



CITY HALL  
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May 19, 2016

Planning Commissioners  
Winona, Minnesota 55987

Dear Commissioner:

The next meeting of the Planning Commission will be held on **Monday, May 23, 2016, at 4:30 p.m. in the Council Chambers** of the Winona City Hall.

1. Call to Order
2. Minutes – April 25, 2016
3. Public Hearing – Comprehensive Plan Amendment Request: Traditional Neighborhood to Downtown Fringe
4. Public Hearing – Rezone Request R-2 to B-1
5. Discussion – Levee Park Connector Bicycle Routes
6. Other Business
7. Future Action Items
8. Adjournment

Sincerely,

A handwritten signature in black ink, appearing to read "Carlos Espinosa".

Carlos Espinosa  
City Planner

## PLANNING COMMISSION MINUTES

**DATE:** April 25, 2016

**TIME:** 4:30 p.m.

**PRESENT:** Vice Chair Hahn, Commissioners Boettcher, Buelow, Ballard, M. Olson, and Shortridge

**ABSENT:** Commissioners L. Olson and Porter

**STAFF PRESENT:** City Planner Carlos Espinosa

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The meeting was called to order at 4:30 p.m. by Chairman Hahn.

### Approval of Minutes – April 11, 2016

The minutes for April 11, 2016 were reviewed and upon motion by Commissioner M. Olson and seconded by Commissioner Boettcher were unanimously approved as submitted.

### Discussion – Development Code Update

Chairman Hahn introduced this item and concluded by calling upon Jeff Miller and Rita Trapp representing the Hoisington Koegler Group Inc.

Ms. Trapp noted that, given discussion occurring at the last meeting, the Commission had generally concurred with the draft annotated code outline, representing phase three of the code update project. With that, work was progressing on phase four of the project, including development code drafting. Again, her firm's plan with this phase of the project will be to develop the revised code in a series of modules to allow for a detailed review of new code language without overwhelming staff and the Planning Commission. Generally, this afternoon's discussion relates to module one including the Commission's review of proposed use tables, CBD mixed use districts, and proposed form based language proposed for downtown mixed use zoning districts. She further stated that during the consultant's next meeting with the Commission, review would begin on proposed dimensional standards for various City Zones as well as overlay districts.

Mr. Miller noted that the City's Comprehensive Plan had recommended that the present complex system of zoning within the Central Business District Core be replaced by two districts that will better promote the Comprehensive Plan's vision for the area. Given that recommendation, he had prepared a draft map showing where boundaries of these two districts might be located. In this, he explained that the core central business district area would be covered by "new" downtown mixed use district while smaller

areas located both east and west of the core would be identified as downtown fringe districts. As presented today, boundaries are reflected on the Hoisington Koegler Group staff report attached as Exhibit A of the permanent minutes. Although both of these districts would be similar in function, the proposed downtown mixed use district would encompass a broader range of uses and intensities including government offices, significant retail establishments, arts and entertainment, lodging, conference centers, mid to high density residential, and public and private parking facilities. In part, standards pertaining to this district would emphasize river views, encourage the protection of historic buildings or groups, along with redevelopment and rehabilitation opportunities. As reflected in the comprehensive plan, the downtown fringe area would be designed to support the central downtown core with a similar mix of uses but at slightly lower intensities. Potential uses here might include an arts district, medium density residential, mixed neighborhood retail, and offices and employment centers.

Mr. Miller emphasized that pedestrian oriented design would be encouraged in both districts.

Along with the previous, a new zoning classification entitled neighborhood commercial district would initially be applied to neighborhood commercial areas located along Mankato (Third to Eighth Streets), at the corner of Fifth and Olmstead Streets, and both sides of Fifth Street between Mechanic and Baker Streets. Again, the purpose of the neighborhood commercial district would be to promote redevelopment designed to serve adjacent neighborhoods. Potential uses of this district might include medium density residential, coffee shops, existing taverns, offices, and a variety of housing types – some located above retail uses.

In further addressing the CBD core, Mr. Miller emphasized that the intent of proposed boundaries was to retain a somewhat compact area that would again promote a variety of mixed use to the area. Additionally, the majority of the area would transition to adjoining neighborhoods through existing R-3 Districts.

Following further discussion, Mr. Miller asked the Commission if it had input into proposed boundaries. Commissioner Boettcher responded that he felt the present westerly boundary of the CBD mixed use district should be moved one block westerly of Huff Street.

In response, Carlos Espinosa, City Planner, stated that although retail in nature, this area does include an automotive sales business that would not be permitted within the Downtown Mixed Use Zone. Given that extension, the use would become nonconforming. Commissioner Shortridge suggested that although the easterly boundary of the mixed use district presently excludes the Bay State property, he suggested that the map be modified to include that area as part of the downtown mixed use district. With this change, the easterly boundary of the downtown mixed use district would terminate at Kansas Street.

## PLANNING COMMISSION MEETING MINUTES

APRIL 25, 2016

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Mr. Espinosa explained that although the Bay State property is identified as mixed use, on the Comprehensive Plan, staff would suggest that present industrial uses located at the east end of the district not be zoned from manufacturing to mixed use until such time that the mixed use classification is warranted. Given that the mixed use district does abut a manufacturing district in this area, once industrial use is no longer desired, it would be fairly easy to extend the mixed use zoning concept into the industrial area. He further noted that the "immediate" application of the mixed use zoning to viable industrial areas would result in the creation of nonconformities that could limit expansion potential.

Commissioner M. Olson concurred with Mr. Shortridge that the mixed use district should be expanded to the east in accordance with Comprehensive Plan recommendation.

Mr. Miller suggested that if any Commissioner has ideas for change to boundaries, they were free to make those on maps attached to the wall.

Discussion then ensued relative to the concept of creating a free standing arts district within the southwesterly quadrant CBD core. The consensus was not to pursue this district at this time.

Mr. Miller asked the Commission if it had any feedback relative to boundaries for proposed neighborhood districts. There being none, Mr. Espinosa reviewed nonconformity language with the Commission.

At this point, Ms. Trapp reviewed proposed principal and accessory tables found on Exhibit A of the permanent minutes, with the Commission. She noted that although the Commission has been reviewing various drafts of these documents, they are approaching a final form. In a discussion of rooming house structures, Mr. Espinosa explained that structures for more than 3 units would be treated as conditional within downtown mixed use districts as well as B-2 and B-3 districts. He noted that these types of structures are generally treated as commercial. As conditional, he envisioned that the use, in all cases, would be subject to some form of onsite parking requirement. Although not currently subject to minimum lot size requirements, he also felt it would be appropriate to apply a minimum unit size of 1,000 square feet similar what is required in the B-2.5 district.

In other discussion, it was suggested that solar wind farms be added as potentially conditional uses to agricultural zoning districts. Additionally, given trends throughout the country, consideration "could" be given to permitting crematories at funeral homes. However, additional study of this use was warranted. Again, Mr. Miller noted that, although these tables were evolving, they could further be modified as work begins to progress on drafting code language.

At this point, Mr. Miller introduced "draft" standards pertaining to form based design. In short, these standards would be "requirements" and would apply to any new or

developing property within the district. Again, the form based standard approach had been introduced through the Comprehensive Plan for the area. Although downtown uses would continue to be subject to basic standards pertaining to footprint locations, use, off-street parking, etc., form based standards would apply to the more horizontal built environment. In summary, standards would apply to:

- Building height, regulating minimum and maximum structure heights. Given draft standards, non-residential structures would need to include a height of 1.5 stories whereas mixed use and residential buildings would need to be at least 2 stories in height. Buildings and additions could be no more than one story taller or shorter than adjacent historic buildings, while new buildings and additions that are more than one story taller than adjacent buildings would need to incorporate a minimum 8 foot "step back" for the stories that are one story above adjacent buildings.
- Story height requiring a minimum 12 foot ground story height and 9 feet for upper stories.
- Building placement. This section would require that new nonresidential and mixed use buildings and additions would need to have a maximum front yard setback of 10 feet while new residential buildings and additions would need to have minimum front yard setback of 10 and maximum of 20 feet. Notwithstanding the previous, new buildings would need to follow the pattern of front yard setbacks of adjacent buildings. Additionally, new buildings and additions would need to be placed to preserve and frame views toward the river front and bluffs from public rights-of-way by orienting the longer dimension of a building perpendicular to the river front and bluffs.
- Façade street frontage requiring that structures occupy a minimum of 75% of the frontage of lot. In historic districts the minimum would be 90%.
- Façade vertical articulations/divisions, requiring that any ground story façade exceeding 40 feet in width along the street be visually divided into smaller sections through articulation of the façade. Methods for this could include recesses or projections of the building façade, window base, and balconies, and changes in exterior materials.
- Façade horizontal articulation/divisions requiring that building facades have an architectural feature at the top of the ground story and below the top story of nonresidential and mixed use building facades would have to have flat or low sloped roofs with a parapet or cornice cap while residential building could have a variety of roof types.
- Façade transparency would apply standards requiring that a certain portion of building facades, or the building as a whole be subject to window or door openings.
- Façade materials. As recommended by the Comprehensive Plan, this section would require that dominant façade materials be of masonry and other high quality durable finished material such as brick, natural stone, wood and fiber cement siding. Exposed concrete, concrete masonry units, cement board

stucco, synthetic stucco, or EIFS, glass block, metal, vinyl, and aluminum would be prohibited materials while accent materials could include façade materials as well as glass, metal, textured concrete masonry units, and decorative tile.

- Standards would require that bright primary colors could only be used as accent colors provided that they do not exceed 15% of the façade surface area.
- Building entries. All buildings would need to have a principle entry on the primary building façade along a street and with an entry established every 50 feet of building frontage.
- Off-Street Parking. Although basic zoning would dictate the number of parking spaces required for use, any new parking structure would need to meet the same standards as those for other buildings.

Mr. Miller stated that he had also prepared draft standards pertaining to R-2 and R-3 zoned neighborhood areas located within close proximity to the core mixed use district. Standards presented for discussion included:

- Upper story setback. As with mixed use structures, new buildings or additions that are more than one story taller than adjoining buildings (non-historic) would need to incorporate a minimum 8 foot step back for the stories that are more than one story above adjacent buildings.
- Front yard setbacks would be established pursuant to those found on adjacent lots with the same block frontage. In these cases, front yard setback could not be less than the average of the setbacks of adjacent buildings on the same block frontage.
- Façade vertical and horizontal articulation would require standards similar to those found in the mixed use district.
- Façade transparency would impose standards pertaining to the ratio of building openings to total façade area.
- Façade materials would include standards similar to those found under the mixed use district.
- Building entries. This section would require primary building entry along a street façade with one occurring every 50 feet.

Mr. Miller explained that within downtown historic districts, these standards would be in addition to required design guidelines occurring from local historic designations.

Commissioner Boettcher stated that structure heights within the downtown area were established more than a century ago and he strongly favored a design concept that would serve to retain the character of current height patterns.

Upon Commission discussion, the consensus of those present was that façade street frontage requirements were generally acceptable. In addressing vertical articulation, it was felt that standards should include a minimal size for vertical articulations. It was suggested that this be 4 feet.

In reviewing façade transparency, it was suggested that a higher standard be established for the first story. Opinion was mixed as to what the standard should be for upper stories. It was suggested that the model for this standard might include existing buildings located within the Central Business District.

In addressing potential permitted materials, Mr. Miller noted that the approved list for materials, which may be considered acceptable, could be extensive. Draft standards were simply a starting point for the discussion. He noted that this could be further discussed at a future meeting.

The Commission generally felt that a standard pertaining to required building entries in adjoining street was a good idea. Although no consensus was reached on potential color palettes, it was noted that within historic districts, property owners are guided by color standards found in design guidelines. It was suggested that if color was used on building exteriors, that paint palettes suggested in the guidelines could also be imposed on structures located outside of districts.

Mr. Miller noted that although the majority of the core Central Business District area is not subject into any form of any required off street parking, a standard for all residential use was being proposed. At present, this standard would include one space per unit for dwelling units as well as a standard for rooming houses. Along with this, it was generally felt that for new commercial and public uses within the core area, standards would be exempt. Again, he envisioned that this would provide a starting point for future discussion of this issue.

In summary, the consensus of those present was that these were good starting points.

In summarizing, Mr. Miller stated that his firm's next meeting with the Commission will be another long one and will serve to begin reviewing tables of dimensional standards for zoning districts. He also hoped to firm up draft language pertaining to mixed use districts and form based design standards as well as off street parking regulations.

Chairman Hahn thanked Mr. Miller and Ms. Trapp for attending this afternoon and stated that the Commission looked forward to their next meeting.

**Discussion/Action – Proposed Commission Resolution-Sidewalks in Commercial Areas**

Mr. Espinosa stated that during the Commission's last meeting, the Commission had requested staff to assemble a resolution recommending that a connection be made between the existing sidewalk at the northeast corner of Mankato Avenue and Frontenac Drive and the sidewalk as approved as part of the commercial use site plan for 919 Shives Road. At that time, the Commission had also asked that the resolution recommend studying the addition of sidewalks in other commercial areas of the City. Given those directives, the Commission was being asked to consider and approve a

resolution before it this afternoon. Again, the purpose of this resolution was to begin implementing the previous directives.

