No pretreatment of wastes from this development is proposed or required. Sanitary sewer will be connected to an existing 12-inch clay pipe in 1st St. S., which continues easterly into an existing trunk line. The proposed routing has been reviewed in concept with City staff and capacity is available for the Project.

- d. If the project requires disposal of liquid animal manure, describe disposal technique and location and discuss capacity to handle the volume and composition of manure. Identify any improvements necessary. Describe any required setbacks for land disposal systems.**

N/A

19. Geologic hazards and soil conditions

- a. Approximate depth (in feet) to ground water: Unknown**

Approximate depth (in feet) to bedrock: Unknown minimum, Unknown average. Describe any of the following geologic site hazards to ground water and also identify them on the site map: sinkholes, shallow limestone formations or karst

conditions. Describe measures to avoid or minimize environmental problems due to any of these hazards.

A Geotechnical Exploration report is to be prepared and provided to the City of Minneapolis for review and comment in the future. If sinkholes, shallow limestone formations or karst conditions are discovered, appropriate measures will be taken in accordance with the City's requirements. Due to relatively limited excavation required for the Project, disturbance of those features is not anticipated at this time.

- b. Describe the soils on the site, giving NRCS (SCS) classifications, if known. Discuss soil granularity and potential for groundwater contamination from wastes or chemicals spread or spilled onto the soils. Discuss any mitigation measures to prevent such contamination.**

The Hennepin County Soils mapping indicates the site primarily consists of soil type U5A, Urban Land-Udorthents. A Geotechnical Evaluation Report will be filed with the City of Minneapolis, when complete. The Project is comprised of standard residential/commercial construction and is not anticipated to involve any significant storage or use of potential contaminants. If a spill did occur the contaminated soil overburden can be removed.

20. Solid wastes, hazardous wastes, storage tanks

- a. Describe types, amounts and compositions of solid or hazardous wastes, including solid animal manure, sludge and ash, produced during construction and operation. Identify method and location of disposal. For projects generating municipal solid waste, indicate if there is a source separation plan; describe how the project will be modified for recycling. If hazardous waste is generated, indicate if there is a hazardous waste minimization plan and routine hazardous waste reduction assessments.**

Renovation and/or demolition of the existing site buildings will create demolition waste. This waste will be disposed of at an appropriate demolition landfill permitted to accept such waste. Construction activities will generate construction wastes. These wastes will be handled and disposed of at appropriate, permitted disposal facilities.

Asbestos containing materials will be inventoried and will be removed prior to demolition and disposed of properly in a licensed landfill. Lead based paints and other hazardous building materials will be inventoried prior to demolition and properly disposed of according to state and federal requirements. No significant volumes of hazardous wastes are anticipated to be generated during operation.

Solid waste generated from the completed Project will consist of mixed municipal/residential waste materials. The estimated volume of waste based on 6 pounds per day per resident is 1.8 tons per week. A source recycle/separation

plan will be implemented in accordance with City requirements. Mixed municipal solid waste not recycled will be either incinerated at the Hennepin County Energy Recovery Center or hauled to sanitary landfill.

- b. Identify any toxic or hazardous materials to be used or present at the site and identify measures to be used to prevent them from contaminating groundwater. If the use of toxic or hazardous materials will lead to a regulated waste, discharge or emission, discuss any alternatives considered to minimize or eliminate the waste, discharge or emission.**

No toxic substances are anticipated to be stored and used in any significant quantity during construction or after construction. Hazardous materials such as fuels and certain construction materials will be on site during construction and will be stored and handled in conformance with regulatory requirements.

- c. Indicate the number, location, size and use of any above or below ground tanks to store petroleum products or other materials, except water. Describe any emergency response containment plans.**

There are no post construction plans for liquid storage tanks, above or below ground. During construction temporary above ground fuel storage tanks may be used.

21. Traffic

Parking spaces added: Net 199 total enclosed stalls added.

Estimated total average daily traffic generated: Maximum daily traffic generated is expected to be 1,400 trips at full build-out.

Estimated maximum peak hour traffic generated: Maximum PM peak-hour traffic generation is expected to be 130 vehicle trips at full build-out.

Provide an estimate of the impact on traffic congestion on affected roads and describe any traffic improvements necessary. If the project is in the Twin Cities, discuss its impact on the regional transportation system.

The traffic study included an operation analysis during the AM and PM peak hours for existing and future 2009 No-build and 2009 Build conditions. In order to determine discernable impacts to the regional transportation system, the intersection of 3rd Avenue at 1st St. S. was evaluated per the direction of the Minneapolis Public Works Department.

Existing Characteristics: 3rd Avenue S. is a two-way, north-south, minor arterial road that facilitates heavy commuter traffic accessing the Central Business District (CBD). Northbound 3rd Avenue consists of three travel lanes with a left turn lane and two thru lanes sharing the right most as a right turn lane as well as a thru. Southbound 3rd Avenue consists of two thru lanes doubling as turn lanes. The cross street, 1st St. S., is a two-way, east-west local street. Westbound 1st St. S. is a one-lane roadway used for thru traffic and left and right turns. At this time, the lane geometry of westbound 1st St. S. has been reduced to one lane due to the current

construction. When the construction is complete, the lane geometry will return to its current conditions which includes one thru lane doubling as the right turn lane and a left turn lane.

This specific intersection is controlled by a traffic signal system which is tied into the downtown CBD system and the Minneapolis Control Center. The traffic signal operates under a four-phase pre-timed signal operation, with protected/permitted left turns in the northbound and eastbound directions, and also includes pedestrian crossing intervals.

Proposed Site Characteristics: The Project will include a new building for the residential and spa uses and it will add an additional 199 parking spaces in a four-level parking ramp and a renovation of the former Fuji Ya Restaurant. There will be four access points to the development, two on the West River Parkway and two on 1st St. S.

Existing 2006 and 2009 No-Build Traffic Volumes: Turning movement traffic counts at the specific intersection were collected by Alliant Engineering, Inc. in May of 2006. However, due to construction impacts, the volumes were considerably lower than projected. The Bridge Place Development Travel Demand Management (TDM) Plan (SRF, 2004) included AM and PM peak-hour counts from 2004.

The Bridge Place TDM Plan also included 2007 Build volumes, which included traffic generated by the future developments of The Bridge Place Development, St. Anthony Falls Heritage Center, and the Depot East (all currently under construction, but projected to be done in 2006). These estimates served as the basis for the 2009 No-Build volumes.

Background traffic growth is expected to increase into the future due to other regional development and changes in employment. Based on previous studies completed for the downtown CBD, a linear background growth rate of one percent per year was applied to develop 2006 existing volumes and 2009 No-build volumes.

Forecast 2009 Build Traffic Volumes:

- **Trip Generation:** Trip generation for the Project was estimated using the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 7th Edition*. The manual is a compilation of daily and peak-hour trip generation rates, based on the actual data collected from similar development sites. As described previously, the Project is a residential and commercial mix, with a total of 38 dwelling units and 18,000 square feet of retail space. The retail would include a restaurant and a luxury spa. Because the development is a mix of both residential and retail within a downtown urban environment, vehicle trips associated with the retail space are expected to be low based on the location of the proposed development and the anticipated modal split. However, to consider a worst-case evaluation, a captured trip reduction was not applied. The Project is estimated to generate 1,400 total vehicles per day and 130 vehicles in the peak hour. Table 1 summarizes the trip generation.

**Table 1
 Trip Generation**

Trip Generation Trip Rates										
ITE Land Use Code	Description	Trip Rates ¹								
		Daily Trip Ends			AM Peak Hours ²			PM Peak Hours		
		Total	In	Out	Total	In	Out	Total	In	Out
230	Residential Units	5.86	50%	50%	0.44	17%	83%	0.52	67%	33%
492	Luxury Spa and Retreat	32.94	50%	50%	1.21	42%	58%	4.05	51%	49%
931	Restaurant	89.95	50%	50%	0.81	82%	18%	7.49	67%	33%

Estimated Trips											
ITE Land Use Code	Description	Size (Units)	Trips								
			Daily Trip Ends			AM Peak Hours			PM Peak Hours		
			Total	In	Out	Total	In	Out	Total	In	Out
230	Residential Units	38	223	112	111	17	3	14	20	13	7
492	Luxury Spa and Retreat	9	310	155	155	11	5	6	38	19	19
931	Restaurant	9.6	864	432	432	8	7	1	72	48	24
	Proposed Projected Total		1,397	699	698	36	15	21	130	80	50

¹ ITE Trip Generation Manual, 7th Edition

² Trip rates estimated for the AM Peak hours

- **Trip Distribution:** The trip distribution was based on the expected origins and destinations of motorists to and from the Project. The following regional trip distribution was assumed:
 - To/ from the southwest (3rd Avenue): 55 percent
 - To/ from the northwest (3rd Avenue): 20 percent
 - To/ from the east (1st St. S.): 25 percent

Inbound and outbound vehicle trips were assigned to the roadway network based on the location of regional roadway access points and characteristics of the roadway network. The regional trip distribution and estimated trip assignment percentages were applied to the Project trip generation estimates to obtain AM and PM peak-hour, 2009 forecast, Build scenario traffic volumes. Table 2 summarizes the turning movement volumes:

Table 2
Turning Movement Volumes

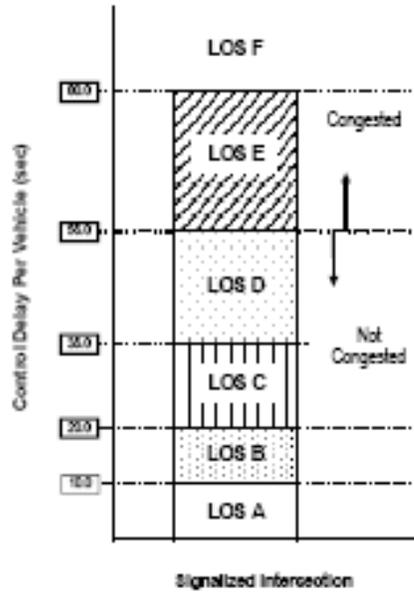
AM Peak Hour												
	Northbound			Westbound			Southbound			Eastbound		
	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Existing 2006	129	264	2	5	45	27	70	770	229	135	75	175
No-Build 2009	133	311	5	5	51	36	77	826	240	143	82	184
Build 2009	133	311	8	5	56	36	81	826	240	148	88	189

PM Peak Hour												
	Northbound			Westbound			Southbound			Eastbound		
	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right	Left	Thru	Right
Existing 2006	161	938	7	4	58	160	11	436	157	278	71	125
No-Build 2009	168	1005	11	5	61	173	15	500	163	291	77	133
Build 2009	168	1005	31	5	85	173	31	500	163	304	92	143

* Based on traffic data included in the Bridge Place Travel Demand Management Plan (SRF 2004)

- Intersection Capacity Analysis:** A traffic operation analysis was completed with respect to the three traffic volume scenarios (2006 Existing, 2009 No-build, and 2009 Build), the existing roadway characteristics, and traffic control at the key intersection. Based on the above analysis, the results indicated that all the movements at the intersection currently operate acceptably (2006 Existing) and are expected to continue to operate at acceptable levels of delay under each of the future scenarios (2009 No-build and 2009 Build). This capacity analysis, or measure of delay, is reported in terms of Level of Service (LOS), which is the qualitative indicator of traffic impact. By definition, LOS A conditions represent high quality of traffic flow (i.e., little delay) and LOS F conditions represent poor quality of traffic flow (i.e., extreme traffic delays and congestion). An LOS of D or better is recognized as the threshold of acceptable traffic operations in an urban environment. The following graphic illustrates the concept:

Definition of LOS



The additional traffic generated by the Project is expected to have minimal impact on the operation of the key intersection. No modifications are necessary to the adjacent roadway network (geometric or signal timing) in order to accommodate the estimated trip generation. Table 3 summarizes the level of service during the AM and PM peak hours for the three traffic volume scenarios.

Table 3
Level of Service Summary: 3rd Avenue S. and 1st Street S.

Scenario	Level of Service	
	AM Peak	PM Peak
Existing 2006	C	C
No-build 2009	C	C
Build 2009	C	C

- Construction:** While the Project is under construction, periodic distributions to 1st St. S. and West River Parkway are anticipated. Every attempt necessary will be made to minimize the impact to adjacent traffic lanes. The City has worked with numerous developments to not only address the construction needs but effectively manage the public streets and sidewalks. In 2001, the City created a lane and sidewalk use ordinance with a focus on improving pedestrian, bicycle and vehicular movements near and around new construction developments. The fees schedule was set at a sufficiently high level to create an incentive for developers to minimize their use of public rights-of-way and, as a result, these fees have significantly reduced the construction impacts to the public. In addition to the ordinance fees, the City further

coordinates with construction projects (delivery routes, off-peak hour work, weekend work, events, etc) to minimize adverse impacts to the public right-of-way. The Park Board policies and procedures will apply in the event Project construction affects the operation of West River Parkway.

- Transit and bicycling:** There are no immediate transit stops at this specific location, but there are many within three blocks or less of the site. There is a bus stop on 2nd Avenue that serves the Central Business District, and the Gateway Transit Center is located 2 blocks to the south on Washington Avenue between 4th and 5th Avenues. The Center serves 13 routes that provide service to the entire Twin Cities area. The closest LRT station is 5 ½ blocks to the south. Also, the City maintains several bike paths on surrounding and nearby streets.
- Parking:** An additional 199 parking spaces will be provided in a four-level parking ramp. The first two levels will be accessible from West River Parkway and will provide 65 and 56 spaces, respectively. Levels 3 and 4 will access 1st St. S. and will provide 53 and 25 spaces, respectively.

The City of Minneapolis parking requirement for residential development is 1 stall per dwelling unit. The retail requirement is one parking stall for every 300 square feet exceeding 4,000 square feet. For the restaurant, the rate is the square footage of the dining area (assume 60% of the gross floor area) divided by 15 (the minimum amount of space per person) multiplied by 30%. Table 4 summarizes the number of required spaces and the number of spaces that will be provided by the Project. At this time, the designated use for the spaces have not been defined and will be determined as part of the ongoing planning process. For the purposes of this EAW, it is assumed that the 65 stalls to be accessed from W. River Rd. will be used by public users of the park as well as customers of the restaurant and spa, and that the public will not have access to the 109 stalls reserved for the residents. As such, the Project will have 2.9 stalls per residential unit and a parking deficit of 44 stalls for the non-residential uses, which equals 26% of the required parking. Attachment 9 includes additional information regarding the parking issue.

**Table 4
Parking Stalls Required by the Minneapolis Zoning Code**

Use	Amount	Required	Provided	Surplus/(Gap)
Residential	38 Units	38	109	71
Spa and Retreat	9,400 Sq. Ft	18	90	(44)
Restaurant	9,600 Sq. Ft*	116		
Totals		172		
* Assumes 60% is seating for 384 people				

22. Vehicle-Related Air Emissions

Estimate the effect of the project's traffic generation on air quality, including carbon monoxide levels. Discuss the effect of traffic improvements or other mitigation measures on air quality impacts. Note: If the project involves 500 or more parking spaces, consult EAW Guidelines about whether a detailed air quality analysis is needed.

The intersection that the Project will have an effect on is 3rd Ave. S. and 1st St. S. This intersection is expected to operate at an LOS C or better (refer to the response to Question 21 Traffic). Intersections operating at this level of service do not have enough idling traffic to cause persistent Carbon Monoxide concentrations at the magnitude to exceed state standards. Detailed intersection-hot-spot analysis is not warranted since no intersections are expected to operate at a LOS D or lower. As such, no violations of state air quality standards are expected as a result of the Project.

23. Stationary source air emissions

Describe the type, sources, quantities and compositions of any emissions from stationary sources of air emissions such as boilers, exhaust stacks or fugitive dust sources. Include any hazardous air pollutants (consult *EAW Guidelines* for a listing) and any greenhouse gases (such as carbon dioxide, methane, nitrous oxide) and ozone-depleting chemicals (chloro-fluorocarbons, hydrofluorocarbons, perfluorocarbons or sulfur hexafluoride). Also describe any proposed pollution prevention techniques and proposed air pollution control devices. Describe the impacts on air quality.

The heating and cooling systems for the building have not been designed. No significant impacts on air quality are predicted from the emissions of the residential scale sources. The restaurant heating, ventilation and air conditioning systems will be designed with state-of-the-art filters and scrubbers that eliminate undesirable odors. No significant impacts on air quality are predicted from the emissions of the restaurant. Emergency generators may be required for the Project. Each generator will require a registration permit from the Minnesota Pollution Control Agency (MPCA) in which emission estimates will be included. Due to limited and periodic use, no significant or adverse impacts on air quality are anticipated from this equipment.

24. Odors, noise and dust

Will the project generate odors, noise or dust during construction or during operation? If yes, describe sources, characteristics, duration, quantities or intensity and any proposed measures to mitigate adverse impacts. Also identify locations of nearby sensitive receptors and estimate impacts on them. Discuss potential impacts on human health or quality of life. (Note: fugitive dust generated by operations may be discussed at item 23 instead of here.)

Odors: The construction and occupancy of the Project is not expected to generate objectionable odors.

Construction noise: Residential and other Downtown uses are well accustomed to the normally higher noise levels associated with the ever-present Downtown construction. There are no schools or hospitals in the vicinity of the site.

Construction noise of the Project will be regulated by Minneapolis Code of Ordinances, Chapter 389, Section 389.70, Noise. This section of the Code specifies strict limits for both the hours of operation of construction equipment and the allowable noise levels of that equipment.³ The City Inspectors from the City's Environmental Management Division of the Regulatory Services Department are responsible for enforcing the regulations.

Operational noise: The Minneapolis Code of Ordinances and the MPCA regulate mechanical noise associated with building operation. The occupancy of the Project will comply with these requirements.

Demolition and construction dust: During demolition and construction, contractors will follow best management practices to reduce dust emissions. During demolition, this will include wetting down the building and debris with hoses as necessary. The City's Air Quality Management Authority has the responsibility to regulate air pollutant releases for construction projects. The Developer will be responsible for complying with the City's Code of Ordinances dealing with air quality as regulated by the Minneapolis Air Quality Management Authority.⁴

³ Excerpt from Section 389.70, Minneapolis Code of Ordinances: "[N]o construction or demolition equipment shall be operated within the city between the hours of 6:00 p.m. and 7:00 a.m. on weekdays or during any hours on Saturdays, Sundays and state and federal holidays, except under specific permit from the director of inspections or the city council, for the purpose of a specified construction project only, as provided below and no such equipment shall be operated at any time if the sound level from such operation exceeds ninety (90) decibels measured at fifty (50) feet or more away from the source.... (b) No internal-combustion engine or any other power unit when operated in connection with construction or demolition equipment shall be operated at any time other than at the times as above set forth in this section and any sound emitted from any such engine or power unit shall not exceed ninety (90) decibels measured at fifty (50) feet or more away from the source. ...

(c) No exhaust system of such an internal-combustion engine shall be altered, modified or repaired in such a way that the noise emitted by the engine is increased above that emitted by said engine as originally equipped from the manufacturer." (For the full ordinance language, visit the City's web site at www.ci.minneapolis.mn.us/cityordinance.)

⁴ Excerpt from the Chapter 47.30 of the Minneapolis Code of Ordinances: "The Minneapolis Air Quality Management Authority shall have full jurisdiction to regulate and control atmospheric pollution . . .

47.190. Public nuisance prohibition and abatement. (a) It shall constitute a public nuisance and be unlawful for any person to make, continue, permit, or cause to be emitted into the open air any dust, gasses, fumes, vapors, smokes and/or odors with objectionable properties and in such quantities as would be likely to cause discomfort or annoyance to a reasonable person of normal sensibilities that does one or more of the following:

- (1) Injures or are sufficient to injure the health or safety of any person or the public;
- (2) Creates an obnoxious odor in the atmosphere;
- (3) Causes damage to property;
- (4) Creates a nuisance or hazard by obscuring vision; or
- (5) Produces a deleterious effect upon trees, plants or other forms of vegetation.

47.220. Control of particulate releases to the atmosphere. . . . (b) No person shall cause or permit the handling, loading, unloading, reloading, storing, transferring, placing, depositing, throwing, discarding, or scattering of any ashes, fly ash, cinders, slag, or dust collected from combustion, or any dust, dirt, chaff, wastepaper, trash, rubbish, waste, or refuse matter of any kind, or any other substance or material whatever, including sandblasting materials, likely to be scattered by the wind, susceptible to being airborne, and/or crossing property boundaries without taking reasonable precautions or

Fugitive dust emissions after occupancy: Once occupied, the Project is not expected to generate fugitive dust emissions.

25. Nearby resources

Are any of the following resources on or in proximity to the site?

Archaeological, historical or architectural resources? Yes

Prime or unique farmlands or land within an agricultural preserve? No

Designated parks, recreation areas or trails? Yes

Scenic views and vistas? Yes

Other unique resources? No

If yes, describe the resource and identify any project-related impacts on the resource. Describe any measures to minimize or avoid adverse impacts.