Following consideration of the resolution, it was recommended by Commissioner Shortridge and seconded by Commissioner M. Olson to approve the resolution included in the Commission's agenda package. When the question was called, the vote of the Commission was unanimous to approve the motion.

**Discuss Process to Elect a Commission Vice Chair**

Given his move from the Vice Chair to the Chair position, Chairman Hahn noted that the Vice Chair vacancy needs to be filled. Prior to formalizing the process, he asked if any Commissioner would be willing to taking the position. Following consideration, Commissioner Buelow stated that he would be willing to accept that position for the remainder of the year.

**Other Business**

Mr. Espinosa stated that the Architectural Review Board would be meeting on April 27<sup>th</sup> to review building plans for the redevelopment of the Timber's property. In part, this review had been established on the basis that the site is located within proposed boundaries of the downtown mixed use district. He emphasized that although the meeting was public, it was not being established as a public hearing.

**Adjournment**

There being no further business to come before the Commission, the meeting was adjourned.

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Mark Moeller  
City Planner

# Exhibit A

## MEMORANDUM

Hoisington Koegler Group Inc.



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**TO:** Winona Planning Commission

**FROM:** Jeff Miller, HKGi  
Rita Trapp, HKGi

**SUBJECT:** Development Code Update Project – April 25<sup>th</sup> PC Meeting

**DATE:** April 20, 2016

**CC:** Mark Moeller, City Planner  
Carlos Espinosa, City Planner

Greetings –

Our meeting with you on Monday, April 25<sup>th</sup>, will be focused on the Zoning Districts portion of the new Unified Development Code, including potential new mixed-use zoning districts, new uses tables (principal and accessory uses), and form-based design standards.

We will be presenting three potential new mixed-use zoning districts that are intended to align with the mixed-use land use designations of the Comprehensive Plan. These three zoning districts are Downtown Mixed Use (MU-DT), Downtown Fringe (MU-F), and Neighborhood Commercial (MU-N). Based on the Future Land Use Plan in the Comprehensive Plan, existing uses, and current zoning district boundaries, we will present draft boundaries for these new zoning districts. Two maps are attached which show these draft zoning district boundaries. One map has the current zoning districts as a base, while the other map has existing uses as a base. Please come prepared to discuss these draft district boundaries and any suggested changes. We will bring a large map that we can write on to show potential changes to the draft district boundaries.

We will also be presenting a new draft Principal Uses Table and Accessory Uses Table, including permitted, permitted with standards, and conditional uses by zoning district. The two tables are attached. Please note that the three potential new mixed-use zoning districts have been added to these tables: MU-DT, MU-F, and MU-N. We will bring a large scale version of this table that you can provide your input on, so please come prepared to ask questions and give your input.

Finally, we will present draft form-based design standards for the downtown mixed-use districts. We will bring these draft standards to the meeting so that we can explain them and give you a chance to ask questions and give input.

We look forward to discussing all questions, feedback, and ideas on Monday.

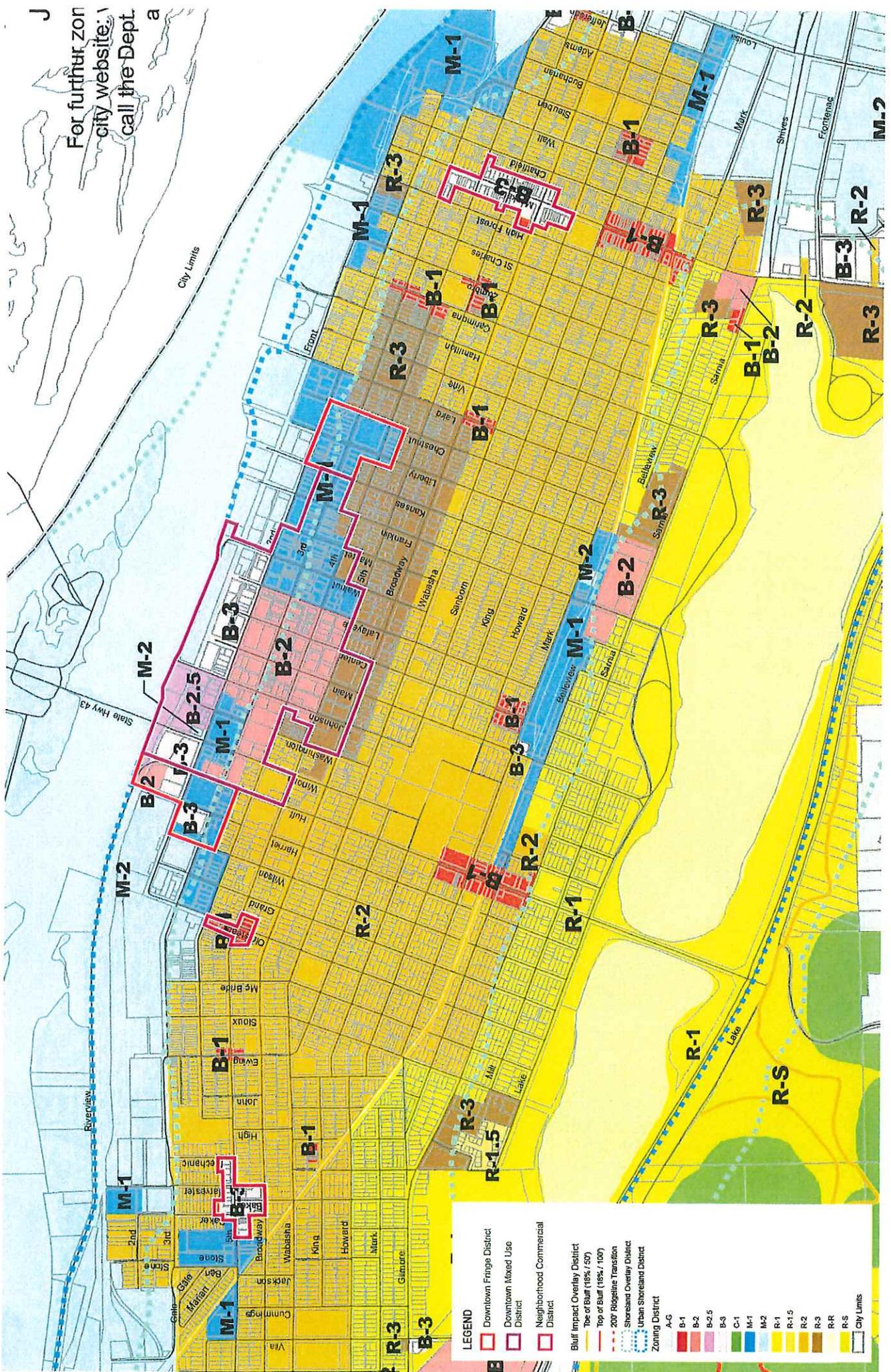


**Winona Development Code Update  
Meeting with Planning Commission  
April 25, 2016**

**AGENDA**

- A. Overview of UDC Format for Zoning Districts Regulations
- B. New Mixed Use Districts Boundaries
  - Downtown district
  - Downtown Fringe district
  - Neighborhood Commercial district
- C. New Uses Tables
  - Principal uses
  - Accessory uses
- D. New Form-Based Design Standards
- E. Next Steps in Development Code Updating Process

For further zoning information, visit the city website: [www.cityofchicago.gov](#)  
 or call the Dept. of Planning and Development at 312.762.3100



**LEGEND**

- Downtown Fringe District
- Downtown Mixed Use District
- Neighborhood Commercial District

**Bluff Impact Overlay District**

- Top of Bluff (18% / 50')
- Top of Bluff (18% / 100')
- 200' Ridge/line Transition
- Shoreland Overlay District
- Urban Shoreland District

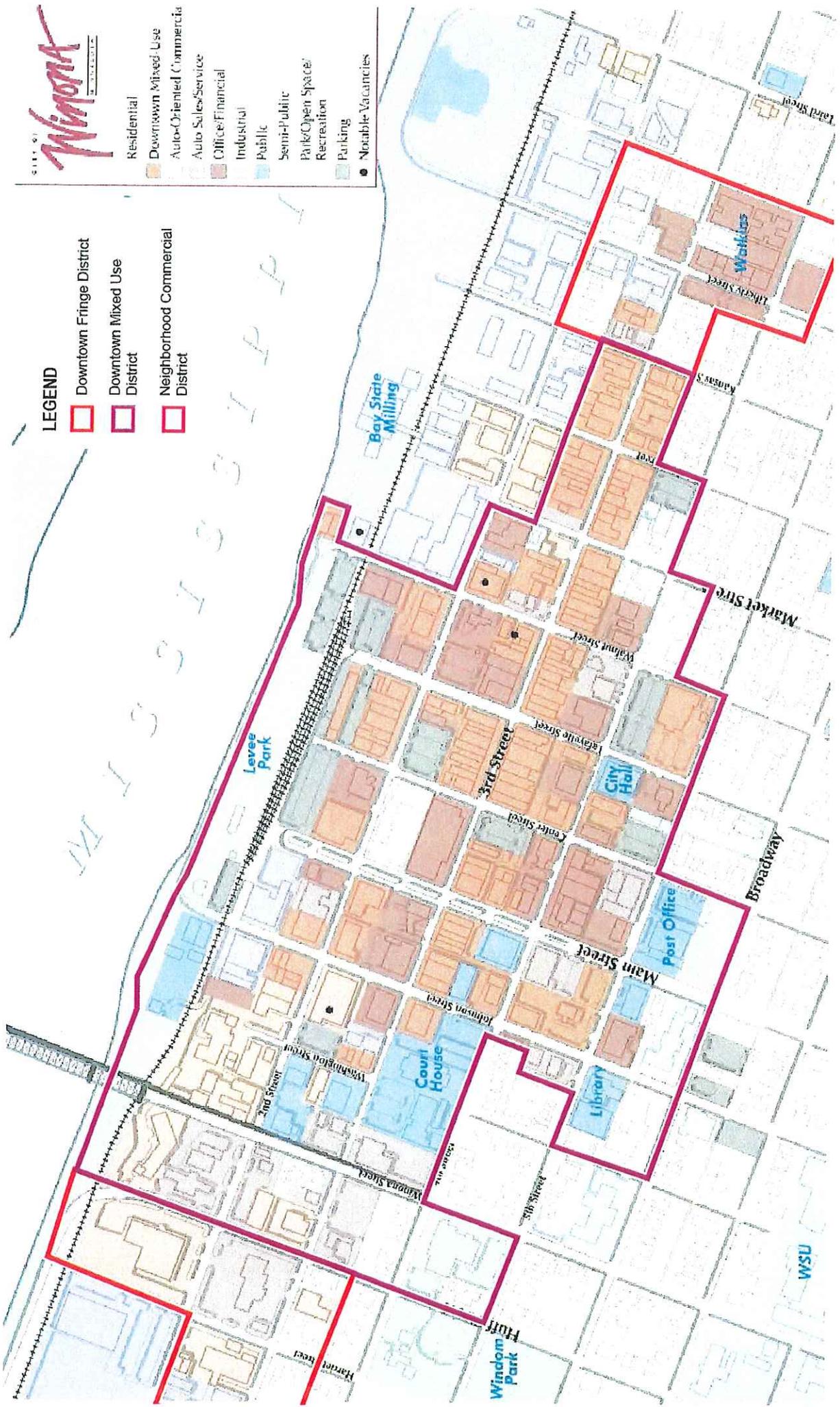
**Zoning District**

- A-G
- B-1
- B-2
- B-2.5
- B-3
- C-1
- M-1
- M-2
- R-1
- R-1.5
- R-2
- R-3
- R-R
- R-S
- City Limits

- Residential
- Downtown Mixed Use
- Auto-Oriented Commercial
- Auto Sales/Service
- Office/Financial
- Industrial
- Public
- Semi-Public
- Parks/Open Space/Recreation
- Parking
- Notable Vacancies

**LEGEND**

- Downtown Fringe District
- Downtown Mixed Use District
- Neighborhood Commercial District