The following sections A through D are a summary of the report, "The Wave Development Analysis of Effects and Phase II Archaeological Evaluation, Minneapolis, Hennepin County, Minnesota," by The 106 Group Ltd. (This report is available on a CD upon request to the EAW Contact Person. Also available in the Planning Division Offices in Room 210 City Hall and on the City's web site at: <http://www.ci.minneapolis.mn.us/planning/eaw.asp>)

A. Archaeological, Historical, and Architectural Resources in the Area:

Introduction: The Wave Project Area is within the St. Anthony Falls Historic District, a district listed on the National Register of Historic Places (NRHP), which includes properties on both sides of the Mississippi River. In addition to being listed on the NRHP, the St. Anthony Falls Historic District is also a designated historic district by virtue of its inclusion in the Minnesota Historic District Act of 1971 (Attachment 7, Figure 1). Also, the Project Area is located in the West Bank Milling Area (WBMA), which is a counterpart to the East Bank Milling Area (EBMA) across the river. The nearby Pillsbury "A" Mill, situated on the opposite side of the river, is designated as a National Historic Landmark, as is the Washburn "A" Mill complex in the WBMA. The noteworthy Stone Arch Bridge is also located within the historic district. Nearby historic properties outside of the St. Anthony Falls Historic District include the Chicago, Milwaukee, St. Paul and Pacific Depot, Freight House and Train Shed (Milwaukee Depot) (listed on the NRHP) and the Minneapolis Post Office/Federal Building (determined eligible for the NRHP). The remnants of three historic mills survive as ruins and archaeological sites on The Wave parcel, along with two railroad-related archaeological sites. The 106 Group conducted a Phase II archaeological investigation as part of the preparation for this EAW, along with an in-

measures so as to minimize air pollution. (c) No person shall operate or maintain or cause to be operated or maintained any building, structure or premises, open area, right-of-way, storage pile of materials, yard, vessel or vehicle or construction, sandblasting, alteration, building, demolition or wrecking operation or any other enterprise which has or involves any matter, material or substance likely to be scattered by the wind, susceptible to being airborne, and/or crossing property boundaries without taking reasonable precautions or measures so as to minimize atmospheric pollution." (For the full ordinance language, visit the City's web site at www.ci.minneapolis.mn.us/cityordinance.)

depth analysis of the effects of the proposed development to surrounding historic buildings and resources.

Project Review and Regulatory Framework: The Minneapolis Heritage Preservation Commission (HPC) relies upon the NRHP documentation and district boundaries to guide its process, although it established its own historic district design guidelines in 1978. Further guidelines, which provide specific guidance for the district's eleven sub-areas, were adopted in 1980 to be used in addition to the 1978 guidelines. The amended guidelines provide a review framework for the HPC for permit review within the historic district applying to "any and all new construction and rehabilitation of existing buildings and structures."

Although it is acknowledged that the proposed Wave development is not a federal undertaking, the Secretary of Interior's Standards for Rehabilitation consists of ten broad principles that can provide direction for non-federal work on historic resources. The more specific report, "Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings," generally applies to specific design applications for alterations to historic buildings. Because The Wave Project is only conceptual at this stage, and because the Project does not include a significant rehabilitation component, many of these guidelines are not applicable to an analysis of The Wave Project during the EAW phase. However, guidelines relating to the building site and the district and neighborhood are addressed in the 106 Group report.

Historical Context: The early growth of the City of Minneapolis during the mid-nineteenth century stemmed from its promise as a merchandising and manufacturing town, underscored by the conduciveness of its natural resources to extensive lumbering and agriculture production. The saw and flourmills in the St. Anthony Falls area of Minneapolis and the Town of St. Anthony were the engines that drove that growth; they harnessed the power of the falls to power their mills and grow the young cities of Minneapolis and St. Anthony in the process. As a result of the burgeoning lumber and flour industry at the falls, the Minneapolis riverfront also evolved into a transportation and shipping hub through the introduction of railroad interests, as evidenced through the Milwaukee Depot on Washington Avenue and Third Avenue South. By the 1860s and 1870s, the mill industry in Minneapolis and St. Anthony was flourishing and provided the cities with a majority of its commercial activity, either directly through the mills themselves, or indirectly through mill-related industries such as the manufacture of milling equipment.

Joel Bean (J.B.) Bassett was one of the first people to make a claim on the western bank of the Mississippi River near the falls after the government opened the land to settlement. Bassett's initial foray in the sawmilling industry was the rental of a mill on the eastern bank, in St. Anthony. Between 1858 and 1869 various local notables built a row of eight sawmills on the western bank of the river, which rested against the dam. Bassett built his first sawmill out of stone in 1866 near the head of the First Street canal. He then sold that structure to the City for a waterworks and built another sawmill north of the previous structure in 1870. Two years later, the southern portion

of the second sawmill was also sold to the City, which later built a small brick building to house water pumps. The new mill had a stone foundation and a two-story framed upper structure. In 1889, the neighboring Columbia Flour Mill, which Bassett held an interest in, built its boiler room into the corner of the sawmill; and in 1891, built another boiler room for the sawmill. Ultimately, the sawmill burned in 1897, although the engine house survived the conflagration and continued to provide power to the Columbia Mill until 1941. The wheelhouses were torn down in the 1940s, and the area was paved over for a parking lot. The surviving engine house was integrated into the Fuji Ya restaurant in 1968.

The Columbia Flour Mill was built on the western bank of the Mississippi in 1882 during the beginning of the flour boom in Minneapolis by the Columbia Mill Company, which was composed of J.B. Bassett, Horace S. Wade, E. Zeidler, and F.D. Zimmerman. The Columbia Mill was composed of six stories and a basement, with a footprint of 36.6 by 13.7 m (120 by 45 ft) and erected out of limestone wall foundations that are situated on a rock ledge. The foundation walls are apparently six feet wide at the base and taper to four feet thick at the level of First St. The upper stories were composed of brick. In 1889, a grain elevator was erected on and attached to the western end of the building, and a brick boiler house was built on the eastern end. The grain elevator was constructed of the same height as the mill, with a footprint of 15.2 m by 9.1 m (50 by 30 ft). William F. Gunn was the mill's designer. The Columbia Flour Mill had a place of distinction in the City in its early years, as it was the first mill in the City to fully adopt the new technology of the roller process of flour milling

In 1883, the Occidental Feed Mill was built by McAlister, Chase and Company and was the northernmost mill in the waterpower area. Turbines located at the Bassett Sawmill generated the waterpower, and the Occidental was connected to the power source through direct drive. The mill was two-stories high and constructed of brick, with limestone foundations, and, after substantial improvements introduced in 1885, had the capacity to mill over fifty tons of grain in a ten-hour period. By 1885, J. B. Bassett of the Bassett Sawmill and the Columbia Flour Mill held an interest in the Occidental with McAlister, Chase and Company, and Zimmerman from the Columbia was employed at the mill as well. The Occidental was noted as having "a good trade on rye flour," which was shipped particularly to customers on the east coast. An associated elevator and office building adjoined the mill to the west. Ultimately the Occidental Feed Mill burned on November 14, 1919, with the walls of the upper stories being torn down in 1920. The site is now covered by an asphalt parking lot.

Previous Investigations: Since the 1960s, The Wave Project Area has been included in a variety of archaeological and historical studies that focused on the Central Minneapolis Riverfront and the Minneapolis Mill District. The City Council authorized a study of the Central Riverfront to establish a framework for future development in 1968. A nomination for the St. Anthony Falls Historic District successfully listed it on the NRHP in 1971. The district encompassed a broad thematic and geographic area centered on the Falls of St. Anthony. The vague association of

properties in the district resulted in later adjustments to the northern boundary in 1973, and a re-writing of the nomination in 1991.

Additional studies of the district's underground historic resources were spurred by the proposed construction of the West River Parkway, which now extends along much of the west bank of the Mississippi in Minneapolis, and through the WBMA. The road now forms the northeastern Wave parcel boundary. In the early 1980s, an extension of the West River Parkway from 23rd Avenue to Plymouth Avenue was proposed. Subsequently, the Minnesota Historical Society conducted a series of historical and archaeological studies.

The 1984 literature review of the *Archaeological Potentials on the West Side of the Central Minneapolis Waterfront* by Dr. Scott Anfinson incorporated a wide range of sources and provided a detailed analysis of the potential for significant archaeological resources to remain along the riverfront. The Wave Project Area lies at the upriver end of the WBMA; and three mills, the Columbia Flour Mill, the Second Bassett Sawmill, and the Occidental Feed Mill, once stood within the Project boundaries.

B. Archeological Investigation Results and Analysis

The purpose of the archaeological investigation for The Wave property was fourfold:

- To identify and describe the extent of archaeological resources in the Project Area.
- To evaluate how those resources contribute to the NRHP district.
- To determine if there is a way to avoid impacting historic resources.
- To recommend appropriate methods of mitigation if avoidance is not possible.

Staff from The 106 Group conducted Phase II archaeological testing of The Wave Project Area in April 2006. Field investigation included excavation of 11 backhoe trenches, hand clearing, and detailed site documentation.

Bassett's Second Sawmill (Site 21HE0363): The Phase II archaeological investigation of the Bassett's Second Sawmill demonstrated that foundational remains of the mill's boiler room are intact beneath the Fuji Ya building, with the remnants of the mill's wheelhouse buried within layers of fill beneath the small triangular parking lot to the east. At the time of excavation, the site retained sufficient integrity to convey its significance as a contributing property to the NRHP-listed St. Anthony Falls Historic District. Based on its level of integrity, the 106 Group has determined that the site is eligible for listing on the NRHP under Criterion A as it relates to broad local, regional, and national historic events and patterns associated with the prominence of Minneapolis and the milling industry. The site may be eligible under Criterion D, based on its potential to answer research questions. The Bassett's Second Sawmill and its associated turbines and boilers powered three mills. It is currently unknown precisely where and how the power was transferred upriver to and through the Columbia Flour Mill to the Occidental Feed Mill. Further archaeological investigation of the three mills and the draft tubes and tailraces may answer this question.

Columbia Flour Mill (Site 21HE0364): The foundations of the Columbia Flour Mill and its attached grain elevator remain largely intact both beneath the Fuji Ya restaurant and within layers of fill beneath a parking lot to the west of the building. At the time of excavation, the site retained sufficient integrity to convey its significance as a contributing property to the NRHP-listed St. Anthony Falls Historic District. Based on its level of integrity, the site has been determined eligible for listing on the NRHP under Criterion A due to its role within the St. Anthony Fall milling district that propelled Minneapolis to the global forefront in flour production. The site may be eligible under Criterion D, based on its potential to answer research questions. The Bassett's Second Sawmill and its associated turbines and boilers powered three mills. It is currently unknown precisely where and how the power was transferred upriver to and through the Columbia Flour Mill to the Occidental Feed Mill. Further archaeological investigation of the three mills and the draft tubes and tailraces may answer this question.

Occidental Feed Mill (Site 21HE0365): The foundations of the Occidental Feed Mill and its attached grain elevator and office remain largely intact within layers of fill beneath a parking lot to the west of the Columbia Mill. Based on its level of integrity, the site has been determined eligible for listing on the NRHP under Criterion A due to its role within the St. Anthony Fall milling district that propelled Minneapolis to the global forefront in flour production. The site may be eligible under Criterion D, based on its potential to answer research questions. At the present time, it is unknown precisely how power was transferred from the turbines at the Bassett's Second Sawmill to and through the Columbia and to the Occidental. This question may be answered through further examination of the remains of these three mills and their associated buildings.

Minneapolis Eastern Railway Company Features Associated with the Columbia and Occidental Mills (Site 21HE0366): A railcar scale pit with its associated scale and a retaining wall were uncovered within fill deposits in the northern and northwestern portions of the Project Area respectively. The scale pit is populated by a variety of in situ machinery such as a railcar scale, ceramic light fixtures, an electric motor, a blower, etc. The ceiling is supported by two parallel I-beams supporting a large iron beam on floating spring-type mechanisms that run virtually the entire length of the feature, and which are tied together with a series of five I-beams, set perpendicular to the two I-beams, which are parallel to each other. The eastern and western walls of the scale pit were constructed of poured cement with timber and brick at the top. The scale is constructed out of iron and consists of an arm, roughly 3.7 m (12.1 ft) in length and positioned with its fulcrum on a concrete pedestal; a beam, which acts as a floating spring that runs the length of the pit between two I-beams; and an iron hook. In the southern wall there is a bricked-up arched doorway that leads into the Columbia Flour Mill. The site is considered eligible for listing on the NRHP under Criterion A and is viewed as a contributing resource to the St. Anthony Falls Historic District because of the site's role in the development of the Falls area as the center of global flour production in transporting feed, grain, and flour to and from markets,

creating, in turn, the conditions that allowed Minneapolis to become the leading flour and feed milling city in the world.

C. Project Analysis of Effects

Area of Potential Effect: The determination of an Area of Potential Effect (APE) is the preliminary step in addressing effects to historic properties and refers to the geographic area or areas within which an undertaking may directly or indirectly cause changes in the character or use of historic properties. This area is influenced by the scale and nature of an undertaking and may be different for different kinds of effects caused by the undertaking.

The APE for the Project (Attachment 7, Figure 1) includes the site itself and a broad area of surrounding properties with views toward the proposed development (Attachment 7, Figure 2). To the south, potential impacts extend to Washington Avenue, between Fourth Avenue South and Second Avenue South, and include the Milwaukee Road Depot and the Federal Building. To the northwest of The Wave development parcel, the APE extends to the Hennepin Avenue Bridge and includes the southern portion of Nicollet Island, the Main Post Office Building (201 South First St.), and the Third Avenue Bridge. The Hennepin Avenue Bridge provides a significant barrier to views towards the proposed development site, significantly limiting the visual effects to properties northwest of the bridge. On the east bank of the river, the APE extends to the first tier of properties between East Hennepin Avenue and Sixth Avenue Southeast. Downriver, the APE extends to Sixth Avenue Southeast, on the east side of the river, and 10th Avenue South on the west side of the river, and includes the Stone Arch Bridge. The Southeast Power Plant is excluded from the APE. Although the proposed development may be visible from portions of the power plant site, the Stone Arch Bridge presents a significant visual barrier and the visual presence of the proposed Wave development Project, about 0.5 mile away and in the context of the urban landscape, is not considered to have a potential effect on that property. On the west side of the river between Tenth Avenue South and Portland Avenue South, the APE extends along South Second St. and includes the WBMA.

Properties in the Development Site—Below Ground Resources: As described above, the foundation ruins of three mills and one recently discovered site related to the mills are located within the parcel of the proposed development: the Columbia Flour Mill, Occidental Feed Mill, Bassett’s Second Sawmill, and a railcar scale pit and retaining wall site. Located under the Bassett’s Second Sawmill site (site number pending), the easternmost of the three mills, are turbines which powered all three mills (the Bassett, Columbia, and Occidental). The 106 Group has concluded that all of these mills and railroad-related features are contributing properties to the St. Anthony Falls Waterpower Area of the St. Anthony Falls Historic District and eligible for listing on the NRHP.

- **No Build Alternative:** In order to provide a “base case” against which the expected effects of the Project could be compared, the 106 Group examined a

“No Build Alternative” analysis. The No Build Alternative would result in no effect to buried walls and foundations. However, exposed ruins will continue to deteriorate without appropriate stabilization/preservation. Exposed walls currently in the basement of the Fuji Ya building will deteriorate from damp conditions and neglect without appropriate preservation treatment. Also, exposed ruins are vulnerable to vandalism. There would be no effect to non-metallic or organic artifacts, but the railcar scale would probably continue to deteriorate.

- **Proposed Development Alternative:** The current proposed development would remove most of the archaeological sites with the exception of some of the remains of the Bassett’s Second Sawmill and Columbia Flour Mill that are currently incorporated within the Fuji Ya building. The most dramatic effects of the currently proposed development would be partial or complete destruction of the four sites described herein due to construction of the building, particularly the parking ramps. Even with some preservation of foundation walls and ruins in situ, there would still be a loss to the setting and feeling of the sites, unless adjustments are made to the design of the building. Since completion of the Phase II archaeological investigation in April 2006, efforts are currently underway to find ways to avoid and/or reduce adverse effects to these sites.

Properties in the Development Site—Aboveground Resources: The concrete block structure known as the Fuji Ya Building, erected in 1968, was constructed over the partially exposed foundations of the Columbia Flour Mill and the Second Bassett Sawmill Engine house. The Fuji Ya has not been evaluated for its significance under its own merits. It would, however, need to meet NRHP Criteria Consideration G for exceptional significance for properties less than 50 years of age and it is unlikely that it would be considered exceptionally significant. For the purposes of this effects study, the 106 Group assumed that the Fuji Ya building is a non-historic property. The Wave Project proposes to remodel the existing restaurant space and return it to its original function as a restaurant. This reuse will serve as a form of rejuvenation of the former Fuji Ya restaurant.

Properties Outside of the Development Site: The APE for the Project includes a large portion of the St. Anthony Falls Historic District and the St. Anthony Falls Waterpower Area, the latter of which included 90 contributing and non-contributing properties at the time of its 1991 designation. Two historic properties lie outside of the historic district: the Milwaukee Depot and the Minneapolis Post Office/Federal Building. The St. Anthony Falls lock and dam of the Upper Harbor Terminal system is currently being evaluated for its historical significance, and is considered historic for the purposes of this study. Although located within the St. Anthony Falls Historic District, it is not a contributing property due to its period of construction.

Properties within the Project APE also located within the St. Anthony Falls Historic District include a wide array of properties associated with the historic waterpower

area, including dam structures, street and railroad bridges, tunnels, a log sluice, a hydroelectric plant, canals, ruins of mill structures, and standing mill structures. Several of the significant structures and grouping areas that would be potentially impacted by the Project include the following:

- The West Bank Milling Area:
 - Hall and Dann Barrel Company
 - Bridge No. L8900
 - Minneapolis Eastern Railway Company Engine house
 - Third Avenue Bridge
 - Minneapolis Main Post Office
 - The Stone Arch Bridge
- The East Bank Milling Area and the St. Anthony Falls Waterpower Area
- Nicollet Island
- Contributing Archaeological Resources in Mill Ruins Park
- Upper Harbor Terminal System—St. Anthony Falls Lock and Dam
- Historic Properties Outside of the St. Anthony Falls Historic District:
 - Milwaukee Depot
 - Minneapolis Post Office/Federal Building

Context for Effects Analysis: The character of the historic district, particularly the WBMA where the Project is located, provides the physical and conceptual framework for evaluating the impact of the Project. The St. Anthony Falls Historic District was designated early in the history of the NRHP program. According to the 106 Group, the boundaries for the district seem to have been based more on the thematic concept of the history of the St. Anthony Falls area than on the location, nature, and integrity of historic and archaeological resources. The subsequent analysis and evaluation of the St. Anthony Falls Waterpower Area resulted in a district containing a higher concentration of the aboveground and belowground properties with important associations to the St. Anthony Falls industrial district (Attachment 7, Figure 1). A detailed analysis can be found in the technical report, “The Wave Development Analysis of Effects and Phase II Archaeological Evaluation, Minneapolis, Hennepin County, Minnesota,” completed by The 106 Group.

Summary of Effects of New Construction According to the Secretary of the Interior Standards: The Secretary of the Interior’s Standards and Guidelines (Standards and Guidelines) provide direction on how to successfully accomplish preservation of historic places through sensitive rehabilitation or modern in-fill. As a project located within an NRHP-listed historic district, such guidelines are appropriate although not required by federal regulations for The Wave development Project to consider. The spirit of the Standards and Guidelines is to provide ways for such projects to be compatibly placed within the context of historic places.

The 106 Group’s systematic analysis of the Project’s compliance with the Standards and Guidelines found that the Project would meet one Standard (Standard 3), in that the Project would not create a false sense of development. Due to the conceptual

nature of the current design phase, compliance with two Standards pertaining to the repair and replacement of historic features and the physical or chemical treatments to historic materials (6 and 7) is unknown at this time. One Standard (8), pertaining to the mitigation of archaeological resources, is conditional on the implementation of an appropriate mitigation plan for the known archaeological resources in the Project Area. The remaining Standards (1, 2, 4, 5, 9 and 10) would be substantially unmet according to the current design program, although the Project component that entails the reuse of the foundations walls under the Fuji Ya building would meet some of the Standards. The Guidelines pertaining to Building Site and Historic District would mostly be unmet, with the exception of a plan to retain the historic relationship between buildings, landscape features, and open space. According to the 106 Group, the Project, as proposed, is not a building that was designed to be sited within the St. Anthony Falls Historic District and may not be considered a compatible building within that district.

Summary of Effects of New Construction According to the Minneapolis HPC

Guidelines: The HPC provides nine specific guidelines that pertain to new construction within the WBMA of the St. Anthony Falls Historic District. The 106 Group's analysis of the Project against those guidelines found that, as proposed, the Project possibly would meet two of those guidelines: 1) the height of The Wave Project would not exceed that of the existing silo-mills in the area, and 2) the roofs would be flat, although it is not clear whether the proposed pergolas and pavilions for the roof would be in compliance with this guideline. The Project would not meet the guidelines pertaining to siting, rhythm of projections, directional emphasis, materials, nature of openings, details, and color. It would be hard to gauge whether the proposed design would meet the standards of a "superior and compatible solution" in the eyes of the HPC Commissioners, although the proposed design overcomes many of the challenges the site presents in terms of area and topography in clever ways.

The 106 Group's report states that it is instructive that the passage of the Guthrie Theater's design by the HPC was based on its marginal location within the historic district. Located in the far southeast corner of both the larger St. Anthony Falls Historic District and the more restrictive St. Anthony Falls Waterpower Area, the Commission believed that a bold modern design for the building was sufficiently separated from the district's historic core that it would not have an adverse effect on the district's visual statement. Furthermore, the Guthrie site did not have any significant historic archaeological sites that would be impacted by its construction. By contrast, The Wave Project would be located at the center of the larger St. Anthony Falls Historic District and partially on the southwestern boundary of the St. Anthony Falls Waterpower Area. This location is at the core of the district and historically had the visual presence of three mills, the remains of which are located on the site and would be impacted by the construction.

According to the 106 Group, it may be appropriate for the design of The Wave building to be more compatible with the existing buildings of the historic district, while still distinguishing itself as a modern, in-fill building that does not contribute to

the historic district. The objective would be to create a building that does not detract from the significance of the district or other historic buildings, particularly the WBMA, by lessening its visual presence. This goal can be accomplished through a combination of appropriate massing, siting, materials, height, and other techniques. A design need not and should not mimic a nineteenth century mill building. A successfully compatible building can be contemporary in its design sensibility, such as the Guthrie Theater, while still incorporating contextual elements that make it blend with the historic buildings and not bring undue attention to itself. The overall emphasis should remain upon the historic, not the modern, according to the report.

Visual Effects Analysis: The 106 Group analyzed the effects to 13 historic resources or groupings of historic resources near and around the proposed development site to determine the effects of the Project on the visual aesthetic qualities of the historic resource (Attachment 7, Figure 2). Individual properties proximate to the Project Area and larger groupings of properties beyond the Project Area were assessed for a) impacts of the Project on the visual setting of a historic property, and b) impacts on views towards the Project from the historic property. Adverse impacts were based on the historical significance and historical character of each property. In most cases where a property contributed to the St. Anthony Falls Historic District or the St. Anthony Falls Waterpower Area, the 106 Group considered the thematic and physical associations to those districts to be significant.

The 106 Group concluded that the Project as proposed will have an adverse effect on the visual setting of four historic properties:

- WBMA
- Hall and Dann Barrel Company Factory
- Minneapolis Eastern Railway Company Engine house
- Contributing archaeological resources in Mill Ruins Park

Not surprisingly, these resources are located within the WBMA in close proximity to the Project Area. The 106 Group concluded that other nearby resources, such as the Third Avenue Bridge (Bridge L8900), the Upper Harbor Terminal System Lock and Dam, and the Minneapolis Main Post Office have historical associations, such as engineering or architecture that would not be impacted by changes in visual setting. The 106 Group also found that resources such as Nicollet Island, the EBMA, the Chicago, Milwaukee, St. Paul & Pacific complex, and the Minneapolis Post Office/Federal Building did not have visual settings that include the Project site.

The 106 Group concluded that the Project as proposed will have an adverse effect on views toward the proposed development site for seven properties:

- WBMA
- Hall and Dann Barrel Company Factory
- Minneapolis Eastern Railway Company Engine house
- Third Avenue Bridge
- Stone Arch Bridge

- EBMA; and
- Contributing archaeological resources of the Mill Ruins Park.

Each of these properties has significant historical associations or relationships with views towards the Project site. The 106 Group concluded that proposed changes in those views would be significant enough and out of keeping with historical precedent such that they would be adverse effects. Other properties either did not have important historical associations with views towards the Project site, or views of the Project would be minimal.

The 106 Group studied the effects of the Project on the setting of the WBMA. Views to determine the effects to the setting of the WBMA were observed from the locations of the historic properties in the above visual analysis (although the historic nature of those properties was unrelated to the vantage point for WBMA setting analysis). The WBMA already has several intrusions that adversely affect its historical setting, particularly on the up-river end in the vicinity of the proposed development site. When viewed from the EBMA, for example, these intrusions include the Riverwest building—a large modern apartment building significantly out of scale with the WBMA, the 39-story Carlyle building, currently under construction, and the backdrop of the modern downtown skyline (refer to the Panorama View in Attachment 3). These incompatible buildings result in the diminishment of the WBMA’s setting as it currently stands. When viewed from a distance, the Project site reads as a park-like property; when viewed near the site or from within the WBMA, the Project site more clearly reads as a site associated with the historic milling activity because of the extant ruins.

The 106 Group found adverse effects from the Project where the changes in the scale, massing, and materials of the proposed building would result in changes to the perception of the WBMA as a historic property and its contribution to the historic district. When viewed from the EBMA and other broad perspectives, the portion of the Project site would not be perceived as a part of the historic district, although this perception would not be significantly changed from the current condition, which includes several intrusive modern buildings. In locations where the site’s extant foundations and ruins are visible and can be perceived as part of a larger, interconnected district, the Project would significantly affect the perceived historic use of the parcel, the perceived boundaries of the St. Anthony Falls Waterpower Area, and the linkages to other contributing properties to the WBMA and the St. Anthony Falls Waterpower Area, and thereby the appearance of a cohesive historic district.

D. Mitigation Strategies

Properties in the Development Site: The 106 Group developed options for consideration to avoid and minimize physical damage to the archaeological features and the Fuji Ya building. These options include 1) building design alternatives that

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City of Minneapolis

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would minimize effects to historic resources, 2) archaeological data recovery and mitigation, and 3) interpretive potential of historic resources.

- Design options:
 - Incorporate walls and foundations into modern dividers, with clear distinction between the old and new.
 - As much as possible, incorporate walls and foundations into the new building in the lobby and falls overlook area, the spa and retreat area, and the Fuji Ya building to maximize public access.
 - Preserve walls and foundations under transparent flooring to view wall ruins from above.
 - Apply appropriate preservation treatment per the Secretary of Interior's Standards to the exposed walls of Columbia and Bassett Mills.
 - Reduce the number of parking spaces or move parking spaces to the western extent of the site to preserve ruins in situ.
 - Develop the Railcar Scale Pit as an interpretive element in the public space.
 - Move the north wall and foundation of the Columbia Mill, including the arched door and windows, intact to the external north façade of the new building.
- Archaeological data recovery and mitigation:
 - Expose the walls and foundations to determine precise dimensions and function.
 - Employ archaeological data recovery to excavate the mill turbine shafts and associated features to the east of the Fuji Ya building.
 - Employ archaeological investigation to evaluate and mitigate the wheel house.
 - Employ archaeological data recovery to excavate the interior basements of the Columbia and Occidental Mills.
- Interpretation:
 - Develop the Railcar Scale Pit as an interpretive element in public space.
 - Retrieve the railcar scale and incorporate it into the public space in an alternative location
 - Provide interpretive information in conjunction with the preserved exposed walls and foundations
 - Incorporate interpretation into the broader St. Anthony Falls Heritage Zone and Mill Ruins Park interpretive planning efforts.
 - Conduct further analysis and publication of historical information about the sites and their contribution to the historic district.

Attachment 7, Table 3 summarizes various alternatives that could minimize effects to each archaeological feature and site. The goal is to apply as many options as feasible. Final effects cannot be fully analyzed until the options are decided upon and

incorporated, specifically, into the design. Preservation in situ should be the priority. If this is not possible, then other mitigation options include but are not limited to archaeological data recovery, interpretation on and off site, and further analysis and publication of historical information about the sites.

Properties Outside of the Development Site: Adherence to the Secretary of the Interior's Standards and Guidelines for Rehabilitation and to the Minneapolis HPC Guidelines for the WBMA would significantly reduce the adverse effects of the Project on surrounding historic properties and on the setting of the WBMA. Specifically, alternative design solutions include the following:

- Utilize building materials that are compatible with the materials of the historic district.
- Design window and door openings with a vertical emphasis.
- Re-shape the massing so the building resembles the massing of the historic mill buildings once on the site.
- De-emphasize the presence of the building in terms of scale, massing, and materials so as to focus attention on the extant historic resources.

E. Designated Parks, Recreation Areas or Trails

The site is directly adjacent to the Mississippi Central Riverfront Regional Park and a National Scenic Byway. The Grand Rounds is a National Scenic Byway that runs in a loop around the City of Minneapolis. The National Scenic Byway program is administered by the Federal Highway Administration and is used to designate a collection of 126 roadways throughout the United States. The "Downtown Riverfront" portion of the Grand Rounds Byway runs along West River Parkway and the Parkway runs along the entire northern boundary of the site from the 3rd Avenue Bridge to 5th Ave South. There is also an off-road, paved trail for bicyclists and pedestrians that runs parallel to the roadway for the entire length of the subject site. This trail is part of the Grand Rounds Byway.

West River Parkway and the associated off-road trail are part of the Mississippi Central Riverfront Regional Park system administered by the Minneapolis Park Board. The park runs from just north of West Broadway Avenue past the subject site along the Mississippi River. Mill Ruins Park and the Mill City Museum are nearby the site.

Potential Impacts: The Project construction may affect the Regional Park and National Scenic Byway. During construction, disruptions to the parkway are anticipated. Every attempt necessary will be made to minimize the impact to travel lanes. Park users may be impacted by construction noise, dust, and views of construction activity. (The response to Question 21 addresses the City's policies as regards temporary road closures. The Park Board policies and procedures will apply in the event Project construction affects the operation of West River Parkway.)

Currently, there is pedestrian access to the Parkway at 5th Ave South via a set of stairs. This access will remain, and will not be affected by the Project. There is no vehicular access from First St. S. through the site to either the parkway or the trail. Residents, customers, or visitors using the parking ramp may have direct access to the Parkway and Regional Park. Two new curb cuts are proposed along the Parkway to provide access to the lower levels of the parking ramp.

F. Scenic Views and Vistas

The construction of this Project will present new visual features to and from the River and First St. S. The significance of the impact in the context of the Project will be assessed as part of the necessary and discretionary reviews of the intensity, bulk, height, and design by the City of Minneapolis Planning Commission, the Minneapolis Historic Preservation Commission, and the City Council. Renderings of the Project from various vantage points are included in Attachment 3.

26. Visual impacts

Will the project create adverse visual impacts during construction or operation? Such as glare from intense lights, lights visible in wilderness areas and large visible plumes from cooling towers or exhaust stacks?

Yes.

If yes, explain.

The building streetscape along 1st St. S. is varied (refer also to Attachments 3 and 5 and Figure 2 in Attachment 7 as well as the Visual Effects Analysis in the response to Question 25):

- To the west: Mill Place and the US Post Office are 5 stories/50 feet tall at street level with portions of the Post Office nearly 60 feet above street level. The Carlyle tower, high-rise condominiums currently under construction, will be 39 stories tall (400-450 ft. above street level).
- Directly south of the Project: The River West high-rise condominiums are 20 stories tall (over 200 ft. above street level). There is also a 14-16-ft. structure on First St. S. currently being used as office space.
- To the southeast: The Northstar Blanket and Washburn Mills are between 6 and 11 stories tall (96-132 ft. above street level) with some narrow stacks even taller.

27. Compatibility with plans and land use regulations

Is the project subject to an adopted local comprehensive plan, land use plan or regulation, or other applicable land use, water, or resource management plan of a local, regional, state or federal agency?

Yes

If yes, describe the plan, discuss its compatibility with the project and explain how any conflicts will be resolved. If no, explain.

Refer to Attachment 9.

28. Impact on infrastructure and public services

Will new or expanded utilities, roads, other infrastructure or public services be required to serve the project?

No

If yes, describe the new or additional infrastructure or services needed. (Note: any infrastructure that is a connected action with respect to the project must be assessed in the EAW; see *EAW Guidelines* for details.)

29. Cumulative impacts

Minnesota Rule part 4410.1700, subpart 7, item B requires that the RGU consider the “cumulative potential effects of related or anticipated future projects” when determining the need for an environmental impact statement. Identify any past, present or reasonably foreseeable future projects that may interact with the project described in this EAW in such a way as to cause cumulative impacts. Describe the nature of the cumulative impacts and summarize any other available information relevant to determining whether there is potential for significant environmental effects due to cumulative impacts (or discuss each cumulative impact under appropriate item(s) elsewhere on this form).

This EAW includes all of the potential environmental effects known at this time. It is difficult and perhaps even questionable to attempt to predict potential cumulative effects beyond those described herein. At approximately 38 units, the Project is not expected to be a significant impetus for further development or for demand on local amenities.

Many parts of the St. Anthony Falls Historic District and most of the WBMA have been fully developed or the historic buildings have been rehabilitated for contemporary uses. The removal of contributing archaeological and historical resources for new development would not be precedent setting, as similar efforts are currently underway for the Phoenix Lofts Project in the EBMA, the Whitney Project in the WBMA, and other projects along the riverfront. However, each of these other projects involved the destruction or removal of relatively limited historic and archeological resources in the process of preserving and rehabilitating more substantial ones. In contrast, the Project, as proposed, would have significant adverse effects on the substantial and numerous historical and archeological resources on the Project site as well as on the historic district, while continuing to preserve only the more limited historic foundation of the Fugi Ya building, a building that is not eligible for listing on the NRHP. As stated above, the developer has made a commitment to avoid and mitigate as much as possible the adverse effects of this pending destruction and the 106 Group analysis provides specific guidance as regards effective methods. If successful, the Project has the potential to become a model for heritage preservation.

One potential cumulative effect to historic resources stemming from the Project has been identified. The Project includes the construction of public parking facilities for use by the Minneapolis Park and Recreation Board, which will increase parking capacity in the vicinity of the WBMA and the Mill Ruins Park. The cumulative effect of this action would likely result in greater access for and an increase in visitors to the historic district and to the Mill Ruins Park. It can be anticipated that the increased visitors would result in the enhanced appreciation for the historic resources of the district and for the preservation of the extant resources of the Mill Ruins Park.

Further cumulative effects could not be identified at this time.

30. Other potential environmental impacts
If the project may cause any adverse environmental impacts not addressed by items 1 to 28, identify and discuss them here, along with any proposed mitigation.

This EAW identifies all known potential environmental effects.

31. Summary of issues
Do not complete this section if the EAW is being done for EIS scoping; instead, address relevant issues in the draft Scoping Decision document, which must accompany the EAW. List any impacts and issues identified above that may require further investigation before the project is begun. Discuss any alternatives or mitigative measures that have been or may be considered for these impacts and issues, including those that have been or may be ordered as permit conditions.

This Environmental Assessment Worksheet identified the following two primary issues:

Potential for significant adverse effects on archeological and historical resources: The Project has the potential for significant adverse effects on archeological and historical resources:

- **Project Analysis of Effects and Area of Potential Effect:** The Wave Project Area is within the West Bank Milling Area (WBMA) sub-district of the St. Anthony Falls Historic District, a district listed on the National Register of Historic Places (NRHP). The Area of Potential Effect (APE) for the Project (Attachment 7, Figure 1) includes the site itself and a broad area of surrounding properties with views toward the proposed development (Attachment 7, Figure 2).
- **Properties in the Development Site—Below Ground Resources:** The foundation ruins of three mills and one recently discovered site related to the mills are located within the Project site: the Columbia Flour Mill, Occidental Feed Mill, Bassett's Second Sawmill, and a railcar scale pit and retaining wall site. Located under the Bassett's Second Sawmill site (site number pending), the easternmost of the three mills, are turbines which powered all three mills (the Bassett, Columbia, and

Occidental). The 106 Group concluded that all of these mills and railroad-related features are contributing properties to the St. Anthony Falls Waterpower Area of the St. Anthony Falls Historic District and eligible for listing on the NRHP.

- **No Build Alternative:** In order to provide a “base case” against which the expected effects of the Project could be compared, the 106 Group examined a “No Build Alternative” analysis. The No Build Alternative would result in no effect to buried walls and foundations. However, exposed ruins will continue to deteriorate without appropriate stabilization/preservation. Exposed walls currently in the basement of the Fuji Ya building will deteriorate from damp conditions and neglect without appropriate preservation treatment. Also, exposed ruins are vulnerable to vandalism. There would be no effect to non-metallic or organic artifacts, but the railcar scale would probably continue to deteriorate.
- **Proposed Development Alternative:** The current proposed development would remove most of the archaeological sites with the exception of some of the remains of the Bassett’s Second Sawmill and Columbia Flour Mill that are currently incorporated within the Fuji Ya building. The most dramatic effects of the currently proposed development would be partial or complete destruction of the four sites described herein due to construction of the building, particularly the parking ramps. Even with some preservation of foundation walls and ruins in situ, there would still be a loss to the setting and feeling of the sites, unless adjustments are made to the design of the building.
- **Aboveground Resources:** The concrete block structure known as the Fuji Ya Building, erected in 1968, was constructed over the partially exposed foundations of the Columbia Flour Mill and the Second Bassett Sawmill Engine house. For the purposes of this effects study, the 106 Group assumed that the Fuji Ya building is a non-historic property. The Wave Project proposes to remodel the existing restaurant space and return it to its original function as a restaurant. This reuse will serve as a form of rejuvenation of the former Fuji Ya restaurant. The APE for the Project includes a large portion of the St. Anthony Falls Historic District and the St. Anthony Falls Waterpower Area, the latter of which included 90 contributing and non-contributing properties at the time of its 1991 designation.
- **Summary of Effects of New Construction According to the Secretary of the Interior Standards:** The 106 Group found that the Project would meet one Standard (Standard 3), in that the Project would not create a false sense of development. One Standard (8), pertaining to the mitigation of archaeological resources, is conditional on the implementation of an appropriate mitigation plan for the known archaeological resources in the Project Area. The remaining Standards (1, 2, 4, 5, 9, and 10) would be substantially unmet according to the current design program, although the Project component that entails the reuse of the foundations walls under the Fuji Ya building would meet some of the Standards. The Guidelines pertaining to Building Site and

Historic District would mostly be unmet, with the exception of a plan to retain the historic relationship between buildings, landscape features, and open space. According to the 106 Group, the Project, as proposed, is not a building that was designed to be sited within the St. Anthony Falls Historic District and may not be considered a compatible building within that district.

- **Summary of Effects of New Construction According to the Minneapolis Heritage Preservation Commission (HPC) Guidelines:** The HPC provides nine specific guidelines that pertain to new construction within the WBMA of the St. Anthony Falls Historic District. The 106 Group found that the Project possibly would meet two of those guidelines: 1) the height of The Wave Project would not exceed that of the existing silo-mills in the area, and 2) the roofs would be flat, although it is not clear whether the proposed pergolas and pavilions for the roof would be in compliance with this guideline. The Project would not meet the guidelines pertaining to siting, rhythm of projections, directional emphasis, materials, nature of openings, details, and color.

The 106 Group concluded that the Project will have an adverse effect on the visual setting of four historic properties:

- WBMA
- Hall and Dann Barrel Company Factory
- Minneapolis Eastern Railway Company Engine house
- Contributing archaeological resources in Mill Ruins Park

The 106 Group concluded that the Project will have an adverse effect on views toward the proposed development site for seven properties:

- WBMA
- Hall and Dann Barrel Company Factory
- Minneapolis Eastern Railway Company Engine house
- Third Avenue Bridge
- Stone Arch Bridge
- EBMA; and
- Contributing archaeological resources of the Mill Ruins Park.

The 106 Group found adverse effects from the Project where the changes in the scale, massing, and materials of the proposed building would result in changes to the perception of the WBMA as a historic property and its contribution to the historic district.

- **Mitigation Strategies for Properties in the Development Site:** The 106 Group developed options for consideration to avoid and minimize physical damage to the archaeological features and the Fuji Ya building. These options include 1) building design alternatives that would minimize effects to historic resources, 2) archaeological data recovery and mitigation, and 3) interpretive potential of historic resources.

- **Mitigation Strategies for Properties Outside of the Development Site:** Adherence to the Secretary of the Interior's Standards and Guidelines for Rehabilitation and to the Minneapolis HPC Guidelines for the WBMA would significantly reduce the adverse effects of the Project on surrounding historic properties and on the setting of the WBMA.

Inconsistencies with applicable plans, policies, and guidelines: Several adopted plans, policies, and guidelines apply to the Project, some of which might be interpreted as being supportive of the Project and others that might be interpreted as indicating inconsistency. It will be up to the City's various decision-making bodies during the project review process to determine Project consistency with these plans, policies, and guidelines and with the other applicable City ordinances and processes. The aspects of the Project that involve the destruction and removal of archeological and historical resources are clearly inconsistent with the heritage preservation policies, plans, and guidelines in the following adopted plans and guidelines:

- The *Minneapolis Plan* and the "Minneapolis Downtown 2010" chapter of the *Minneapolis Plan*.
- The Historic Mills District Master Plan
- Mississippi River Critical Area Plan
- The Mississippi National River and Recreation Area and the Mississippi River Critical Area Corridor Plan
- The St. Anthony Falls Historic District Guidelines

Environmental Assessment Worksheet: The Wave Project

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RGU CERTIFICATION. The Environmental Quality Board will only accept **SIGNED** Environmental Assessment Worksheets for public notice in the *EQB Monitor*.

I hereby certify that:

1. The information contained in this document is accurate and complete to the best of my knowledge.
2. The EAW describes the complete project; there are no other projects, stages or components other than those described in this document, which are related to the project as connected actions or phased actions, as defined at Minnesota Rules, parts 4410.0200, subparts 9b and 60, respectively.
3. Copies of this EAW are being sent to the entire EQB distribution list.

Signature _____

Printed Name: Jason Wittenberg

Title: Planning Supervisor, Minneapolis Community Planning and Economic Development
Department—Planning Division

Date _____

The Environmental Assessment Worksheet form was prepared by the staff of the Environmental Quality Board at Minnesota Planning. For additional information, worksheets or for *EAW Guidelines*, contact: Environmental Quality Board, 658 Cedar St., St. Paul, MN 55155, 651-296-8253, or www.mnplan.state.mn.us. Revised: 2/99

Environmental Assessment Worksheet: The Wave Project

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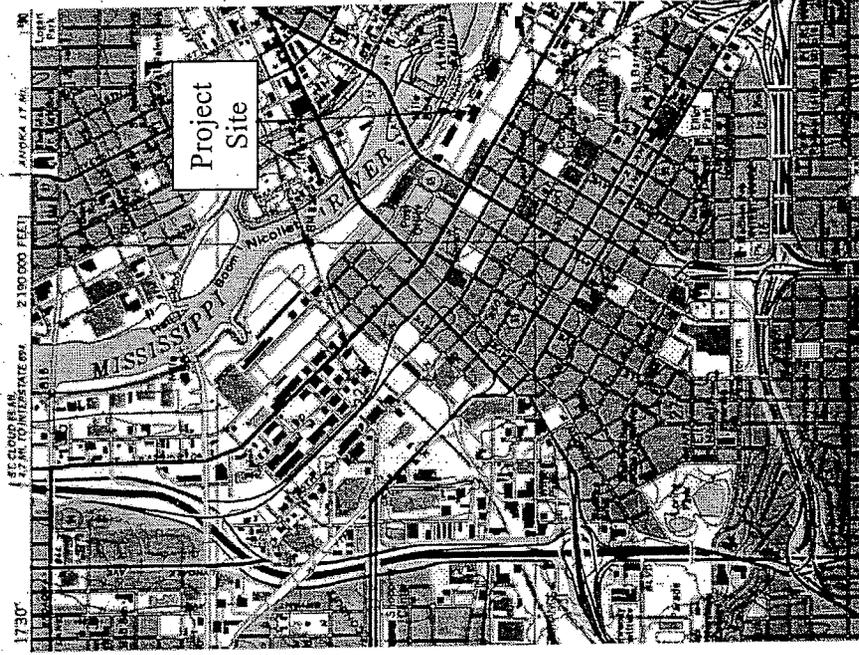
Attachments:

1. County map showing the general location of the project and U.S. Geological Survey 7.5 minute, 1:24,000 scale map indicating project boundaries
2. Hennepin County Property Map
3. Site and View Key, Arial View Across the River, View from Stone Arch Bridge, Arial View from First Street, Panorama View
4. Site plan, elevations, and parking plans
5. River Elevation and Wave Profile with Riverwest
6. Letter from the Minnesota Department of Natural Resources, dated 9/26/05
7. Selected figures and tables from the report, "The Wave Development Analysis of Effects and Phase II Archaeological Evaluation, Minneapolis, Hennepin County, Minnesota," by The 106 Group Ltd.:
 - Figure 1: Project Location, Historic Areas, and Areas of Potential Effect
 - Figure 2: Visual Effects Analysis
 - Table 3: Recommended Alternatives to Reduce or Remove Adverse Effects
8. Letters from the Downtown Minneapolis Neighborhood Association, dated 7/18/05 and 7/21/05
9. Consistency with Adopted Plans, Policies, Guidelines, and Regulations Applicable to the Wave Project
10. Photos of the area
11. List of preparers
12. EAW distribution list and Project distribution list.