**DRAFT Principal Uses Summary Table DRAFT**

P = Permitted

PS = Permitted with Standards

C = Conditional

Blank Cell = Prohibited

USE TYPE	RESIDENTIAL					MIXED USE				BUSINESS					INDUSTRIAL		CONSERVANCY/AGRICULTURAL	
	R-R	R-5	R-1	R-1.5	R-2	R-3	MU-DT	MU-F	MU-N	B-1	B-2	B-2.5	B-3	M-1	M-2	CONSERVANCY	AG	
<b>Residential</b>																		
<b>Household Living</b>																		
Dwelling, single-family	P	P	P	P	P	P			P	PS	PS	PS	PS				P	
Dwelling, two- to four-family			C	P	P	P			P	PS	PS	PS	PS					
Dwelling, attached townhouse or rowhouse			C	PS	PS	PS	PS		P	PS	PS	PS	PS					
Dwelling, apartment low rise (2-4 floors)				C	C	P	P	P	P	PS	PS	PS	PS					
Dwelling, apartment high rise (5-6 floors)							P	P	P	PS	PS	PS	PS					
Dwelling, apartment mixed use (2 to 6 floors)							P	P	P	PS	PS	PS	PS					
Manufactured home park			C	C	C	C	C	C	C									
Dwelling, conversion to two-, three-, and four-family			C	P	P	P			P	PS	PS	PS	PS					
<b>Group Living</b>																		
Roominghouse (3 or greater units)							C	C										
Residential care, licensed in-home (6 or fewer persons)	P	P	P	P	P	P	P	P	P	P	P	P	P				P	
Residential care, licensed in-home (7 or more persons)				P	P	P	P	P	P	P	P	P	P					
Assisted living facilities				C	P	C	C	C	P	P	P	P	P					
Long-term or transitional care facilities					C	P	C	C	P	P	P	P	P					
<b>Lodging</b>																		
Residential retreat center, non-owner occupied tourist homes	C	C	C	C	C	C	C	C	C	PS	PS	PS	PS				C	
Bed and breakfast, owner-occupied tourist homes																		
< 3 rooms	C	C	C	C	C	C	C	C	C	PS	PS	PS	PS				C	
< 4 rooms			C	C	C	C	C	C	C	PS	PS	PS	PS					
< 6 rooms					C	PS	C	C	C	PS	PS	PS	PS					
any number of rooms					C	PS	C	C	C	PS	PS	PS	PS					
Motel, motor hotel						C	PS	C	C	PS	PS	PS	PS					
Hotel									P	P	C	PS	PS					
<b>Public and Institutional</b>																		
Hospitals																		
Emergency service facilities	PS	PS	PS	PS	PS	PS	PS	PS	PS	C	C	C	C					
School, nursery or preschool	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS				PS	
School, elementary or secondary	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS				PS	
School, college or university	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS				PS	
School, trade or business	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS					
Parking, structural or non-structural									C	C	C	P	P	P	P			
Municipal, county, state, and federal administrative buildings	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS				PS	
Clubs, fraternities, lodges, other organization meeting places					C	C	C	C	C	C	C	C	C				PS	
Religious facilities	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS				PS	

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	R-R	R-S	R-1	R-1.5	R-2	R-3	MU-DT	MU-F	MU-N	B-1	B-2	B-2.5	B-3	M-1	M-2	CONSERVANCY	AG
<b>Commercial</b>																	
<b>Food, Beverage, and Indoor Entertainment</b>																	
Restaurant						P	P	P	P	P	P	P	P	PS	PS		
Restaurant, drive-in										C	PS	PS	PS	PS	PS		
Restaurant, drive-through						C	PS	C	C	C	PS	PS	PS	PS	PS		
Bar, cocktail lounge, and night club						P	P	C	C	C	P	P	P	PS	PS		
Brewpub						P	P	C	C	C	P	P	P	PS	PS		
Conference or convention center						C	C	C	C	C	C	C	C	C	C		
Theater																	
Public recreation facility, indoor					PS	PS	PS	C	C	PS	PS	PS	PS	PS	PS		
Commercial recreation or entertainment facility, indoor						PS	PS	PS	PS	PS	P	P	P	P			
Adult use establishment						PS	PS			PS	PS	PS	PS	PS	PS		
<b>Retail Sales</b>																	
Grocery, food, or beverage store						P	P	P	P	P	P	P	P	P	P		
Pharmacy or convenience store						P	P	P	P	P	P	P	P	P	P		
Heavy consumer goods store						C	P	P	P	P	P	P	P	P	P		
Retail store, not listed						P	P	P	P	P	P	P	P	P	P		
Automotive fuel station						C	C	C	C	PS	PS	PS	PS	PS	PS		
Vehicle sales and leasing						C				PS	PS	PS	PS	PS	PS		
Billboards or outdoor advertising, off-premise sign						C	C			PS	PS	PS	PS	PS	PS		
<b>Personal Services</b>																	
Personal service and repair business						P	P	P	P	P	P	P	P	P	P		
Day care facility						P	P	P	P	P	P	P	P	P	P		
Laundry, clothes cleaning, or dyeing establishments								P	P	P	P	P	P	P	P		
Animal hospital/veterinary clinic						C	C					PS	PS	PS	PS		
Kennel																	PS
Clinic						P	P	P	P	P	P	P	P	P	P		
Funeral home or mortuary						C				C	C	C	C	C	C		
Automotive service and minor repair garage																	
Automotive repair, garage, body and fender shop, paint shop						C	PS	C	PS	PS	PS	PS	PS	PS	PS		
Bank, including drive-up facilities						PS	PS			PS	PS	PS	PS	PS	PS		
Self-storage or commercial storage facility						C	PS	C		PS	PS	PS	PS	P	P		
<b>Business and Technical Services</b>																	
Business, professional, and administrative offices						C	P	P	P	P	P	P	P	P	P		
Research and scientific laboratories							C	C		PS	PS	PS	PS	PS	PS		
Studio, commercial art and performance							C	C		C	P	P	P	P	P		
Studio, visual and sound production							C	C		C	P	P	P	P	P		

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<b>Manufacturing</b>																		
Building and Lumber Yards							C						PS	PS				
Breweries, Large															PS			
Breweries, Small							C	C					PS	PS				
Contractor Yards							C						PS	PS				
Crematory															PS			
Farm winery																	C	
Microdistillery																	C	
Manufacturing, Light							C	C					PS	PS				
Manufacturing, Heavy															C			
Meat packing, stockyards or slaughterhouses																		
Newspaper printing and publishing							C	C					P	P	P			
Scrap/salvage yard																PS		
Silica sand processing facilities																C		
Warehouses							C						P	P	P			
Wholesale businesses							C	C					P	P	P			
<b>Recreation &amp; Open Space</b>																		
Active Park, Playground, or Playfield	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Campground																		
Golf Course	C	C	C	C	C	C											P	
Marina	P	P	P	P	P	P											C	
Passive Park, Open Space, or Natural Area	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P	
Preserves, sanctuaries, or historic areas																	P	
Commercial recreation, outdoor							C	C		PS	PS	PS	PS	PS	PS			
Public recreation, outdoor							C	C	C	PS	PS	PS	PS	PS	PS			
<b>Natural Resources &amp; Agricultural</b>																		
Agriculture - Raising of Crops	PS																PS	
Agriculture - Raising of Livestock	PS																PS	
Commercial greenhouse, nursery, tree farm, or orchard	PS									C	C	C	C	PS	PS	P	P	
Community garden	PS	PS	PS	PS	PS	PS	PS	PS									P	
Extraction pits																	C	
Private stable																	C	
Timber harvesting																	PS	
Land alterations when not incidental to construction of a permitted use	C	C	C	C	C	C											C	

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	R-R	R-S	R-1	R-1.5	R-2	R-3	MU-DT	MU-F	MU-N	B-1	B-2	B-2.5	B-3	M-1	M-2	CONSERVANCY	AG
<i>Utilities &amp; Transportation</i>																	
Airport	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		
Essential services																	
Public/utility maintenance facility						PS											
Railroad yard and freight station																	
Regional utility lines and towers (pipelines, power transmission lines, commercial radio, television and communication towers)	C	C	C	C	C	C	C	C	C	C	C	C	C	C	C		
Water or sewer treatment facility																	
Solar or wind farm																	
Electric or heat generation plant																	
Transfer stations																	
Transportation facilities used to ship silica sand																	

**DRAFT Accessory Uses Summary Table DRAFT**

PS = Permitted with Standards  
C = Conditional  
Blank Cell = Prohibited

Use Type	RESIDENTIAL										BUSINESS				INDUSTRIAL		CONSERVANCY/AGRICULTURAL	
	R-R	R-S	R-1	R-1L5	R-2	R-3	MU-DT	MU-F	MU-N	B-1	B-2	B-2.5	B-3	M-1	M-2	C-1	AG	
Accessory Buildings	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P			
Accessory Dwelling Unit	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS					
Agriculture temporary or seasonal roadside stands	P								P	P	P	P	P	P			P	
Any building or structure relating to permitted agricultural activities	PS																PS	
Billboards and Outdoor Advertising																		
Detached heating systems	PS								PS	PS	PS	PS	PS				PS	
Essential services	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	
In-home family or group daycare	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	
Home occupation	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS			
Land alteration when incidental to construction of a permitted use	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	
Noncommercial garden and household pets not including fowl or farm animals	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS			
Noncommercial radio and television antenna	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	
Outdoor dining area																		
Outdoor sales/display									PS	PS	PS	PS	PS	PS	PS			
Rooming unit, the keeping of not more than 2 roomers or boarders by a resident family	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		P	
Signs	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS			
Small-scale wind energy turbines	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS			
Solar panel	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS			
Structural or nonstructural parking facilities	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	
Structural or nonstructural parking facilities exclusively for the use of the permitted use	P	P	P	P	P	P	P	P	P	P	P	P	P	P	P		P	
Swimming pools, exclusively for the use of residents and their guests	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	
Wireless antennas attached to existing structures	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS	PS		PS	

# PLANNING COMMISSION

**AGENDA ITEM: 3. Public Hearing – Comprehensive Plan Amendment Request:  
Traditional Neighborhood to Downtown Fringe**

**PREPARED BY: Carlos Espinosa**

**DATE: May 23, 2016**

## INTRODUCTION

In order for rezoning of the subject property (207 Winona Street – YMCA) to occur, the Comprehensive Plan's land use designation for the property must be changed first. This is because a significant criterion for rezoning a property is conformance with the Comprehensive Plan.

The format for this item is the following:

- A. Chair shall state the case to be heard.
- B. Chair shall ask the applicant to present his/her case.
- C. Chair shall call on the City Planner, to present staff comments.
- D. The hearing shall be opened and interested persons, upon giving their name and address, are invited to speak to the Commission. Following recognition by the Chair, Commission members may ask questions of persons addressing the Commission in order to clarify facts. Any statement by a member, other than to question, may be ruled out of order.
- E. After all new facts and information have been brought forth, the hearing shall be closed, and interested persons shall not be heard again unless the hearing is reopened and unless all interested parties shall be allowed to be heard again. Upon completion of the hearing, the Commission shall discuss the item at hand and render a decision or recommendation.

## BASE DATA

**Petitioner:** Kwik Trip Inc.

**Property Owner:** Kwik Trip Inc. (Land Under Contract)

**Location:** 207 Winona Street

**Area:** Approximately 1.75 acres

**Existing Land Use Designation:** Traditional Neighborhood

**Requested Designation:** Downtown Fringe

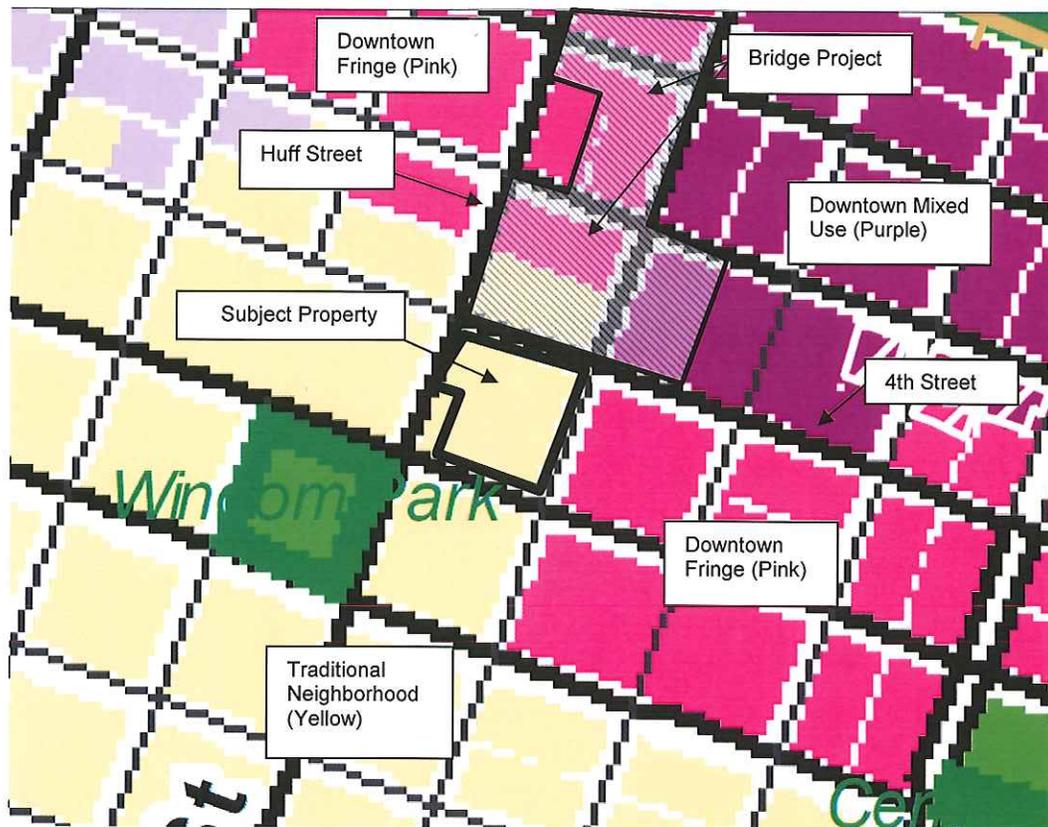
**Surrounding Land Use Designations:**

North: Traditional Neighborhood (Interstate Bridge Project)

South: Traditional Neighborhood, Residential Properties

East: Downtown Fringe, Residential Properties

West: Traditional Neighborhood, Huff-Lamberton Mansion



**ANALYSIS**

The following criteria should serve as guidance for assessing the request to amend the Comprehensive Plan.