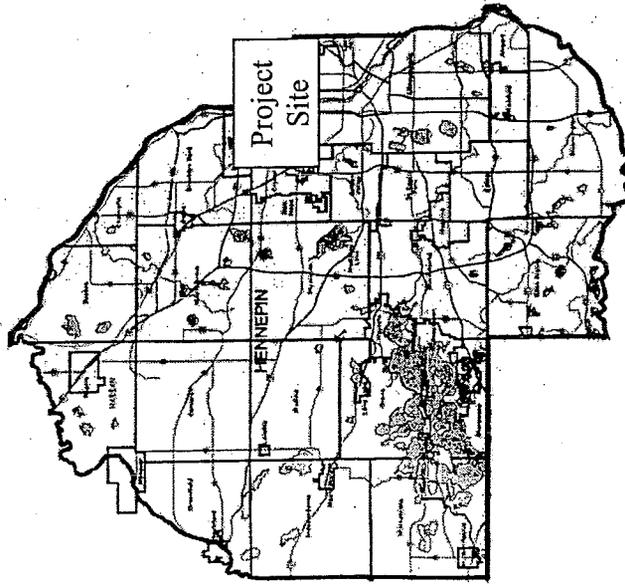
Document included by reference: "The Wave Development Analysis of Effects and Phase II Archaeological Evaluation, Minneapolis, Hennepin County, Minnesota," by The 106 Group Ltd. (This report is available on a CD upon request to the EAW Contact Person. Also available in the Planning Division Offices in Room 210 City Hall and on the City's web site at: <http://www.ci.minneapolis.mn.us/planning/eaw.asp>)

Project Location on USGS 7.5 Minute Minneapolis South Quadrangle

MINNEAPOLIS SOUTH QUADRANGLE
MINNESOTA-HENNEPIN CO
7.5 MINUTE SERIES (TOPOGRAPHIC)



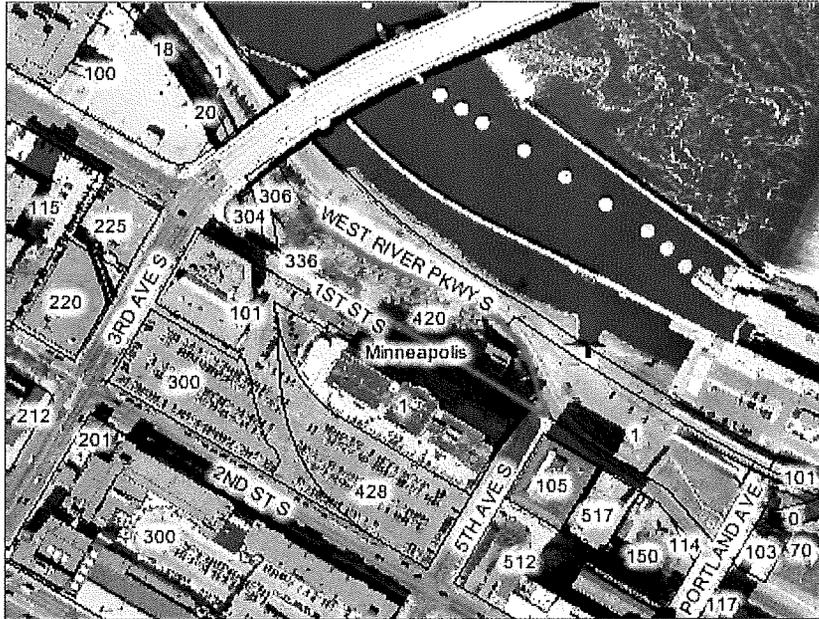
Project Location in Hennepin County





Hennepin County Property Map Print Page

Hennepin County Property Map

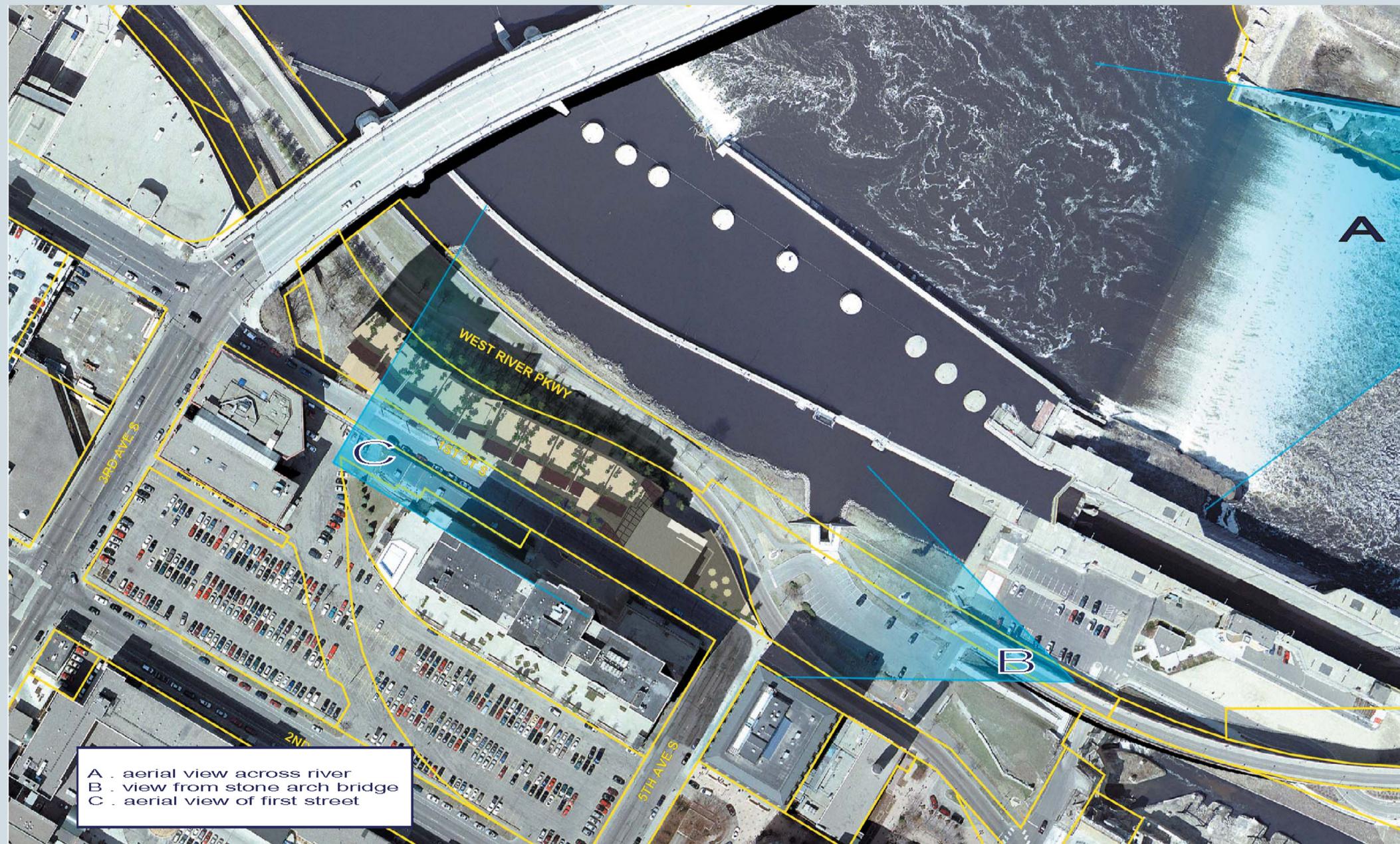


READ IMPORTANT DISCLAIMER INFORMATION

Property ID	Approximate Property Perimeter	Approximate Property Area
23-029-24-31-0037	1,365 ft.	49,526 sq.ft. = 1.14 acres
Property Address	Market Value	Total Tax (2006)
420 1ST ST S MINNEAPOLIS, MN 55401	\$0.00	\$0.00

The data contained on this page is derived from a compilation of records and maps and may contain discrepancies that can only be disclosed by an accurate survey performed by a licensed land surveyor. The perimeter and area (square footage and acres) are approximates and may contain discrepancies. The information on this page should be used for reference purposes only. Hennepin Co. does not guarantee the accuracy of material herein contained and is not responsible for any misuse or misrepresentation of this information or its derivatives.

Provided by Hennepin County Taxpayer Services Department.

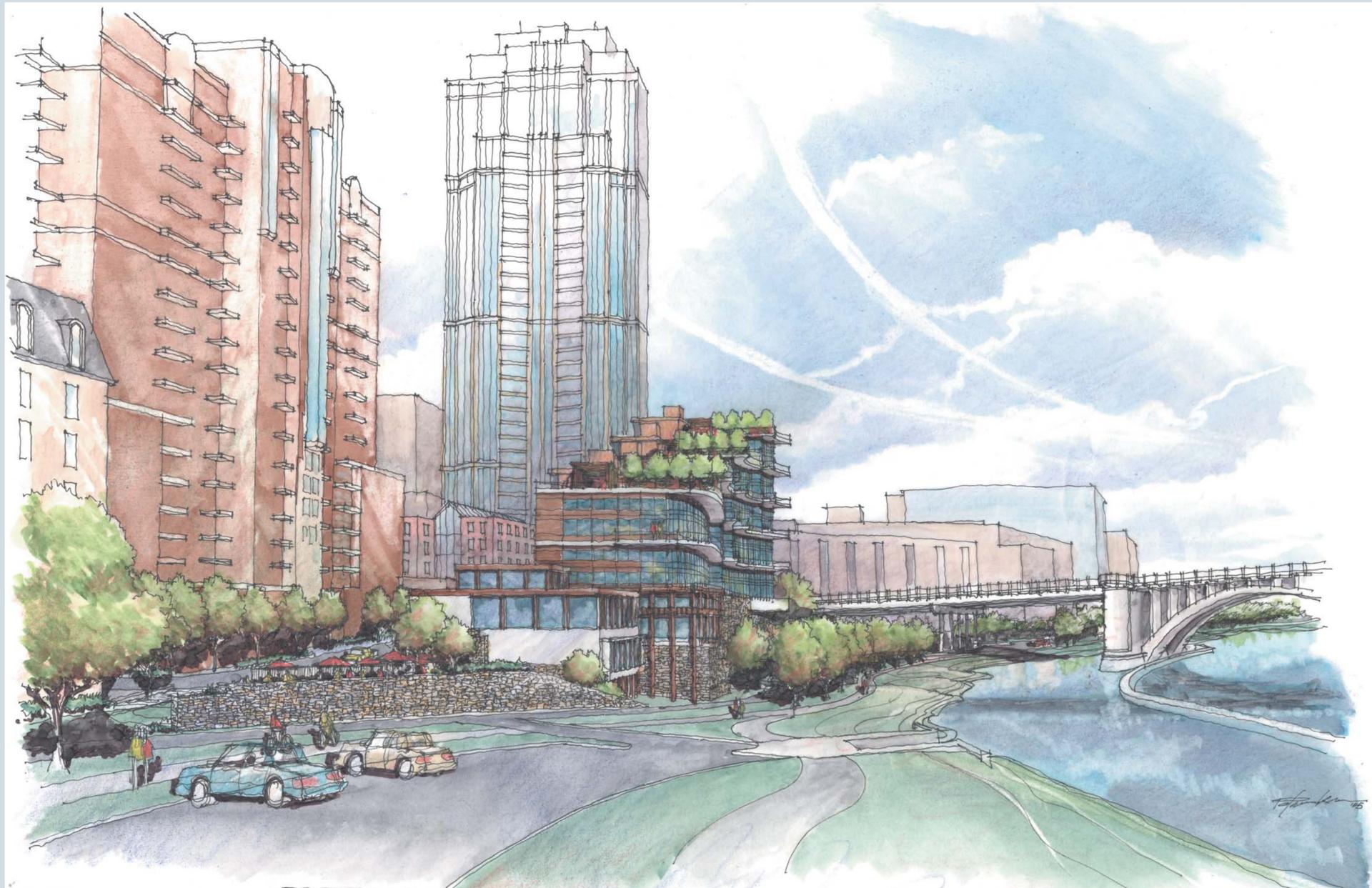


THE WAVE

Minneapolis, Minnesota

Site and View Key





THE WAVE

Minneapolis, Minnesota

View From Stone Arch Bridge





THE WAVE

Minneapolis, Minnesota

Aerial View Across River





THE WAVE
Minneapolis, Minnesota

1st Street Perspective





THE WAVE
Minneapolis, Minnesota

Panorama





THE WAVE
Minneapolis, Minnesota

Site Plan



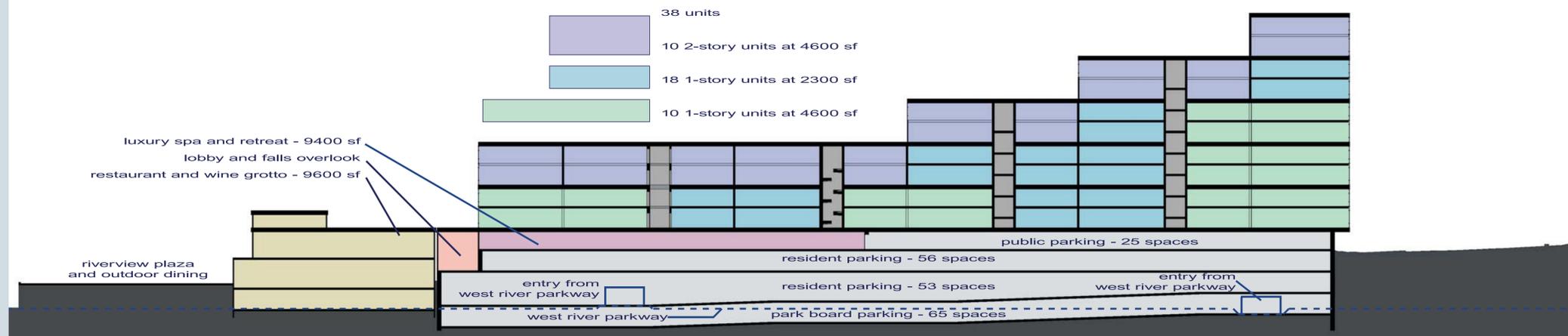


THE WAVE

Minneapolis, Minnesota

1st Street Elevation and Sectional Diagram





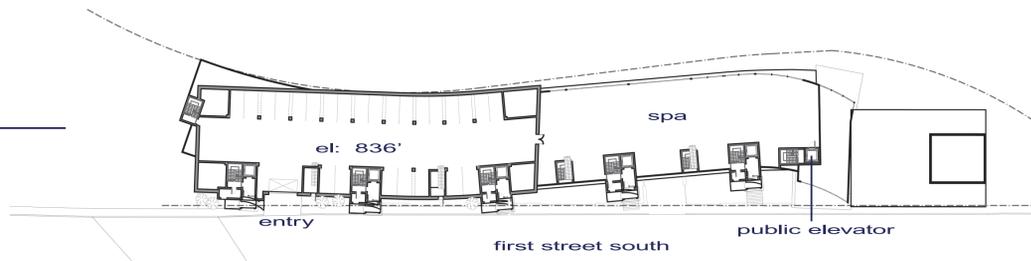
THE WAVE

Minneapolis, Minnesota

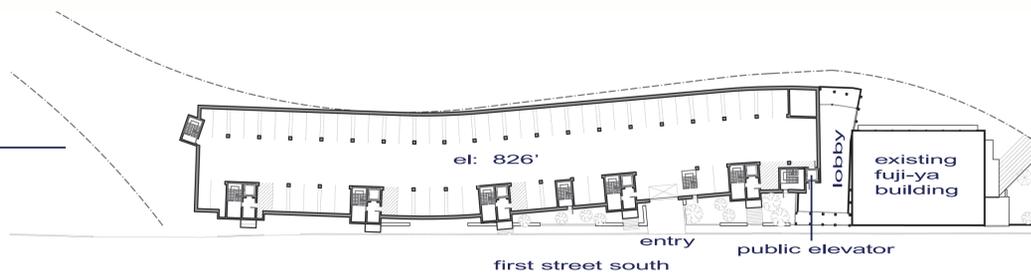
River Elevation and Sectional Diagram



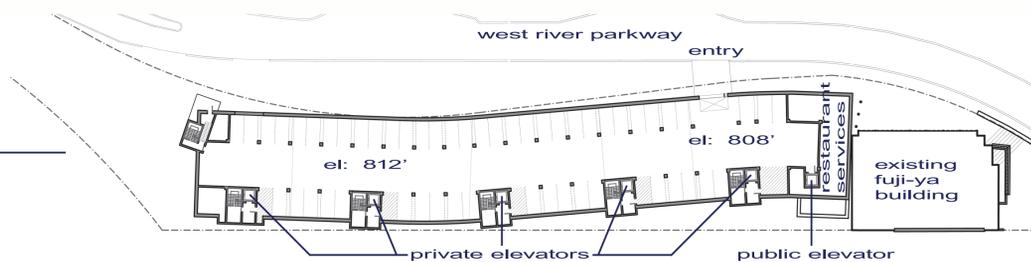
parking / spa - level 4
26 spaces / 9400 sf



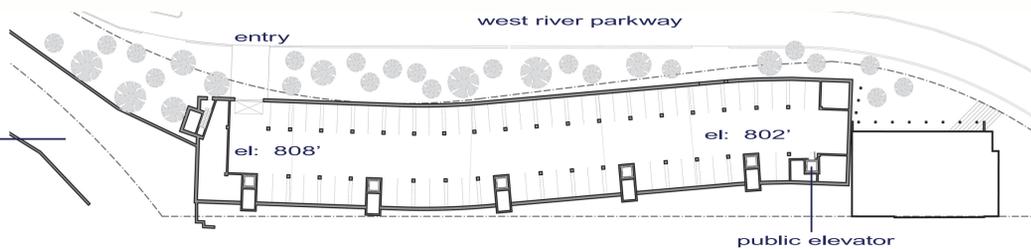
parking - level 3
56 spaces



parking - level 2
53 spaces



parking - level 1
65 spaces



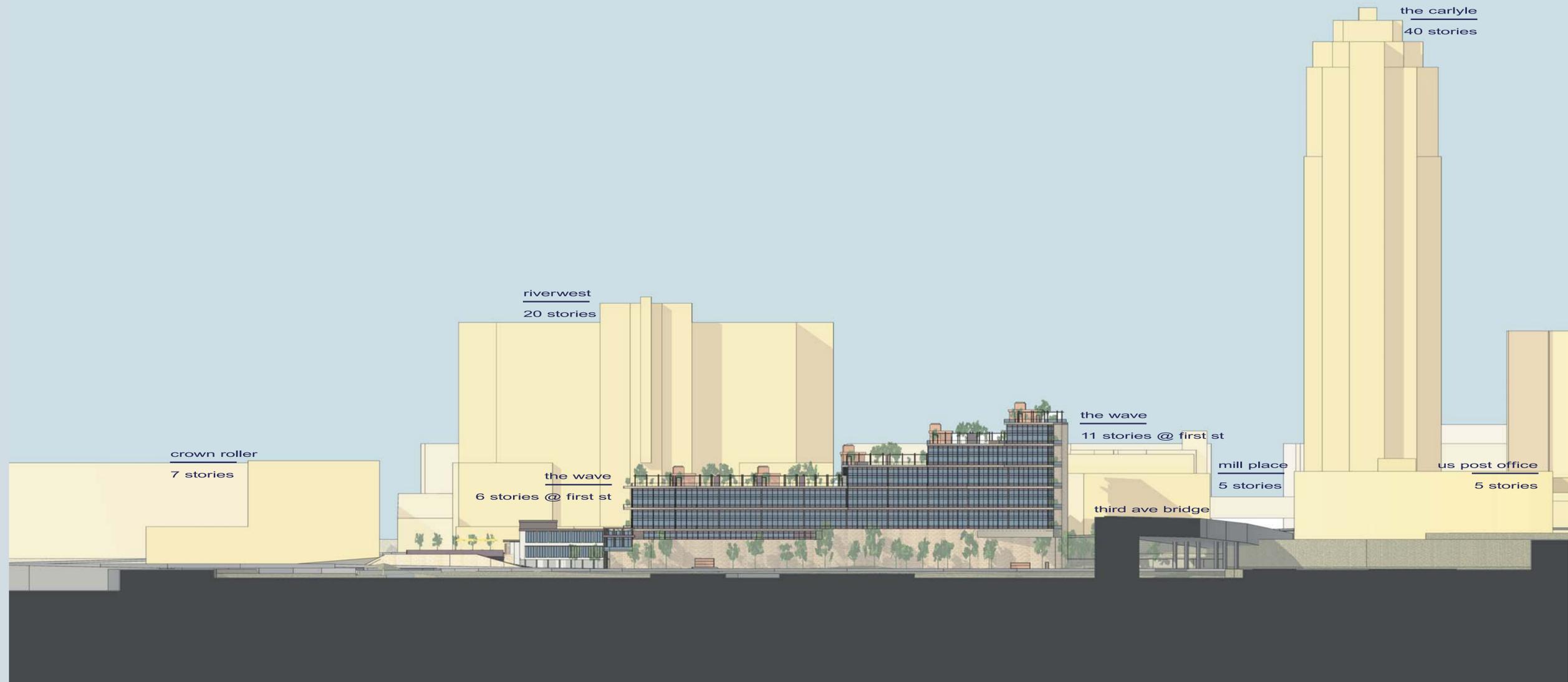
TOTAL PARKING PROVIDED
200 spaces

THE WAVE

Minneapolis, Minnesota

Parking Levels





THE WAVE

Minneapolis, Minnesota

River Elevation





THE WAVE

Minneapolis, Minnesota

Wave Profile with Riverwest





Minnesota Department of Natural Resources

Natural Heritage and Nongame Research Program, Box 25
500 Lafayette Road

St. Paul, Minnesota 55155-40__

Phone: (651) 296-7863 Fax: (651) 296-1811 E-mail: sarah.hoffmann@dnr.state.mn.us

September 26, 2005

Mr. JD Donath
Alliant Engineering, Inc.
233 Park Avenue South, Suite 200
Minneapolis, MN 55415

Re: Request for Natural Heritage information for vicinity of proposed The Wave Condominium
Development, T29N R24W Section 23, Hennepin County
NHNRP Contact #: ERDB 20060235

Dear Mr. Donath,

Please note that we detected what *we believe to be* an error in the Township information as it was submitted to us on the Information Request Form. Because the location description that was submitted on the Information Request Form did not exactly match the project area outlined on the map that was submitted with the form, the enclosed search results are for the area indicated on the map (as listed in the subject line of this letter). If the location description of your project area, as listed above, is in error, please contact me.

The Minnesota Natural Heritage database has been reviewed to determine if any rare plant or animal species or other significant natural features are known to occur within an approximate one-mile radius of the area indicated on the map enclosed with your information request. Based on this review, there are 7 known occurrences of rare species or native plant communities in the area searched (for details, see enclosed database printout and explanation of selected fields). However, based on the nature and location of the proposed project I do not believe it will affect any known occurrences of rare features.

The Natural Heritage database is maintained by the Natural Heritage and Nongame Research Program, a unit within the Division of Ecological Services, Department of Natural Resources. It is continually updated as new information becomes available, and is the most complete source of data on Minnesota's rare or otherwise significant species, native plant communities, and other natural features. Its purpose is to foster better understanding and protection of these features.

Because our information is not based on a comprehensive inventory, there may be rare or otherwise significant natural features in the state that are not represented in the database. A county-by-county survey of rare natural features is now underway, and has been completed for Hennepin County. Our information about native plant communities is, therefore, quite thorough for that county. However, because survey work for rare plants and animals is less exhaustive, and because there has not been an on-site survey of all areas of the county, ecologically significant features for which we have no records may exist on the project area.

The enclosed results of the database search are provided in two formats: index and full record. To control the release of locational information, which might result in the damage or destruction of a rare element, both printout formats are copyrighted.

The index provides rare feature locations only to the nearest section, and may be reprinted, unaltered, in an Environmental Assessment Worksheet, municipal natural resource plan, or report compiled by your company for the project listed above. If you wish to reproduce the index for any other purpose, please contact me to request written permission. **The full-record printout includes more detailed locational information, and is for your personal use only. If you wish to reprint the full-**

DNR Information: 651-296-6157 • 1-888-646-6367 • TTY: 651-296-5484 • 1-800-657-3929



record printouts for any purpose, please contact me to request written permission.

Please be aware that review by the Natural Heritage and Nongame Research Program focuses only on *rare natural features*. It does not constitute review or approval by the Department of Natural Resources as a whole. If you require further information on the environmental review process for other natural resource-related issues, you may contact your Regional Environmental Assessment Ecologist, Wayne Barstad, at (651) 772-7940.

An invoice in the amount of \$117.84 will be mailed to you under separate cover within two weeks of the date of this letter. You are being billed for map and database search and staff scientist review. Thank you for consulting us on this matter, and for your interest in preserving Minnesota's rare natural resources.

Sincerely,

A handwritten signature in cursive script that reads "Sarah D. Hoffmann".

Sarah D. Hoffmann
Endangered Species Environmental Review Coordinator

encl: Database search results
Rare Feature Database Print-Outs: An Explanation of Fields

Minnesota Natural Heritage Database
 Element Occurrence Records

THE WAVE CONDOMINIUM DEVELOPMENT
 T29N R24W SECTION 23, HENNEPIN COUNTY
 MnDNR, Natural Heritage and Nongame Research Program

10:48 Wednesday, SEPTEMBER 21, 2005
 Copyright 2005 State of Minnesota DNR

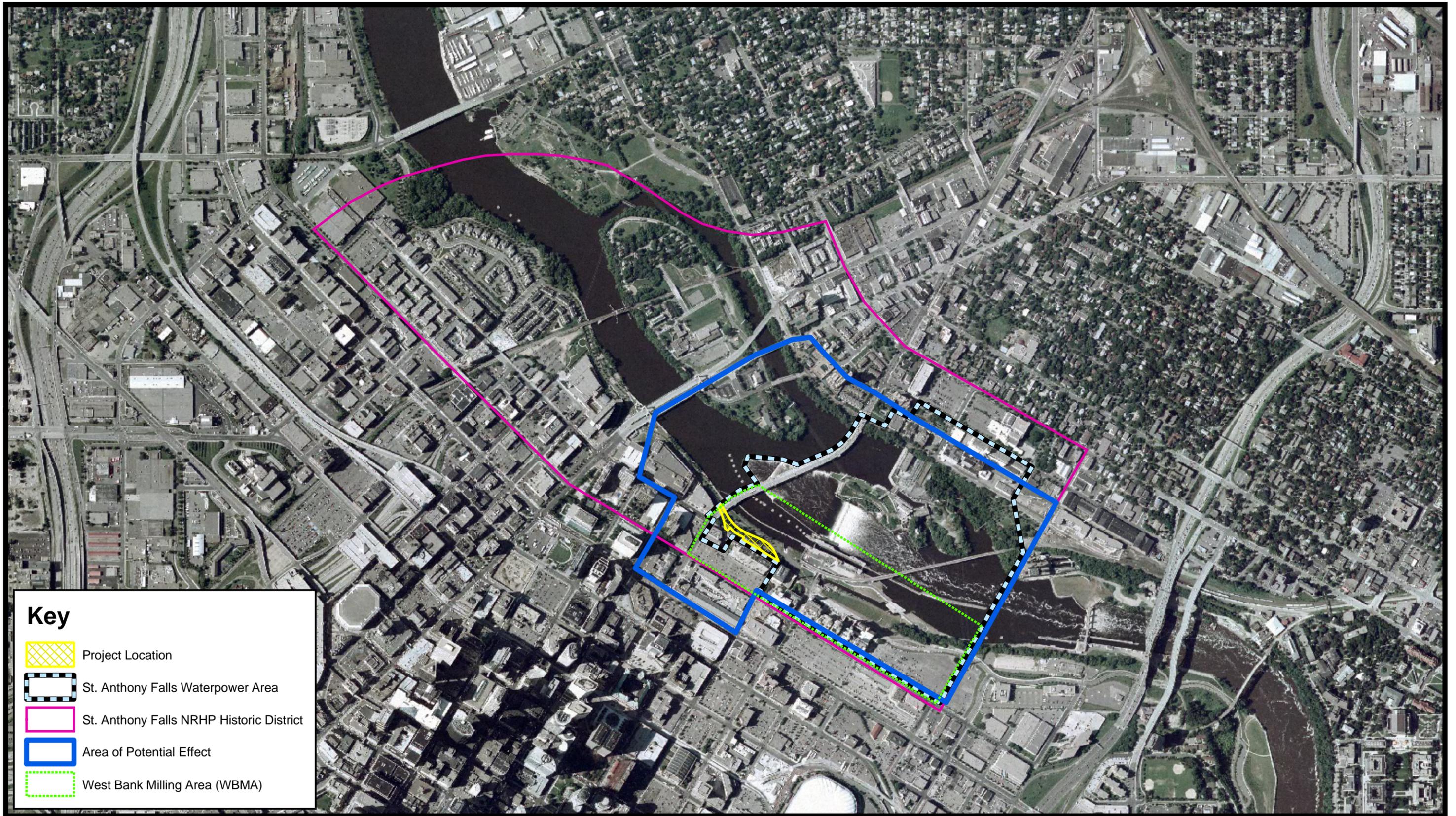
TWP RING PRIMARY SECTION MN S RANK ELEMENT and OCCURRENCE NUMBER
 STATUS STATUS

T029N R24W 22	THR	FALCO PEREGRINUS (PEREGRINE FALCON) #43
T029N R24W 23	THR	BAT CONCENTRATION #40
T029N R24W 23	SPC	FALCO PEREGRINUS (PEREGRINE FALCON) #67
T029N R24W 25	THR	PIPISTRELLUS SUBFLAVUS (EASTERN PIPISTRELLE) #28
T029N R24W 25	SPC	BAT CONCENTRATION #29
		FALCO PEREGRINUS (PEREGRINE FALCON) #65
		PIPISTRELLUS SUBFLAVUS (EASTERN PIPISTRELLE) #19

MISSISSIPPI NATL RIVER & RECREATION AREA
 MISSISSIPPI NATL RIVER & RECREATION AREA
 MISSISSIPPI GORGE REGIONAL PARK

MANAGED AREA

RECORDS PRINTED = 7



Key

-  Project Location
-  St. Anthony Falls Waterpower Area
-  St. Anthony Falls NRHP Historic District
-  Area of Potential Effect
-  West Bank Milling Area (WBMA)

Source: FSA 2003-2004; The 106 Group

**The Wave Development
Environmental Assessment Worksheet
Minneapolis, Hennepin County, Minnesota**



**Project Location, Historic Areas and
Area of Potential Effect**

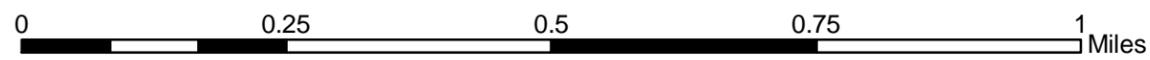
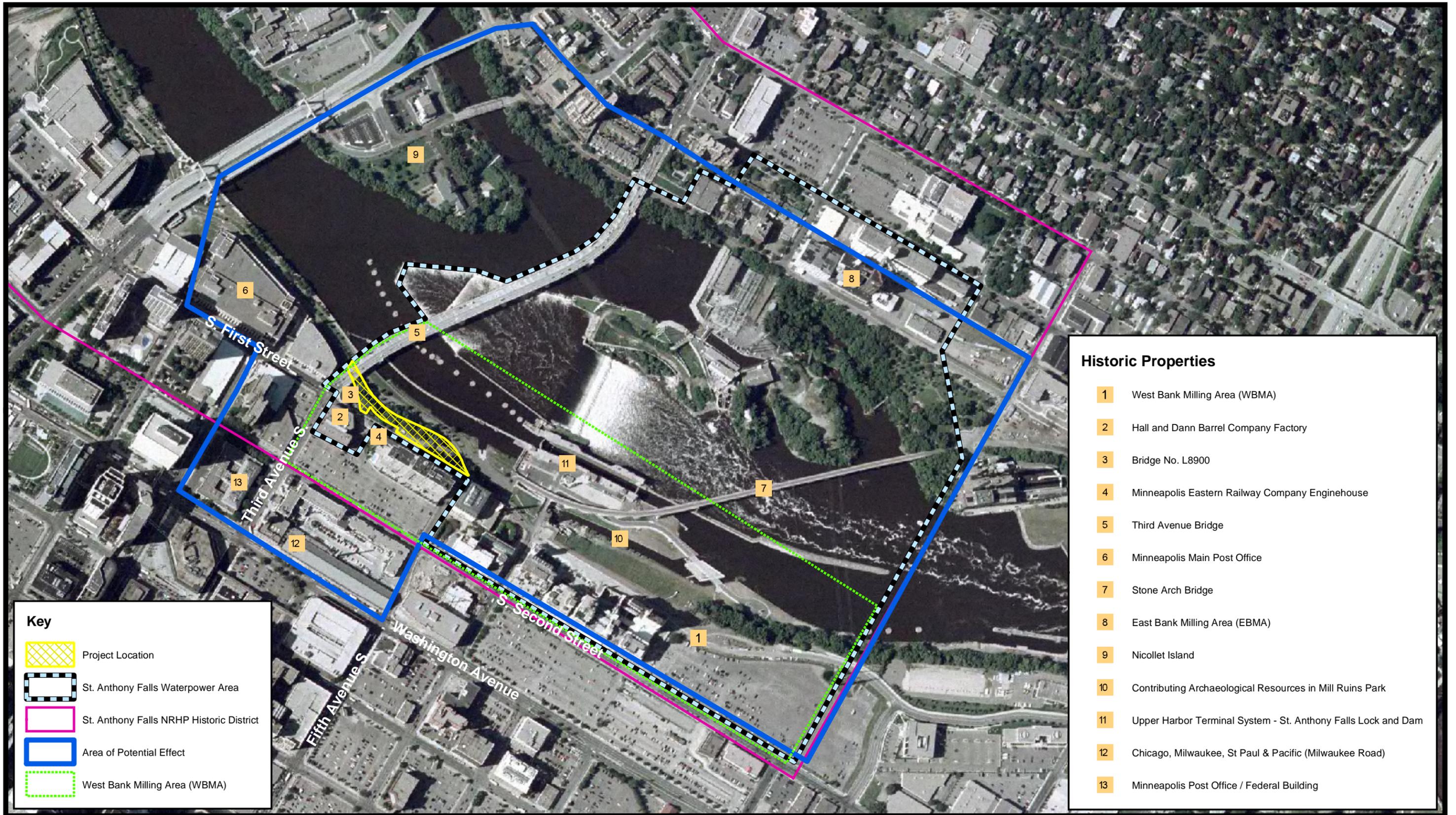


Figure 1



Source: FSA 2003-2004; The 106 Group

**The Wave Development
Environmental Assessment Worksheet
Minneapolis, Hennepin County, Minnesota**

Visual Effects Analysis

0 0.1 0.2 0.3 0.4 Miles



Figure 2

TABLE 3. RECOMMENDED ALTERNATIVES TO REDUCE OR REMOVE ADVERSE EFFECTS

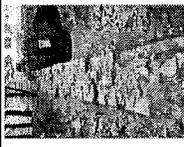
Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
Columbia Flour Mill					
	1	Wall	Subsurface	West wall of the Columbia Flour Mill, 4ft thick and estimated to be more than 25 ft high with the top of the extant wall approximately 1-2 feet below the current parking lot surface	Incorporate wall into new building Preserve wall under transparent flooring so people can view the wall ruins from above Incorporate wall into modern divider, with clear distinction of old and new
	2	Wall	Surface / Subsurface	North wall of the Columbia Flour Mill, 4ft thick and more than 25 ft high	Incorporate wall into new building Reduce number of parking spaces or move parking spaces to preserve ruins <i>in situ</i> Move wall, intact, to external north façade of building Incorporate wall into modern divider, with clear distinction of old and new Develop as an interpretive element in public space
	3	Arched Window	Surface / Subsurface	Arched Window constructed within the limestone wall comprising the north wall of the Columbia Flour Mill - bricked up for the most part	Incorporate wall into new building Reduce number of parking spaces or move parking spaces to eastern and western extent of site to preserve ruins <i>in situ</i> Incorporate wall into lobby and falls overlook Incorporate into spa and retreat area to maximize public access Move wall, intact, to external north façade of building Incorporate wall into modern divider, with clear distinction of old and new Develop as an interpretive element in public space

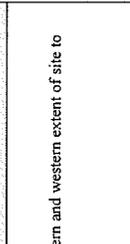
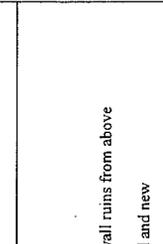
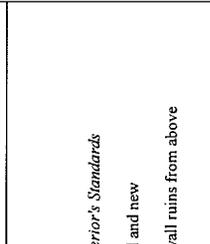
Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
	4	Arched Doorway / Window	Subsurface	Arched Doorway, partially blocked/filled with poured cement to make the opening, half of what it was when originally constructed	Incorporate wall into new building Reduce number of parking spaces or move parking spaces to eastern and western extent of site to preserve ruins Incorporate into spa and retreat area to maximize public access Incorporate wall into lobby and falls overlook Move wall, intact, to external north façade of building Incorporate wall into modern divider, with clear distinction of old and new Develop as an interpretive element in public space
	5	Wall	Subsurface	South wall of the Columbia Flour Mill, 4 ft thick and more than 25 ft high with the top of the extant wall approximately 1-2 feet below the current parking lot surface	Incorporate wall into new building Preserve wall under transparent flooring so people can view the wall ruins from above Incorporate wall into modern divider, with clear distinction of old and new
NA	Hypothetical 5	Wall	Subsurface	Possible southern wall of Columbia Mill	Archaeological monitoring of construction activities under current sidewalk right-of-way.
	16	Wall	Subsurface	East wall of the Columbia Flour Mill 4 ft thick and over 9 ft high	Incorporate wall into new building Apply appropriate preservation treatment per the <i>Secretary of Interior's Standards</i> Incorporate wall into modern divider, with clear distinction of old and new Preserve wall under transparent flooring so people can view the wall ruins from above

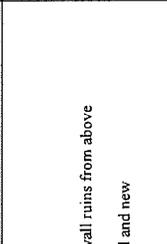
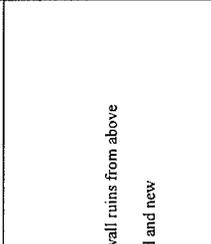
Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
	8	Grain Elevator	Subsurface	Grain elevator - storing and supplying grain for the Occidental and Columbia Mills	Incorporate wall into new building Preserve wall under transparent flooring so people can view the wall ruins from above Incorporate wall into modern divider, with clear distinction of old and new
	10	Wall	Subsurface	South wall of the Grain Elevator most likely 2 ft thick and estimated to be more than 16 ft high with the top of the extant wall approximately 1-2 feet below the parking lot surface	Archaeological monitoring of construction activities
	Potential Archaeological Features Not Yet Exposed				Archaeological data recovery to excavate to the interior basement of the mill and elevator Archaeological monitoring of construction activities
Occidental Feed Mill					
	6	Wall	Subsurface	East wall of the Occidental Feed Mill 2 ft thick and estimated to be over 16 ft high with the top of the extant wall approximately 1-2 feet below the current parking lot surface	Incorporate wall into new building Preserve wall under transparent flooring so people can view the wall ruins from above Incorporate wall into modern divider, with clear distinction of old and new
N/A	Hypothetical 6	Wall	Subsurface	Possible west wall of Occidental Feed Mill	Expose wall to determine precise dimensions and function Incorporate wall into new building Preserve wall under transparent flooring to view wall ruins from above Incorporate wall into modern divider, with clear distinction of old and new

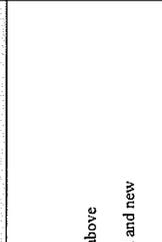
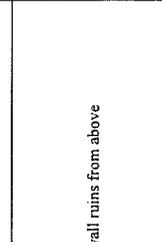
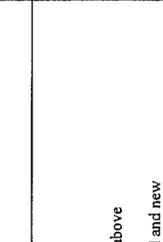
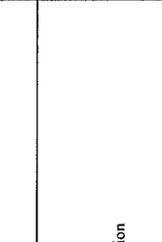
Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
	7	Wall	Subsurface	West wall of the Occidental Feed Mill, 2 ft thick and estimated to be more than 16 ft high with the top of the extant wall approximately 1-2 feet below the current parking lot surface	<p>Incorporate wall into new building</p> <p>Preserve wall under transparent flooring to view wall ruins from above</p> <p>Incorporate wall into modern divider, with clear distinction of old and new</p>
	9	Wall	Subsurface	South wall of the Occidental Feed Mill, most likely 2 ft thick and estimated to be more than 16 ft high with the top of the extant wall approximately 1-2 feet below the current parking lot surface	<p>Incorporate wall into new building</p> <p>Preserve wall under transparent flooring so people can view the wall ruins from above</p> <p>Archaeological monitoring of construction activities</p>
	12	Wall	Subsurface	West wall of Occidental Feed Mill Add-on, 2 ft thick, and estimated to be more than 16 feet in height with the top of the wall 1-2 ft below the parking lot surface	<p>Incorporate wall into new building</p> <p>Preserve wall under transparent flooring to view wall ruins from above</p> <p>Incorporate wall into modern divider, with clear distinction of old and new</p>
	13	Void within rubble	Subsurface	Void in the rubble may be the opening to a shaft or underground chamber or may be merely a void in the rubble fill	Further archaeological evaluation and mitigation prior to destruction
	Potential Archaeological Features Not Yet Exposed				Archaeological data recovery to excavate to the interior basement of the mill

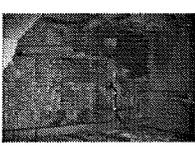
Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
Bassett Second Saw Mill					
	17	Wall	Subsurface	North wall of the Bassett Saw Mill, 4 ft. thick and more than 9 ft high	Incorporate wall into new building Apply appropriate preserve treatment per the <i>Secretary of Interior's Standards</i> Incorporate wall into modern divider, with clear distinction of old and new Preserve wall under transparent flooring so people can view the wall ruins from above Develop as an interpretive element in public space
	18	Wall	Subsurface	Internal wall of the Bassett Saw Mill and eastern wall of the Fuji Ya Restaurant	Incorporate wall into new building Apply appropriate preserve treatment to mill remains per the Secretary of Interior's Standards Incorporate wall into modern divider, with clear distinction of old and new Preserve wall under transparent flooring to view wall ruins from above Develop as an interpretive element in public space
	19	Wall	Subsurface	Internal wall of the Bassett Saw Mill and eastern wall of the Fuji Ya Restaurant	Incorporate wall into new building Apply appropriate preserve treatment per the <i>Secretary of Interior's Standards</i> Incorporate wall into modern divider, with clear distinction of old and new Preserve wall under transparent flooring so people can view the wall ruins from above Develop as an interpretive element in public space

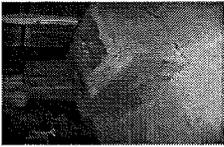
Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
	15	Wheel House Wall	Subsurface	Possible wheel house walls which may have housed a turbine wheel as part of the water power system used to power all three of the projects mills	Archaeological investigation to evaluate and mitigate wheel house Incorporate wall into new building Develop as an interpretive element in public space
	20	Platform	Subsurface	Probable platform to support and aid the line shaft in transferring the turbines power throughout the 3 mills, the Occidental, Columbia and Bassett	Incorporate wall into new building Apply appropriate preserve treatment per the <i>Secretary of Interior's Standards</i> Incorporate platform into room feature, with clear distinction of old and new. Develop as an interpretive element in public space Preserve platform under transparent flooring so people can view the ruins from above Develop as an interpretive element in public space
	Potential Archaeological Features Not Yet Exposed				Archaeological data recovery to excavate the mill turbine shafts and associated features to the east of the Fuji Ya building
Railroad Related					
	14	Scale Pit	Subsurface	Scale pit - underground room containing all machinery and components of a large railroad scale, accessible through arched walkway in Columbia Mill north wall	Preserve room under transparent flooring so people can view the scale and other features from above Archaeological mitigation to expose wall to determine precise dimensions, function and if additional equipment/features are present

Photo Documentation	Feature #	Feature Type	Feature Context	Description of Feature	Alternatives to Reduce or Remove Adverse Effects
	21	Scale	Subsurface	Components of a large railroad scale and associated machinery, in underground room accessible through arched walkway in Columbia Mill north wall	Preserve scales in room under transparent flooring to view scale and other features from above <i>in situ</i> . Archaeological mitigation to expose & determine precise dimensions and function of scale pit, and to remove scale and any additional equipment for appropriate conservation and interpretation
	11	Retaining Wall	Subsurface	Wooden retaining wall constructed of 12" x 12" wood timbers standing more than 10 ft high with the top of the wall 8 ft below the ground surface	No archaeological mitigation recommended - feature already documented



July 18, 2005

Mr. Michael Moriarty, Director
Heritage Development
422 East County Road D
Saint Paul, MN 55117

RE: The Wave

Dear Mr. Moriarty:

On behalf of the Downtown Minneapolis Neighborhood Association Board of Directors, I would like to thank you very much for giving the neighborhood the opportunity to review your development plans for the former Fuji Ya restaurant site prior to your presentation to the City of Minneapolis.