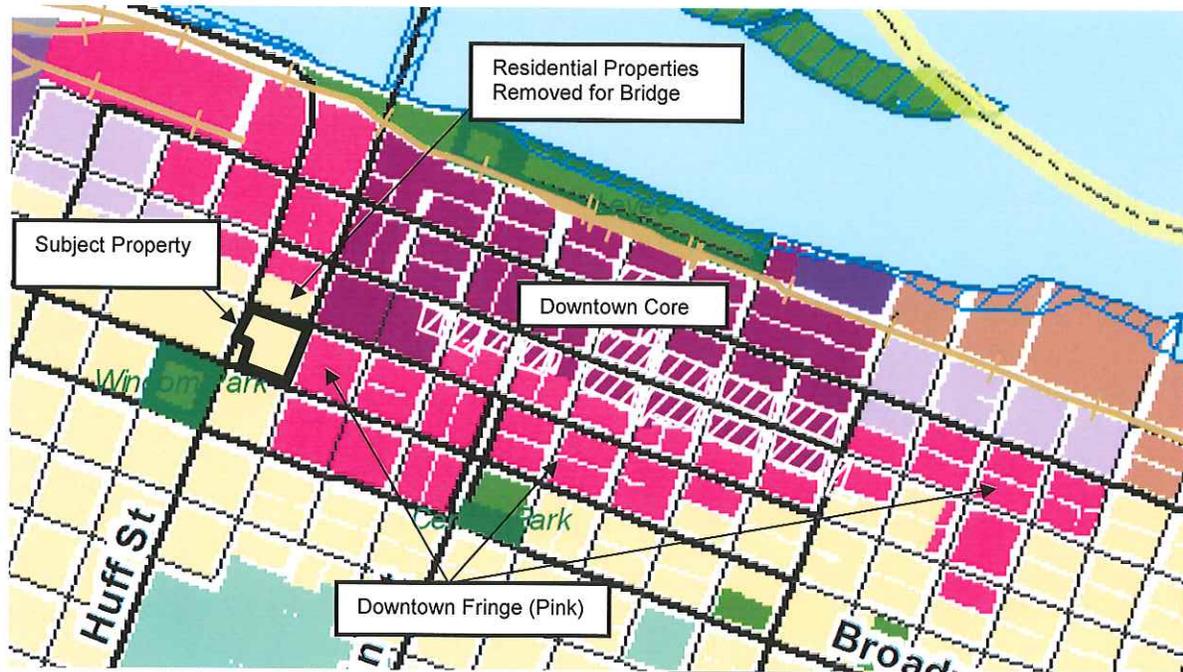
- 1) The amendment is consistent with the policies and objectives of the Comprehensive Plan.**

**Land Use Section**

The Land Use section of the Comprehensive Plan is perhaps most applicable to this request. The Plan designates a ring of properties surrounding the core of downtown as “Downtown Fringe.” A description of the designation is the following:

<b>DF - Downtown Fringe</b>	
Area supporting the central downtown core, with a similar mix of uses but a lower intensity. Includes ‘arts district,’ medium density residential, mixed neighborhood retail and offices, employment centers, public spaces, and satellite parking facilities.	<ul style="list-style-type: none"> <li>• Medium densities; mixed-use buildings are encouraged</li> <li>• Pedestrian-oriented design</li> <li>• Redevelopment opportunities</li> <li>• Appropriate transitions to adjacent neighborhoods</li> </ul>

As applied, this classification acts as a lower intensity, mixed-use, transitional land use designation between the downtown core and adjacent residential areas. The Downtown Fringe designation is employed by the Comprehensive Plan on the west, east, and south sides of the downtown core:



The subject property is adjacent to existing Downtown Fringe on the east and would likely be also be adjacent to Downtown Fringe on the north given the removal of residential properties for the interstate bridge project (which occurred after the 2007 Comprehensive Plan was written). Overall, the proximity of other Downtown Fringe property and location at the foot of the interstate bridge lends support to the request for re-designation.

To the south and west, the subject property is bordered by the Traditional Neighborhood designation. A description of this designation is the following:

<b>Traditional Neighborhood (Medium Density)</b>	
<p>Characterized by grid or connected street pattern, houses oriented with shorter dimension to the street and detached garages, some with alleys. Interspersed with neighborhood parks, schools, churches, and home-businesses; neighborhood commercial within walking distance. Includes many of City's older neighborhoods, and a few newer ones that employ this pattern.</p>	<p>May also be appropriate in Mixed Residential portions of Urban Expansion area, as a way of protecting open space and creating more diverse and self-contained neighborhoods.</p> <p>May include small-scale commercial, office, civic uses.</p>

Notably, with the requested change, a property on the same block (276 West 5<sup>th</sup> Street) would retain this Traditional Neighborhood classification. The Land Use section also states the following:

To ensure different land uses are compatible, and that new development is in scale with its context, the City will develop zoning standards and design guidelines that:

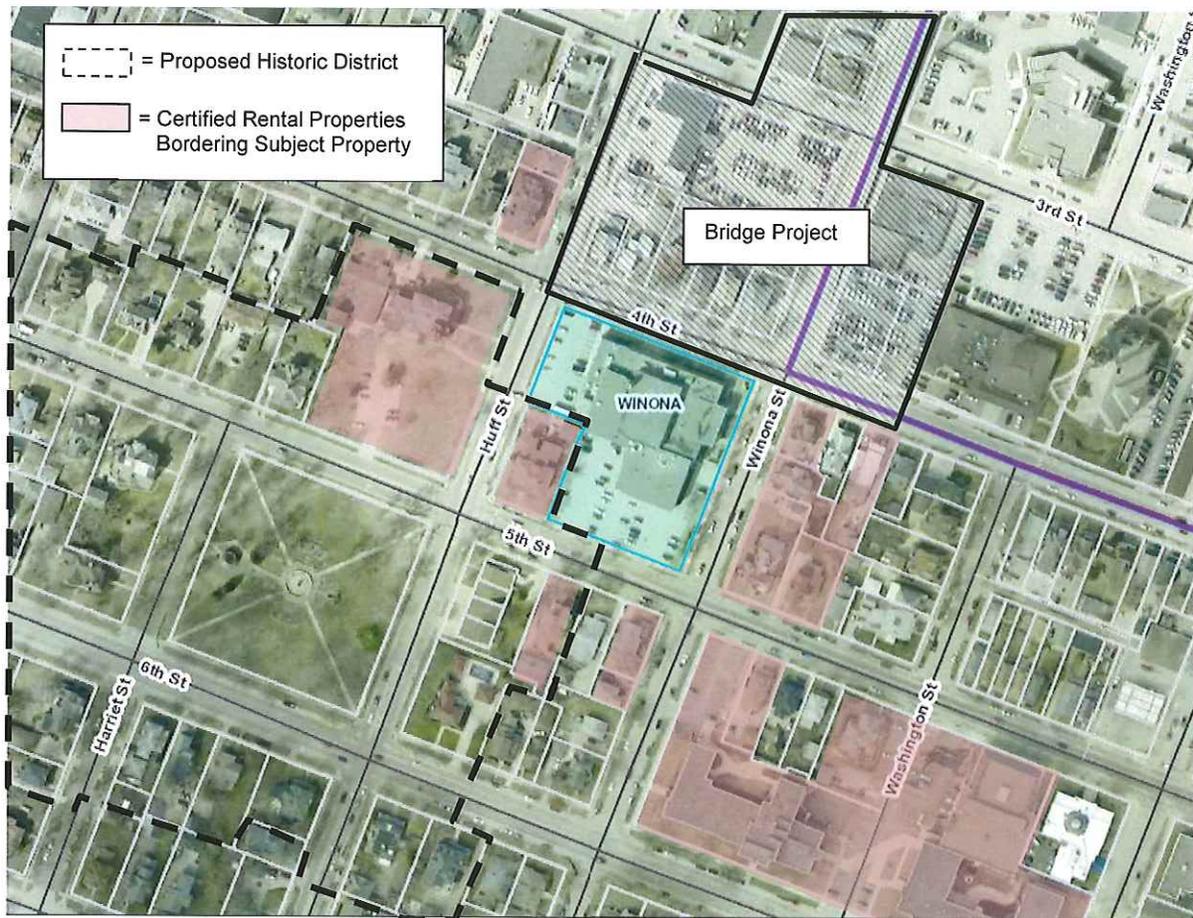
- Keep sufficient separation between clearly incompatible uses, such as between intensive industrial or auto-oriented commercial and residential neighborhood.

In any transitional area, there is the potential for land use conflicts. As noted above, these conflicts are to be addressed through zoning standards and design guidelines. In this case, zoning standards and design guidelines specified in the plan (Attachment A) will be applied at subsequent steps in the development process (i.e. during rezoning and site plan review) to help mitigate potential conflicts.

The Comprehensive Plan also discusses preserving the city's unique character in the Historic Preservation section. Specific objectives are the following:

1. Encourage infill construction appropriate of neighborhood context and aesthetics
2. Preserve and protect historical structures and districts through the promotion of local designations and the creation of clearly written design guidelines.

In regard to number one, the existing neighborhood context is shown on the following page. It should be noted that the immediate neighborhood includes properties which are proposed to be added to a Windom Park local historic district (see Attachment B for the full extent of the district). As noted above, both zoning standards and design guidelines will apply to infill construction which occurs on the subject property. These standards will help ensure that construction is appropriate to neighborhood context and aesthetics.



In regard to number two, a historic evaluation of the subject property was completed during planning for the interstate bridge reconstruction project (Attachment C). The assessment notes that:

The YMCA is recommended as eligible for listing the NRHP [National Register for Historic Properties] under Criterion A for its contribution to Winona's social and recreational development, an effort founded and managed by the city's business leaders. The period of significance is 1951 to 1960, the 50-year cut-off for NRHP eligibility.

Although the property is eligible for historic designation, this eligibility should not have a bearing on whether the subject property is re-designated to Downtown Fringe. Numerous other historic properties are also designated as Downtown Fringe (e.g. the municipal library, the Masonic Temple, the Laird Norton building, and the Watkins office and manufacturing facility).

**2) The amendment is being requested due to changes which have occurred since adoption of the Comprehensive Plan.**

Perhaps the most significant change in the subject area since adoption of the 2007 Comprehensive Plan is the interstate bridge project. The Comprehensive Plan was developed at a time when the planning process for the bridge project had not begun. Construction of the bridge has altered the character of the immediate area through changes such as widening the bridge landing area, removal of residential homes, removal of on-street parking areas, and the installation of new stop lights and new lighting associated with project.

- **Was there an error or oversight in approval of the land use designation for the site?**

As mentioned previously, the 2007 Comprehensive Plan was developed prior to the planning process for the bridge project. Since that time, the residential properties immediately to the north of the subject property have been removed as part of the project. According to current plans, after the bridge project is completed, just under ½ of this area will be used as part of the bridge, and the rest will be part of a larger area available for potential redevelopment (Attachment D). Had the full extent of the project and the necessity to remove the residential structures been known at the time the Comprehensive Plan was written, it is likely the ½ block to the north of the subject property would have been designated as Downtown Fringe. Also, had the extent of the bridge project been known in 2007, there likely would have been more discussion about designating the subject property as Downtown Fringe.

- **Is the change needed to allow reasonable development of the site?**

The question of reasonable development of a site has to do with the character of the surrounding area. Since a significant portion of the immediate area's residential character has been removed due to the bridge project, the types of "reasonable" uses for the subject property have also changed. In this case, re-designation to Downtown Fringe may be needed to facilitate development which is more appropriate to the newly transitional situation of the subject property.

**3) The amendment will not have an undue impact on the health, safety, or welfare of the community.**

The requested amendment would facilitate rezoning from R-2 (One-Four Family Residence District) to B-1 (Neighborhood Business District). The introduction of a new business district does have the potential to impact the health, safety, and welfare of surrounding properties. This potential impact is particularly evident for the adjoining property at 276 West 5<sup>th</sup> Street. This property is a four-unit residential

property rental certified for 20 unrelated people or 45 related people. Restrictions related to design, screening, landscaping, and lighting will be applied through zoning and site plan review to ensure there are no undue (excessive) impacts to this property and other properties across the street from 207 Winona Street.