As proposed, the \$55 million restaurant / spa / condominium project fits nicely with other recent developments along the Minneapolis riverfront. We are pleased to support Heritage Development's efforts to continue the revitalization of the riverfront district.

The DMNA is excited to see the progress of your development plans. We are happy to work with you to facilitate the approval of development applications with the City of Minneapolis. Please let me know if there is any way that the neighborhood organization can be of further assistance.

Sincerely,

Christie Rock
Neighborhood Coordinator

CC: Council Member Lisa Goodman
Council Member Natalie Johnson Lee
Council Member Paul Zerby
Jack Byers, Principal Planner CPED
Kim Motes, DMNA Board Chair



July 21, 2005

Mr. Michael Moriarty, Director
Heritage Development
422 East County Road D
Saint Paul, MN 55117

Jeff Arundel
Lucky Club LLC
1629 Hennepin Avenue, #450
Minneapolis, MN 55403

RE: The Wave

Dear Mr. Moriarty, and Mr. Arundel:

On behalf of the Downtown Minneapolis Neighborhood Association Board of Directors, I would like to thank you very much for giving the neighborhood the opportunity to review your development plans for the former Fuji Ya restaurant site prior to your presentation to the City of Minneapolis.

As proposed, the \$55 million restaurant / spa / condominium project fits nicely with other recent developments along the Minneapolis riverfront. We are pleased to support the partnership of Heritage Development and Lucky Club, and its efforts to continue the revitalization of the riverfront district.

The DMNA is excited to see the progress of your development plans. We are happy to work with you to facilitate the approval of development applications with the City of Minneapolis. Please let me know if there is any way that the neighborhood organization can be of further assistance.

Sincerely,

Christie Rock
Neighborhood Coordinator

CC: Council Member Lisa Goodman
Council Member Natalie Johnson Lee
Council Member Paul Zerby
Jack Byers, Principal Planner CPED
Kim Motes, DMNA Board Chair
Mr. Todd Duckson, Partner, Hinshaw & Culbertson

Downtown Minneapolis Neighborhood Association
528 Hennepin Avenue, Suite #310, Minneapolis, MN 55403-1810
(612) 659-1274
info@thedmna.org www.thedmna.org

Consistency with Adopted Plans, Policies, Guidelines, and Regulations Applicable to the Wave Project

The following provides a synopsis of the plans, policies, guidelines, and regulations that are applicable to the Project and the Project site. It also includes an analysis of how the Project is consistent with these plans, policies, guidelines, and regulations:

PART I: ADOPTED PLANS, POLICIES, GUIDELINES AND REGULATIONS THAT ARE APPLICABLE TO THE WAVE PROJECT

1. The City's Five-Year Goals (adopted by the City Council, 6/16/06; selected):

A safe place to call home: Housing, health, and safety. In five years all Minneapolis residents will have a better quality of life and access to housing and services; residents will live in a healthy environment and benefit from healthy lifestyles; the city's infrastructure will be well-maintained and people will feel safe in the city.

Connected communities: Great spaces and places, thriving neighborhoods. In five years, Minneapolis will be a connected collection of sustainable urban villages where residents will live within walking distance of what they need or of public transit; there will be a connected network of transportation options; streets will be destinations; a mix of unique small businesses will be thriving; and Minneapolis' neighborhoods will have unique identities and character.

A premier destination: Visitors, investment, and vitality. In five years Minneapolis will be the economic leader in the region with vast potential for growth and development; investors will see Minneapolis as a sure thing; a distinctive mix of amenities, entertainment and culture will be available downtown and in Minneapolis neighborhoods; people who visit the city will want to come back; the city will be an attractive landing spot for people in all life stages and will be well-positioned for the creative class; and the country will see Minneapolis as a national treasure.

2. The "Minneapolis Downtown 2010" chapter of the *Minneapolis Plan* (adopted by the City Council, Mayor, and Minneapolis Planning Commission, March 2000):

Policy 1: Expand housing opportunities in downtown for all income levels, with an emphasis on providing additional moderate to high income, owner-occupied units.

Policy 2: Capitalize on sites that are well suited for housing, especially along the riverfront and around Loring Park, by encouraging medium to high-density housing development.

Policy 4: Locate medium to high-density housing in areas designated as a Riverfront Residential District located adjacent to and near the West River Parkway. This district

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

should provide locations for housing that can take advantage of the open space and recreational amenities of the riverfront. The primary use of this district should be housing. Other retail, office, cultural and recreational uses should be encouraged, especially those that revitalize historic structures, but should be compatible with housing.

Policy 6: Ensure that new residential development contributes to the sense of neighborhoods through appropriate site planning and architectural design.

Policy 7: Protect residential areas from encroachment of incompatible land uses, and ensure that the physical environment of downtown residential areas is compatible with housing by minimizing traffic impacts, maintaining security, and providing and maintaining amenities.

Historic: Historic buildings and districts contribute to downtown's unique identity and are one of the few resources that downtown has that cannot be replicated elsewhere. The City's early beginnings and subsequent growth periods are symbolized by the buildings that remain from those eras. From the mill and warehouse structures of the 1880s, through the different periods of downtown skyscraper development, these older buildings provide a tangible link with the past and contribute to the identity and character of downtown. These older buildings also can play a role in downtown's economic and functional diversity by providing unique and lower cost living and working space for residents and a variety of startup businesses.

Policy 16: Preserve, restore and reuse historic buildings and sites in Downtown.

Policy 18: Encourage new buildings adjacent to historic buildings, sites and districts to be compatible in design.

3. Other chapters of the *Minneapolis Plan*:

The Plan includes the following policies most relevant to the entire project:

Growth in the city's population and tax base: Increases in the number and type of housing units are essential to the city's continued prosperity. *The Minneapolis Plan* proposes that this growth occur according to two different scenarios: One is continued infill in residential areas, where single or small clusters of lots are available for redevelopment; the other scenario involves the identification of sites where major housing development could take place, designed for higher density housing to appeal to new and emerging housing markets, such as seniors and empty nesters of all income levels. Together, these scenarios for growth in housing choices are intended to respond to the wide variety of housing sub-markets, by providing a variety of housing types and levels of affordability. (p. 1.i.1.)

Policy 4.4: Minneapolis will continue to provide a wide range of goods and services for city residents, to promote employment opportunities, to encourage the use and

adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.

Implementation Steps (selected):

- Encourage the economic vitality of the city's commercial districts while maintaining compatibility with the surrounding areas.

Policy 4.7: Minneapolis will identify and support Activity Centers by preserving the mix and intensity of land uses and enhancing the design features of each area that give it a unique and urban character.

Implementation Steps:

- Promote the incorporation of residential uses within the same structure as other commercial uses.
- Preserve traditional urban form in buildings where it currently exists, and encourage new development to relate to traditional siting and massing, where it is already established. (See description of traditional urban form in Chapter 9, City Form.)
- Develop parking facilities and management strategies that accommodate high customer demand, promote shared facilities and minimize visual impact and adverse effects on pedestrian and sidewalk traffic.
- Ensure that regulations balance the transition between high traffic land uses and adjoining residential areas.
- Require that buildings in Activity Center districts incorporate a pedestrian orientation at the street edge.
- Apply street design criteria that incorporates a pedestrian orientation and accommodates a variety of traffic (pedestrian, cyclist, transit, automobile).

Policy 4.8: Minneapolis will enhance Downtown's position as a regional retail center which provides a shopping experience that is entertaining and unique in the region.

Implementation Steps:

- Provide a continuous retail presence in the retail district by requiring retail uses on both the street and skyway levels.
- Promote downtown as a unique shopping district that combines convenience and retail selection with an entertaining, elegant shopping experience.
- Encourage a variety of retail with diverse price points in downtown in order to serve a broad range of residents.

Policy 4.9: Minneapolis will grow by increasing its supply of housing.

Implementation Steps (selected):

- Support the development of new medium- and high-density housing in appropriate locations throughout the City.

Policy 9.2: Minneapolis will continue to preserve the natural ecology and the historical features that define its unique identity in the region.

Implementation Steps (selected):

- Incorporate natural features and historic sites into planning and development in order to link the city with the river.
- Continue to revitalize the Central Riverfront as a residential, recreational, cultural and entertainment district.
- Increase public recreational access to and across the river in the form of parks, cyclist/pedestrian bridges, greenways and trails along the river.
- Ensure that future riverfront development will be consistent with the City's Critical Area Plan.
- Improve the aesthetics of land use along the river.
- Develop new housing near amenities located along the riverfront.

Policy 9.4: Minneapolis will promote preservation as a tool for economic development and community revitalization.

Implementation Steps (selected):

- Use historic preservation goals to encourage development and reinvestment in the city.
- Identify, designate and protect sites, buildings and districts in the city with historic or architectural significance.
- Designate individual buildings with historic or architectural significance that have been identified by the city's Heritage Preservation Commission.
- Protect designated structures, sites and districts from demolition, neglect or inappropriate modifications.
- Protect potentially significant historic structures from demolition until the city can determine the significance of the structure and explore alternatives to demolition.
- Encourage relocation of historic resources as a last means of preservation for endangered properties.
- Preserve artifacts from structures and sites that are historically, architecturally or culturally significant and seek to reintroduce these artifacts into the city's streetscape and building interiors.

Policy 9.11: Minneapolis will support urban design standards that emphasize a traditional urban form in commercial areas.

Implementation Steps (selected):

- Enhance unique characteristics of the city's commercial districts by encouraging appropriate building forms and designs, historic preservation objectives, site plans that enhance the pedestrian environment, and by maintaining high quality public spaces and infrastructure.
- Enhance pedestrian and transit-oriented commercial districts with street furniture, tree planting, and improved transit amenities.

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

- Orient new buildings to the street to foster safe and successful commercial nodes and corridors.

Policy 9.16: Minneapolis will encourage new development to use human scale design features and incorporate sunlight, privacy, and view elements into building and site designs.

Implementation Steps (selected):

- Require that new development in downtown avoid creating negative impacts at sidewalk level and in public open spaces in terms of wind, lack of light penetration and other microclimate effects.
- Encourage the design of all new buildings to fulfill light, privacy and view requirements for the subject building as well as for adjacent buildings.

4. Historic Mills District Master Plan (City Council and Mayor adopted the plan and an update to it (June 1998): The Historic Mills District Master Plan was updated later (9/01) but the update does not address the western portion of the study area and is not applicable for this Project.

- Applicable Historic Mills District Planning Objectives include the following (p. 18):
 - Reconnect Downtown to the riverfront.
 - Use the existing buildings and proposed riverfront park to inform future development.
 - Create centrally located multi-user parking.
- Design Concept 4: Historic Resources (p. 22): Preserve and celebrate riverfront historic sites and buildings. . . . Because they are priceless, irreplaceable and a critical part of the region's history, the mill buildings and archeological sites set the image and character of the new neighborhood. High priority should be given to the adaptive reuse of existing vacant buildings and new buildings must be respectful of the scale, architecture and materials of their historic context.
- Design Concept 5: Redevelopment Sites (p. 23): Link new residential development to Downtown and the riverfront. The primary land use recommendation is multi-story housing.
- Mills and ruins will be retained and/or adapted for reuse or interpretation (p. 30).
- The map on page 29 provides the plans for residential development within the District. The map shows green space and trees in the area west of the Fugi Ya site. None of the maps and drawings that define the phasing, massing, and location of new residential on pages 32-34 and 50 show housing on the Project site.

5. Mississippi River Critical Area Plan, 2006 (adopted by the City Council/Mayor, 6/16/06): This plan fulfills the requirements of both the State of Minnesota Mississippi

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

River Critical Area order and the *Management Plan* for the Mississippi National River and Recreation Area by the National Park Service. It does this by documenting the City's river corridor resources and setting forth those policies and implementation strategies the City has adopted to protect the natural, cultural, historic, commercial, and recreational values of the river corridor. The river corridor is roughly 1,000 feet on each side of the river but adjusted to follow roads and other major landmarks. Goals for the river corridor are established that cover all the categories required by both the State and Federal requirements. The following lists those policies most applicable to the Project:

III. A-1. Public Benefits of the River

The City of Minneapolis should maximize over time public access to and enjoyment of the river corridor, public appreciation of the river's many resources, and protection and enhancement of the river corridor's natural, scenic, and cultural resources.

- Work to redevelop river corridor land in a manner compatible with this plan.

III. A-2. Economic Resources

The City of Minneapolis should continue to use the river as an economic resource while accomplishing the protection purposes of the Critical Area designation.

- Plan, zone, and redevelop land along the river for activities that benefit from and enhance the river. These may include but are not limited to housing, restaurants and taverns, office buildings, parks, and private water-related entertainment businesses such as excursion boats.

III. A-3. Appropriate Riverfront Land Uses

The City will work to preserve, enhance, and create a sustainable natural and historic environment citywide. The Mississippi River is one of the major form-giving elements of the community, and City actions should enhance it. Land uses within the Critical Area should relate to their riverfront location in a manner that enhances the river environment.

Land uses that may be considered river enhancing will vary depending on the location and context. The City will follow the land use guidelines of *The Minneapolis Plan* except where they may be modified or made more explicit by City-adopted small area plans; subsequent small area plans will further enhance and promote the policies necessary to maintain and protect the Critical Area. Activities which have no need for river locations or which would have detrimental effects on a high quality river environment should not be allowed to locate or expand within the Critical Area.

Appropriate riverfront land uses would include:

Central Riverfront

- Downtown is the major growth center of the entire region. It is a dense, mixed-use area of employment, housing, entertainment, and culture. The river corridor is an important element of Downtown, providing open space and recreation while attracting new housing, shops, and offices.
- Housing is expected to play an increasingly significant role in the Central Riverfront.

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

- The St. Anthony Falls Historic District should be preserved and the riverfront greenway system improved and extended.
- The river corridor should be more closely linked to Downtown via extensions of the street grid and streetscape improvements to key perpendicular streets.
- Development should retain the diversity of land uses and transportation while making the riverfront accessible to the public, subject to other conditions such as public easements or separation from the water by public rights-of-way.
- Residential, commercial and industrial development should occur as appropriate that complements the riverfront or historic atmosphere and environmental resources. Businesses that complement the riverfront or historic atmosphere or those that contribute significantly to the economic well-being of the community are encouraged.
- Development that expands public access to and enjoyment of the river including parks and open space is supported.
- Entertainment, historic, recreational and cultural facilities that would benefit from the river views or land uses related to the river, as well as schools related to studying the river, the natural environment, or river related industry would be supported.

III. B-1. General Intent

River corridor development should be located and designed to minimize adverse effects on the natural or scenic values of the river.

- Development should respect major natural features and the character of existing nearby development. In locations where an approved plan calls for land use changes, new development might differ in character from other nearby buildings, however, it is also acknowledged that urban development along the river can, if properly designed, have a high degree of visual compatibility with the river in the Urban Diversified and Urban Developed districts.
- In the Urban Open Space District, which includes the Lower Gorge, the predominant visual feature should be trees and bluffs. That district should continue to be managed to preserve and enhance those natural scenic qualities.
- The City will prevent development that blocks or has a significant negative impact on key scenic views and encourages design which preserves, enhances, or creates key scenic views. Walls of tall buildings along the river corridor should be avoided, and view and accessibility points through river corridor development should be designed.

III. B-5. Structure Setbacks

Minimum structure setbacks should be 40 feet from the bluff line and 50 feet from the ordinary high water mark.

III. B-6. Building Height

In general, structures within the Critical Area should be shorter when located closer to the river. Taller structures are possible within the Critical Area as distance from the river increases or measures are taken to provide some level of screening, buffering and/or enhancement of views of and from the river. This plan recognizes that many existing

structures in the Critical Area exceed the height limit contained in the zoning code, and that these structures are either allowed due to the provisions of the 1999 zoning code for legally nonconforming uses, or were specifically approved through a prior conditional use permit or variance. In addition, exceptions to the established height limit may be allowed in the case of development proposals deemed to warrant exception by the Planning Commission in order to meet the development goals of the City contained in the Comprehensive Plan and other adopted small area plans. Such exceptions may be granted in keeping with Executive Order 79-19, Section C.2.c., which states under the heading of "Clustering" that: "The clustering of structures and the use of designs which will reduce public facility costs and improve scenic quality shall be encouraged. The location of clustered high-rise structures may be proposed where public services are available and adequate and compatible with adjacent land uses."

III. E-1. River Corridor Economic Development

The City will continue to leverage the intrinsic natural beauty of the Mississippi River as an economic development tool. It should:

- Plan the use of land along the shoreline to include those activities that are river enhancing.

III. E-2. Parks and Historic Interpretation

Minneapolis has long recognized that parks, trails, and historic interpretation are important tools for neighborhood revitalization, business development, tourism, and tax base enhancement. The City will continue to weigh the economic and fiscal benefits of parks when resolving conflicts between parks and other land uses.

6. Mississippi National River and Recreation Area and the Mississippi River Critical Area Corridor Plans

The Project is located within the state-designated Mississippi River Critical Area Corridor (Corridor). The 1976 Corridor designation was reaffirmed by Executive Order 79-19, published in the Minnesota State Register in 1979, and the designation made permanent in 1979. The Order provides standards and guidelines for preparing plans and regulations for the corridor. The Minnesota Department of Natural Resources (DNR) had identified portions of these standards and guidelines within which the compatibility of the Project should be evaluated. These elements are listed below and followed by comments related to the proposed project. The state Corridor boundary is the same as the 1988 boundary of the federally-designated Mississippi National River and Recreation Area (MNRRA; refer to the response to Question 25). The following is excerpted from the Corridor plan:

A. Purposes and responsibility

- 1. Purposes:** The purposes of the critical area designation and the following standards and guidelines are:
 - a. To protect and preserve a unique and valuable state and regional resource for the benefit of the health, safety and welfare of the citizens for the state, region, and nation;

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

- b. To prevent and mitigate irreversible damage to this state, regional, and national resource;
- c. To preserve and enhance its natural, aesthetic, cultural, and historical value for the public use;
- d. To protect and preserve the river as an essential element in the national, state and regional transportation, sewer and water and recreational systems; and
- e. To protect and preserve the biological and ecological functions of the corridor.

B. General guidelines for preparing plans and regulations

- 2. In order to manage the river corridor consistent with its natural characteristics and its existing development, the following guidelines are established for each corridor district:
 - b. **Urban diversified district:** The lands and waters within this district shall be used and developed to maintain the present diversity of commercial, industrial, residential, and public uses of the lands, including the existing transportation use of the river; to protect historical sites and areas, natural scenic and environmental resources; and to expand public access to and enjoyment of the river. New commercial, industrial, residential, and other uses may be permitted if they are compatible with these goals.

C. Specific standards and guidelines for preparing plans and regulations

- 1. Each local unit of government within the river corridor shall prepare plans and regulations to protect environmentally sensitive areas in accordance with the following guidelines.
 - a. Each local unit of government shall, with the assistance of the Metropolitan Council and state agencies:
 - (4) Prepare plans and regulations to protect bluffs greater than 18% and to provide conditions for the development of bluffs between 18% and 12% slopes;
 - (5) Prepare plans and regulations to minimize direct overland runoff and improve the quality of runoff onto adjoining streets and watercourses;
 - (6) Prepare plans and regulations to minimize site alteration and for beach and riverbank erosion control;
- 2. Each local unit of government and state agency shall prepare plans and regulations to protect and preserve the aesthetic qualities of the river corridor, which provide for the following considerations:
 - a. Site Plans. Site plans shall be required to meet the following guidelines:
 - (1) New development and expansion shall be permitted only after the approval of site plans which adequately assess and minimize adverse effects and maximize beneficial effects.

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

- (2) Site plans shall be required for all developments for which a development permit is required, except for the modification of an existing single-family residential structure or the construction of one single-family residence.
 - (3) Site plans shall include, but not be limited to, the submission of an adequate and detailed description of the project, including activities undertaken to ensure consistency with the objectives of the Designation Order; maps which specify soil types, topography, and the expected physical changes in the site as the result of the development; the measures which address adverse environmental effects.
 - (4) Site plans shall include standards to ensure that structure, road, screening, landscaping, construction placement, maintenance, and storm water runoff are compatible with the character and use of the river corridor in that district.
 - (5) Site plans shall provide opportunities for open space establishment and for public viewing of the river corridor whenever applicable, and shall contain specific conditions with regard to buffering, landscaping, and re-vegetation.
 - b. Structures. Structure site and location shall be regulated to ensure that riverbanks, bluffs and scenic overlooks remain in their natural state, and to minimize interference with views of and from the river, except for specific uses requiring river access.
6. Local units of government and regional and state agencies shall develop plans and regulations to maximize the creation and maintenance of open space and recreational potential of the Corridor in accordance with the following guidelines: (see EO 79-19).
- f. In the development of residential, commercial and industrial subdivisions, and planned development, a developer shall be required to dedicate to the public reasonable portions of appropriate riverfront access land or other lands in interest therein. In the event of practical difficulties or physical impossibility, the developer shall be required to contribute an equivalent amount of cash to be used only for the acquisition of land for parks, open space, storm water drainage areas or other public services within the River Corridor.
8. Local units of government and regional and state agencies shall develop capital improvement programs which are consistent with the following guidelines:
- a. A five year capital improvement program or public facilities program shall be developed which covers all public projects to be sited in the corridor.
 - b. The capital improvement program or public facilities program shall specify the sequence of actions to be undertaken by each public

agency and shall be consistent with the standards and guidelines in Section B and C.

7. **St. Anthony Falls Historic District Guidelines (adopted by the Minneapolis HPC in June 1980; an addition to "District Guidelines for Utilization" (adopted April 18, 1978)):** Refer to the response in the EAW as regards historic resources for Question 25 and “The Wave Development Analysis of Effects and Phase II Archaeological Evaluation, Minneapolis, Hennepin County, Minnesota,” by The 106 Group Ltd.
8. **Minneapolis Park and Recreation Board Plans:** In contrast to the Planning Division, which develops comprehensive, land use, and local area plans that guide public and private development; the Minneapolis Park and Recreation Board (MPRB) develops plans that focus on its lands and facilities. In 1983, the MPRB adopted a Master Plan for the Mill District History Park (now known as the Mill Ruins Park) and the West River Parkway (now known as West River Road). It also prepared an Environmental Impact Statement (EIS) for the park and parkway (excerpts of the EIS are in Exhibit A). On 5/7/83, the City adopted the preferred alternative identified in the EIS for the West River Parkway that was subsequently built (also in Exhibit A). The EIS included an analysis of the MPRB’s approved Master Plan for the park and parkway and for Park Board land in the area, including the land that is now the proposed site of The Wave Project. On page 2-9, the EIS defines the MPRB’s plan for Segment C—Mill District and states: “In the Mill District, the major emphasis will be on the creation of a multiple-level interpretive park [the Mill District History Park] through the reuse of historic building fragments of the water-powered milling industry.” Figure 2-2 in the EIS is the MPRB’s Master Plan which defined the limits of the Mill District History Park. It shows that the Project site, although on land owned by the MPRB, was outside of the proposed park. Figure 2-5 in the EIS provides a more detailed look at the Mill District portion of the MPRB’s Master Plan for the park and it shows the Project site to be outside of the proposed park boundary. It also shows that the Parkway forms the southern edge of the proposed park in the area between 10th Ave. S. and the former railroad right-of-way that is just to the east of the Third Avenue Bridge. Furthermore, it shows undefined private development to the east and west of the Fugi Ya site. The MPRB has continued to implement the elements of this Master Plan including the proposed sale of MPRB property to the developer for The Wave Project.

PART II: PROJECT CONSISTENCY WITH PLANS, POLICIES, AND GUIDELINES THAT ARE APPLICABLE TO THE WAVE PROJECT

It is in the nature of plans, policies, and guidelines that no project of substantial size and impact will be 100% consistent with them. Individual plans, policies, and guidelines are typically written with a very limiting focus. For example, a land use policy in the City’s Comprehensive Plan that encourages development at a designated commercial district does not usually reiterate other guiding policies in the same document that help define that desired development further as regards, for example, the promotion of traditional urban building form, maximizing energy efficiency, and historic preservation. Also, different governmental bodies adopt plans and

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

policies that are not easily comparable and that sometimes even contradict one another. Similarly, the following is a near item-by-item synopsis that offers a narrowly-focused look at the Project's consistency with the above-listed plans, policies, and guidelines. In contrast to this reductionistic approach, which is appropriate at this EAW stage of project review, the task of decision-making bodies such as the Minneapolis Heritage Preservation Commission, Planning Commission, City Council, and Mayor is to take a holistic approach that balances overall consistency with the applicable plans, policies, and guidelines.

1. **The City's Five-Year Goals:** The provision of new Downtown housing is consistent with the housing and Downtown development aspects City's Five Year Goals
2. **The "Minneapolis Downtown 2010" chapter of the *Minneapolis Plan*:** Project density at 38 units per acre is classified as high density by the City's Comprehensive Plan. Residential use at this density is consistent with the applicable policies listed above. The commercial uses proposed are also consistent with Policy 4. Policy 4 and 16 call for the preservation and rehabilitation of historic structures and the Project includes both the rehabilitation and destruction of historic resources.
3. **Other chapters of the *Minneapolis Plan* (Plan):**
 - The Plan designates Downtown as a Growth Center and an Activity Center. This mixed-use Project's proposed high density residential and commercial uses and shared parking facility are generally consistent with these land use designations and with Policy 4.4, 4.7, 4.8, and 4.9.
 - The building design, with its building placement being up to the street and with structured parking on lower floors, is consistent with policy 4.7, 9.11, and 9.16.
 - Since the Project includes the preservation and rehabilitation of the historic foundations on which was built the Fugi Ya building (which is a non-contributing building to the historic district), this aspect of the Project is consistent with the City's primary heritage preservation policy, Policy 9.4. However, the Project involves the destruction many more archeologically and historically significant resources which is clearly inconsistent with this policy. While the developer is currently examining methods to avoid and mitigate adverse effects to historic and archeological resources, the Project, as proposed for this EAW analysis does not include these possible measures for avoidance and mitigation.
4. **Historic Mills District Master Plan:** As for the case with Policy 9.4 in the *Minneapolis Plan*, the Project's simultaneous preservation of some and destruction of other historic and archeological resources yields a mixed consistency with the Historic Mills District Master Plan, which calls for the preservation of riverfront historic sites and buildings, "Because they are priceless, irreplaceable and a critical part of the region's history." As stated above, the plan indicates green space and trees in the area west of the Fugi Ya site, not development.
5. **Mississippi River Critical Area Plan, 2006:**
 - Once again, the Project's simultaneous preservation of some and destruction of other historic and archeological resources yields a mixed consistency with the

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

City's Mississippi River Critical Area Plan, which calls for the protection and enhancement of the river corridor's cultural resources. Policy III.A-3 calls for the preservation of the St. Anthony Falls Historic District.

- Policy III. A-3 identifies housing and restaurants as appropriate riverfront uses.
- Policy III. B-1 states that walls of tall buildings along the river corridor should be avoided, and view and accessibility points through river corridor development should be designed. The view effects of the Project are described in the response to EAW Questions 25 and 26.
- Policy III. B-5 calls for 50-ft. setbacks from the bluff-line and 50 ft. from the high water mark. Although the Project will be about 90-to-100 ft. from the high water mark of the River consistent with this policy, it is proposed to be built into the bluff which is inconsistent with this policy.

6. Mississippi National River and Recreation Area and the Mississippi River Critical Area Corridor Plan:

- The Project is located within the urban-diversified district of the Corridor Plan. The proposed uses are compatible with this district.
- Inconsistent with the Corridor Plan at A.1.c. and B.2.b, the Project involves the destruction of historic and archeological resources.
- Consistent with the Corridor Plan at C.6.f., the developer is in discussion with City agencies as regards the potential for bike and pedestrian access from 2nd St. S. to the river via an existing vacated railroad right-of-way on the western edge of the site.

7. St. Anthony Falls Historic District Guidelines: Refer to the response in the EAW as regards historic resources for Question 25 and "The Wave Development Analysis of Effects and Phase II Archaeological Evaluation, Minneapolis, Hennepin County, Minnesota," by The 106 Group Ltd.

8. Minneapolis Park and Recreation Board Plans: The MPRB Master Plan for the Mill District Park and West River Parkway (adopted by the MPRB in 1983) shows the Project site to be on land not needed for the park and parkway. The Master Plan shows development on the Project site; however, once sold, the City's adopted land use plans are the appropriate documents against which to judge project consistency.

PART III: PROJECT CONSISTENCY WITH THE ZONING CODE

The Project site is located within the following zoning districts (refer to Exhibit B):

- Primary District: C3A, Community Activity Center District
- Overlay Districts:
 - Downtown Height
 - Downtown Parking
 - Mississippi River
 - Shoreland

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

The following describes the how the uses and characteristics of the Project compare with the Zoning Code:

- **Residential:** Multifamily residential is allowed in the C3A District as a conditional use. Since the project has structured parking and combines residential and commercial uses (per Sections 548.130 (a) and (b)), the site could have a maximum of 152 units. A maximum of 38 are proposed. This equals 38 units per acre, which is classified as high density by the City’s Comprehensive Plan. The parking requirement is 1 stall per unit. The Project includes 2.9 stalls per unit. The Public Works Department and CPED— Planning Division use a range of 0.8 to 1.5 stalls per unit to evaluate residential parking for projects, with the assumption that parking for downtown residents should be at the low end of this range.
- **Restaurant:** Restaurants are permitted uses in the C3A District. Required parking for the 9,600 sq. ft. restaurant would total 116 stalls.
- **Spa and retail uses:** Sports and health facilities are allowed as conditional uses in the C3A District and general retail sales and services are permitted uses. However, the Code limits individual retail sales and services to a maximum of 8,000 sq. ft. for the Project. The Zoning Code provides a variance process that is applicable in this case. At Section 525.520 (3), the Code includes a variance “to vary the gross floor area, floor area ratio and seating requirements of a structure or use.” The Planning Commission is the public body that determines whether to approve a floor area variance.
- **Parking facility:** The portion of the parking facility that will be leased to the Park Board constitutes a commercial parking facility. Parking facilities are conditional uses in the commercial districts.
- **Parking:** This EAW assesses the Project as it is currently proposed and assumes that all of the 109 stalls marked “residential” on the plans will be reserved exclusively for the residents of the 38 units. As stated above in the response to Question 21, this creates a parking abundance for the residents (nearly 3 stalls per unit) and a deficit of 44 stalls for the non-residential uses, which equals 26% of the required parking for these uses. The Zoning Code provides a variance process that is applicable in this case. At Section 525.520 (7), the Code includes a variance “to reduce the applicable off-street parking requirements up to 100%, provided the proposed use or building serves pedestrian or transit-oriented trade or occupancy, or is located near an off-street parking facility that is available to the customers, occupants, employees and guests of the use.” The closest public parking ramp is the Gateway Municipal ramp which has a pedestrian entrance at 5th Ave. S. and Washington Ave. S., two blocks (nearly 700 ft.) from the entrance to the restaurant.

This assumed parking deficit for non-residential uses stems from the excessive 3-per-unit residential parking ratio, which is double the maximum 1.5-stall-per-unit “rule of thumb” ratio used by Planning staff to evaluate the reasonableness of multi-unit residential parking supply. Furthermore, the parking areas are the locations where the Project adversely affects the archeological resources. The Planning Commission is the public body that determines whether to approve a parking variance.

- **Floor area ratio:** The Downtown Height Overlay District limits the size of buildings via the floor area ratio (FAR is the ratio of total gross floor area (not counting parking) over

**Attachment 9; Environmental Assessment Worksheet: The Wave Project
City of Minneapolis**

the lot area). The allowable FAR is 4.0. The project will have 157,650 sq. ft./43,560 sq. ft. lot area, which equals an FAR of 3.6.

- **Height:** The building gradually steps up across the length of its footprint. At the northwest end of the new construction, the tallest point from First St. is 144 ft. to the parapet and 152 ft. to elevator penthouse (11 stories). At the southeast end of the new construction the tallest point from First St. is 72 ft. to the parapet and 80 ft. to the elevator penthouse (6 stories). In between the two ends, a portion of the building is 96 ft. and 108 ft. (104 ft. and 116 ft. to the elevator penthouse). The Downtown Height Overlay District limits the height of structures to 6 stories or 84 ft., whichever is less, in this area of the district and provides for an increase in the height via a conditional use permit (Section 551.850). The height limitations in the Shoreland and Mississippi River Overlay Districts do not apply in the Central Riverfront area of the City (551.680 and 551.710).
- **Development within 50 ft. of the high water mark:** The Shoreland Overlay District states that development “shall not be located within 50 ft. of the ordinary high water mark . . . except where approved by a conditional use permit,” (551.470 (a)). Project structures will not be within 50 ft. of the Mississippi River.
- **Development on a bluff:** The Shoreland Overlay District states that development “shall not be located on a steep slope or bluff, or within 40 ft. of the top of a steep slope or bluff, except where approved by a conditional use permit,” (551.470 (b)). The Code defines a steep slope as having an average slope of 18% or more measured over a horizontal distance of 50 ft. or more. As stated above, steep slopes varying from 40 to 70 percent exist towards the northern and central areas of the site and, as such, the Project will need a conditional use permit to proceed.
- **Site plan review:** Project drawings are at a conceptual stage at this time and cannot be effectively evaluated for consistency with the Site Plan Review chapter of the Zoning Code.

In sum, the following lists the likely land use permits the Project, as proposed herein, will require:

- Conditional use permits (CUP):
 - CUP for the following uses: multi-family residential use, sports and health facility, and commercial parking facility.
 - CUP to increase the height in Downtown Height Overlay District.
 - CUP to allow development on a steep slope or bluff, or within 40 ft. of the top of a steep slope or bluff in Shoreland Overlay District.
- Variances:
 - Vary the allowable size of the sport and health facility.
 - Vary the parking requirement.
- Site plan review.
- Subdivision.

Exhibits:

- A. Excerpts from the Draft Environmental Impact Statement for the West River Parkway
- B. Primary and Overlay Zoning Districts

EXCERPTS

Draft Environmental Impact Statement

West River Parkway

FRANKLIN AVENUE TO PLYMOUTH AVENUE

MINNEAPOLIS PARK AND RECREATION BOARD



The parkway will follow the outside edge of the park facilities along the riverfront. There will be no connection to the city street system in this area, although some access could be provided to adjacent development. Parkway facilities are illustrated in Figure 2-4.

2.2.3 SEGMENT C - MILL DISTRICT

In the Mill District, the major emphasis will be on the creation of a multiple-level interpretive park through the reuse of historic building fragments of the water-powered milling industry. The central element of Mill District History Park will be a canal which channels water from the Mississippi River above St. Anthony Falls through the park. Water from the canal will be directed down through the foundation walls of former mill buildings, recreating the falling water which once powered the old mills via a much larger canal. Water will be collected at the base of the park using the pattern of the old tailraces which crossed the area. Walking and viewing areas will be constructed throughout the area of the old mill walls, and steps and ramps will connect the Canal Street level to the tailrace level fifty feet below. Provisions will be made for an enclosed interpretive center at the corner of Canal Street and Portland Avenue and for a leased restaurant site near Canal Street and Eighth Avenue. A small information display will be located near the canal intake to provide orientation to the area.

Mill District History Park will also include separate trails for pedestrians and bicycles near the river, and a provision for a future vehicle path along the river and across the Stone Arch Bridge. The total Mill District History Park will be about fifteen acres in size. Limited new parking will be provided, complementing the adjacent U.S. Army Corps of Engineers Upper Lock visitor lot, which has parking for about thirty-five cars. Other parking will be provided through joint use lots or ramps near the area.

The parkway will be a two-lane facility following the edge of the park on Canal Street and First Street. The parkway will connect to city streets at Fifth, Eighth and Tenth Avenues, and special roadway surfaces and stop signs will be used to slow traffic through this area to be consistent with historic preservation objectives and pedestrian needs. The alignment of the roadway near the old canal intake and the Fuji Ya restaurant has not been finally determined. The alignment for taking the parkway from Canal Street to the river's edge will be determined during the design study. The route is illustrated in Figure 2-5.

2.2.4 SEGMENT D - GASWORKS BLUFF

In the area surrounding the Lower Locks, the primary objectives of the public parkland will be to protect the bluff and to provide overlook points toward St. Anthony Falls and the lower rapids. Two major overlooks will be established: (1) a site above Tenth Avenue with excellent views of St. Anthony Falls, and (2) a site near I-35W with views of the Lower Locks. Stairways and trails will connect both sites to the river's edge below the bluff. An information display will be located at the overlook

SATURDAY, MAY 7, 1983

COMPLETE BUSINESS NEWS

The following COMMUNITY DEVELOPMENT and TRANSPORTATION & PROPERTY SERVICES report was signed by Committee members:

Mark Kaplan, Jackie Slater, & Charlee Hoyt — Community Development Committee.

COMM DEV & T&PS — Your Committee, having under consideration the subject matter of federally-appropriated funds for the purpose of establishing a recreation motorway (The Great River Road) and Metropolitan Regional Parks and Open Space

within the City of Minneapolis, now recommends concurrence in the recommendation of the Citizens Advisory Committee / Technical Advisory Committee / Minneapolis Park and Recreation Board to approve the route alignment for the Great River Road as delineated in the Draft Environmental Impact Statement (Petn No 228239), with the following conditions:

1. The possibility of underground space with an entrance bet the 35W Bridge, and the CNW Railroad Bridge should not be precluded; and

2. The Park Board should investigate alternatives to permanent acquisition when it is contemplated that private development is desirable for a given parcel of land.

Adopted. Passed by final roll call as hereinafter noted.

Passed April 29, 1983.

Approved May 5, 1983. Donald M. Fraser, Mayor.

Attest: Lyle D. Lund, Asst. City Clerk.