### **GENERAL PUBLIC CORRESPONDANCE**

Staff has received correspondence from the public concerned about potential impacts to the neighborhood in terms of noise, lighting, increased traffic, pollution, decreased property values, impacts to the historic character of the area, and visual impacts. These concerns should be considered under criteria #3 discussed above. However, Commissioners should attempt to separate the applicant (Kwik Trip) from the potential need to re-designate the future land use of the subject property.

### **SUMMARY**

In summary, the previous analysis has concluded that:

1. Given the subject property is adjacent to Downtown Fringe property and is in a transitional area at the foot of the interstate bridge, and because zoning and design standards will apply to future development facilitated by the re-designation, the amendment is consistent with the policies and objectives of the Comprehensive Plan.
2. Since the Comprehensive Plan was adopted in 2007, a significant portion of the immediate area's residential character has been removed by the interstate bridge project. This has resulted in a property which is more suitable for transitional commercial development facilitated by Downtown Fringe designation. Thus, the amendment is being requested due to changes which have occurred since adoption of the Comprehensive Plan.
3. The potential for uses facilitated by the re-designation to impact the public health, safety, and welfare will be mitigated by appropriate zoning and design standards. Thus, the amendment will not have an undue (excessive) impact on the health, safety, or welfare of the community.

In consideration of this matter, the following alternative actions are available to the Commission:

1. Recommend approval of the request, adopting the analysis above as the findings of the Planning Commission.
2. Recommend denial of the request. If denial is recommended, specific reasons should be given. These reasons should relate to the analysis above or the general public health, safety, and welfare. In this case, the rezoning public hearing should be tabled.

**PLANNING COMMISSION**

**3. PUBLIC HEARING – COMPREHENSIVE PLAN AMENDMENT REQUEST: TRADITIONAL  
NEIGHBORHOOD TO DOWNTOWN FRINGE**

**MAY 23, 2016**

**PAGE 9**

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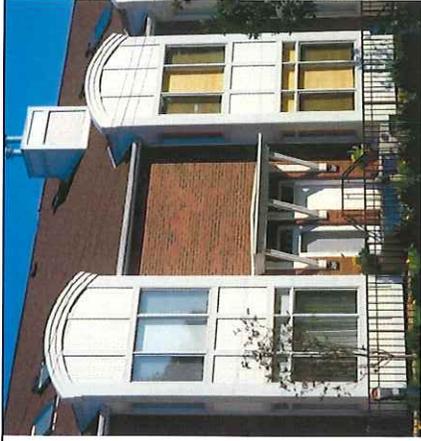
3. Recommend tabling the request. In this case, the rezoning public hearing should also be tabled.

**ATTACHMENTS**

- A) Comprehensive Plan Design Guidelines
- B) Proposed Windom Park Historic District
- C) MN/DOT Historic Evaluation for 207 Winona Street
- D) Bridge Project Area Redevelopment Plan

General building guidelines	Image Examples	
<p><b>Building height and placement:</b> Maximum building height is determined by zoning requirements, but typically should not exceed six stories without a detailed review process.</p> <p>Care should be taken to avoid blocking views toward the river and bluffs from nearby streets and properties. The longest dimension of a building should be oriented perpendicular to the riverfront, rather than parallel.</p>		
<p><b>Facade articulation:</b> Long facades should be divided into smaller increments by architectural elements, variation in materials, etc.</p> <p>Buildings should have a defined base, middle and top. The base or ground floor should include elements that relate to the human scale and appeal to the pedestrian, such as awnings, windows and arcades.</p> <p>Building tops should be articulated with cornices or parapets.</p>		
<p><b>Transparency:</b> a minimum percentage of building facades should be composed of windows and doors.</p> <p>Commercial and office uses: 30% of ground floor front façade.</p> <p>Residential: 15-20% of front façade.</p>		

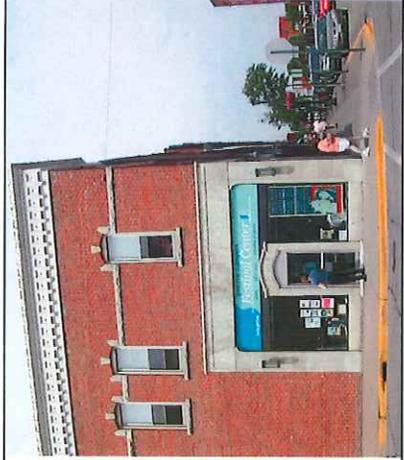
**Building materials:** masonry and other durable materials are encouraged. Pre-fab metal and concrete block are discouraged. Glass and metal should be used as accents.

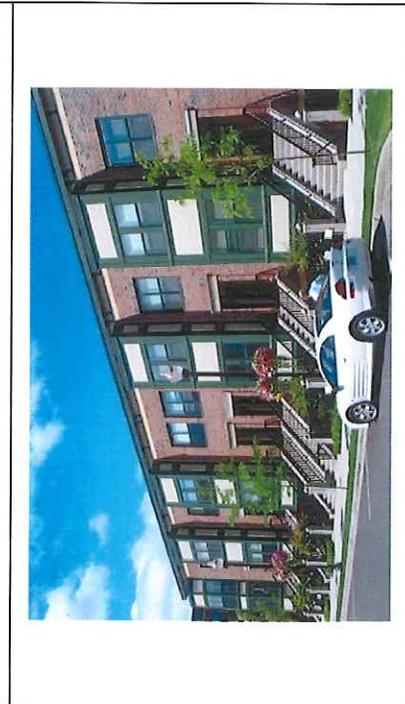


**Building colors:** Limit bright primary colors to a small percentage of façade and roof (i.e. 15%).



**Building entries:** Should be clearly visible and accessible from the street. Street-facing entrances should be architecturally prominent.



<p><b>Backs of buildings:</b> Rear facades should be well-maintained and welcoming in appearance. A well-defined rear entrance is encouraged where there is rear yard parking. Pedestrian connections between rear yard parking and front entrances are encouraged.</p> <p>Service areas should be screened from view, preferably by walls or fences of materials that are compatible with the principal building.</p>		
<p><b>Building Types</b></p> <p><b>Residential: Attached and Multi-Family</b></p> <ul style="list-style-type: none"> <li>• Building heights 2 - 6 stories, with careful placement of taller buildings.</li> <li>• Buildings 'step down' to neighborhood scale.</li> <li>• Front setbacks of 10-20 feet.</li> <li>• Variety of roof types.</li> </ul>		
<p><b>Mixed Use: Live-Work, Commercial/Residential, Industrial Residential</b></p> <ul style="list-style-type: none"> <li>• Building heights 2 - 6 stories, with careful placement of taller buildings.</li> <li>• Percentage of active retail at ground floor.</li> <li>• No front setback for storefront-type buildings.</li> <li>• Flat roofs typical.</li> </ul>		

**Nonresidential - Free-standing Commercial, Office, Industrial**

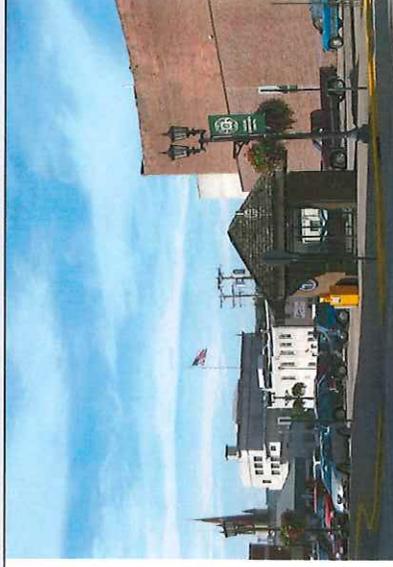
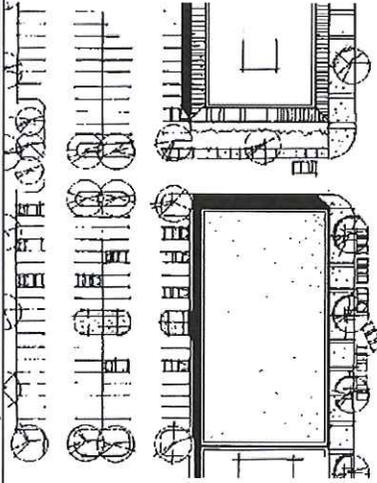
- No front setback for storefront-type buildings.
- Height: minimum 1.5 stories.



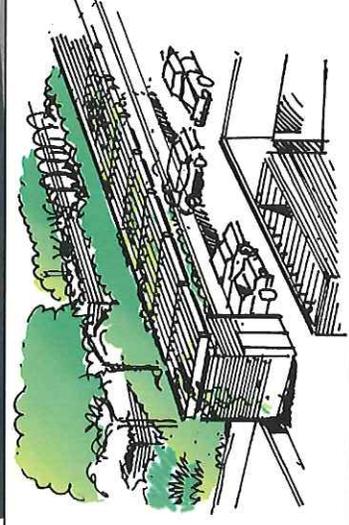
**Site Design, Circulation and Parking**

**Driveways and Surface Parking:**  
 Locate surface parking to side and rear of buildings where feasible.  
 Encourage or require shared parking between complementary land uses.

Image Examples



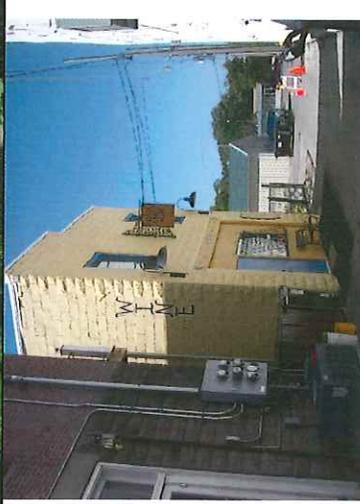
**Structured Parking:** Encourage or require a specified percentage of 'liner' storefronts along street frontages.  
 Encourage trellis or other green features on roofs/sides of structures.  
 Place entrances to parking structures on side streets, not primary street, where possible.



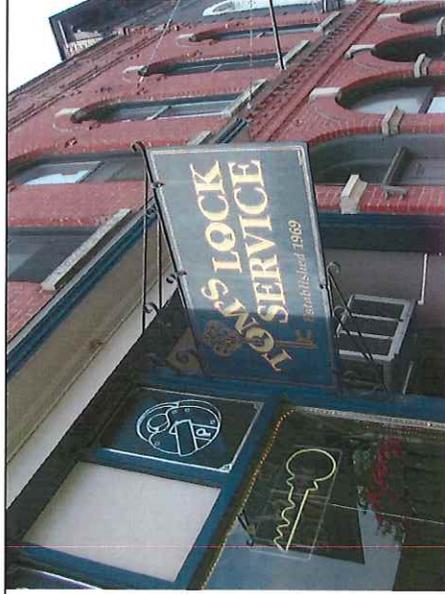
**Screening:** Surface parking and service / loading areas should be screened where visible from street. Screening may consist of hedges, low walls or decorative fencing high enough to screen parked cars but low enough to allow visibility (3 - 3½ feet). A berm with low plantings and canopy trees may also be effective.



**Internal Circulation:** Encourage or require interconnected circulation within the block. The use of alleys for pedestrian circulation, rear entrances, and shared parking can all provide a high degree of connectivity.



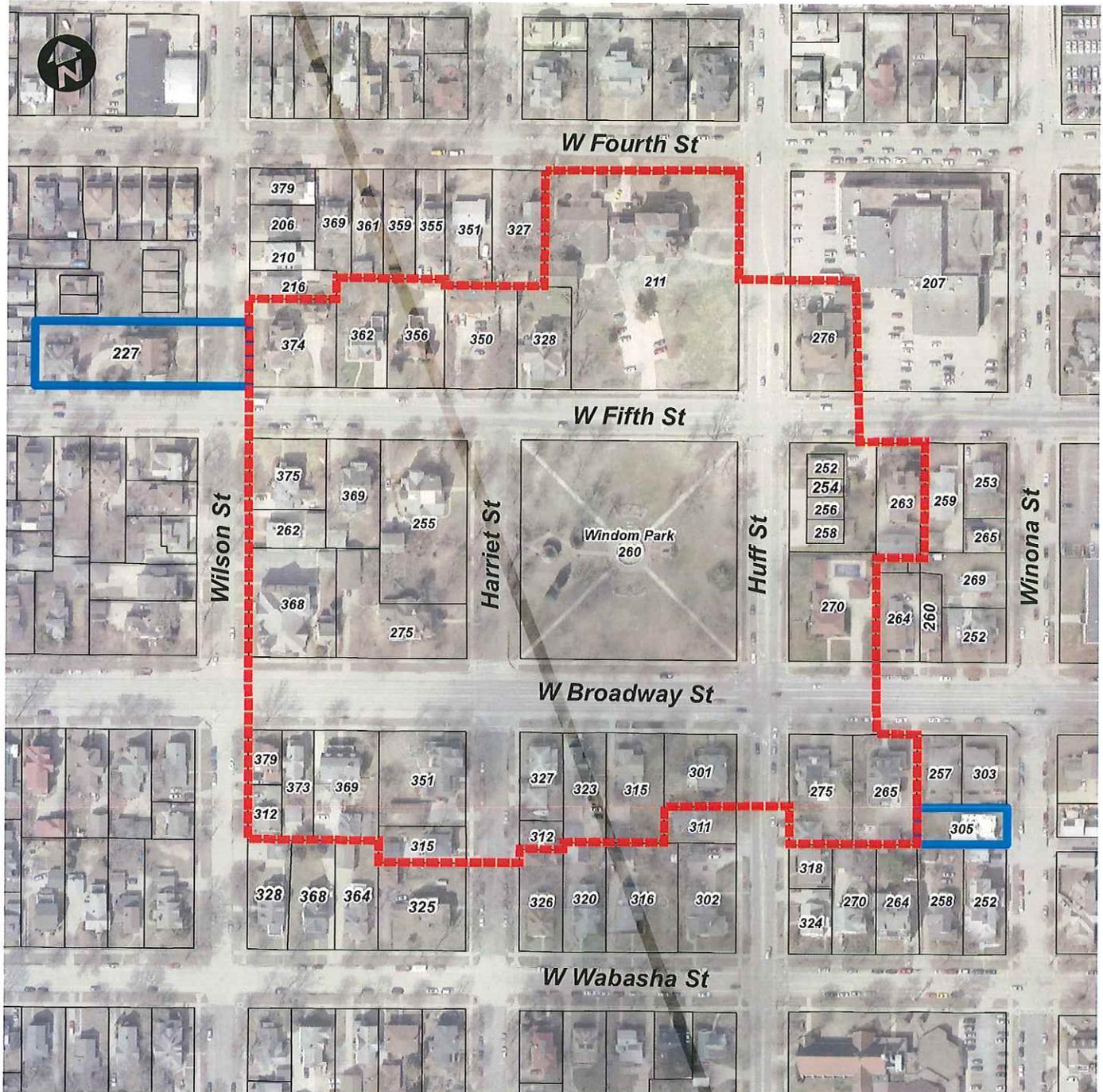
**Signage:** Encourage wall signs and monument signs that are well-integrated with building's design. Pylon signs are discouraged. Signs inside windows, including temporary signs, should not block more than 40% of the total window area. Sign colors and materials should echo or complement those of the building. Backlit signs are inappropriate.



# Windom Park Local Historic District <sup>B</sup>

Winona, Winona County, Minnesota

 Proposed Additions to District - 227 Wilson St and 305 Winona St



This map was compiled from a variety of sources. This information is provided with the understanding that conclusions drawn from such information are solely the responsibility of the user. The GIS data is not a legal representation of any of the features depicted, and any assumptions of the legal status of this map is hereby disclaimed.



5.2.1.8  
 WN-WAC-0458  
 YMCA (Winona Family YMCA)  
 207 Winona Street



WN-WAC-0458, facing southwest, 8/20/2009.

#### Description

The Young Men's Christian Association (YMCA) occupies the westerly 90 feet of Lot 6 and westerly 80 feet of Lots 7 and 8, Block 88 of the Original Plat of Winona. The building occupies the majority of the block bounded by Winona Street at the east, W. 4th Street at the north, Huff Street at the west and W. 5th Street at the south. The original Moderne Style building was completed at the southwest corner of Winona and 4th streets in 1951. The two-story, brown brick building faces Winona Street and has a two-story projecting porch faced with limestone. The portico has four square limestone columns and two recessed entrances with polished red granite surrounds. Black metal letters above the portico read "Winona Family YMCA." The windows at this elevation are brushed aluminum; one entry has been replaced with a brushed aluminum fixed window system. The other entrance has brushed aluminum double-doors that are locked with a chain. There are three bays of windows on either side of the portico and the north elevation extends twelve bays along W. 4th Street. A brushed aluminum entrance with a single door is at this elevation. Three horizontal strip windows at the north elevation have been filled with brick; others have been filled with a fixed, single pane of glass. There is a smooth limestone foundation at the east and north elevations. All windows have limestone casing surrounds and contain double-hung, brushed aluminum, four-over-six sash. A simple, limestone cornice is evident at these two elevations.

The two-story brick addition at the south and west of the original building was constructed in 1969. The main entrance was moved to this addition and is located at the east elevation. The entry system occupies the north bay of the elevation and has a projecting, aluminum double-door system with a limestone surround. The area above the entrance is clad in limestone with a sign that reads "Winona Family YMCA" in black metal letters. There are six window bays to the south of the entrance and seven bays at the south elevation. All windows at the west and south elevation have a fixed, single pane of glass and a limestone casing surround. A limestone cornice is present at the south and west elevations. The north elevation was extended two windows bays with this addition.

A third addition was completed at the rear (west) elevation in 1993. This two-story, brown brick addition, which houses the pool, has no windows.

Surface parking lots are located at the rear (west) and at the south of the YMCA. The William S. Drew House (WN-WAC-0453) located at the southwest corner of the block, is the only other building on the block.

### **History**

In 1844 George Williams (1821-1905), of London, England, founded the Young Mens' Christian Association (YMCA) in response to the unhealthy social conditions that arose at the end of the Industrial Revolution. The growth of railroads and the centralization of industry brought many young men to large cities, leaving them without positive recreational outlets. Williams, a Protestant, attempted to improve the morals of these young men through prayer meetings. The YMCA's four-fold plan stressed mental, religious, social and physical development. By 1851 the association had branches in the United States, and within ten years, there were more than 200 YMCA branches in the U.S. serving 25,000 members (Boyer 1978:113). The branches began as meeting halls, but by 1900 gymnasiums and dormitories were standard features (Super 1922:16)

In Minnesota, the YMCA organized in St. Paul in 1856 with a reading room in rented quarters. St. Paul's first YMCA building was not built until 1908 (razed; Bill 1956:8). Minneapolis followed with a YMCA organization in 1866 and a permanent structure in 1916 (NRHP). These and other YMCA programs were known to William H. Laird, founder of Laird, Norton Company. He expressed concern that the lumberjacks squandered their earnings on entertainment and should instead prepare for the future. In the 1880s, he promoted an improvement program at his logging camp at Beef Slough on the Mississippi and wrote to other lumber firms asking that they do the same (Kohlmeyer 1972:178-180). His program was three-fold: it first gave the crews a library and "wholesome" reading material, and then provided religious services at the camps and delivered tracts to the men before the camps broke up in the fall (Kohlmeyer 1972:178-180).

In 1885, Winona's businessmen expressed concern about the recreational activities of young men in a town that had 59 saloons (Winona City Directory 1885). In 1885, prominent businessmen met with H. F. Williams, the Minnesota YMCA secretary, at the home of Rodolph McBurnie to discuss organizing a YMCA. H. M. Kinney, A. C. Dixon, Charles O. Goss, Charles A. Tenney, William Hayes, E. L. Brooks, J. M. Maybury, Fred J. Meginiss and John L. Harris were the first committee members (WRH 18 Sept. 1951). The men provided a written statement with the intention of forming a YMCA and on March 23, 1886 at the Presbyterian Church. On March 26 a group of men signed a letter asking interested parties to meet on March 30 with intentions of funding Winona's first YMCA with \$2 memberships. On March 30, 1886, the YMCA was officially organized with William Hayes, president, Charles Horton, vice-president, E. F. Mues, second vice-president, Rodolph McBurnie, secretary, and Charles O. Goss, treasurer. The board of directors also included Matthew G. Norton, H. M. Kinney, C. F. Search and W. H. Elmer (WRH 18 Sept. 1951). The committee recruited more than 200 local businessmen as the first members (WDR 1 April 1886).

The YMCA first rented reading rooms in the Lang meat market building (razed) at the northeast corner of E. 4th and Lafayette streets from 1886 to 1889. The organization outgrew the space where it offered popular classes such as mechanical drawing. It next occupied the Stevens Building (later Rademacher Drug) on E. 2nd Street from 1889 to 1895. The directors held an anniversary celebration at the Opera House in April 1890 to celebrate the move to a better location and the year's achievement, which included housing 88 boarders and providing 709 educational classes (WDR 14 April 1890). Activities in 1892 included men's gospel meetings,

Bible classes, business classes, gym classes, a field day and the Thanksgiving "Nut Crack" (YMCA Annual Report, 10 April 1892). On December 6, 1894 the organization was officially incorporated as the Young Men's Christian Association of Winona by William Hayes, president, Charles Horton, vice-president, Rodolph McBurnie, secretary, and treasurer, Allison W. Laird. The board of directors also included George Gregory, Matthew G. Norton, H. W. Kingsbury, A. C. Dixon, W. S. Coe, E. D. Dyar, E. F. Mues, H. M. Kinney, C. N. McLaughlin, Paul Watkins, W. E. Walker, and William H. Laird (WDN 1 July 1982). The organization located in a frame building at the corner of W. 5th and Johnson streets from 1895 to 1906 until the building was demolished for a new YMCA headquarters (WDN 1 July 1982).

The cornerstone for the first YMCA building was laid June 7, 1906. The three-story brick, Neoclassical style building cost \$65,000 and featured a swimming pool, gymnasium, three locker rooms, and 22 dorm rooms (WRH 30 Dec. 1930; WP 5 Feb. 1986). Activities in 1911 included watermelon feeds, carnivals, concerts, health lectures as well as tennis, bowling and baseball teams (YMCA Annual Report, 1911 WCHS file). In June 1915, local contractor, Peter Schwab, completed a new gymnasium at a cost of \$20,000 (WRH 18 Sept. 1951). Programs in 1938 included nine volleyball teams, twelve basketball teams, swim meets, calisthenics, archery, woodwork, handball, pool and ping pong tables (WRH 6 Feb. 1939).

On February 16, 1946 the YMCA building was destroyed by fire, but all 34 of the dorm residents were uninjured. The Masonic Temple provided rooms until 1948 when the organization moved to a rented building at 208 Huff Street (WRH 18 Sept. 1951). Laird, Norton Company offered their conference rooms for a building campaign and board meetings (WRH 14 March 1951). The insurance company paid \$99,000 and J. Rex Chappell chaired the new building campaign with a goal of raising an additional \$700,000.

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### **Significance**

Built to headquarter the Young Men's Christian Association of Winona, the YMCA building (1951) reflects the organization's social and cultural influence in the city. Winona's prominent businessmen, including multiple generations of the Laird, Norton Company management and work force, were leaders in YMCA creation. One of the founders of the Laird, Norton Company, Matthew G. Norton (1831-1917), sat on the first board of directors of the YMCA in 1885 and remained on the board until his death. His company co-founder, William H. Laird (1833-1910), was on the YMCA board when it incorporated in 1894. Charles Goss (1855-1930), son-in-law of William H. Laird and employed at Laird, Norton Company, was the YMCA's first treasurer. Norton Clapp (1906-1995), grandson of Matthew G. Norton, and president of the Laird, Norton Company, donated the Norton homestead in 1951 for the new YMCA building site.

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### **Evaluation**

The property is significant under Criterion A for its contribution to Winona's civic development and for its association with the city's early businessmen and leaders. The lumber industry was especially well represented. The period of significance is 1951-1960, which marks the completion of the building and ends at the 50-year NRHP cut-off.

Although associated with locally significant businessmen, the property is not associated with any persons highly important in history and is recommended as not significant under Criterion B.

Although the property retains good integrity as an example of a mid-twentieth century, Moderne style building, it is typical of this construction and design and is recommended not significant under Criterion C.

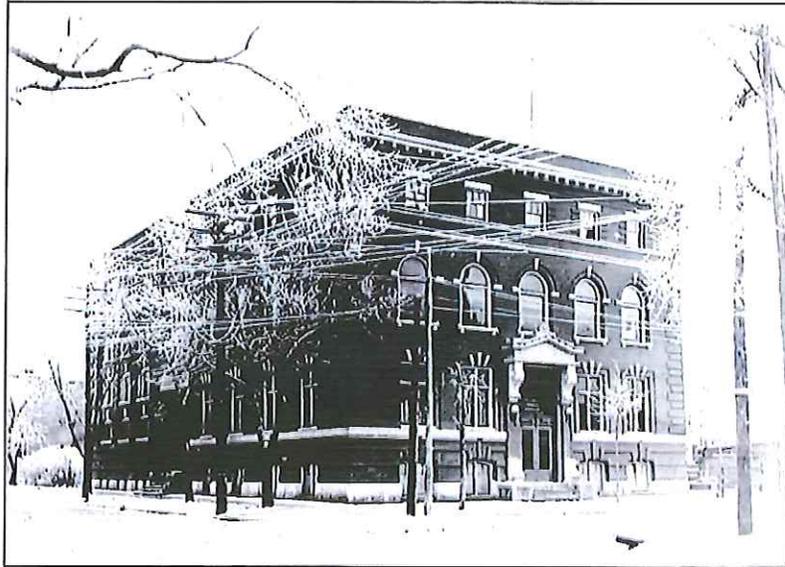
The property has not yielded, nor is it likely to yield, information, important in prehistory or history and, therefore, is recommended as not significant under Criterion D.