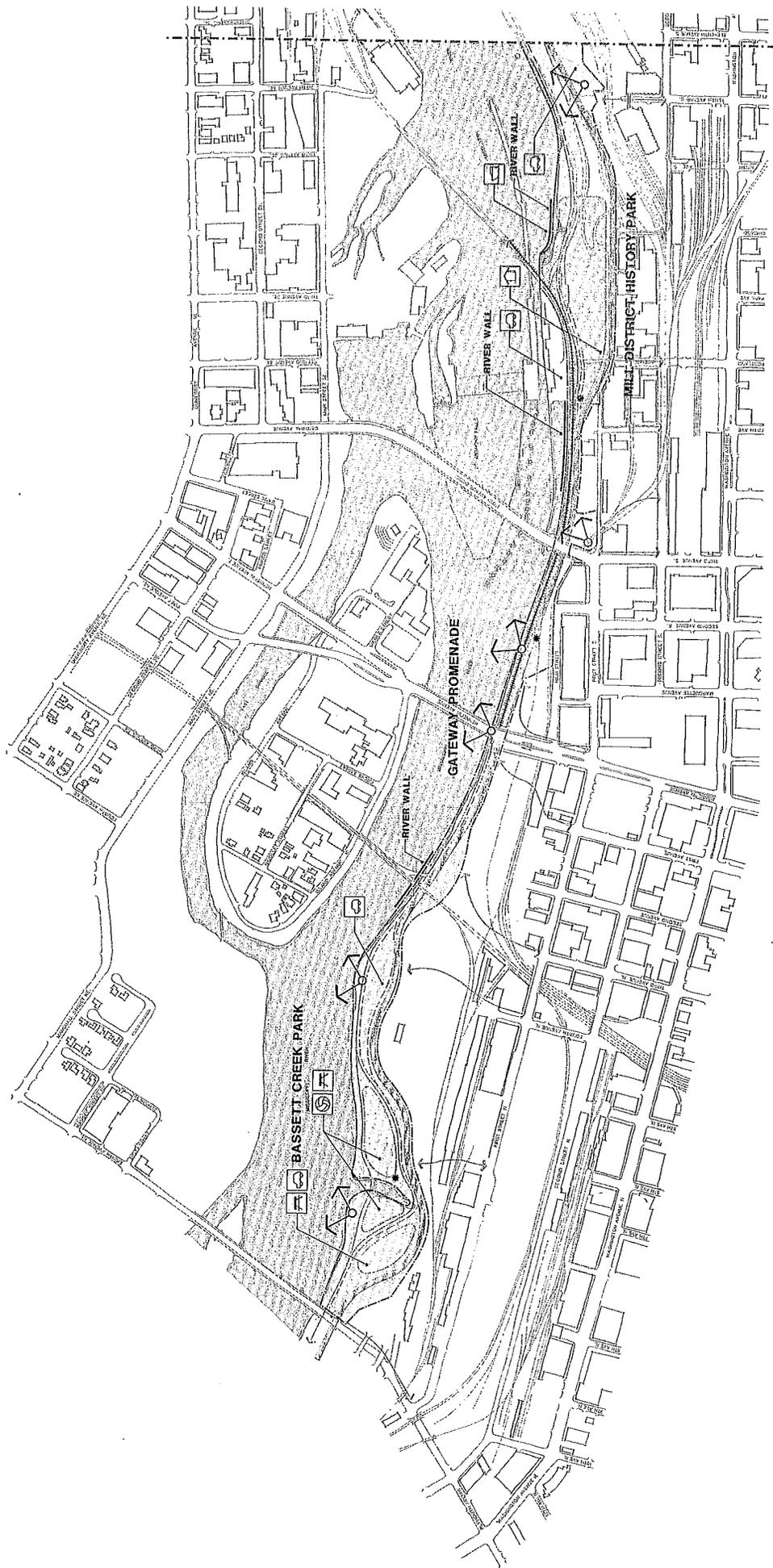


FIGURE 2-2
PARK MASTER PLAN
 WEST SEGMENT

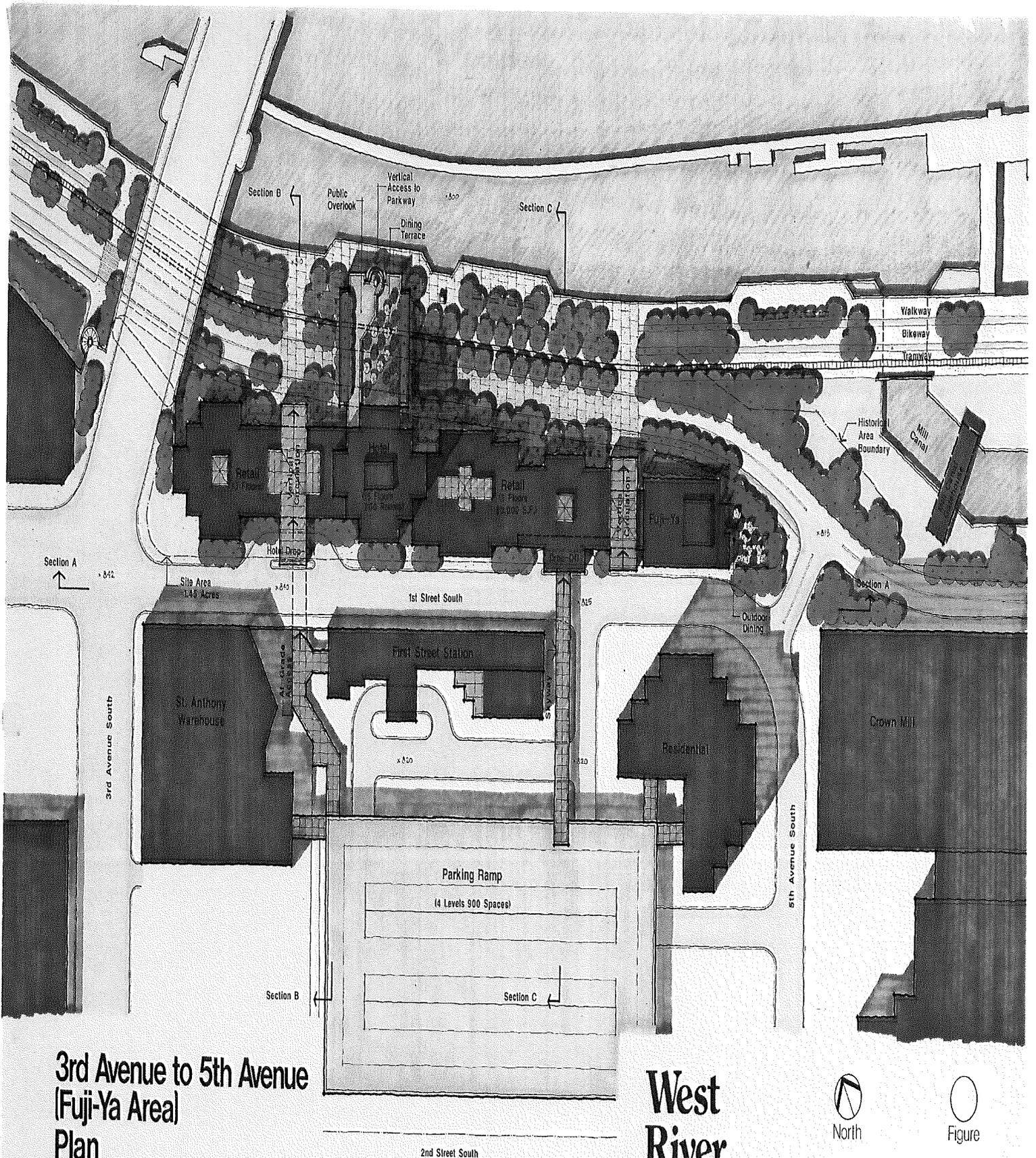
- PICNIC
- PARKING
- PLAYFIELD
- INTERPRETIVE CENTER
- BOAT TIE UP
- INFORMATION KIOSK
- OVERLOOK
- PEDESTRIAN TRAIL
- BICYCLE TRAIL
- PEDESTRIAN LINK
- TROLLEY LINE
- ACTIVITY AREA
- PARK BOUNDARY

FIGURE 2-2
PARK MASTER PLAN

BENNETT, RINGROSE, WOLSFELD, JARVIS, GARDNER, INC.

West River Parkway

Minneapolis Park and Recreation Board



3rd Avenue to 5th Avenue (Fuji-Ya Area)

Plan
(Plaza Alternative)
5/28/85 Revised: 6/3/85

Schematic Design

West River Parkway

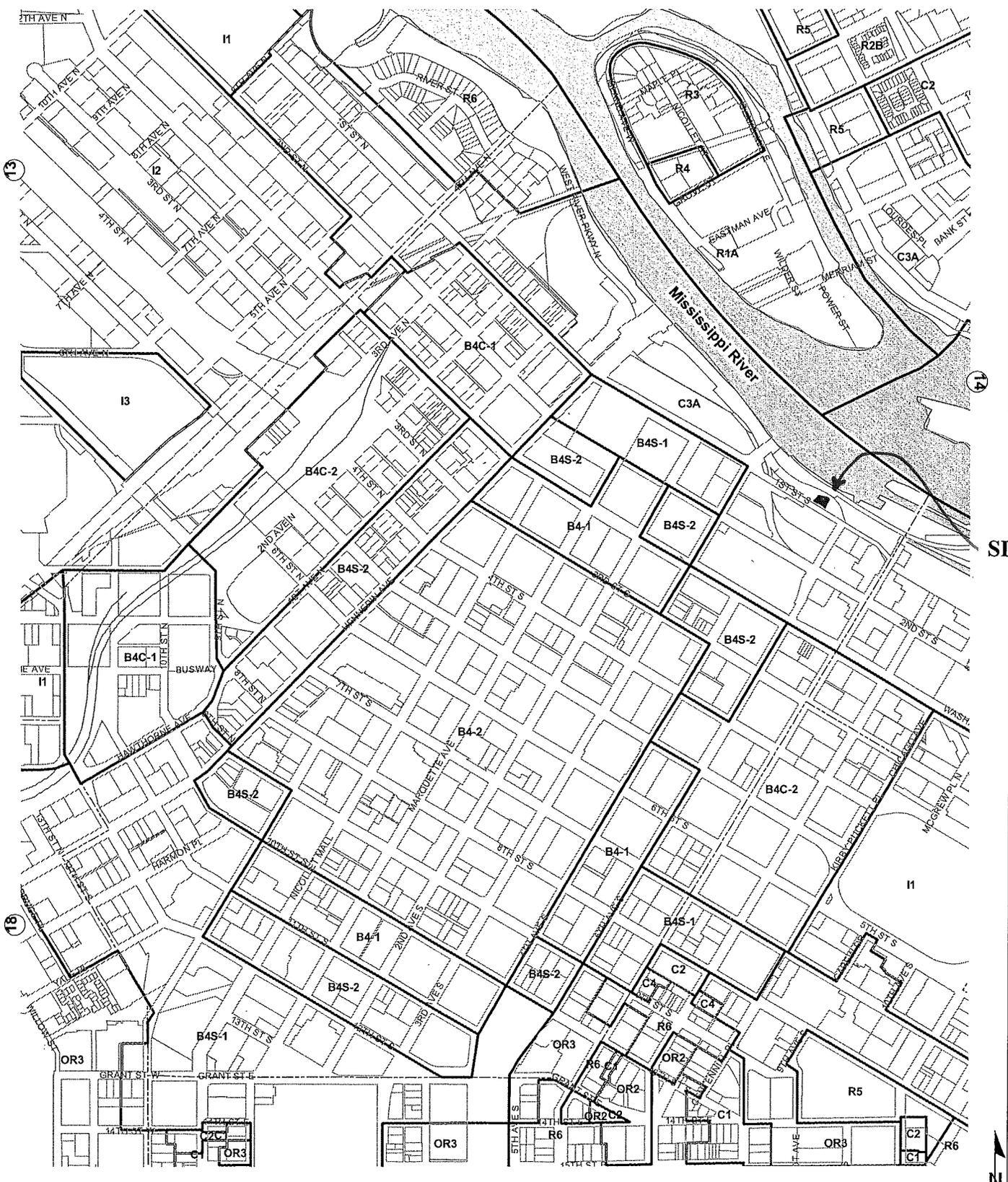


BRW

BRW ARCHITECTS
1000 PINE STREET
ANN ARBOR, MI 48106
TEL: 313/763-1100

MADE FOR THE PARK AND ALICE AT ON BOARD

PRIMARY ZONING DISTRICTS



SITE

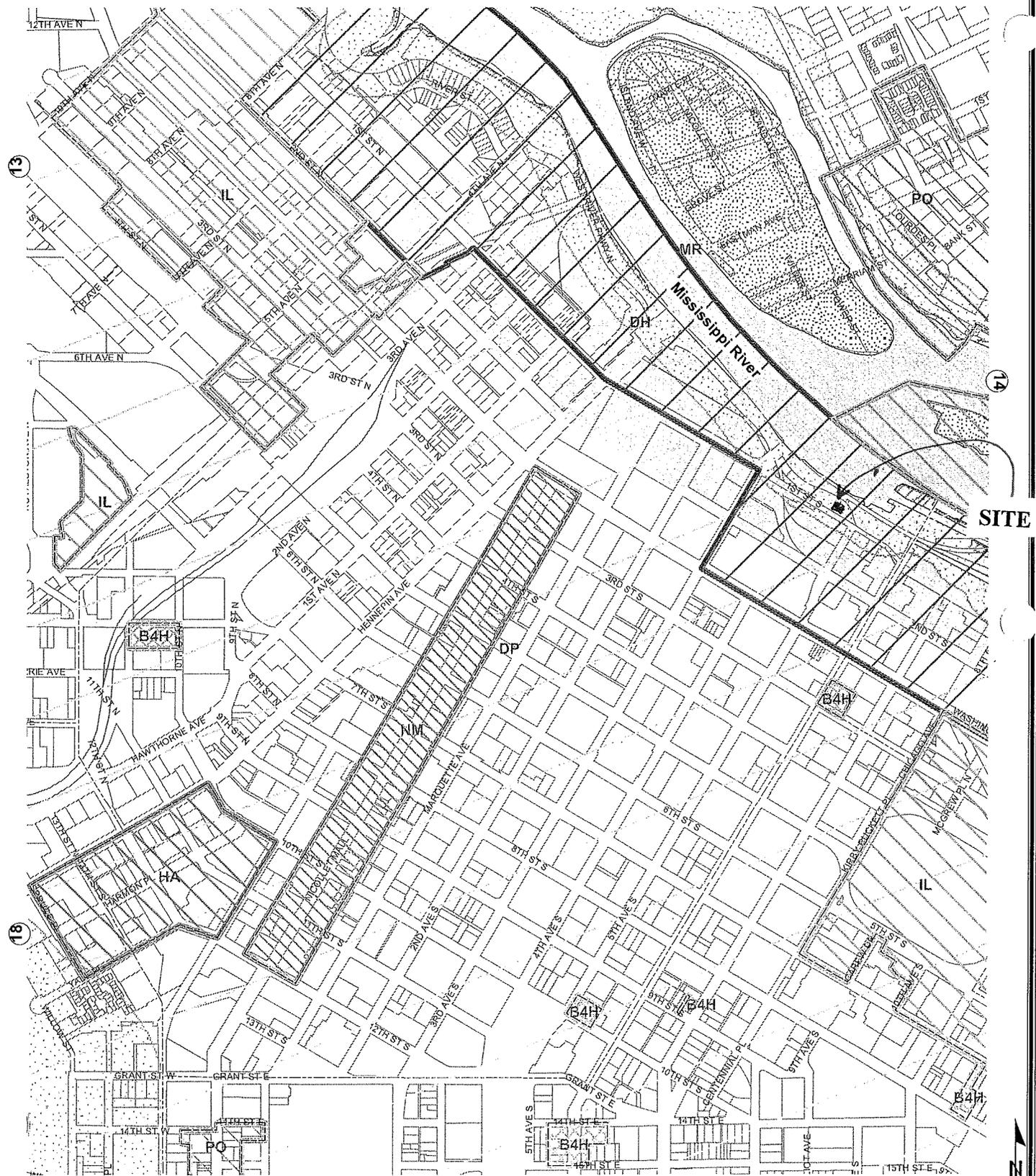
ZONING DISTRICTS	OFFICE/RESIDENCE DISTRICTS	DOWNTOWN DISTRICTS
LOW DENSITY	OR1	B4
R1	OR2	B4C
R1A	OR3	B4S
R2		
R2B		
MEDIUM DENSITY DISTRICTS	COMMERCIAL DISTRICTS	INDUSTRIAL DISTRICTS
R3	C1	I1
R4	C2	I2
R5	C3A	I3
R6	C4	
	C5	
	C6	

Zoning District Boundary
 Plate Boundaries
12 Zoning Plate Number
 Last Amended :
 November 20, 1999

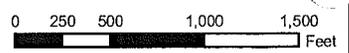
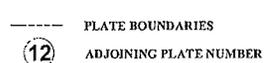
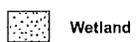


MINNEAPOLIS ZONING PLATE 19

OVERLAY ZONING DISTRICTS



- OVERLAY DISTRICTS**
- PO PEDESTRIAN ORIENTED OVERLAY DISTRICT
 - LH LINDEN HILLS OVERLAY DISTRICT
 - IL INDUSTRIAL LIVING OVERLAY DISTRICT
 - TP TRANSITIONAL PARKING OVERLAY DISTRICT
 - SH SHORELAND OVERLAY DISTRICT
 - FP FLOODPLAIN OVERLAY DISTRICT
 - NP NORTH PHILLIPS OVERLAY DISTRICT
 - DP DOWNTOWN PARKING OVERLAY DISTRICT
 - B4H DOWNTOWN HOUSING OVERLAY DISTRICT
 - DH DOWNTOWN HEIGHT OVERLAY DISTRICT
 - NM NICOLLET MALL OVERLAY DISTRICT
 - HA HARMON AREA OVERLAY DISTRICT
 - MR MISSISSIPPI RIVER CRITICAL AREA OVERLAY DISTRICT

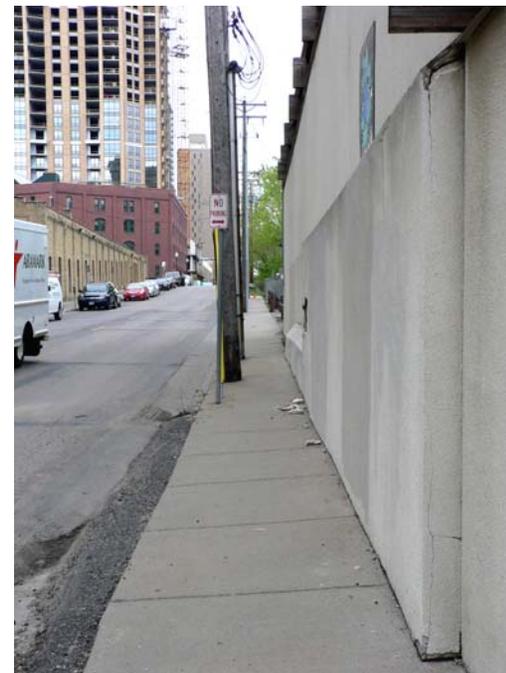


Last Amended : August 25, 2000

MINNEAPOLIS ZONING PLATE 19

The Wave Project

Clockwise from upper left: River West residences south of the site; undersized and obstructed sidewalk between MPRB building and 1st St.; views of MPRB building from south on 1st St and from River Road

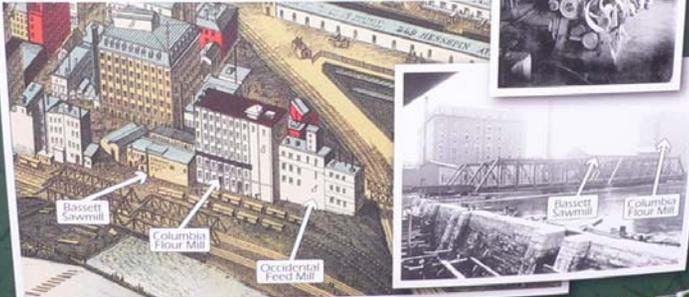


106
Group

RIVERFRONT ARCHAEOLOGY

Beneath your feet lie remnants from Minneapolis' historic past. The former Occidental Feed Mill, Columbia Flour Mill, and J.B. Bassett Sawmill operated here along the riverfront during the late 1800s and early 1900s. These mills were integral to the birth of the city. Before Minneapolis earned its reputation as the "flour milling capital of the world," it also led the nation in saw milling. It was known as a "sawdust town." What makes this location interesting is the presence of some of those early water-

powered mills and some of their original machinery. The 106 Group Ltd. is conducting an archaeological excavation of this site. Please do not disturb the archaeologists while they are working, but do feel free to watch their work and see what they uncover.



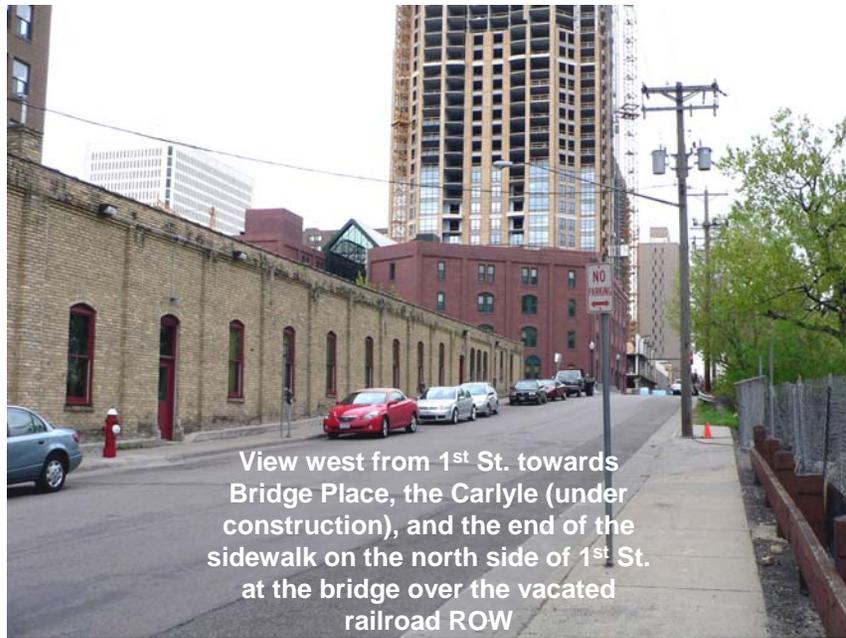
106 Group archeological excavation of the site





Clockwise from upper left: View of excavation from 1st St.; view of excavation from West River Road; view of site from West River Road and from the Third Avenue Bridge abutment on West River Road

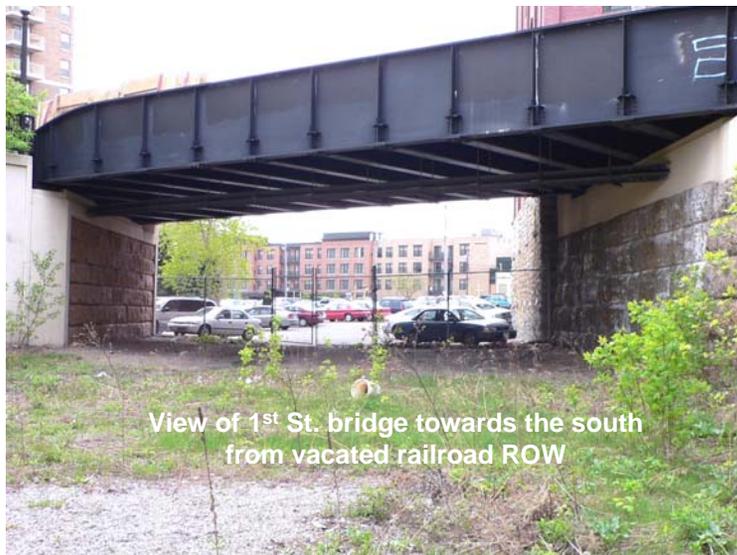




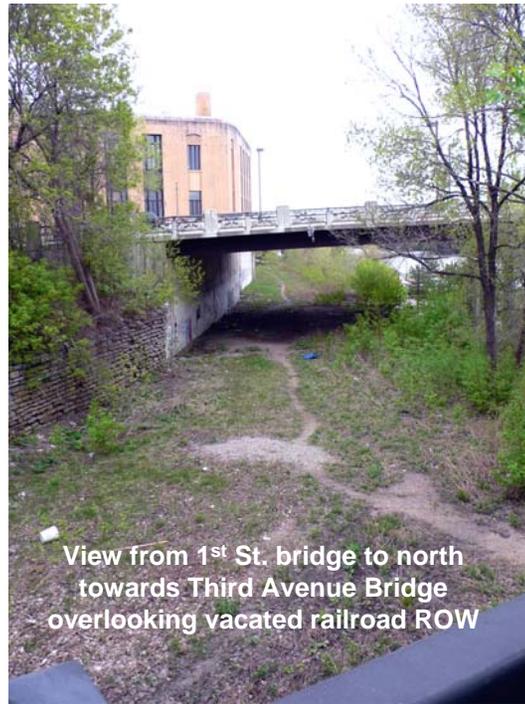
View west from 1st St. towards Bridge Place, the Carlyle (under construction), and the end of the sidewalk on the north side of 1st St. at the bridge over the vacated railroad ROW



View to southeast towards River West building and across City-owned parking lot (Parcel A) from 1st St. bridge



View of 1st St. bridge towards the south from vacated railroad ROW



View from 1st St. bridge to north towards Third Avenue Bridge overlooking vacated railroad ROW



View to east towards site from eastern end of 1st St. bridge



Views of the underside area of a Third Avenue Bridge abutment at level of vacated railroad ROW and about 20 feet above West River Road grade

Views of the Post Office Building from West River Road



Environmental Assessment Worksheet for The Wave Project: Official Project Contact List

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