### **Integrity**

The YMCA building (1951) has had a number of additions to the side (south) and rear (west) elevations but the primary north and east elevations of the original building remain essentially intact. One of the main entrance doors has been filled with an aluminum window system and the main entrance was moved to the 1969 addition. Some windows on the 1951 building have been filled or replaced. The building is in its original location and continues its original use. The original building possesses excellent integrity in design, materials and workmanship.

**Recommendation**

The YMCA is recommended as eligible for listing in the NRHP under Criterion A for its contribution to Winona's social and recreational development, an effort founded and managed by the city's business leaders. The period of significance is 1951 to 1960, the 50-year cut-off for NRHP eligibility.



Winona YMCA Building, ca. 1920, razed. (MHS)



WN-WAC-0458, facing northwest, 11/5/2009.



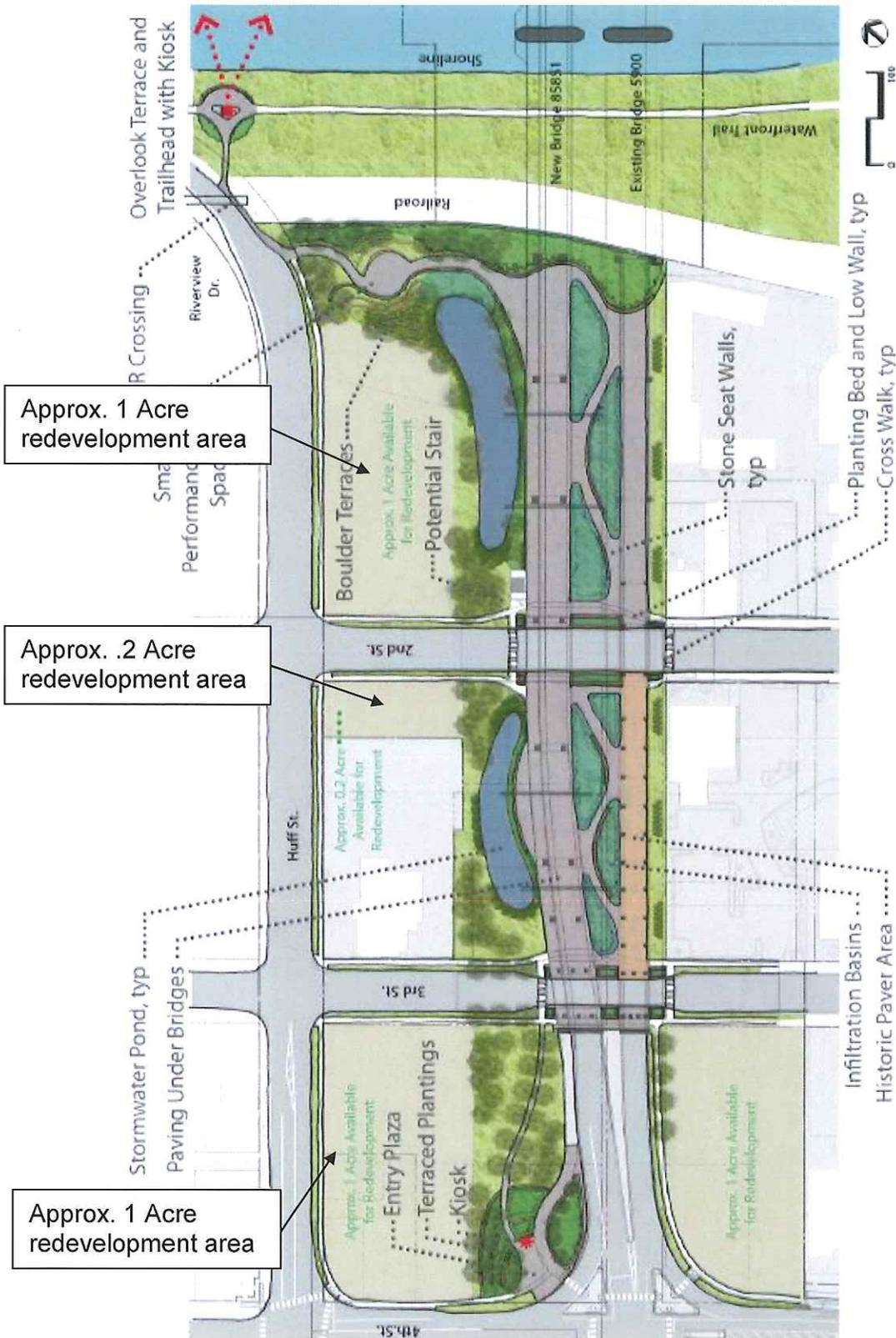
WN-WAC-0458, facing west, 11/5/2009.



WN-WAC-0458, facing north, 11/5/2009.



Location Map WN-WAC-0458, (2008 Aerial City of Winona)



# PLANNING COMMISSION

**AGENDA ITEM: 4. Public Hearing – Rezone Request R-2 to B-1**

**PREPARED BY: Carlos Espinosa**

**DATE: May 23, 2016**

## INTRODUCTION

This report is written assuming the Planning Commission has recommended the Comprehensive Plan land use designation for the subject property be amended from Traditional Neighborhood to Downtown Fringe. If the Commission has recommended tabling or denial of the amendment, staff recommends that this item be tabled to a future Planning Commission meeting prior to opening the public hearing. In this manner, the Commission's recommendation can be forwarded to the City Council for a decision before the Planning Commission holds a public hearing on this item. If the Commission has recommended approval of the amendment, staff recommends proceeding with the public hearing.

The format for this item is the following:

- A. Chair shall state the case to be heard.
- B. Chair shall ask the applicant to present his/her case.
- C. Chair shall call on the City Planner, to present staff comments.
- D. The hearing shall be opened and interested persons, upon giving their name and address, are invited to speak to the Commission. Following recognition by the Chair, Commission members may ask questions of persons addressing the Commission in order to clarify facts. Any statement by a member, other than to question, may be ruled out of order.
- E. After all new facts and information have been brought forth, the hearing shall be closed, and interested persons shall not be heard again unless the hearing is reopened and unless all interested parties shall be allowed to be heard again. Upon completion of the hearing, the Commission shall discuss the item at hand and render a decision or recommendation.

## BASE DATA

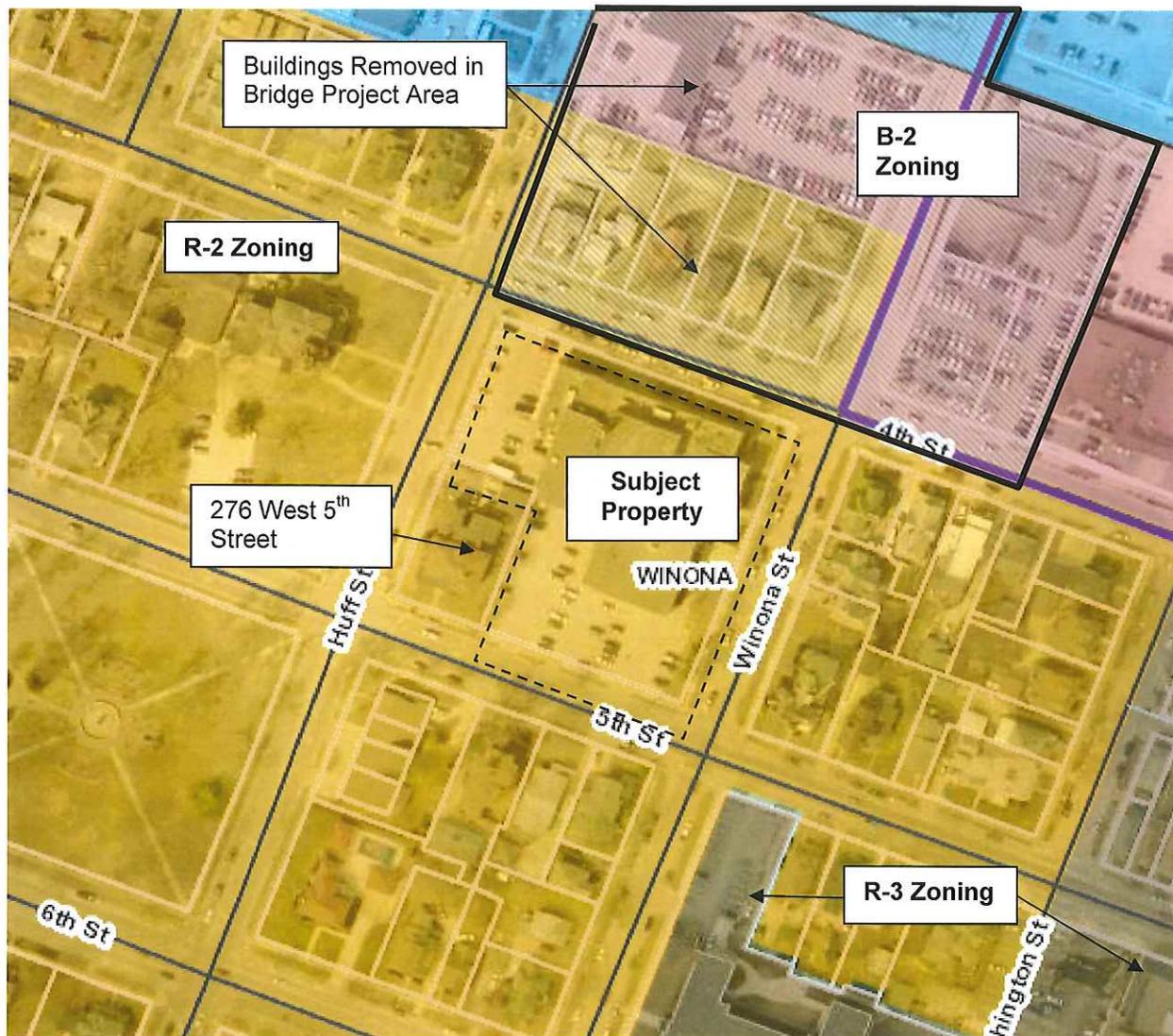
**Petitioner:** Kwik Trip Inc.  
**Property Owner:** Kwik Trip Inc. (Land Under Contract)  
**Location:** 207 Winona Street  
**Area:** Approximately 1.75 acres

**Existing Zoning:** R-2 (One to Four Family Residence District) – which permits one to four unit dwellings, hospitals, and uses permitted in the R-1 zoning district. This district also permits the following Conditional Uses: clubs (e.g. YMCA), rest homes/nursing homes, and bed and breakfasts.

**Requested Zoning:** B-1 (Neighborhood Business District) – which permits commercial uses (e.g. retail and services, restaurants, and automobile services) in addition to residential uses permitted in least restrictive adjacent residential district.

**Existing Uses:** Club

**Surrounding Land Use/Zoning:** **North:** R-2  
**South:** R-2  
**East:** R-2  
**West:** R-2



### Zoning/Use History

The subject property has been zoned R-2 since inception of the City's 1959/1960 zoning plan. According to the 2011 Architectural History Evaluation completed for the bridge project (Attachment A), the present day location of the YMCA was established in 1948. Between 1951 and 1968, the number of YMCA members increased from 711 to 2,228. The current R-2 zoning property was applied in 1959 and has not changed. This classification likely reflected the YMCA's historic organization as a "club" which is defined in City Code as:

*A nonprofit association of persons who are bona fide members, paying regular dues, and are organized for some common purpose, but not including a group organized solely or primarily to render a service customarily carried on as a commercial enterprise.*

In 1968/1969, a two-story addition was constructed due to the increase in membership. The addition housed the men's health club, three handball courts, a second gym, wrestling room, Teen Center, and women's lounge. In 1993, the building expanded again to include a new pool, six bowling lanes, training center, and a multi-purpose gym. Currently, the YMCA has approximately 4,200 members and approximately 700 visit on a daily basis. The YMCA continues to be classified as a club in the R-2 zoning district, although the use is more similar to a standalone fitness center which would require business zoning.

### Streets/Traffic

The subject property is surrounded on three sides by minor arterial streets and on one side by a local street. In part, arterial streets are classified as such because they carry more traffic than collector or local streets. According to Mn/DOT, minor arterial streets provide intra-community travel, do not penetrate neighborhoods, and are general spaced no more than 1 mile apart in fully developed areas. The streets bordering the subject property and their 2011 Average Daily Traffic (ADT) numbers are provided below:

Street	Classification	2011 ADT
4 <sup>th</sup> Street	Minor Arterial	5,300
Huff Street	Minor Arterial	7,500
Winona Street	Local/Other	---
5 <sup>th</sup> Street	Minor Arterial	5,100

In addition, the 2011 ADT for the interstate bridge was 10,500. According to the 2013 Environmental Assessment Worksheet (EAW) for the bridge project, ADT on the bridge is projected to be 12,400 in 2018 and 15,300 in 2038.

### Public Utilities

The subject property is presently served by City water, sanitary sewer, and storm sewer facilities, all of which have adequate capacity to serve any form of development that may occur.

### Present Use Request

The specific purpose of this request relates to the applicant's desire to develop the subject property as a convenience store with fueling canopy and two bay carwash. Although the use stated in the application is representative of what would become "permitted" upon approval of the rezoning request, the Commission's recommendation should be based upon the full scope/merit of requested B-1 zoning.

### ANALYSIS

**1. Was there an error or oversight in approval of 1959/1960 zoning of the site?**

No. Zoning of the site in 1959/1960 reflected the use of the subject property as a club.

**2. Have there been changes in area development patterns, since 1959/1960 zoning, to warrant/support rezoning?**

Yes, since application of 1959/1960 zoning, the use of the subject property has changed significantly, and the surrounding area has changed due to development of the interstate bridge project.

As noted previously, the YMCA had 711 members in 1951. Currently, the YMCA has a membership of approximately 4,200. Since 1951, the YMCA has gone through two additions which significantly expanded fitness and recreational facility offerings and the size of the building.

The interstate bridge project which is currently underway has changed development patterns to the north and northeast of the subject area. Residential structures that originally existed immediately to the north were removed for the project. The ½ block that contained these uses continues to be zoned R-2. Due to the changes from the bridge project, this area is a prime candidate for rezoning to business to match the current B-2 zoning on the north ½ of the block.

**3. Would potential uses of requested B-1 zoning impose “undue hardship” (relating to noise, odors, etc.) on neighboring properties?**

No, while the rezoning has the potential to impact adjacent property, the likelihood of undue or excessive hardships will be reduced during site plan review. As noted in the Comprehensive Plan amendment report, the potential for impacts is particularly evident for the adjoining property at 276 West 5<sup>th</sup> Street. This property is a four-unit residential property rental certified for 20 unrelated people or 45 related people. Potential development on the subject property would be required to employ design, screening, landscaping, and lighting methods to reduce potential impacts to this property and properties across the street. This same approach has also been employed during development of B-1 zoned properties adjacent to residentially zoned properties in other areas of the city.

**4. Would the public interest be better served if rezoning was considered within another area?**

No, B-1 zoning is appropriate for a property surrounded by minor arterial roads on three sides and located at base of the interstate bridge. Similar business zoning exists in other high traffic areas and at important entry points into the city. The B-1 zone also provides a suitable transition between residential and commercial because it is the most restrictive business zoning district in City Code.

**5. Could the rezoning be construed as being spot zoning?**

Spot zoning occurs if one of the following tests are met:

- A. The rezoning action results in benefits realized only by the petitioner.  
 The rezoning does not solely benefit the petitioner. Rezoning the subject property to business is appropriate for this for this location. The existing R-2 zoning significantly limits what could be built on this property which is well-suited for commercial.
  
- B. The rezoning is considered to be arbitrary, capricious, or unreasonable.  
 Provided the amendment to the Comprehensive Plan is approved, the proposed B-1 zoning aligns with the Comprehensive Plan and provides an appropriate transition to adjacent R-2 residential zoning. Thus, the rezoning is not arbitrary, capricious, or unreasonable.
  
- C. Rezoning is not consistent with goals and objectives of the Comprehensive Plan.

Provided the amendment to the Comprehensive Plan is approved, B-1 zoning of the site is supported by 2007 Comprehensive Plan recommendations calling for “Downtown Fringe” use of the site:

<b>DF - Downtown Fringe</b>	
<p>Area supporting the central downtown core, with a similar mix of uses but a lower intensity. Includes ‘arts district,’ medium density residential, mixed neighborhood retail and offices, employment centers, public spaces, and satellite parking facilities.</p>	<ul style="list-style-type: none"> <li>• Medium densities; mixed-use buildings are encouraged</li> <li>• Pedestrian-oriented design</li> <li>• Redevelopment opportunities</li> <li>• Appropriate transitions to adjacent neighborhoods</li> </ul>

The guidance toward mixed use in the area surrounding the downtown core can only be achieved through a B-1 zoning classification. Thus, the rezoning is consistent with the goals and objectives of the Comprehensive Plan.

### **GENERAL PUBLIC CORRESPONDANCE**

As noted in the Comprehensive Plan report, staff has received correspondence from the public concerned about potential impacts to the neighborhood in terms of noise, lighting, increased traffic, pollution, decreased property values, impacts to the historic character of the area, and visual impacts. These concerns should be considered when assessing the rezoning request. However, the Commission's recommendation should be based upon the full scope/merit of requested B-1 zoning – not the proposed use of the applicant.

### **RECOMMENDATION**

In summary, the previous analysis has concluded that:

1. No error, or oversight, was made in the (1960) R-2 zoning of the subject property.
2. Since 1960, changes in development patterns related to the expansion of the interstate bridge warrant rezoning.
3. Potential uses of the requested B-1 classification would not impose "undue" hardship on neighboring properties because the likelihood of excessive impacts will be reduced during site plan review.
4. The public interest is well-served by rezoning the subject property to B-1 due to its location at the foot of the interstate bridge.
5. Spot zoning is not evident.

In consideration of this matter, the following alternative actions are available to the Commission:

1. Recommend approval of the request, adopting the analysis above as the findings of the Planning Commission.
2. Recommend denial of the request. If denial is recommended, specific reasons should be given. These reasons should pertain to the potential uses of the proposed zone.
3. Table the item to allow staff additional time to answer questions.

### **ATTACHMENTS**

- A) MN/DOT Historic Evaluation for 207 Winona Street
- B) R-1, R-2 and B-1 zoning

5.2.1.8  
 WN-WAC-0458  
 YMCA (Winona Family YMCA)  
 207 Winona Street



WN-WAC-0458, facing southwest, 8/20/2009.

#### Description

The Young Men's Christian Association (YMCA) occupies the westerly 90 feet of Lot 6 and westerly 80 feet of Lots 7 and 8, Block 88 of the Original Plat of Winona. The building occupies the majority of the block bounded by Winona Street at the east, W. 4th Street at the north, Huff Street at the west and W. 5th Street at the south. The original Moderne Style building was completed at the southwest corner of Winona and 4th streets in 1951. The two-story, brown brick building faces Winona Street and has a two-story projecting porch faced with limestone. The portico has four square limestone columns and two recessed entrances with polished red granite surrounds. Black metal letters above the portico read "Winona Family YMCA." The windows at this elevation are brushed aluminum; one entry has been replaced with a brushed aluminum fixed window system. The other entrance has brushed aluminum double-doors that are locked with a chain. There are three bays of windows on either side of the portico and the north elevation extends twelve bays along W. 4th Street. A brushed aluminum entrance with a single door is at this elevation. Three horizontal strip windows at the north elevation have been filled with brick; others have been filled with a fixed, single pane of glass. There is a smooth limestone foundation at the east and north elevations. All windows have limestone casing surrounds and contain double-hung, brushed aluminum, four-over-six sash. A simple, limestone cornice is evident at these two elevations.

The two-story brick addition at the south and west of the original building was constructed in 1969. The main entrance was moved to this addition and is located at the east elevation. The entry system occupies the north bay of the elevation and has a projecting, aluminum double-door system with a limestone surround. The area above the entrance is clad in limestone with a sign that reads "Winona Family YMCA" in black metal letters. There are six window bays to the south of the entrance and seven bays at the south elevation. All windows at the west and south elevation have a fixed, single pane of glass and a limestone casing surround. A limestone cornice is present at the south and west elevations. The north elevation was extended two windows bays with this addition.

A third addition was completed at the rear (west) elevation in 1993. This two-story, brown brick addition, which houses the pool, has no windows.

Surface parking lots are located at the rear (west) and at the south of the YMCA. The William S. Drew House (WN-WAC-0453) located at the southwest corner of the block, is the only other building on the block.

### **History**

In 1844 George Williams (1821-1905), of London, England, founded the Young Mens' Christian Association (YMCA) in response to the unhealthy social conditions that arose at the end of the Industrial Revolution. The growth of railroads and the centralization of industry brought many young men to large cities, leaving them without positive recreational outlets. Williams, a Protestant, attempted to improve the morals of these young men through prayer meetings. The YMCA's four-fold plan stressed mental, religious, social and physical development. By 1851 the association had branches in the United States, and within ten years, there were more than 200 YMCA branches in the U.S. serving 25,000 members (Boyer 1978:113). The branches began as meeting halls, but by 1900 gymnasiums and dormitories were standard features (Super 1922:16)

In Minnesota, the YMCA organized in St. Paul in 1856 with a reading room in rented quarters. St. Paul's first YMCA building was not built until 1908 (razed; Bill 1956:8). Minneapolis followed with a YMCA organization in 1866 and a permanent structure in 1916 (NRHP). These and other YMCA programs were known to William H. Laird, founder of Laird, Norton Company. He expressed concern that the lumberjacks squandered their earnings on entertainment and should instead prepare for the future. In the 1880s, he promoted an improvement program at his logging camp at Beef Slough on the Mississippi and wrote to other lumber firms asking that they do the same (Kohlmeyer 1972:178-180). His program was three-fold: it first gave the crews a library and "wholesome" reading material, and then provided religious services at the camps and delivered tracts to the men before the camps broke up in the fall (Kohlmeyer 1972:178-180).

In 1885, Winona's businessmen expressed concern about the recreational activities of young men in a town that had 59 saloons (Winona City Directory 1885). In 1885, prominent businessmen met with H. F. Williams, the Minnesota YMCA secretary, at the home of Rodolph McBurnie to discuss organizing a YMCA. H. M. Kinney, A. C. Dixon, Charles O. Goss, Charles A. Tenney, William Hayes, E. L. Brooks, J. M. Maybury, Fred J. Meginiss and John L. Harris were the first committee members (WRH 18 Sept. 1951). The men provided a written statement with the intention of forming a YMCA and on March 23, 1886 at the Presbyterian Church. On March 26 a group of men signed a letter asking interested parties to meet on March 30 with intentions of funding Winona's first YMCA with \$2 memberships. On March 30, 1886, the YMCA was officially organized with William Hayes, president, Charles Horton, vice-president, E. F. Mues, second vice-president, Rodolph McBurnie, secretary, and Charles O. Goss, treasurer. The board of directors also included Matthew G. Norton, H. M. Kinney, C. F. Search and W. H. Elmer (WRH 18 Sept. 1951). The committee recruited more than 200 local businessmen as the first members (WDR 1 April 1886).

The YMCA first rented reading rooms in the Lang meat market building (razed) at the northeast corner of E. 4th and Lafayette streets from 1886 to 1889. The organization outgrew the space where it offered popular classes such as mechanical drawing. It next occupied the Stevens Building (later Rademacher Drug) on E. 2nd Street from 1889 to 1895. The directors held an anniversary celebration at the Opera House in April 1890 to celebrate the move to a better location and the year's achievement, which included housing 88 boarders and providing 709 educational classes (WDR 14 April 1890). Activities in 1892 included men's gospel meetings,

Bible classes, business classes, gym classes, a field day and the Thanksgiving "Nut Crack" (YMCA Annual Report, 10 April 1892). On December 6, 1894 the organization was officially incorporated as the Young Men's Christian Association of Winona by William Hayes, president, Charles Horton, vice-president, Rodolph McBurnie, secretary, and treasurer, Allison W. Laird. The board of directors also included George Gregory, Matthew G. Norton, H. W. Kingsbury, A. C. Dixon, W. S. Coe, E. D. Dyar, E. F. Mues, H. M. Kinney, C. N. McLaughlin, Paul Watkins, W. E. Walker, and William H. Laird (WDN 1 July 1982). The organization located in a frame building at the corner of W. 5th and Johnson streets from 1895 to 1906 until the building was demolished for a new YMCA headquarters (WDN 1 July 1982).

The cornerstone for the first YMCA building was laid June 7, 1906. The three-story brick, Neoclassical style building cost \$65,000 and featured a swimming pool, gymnasium, three locker rooms, and 22 dorm rooms (WRH 30 Dec. 1930; WP 5 Feb. 1986). Activities in 1911 included watermelon feeds, carnivals, concerts, health lectures as well as tennis, bowling and baseball teams (YMCA Annual Report, 1911 WCHS file). In June 1915, local contractor, Peter Schwab, completed a new gymnasium at a cost of \$20,000 (WRH 18 Sept. 1951). Programs in 1938 included nine volleyball teams, twelve basketball teams, swim meets, calisthenics, archery, woodwork, handball, pool and ping pong tables (WRH 6 Feb. 1939).

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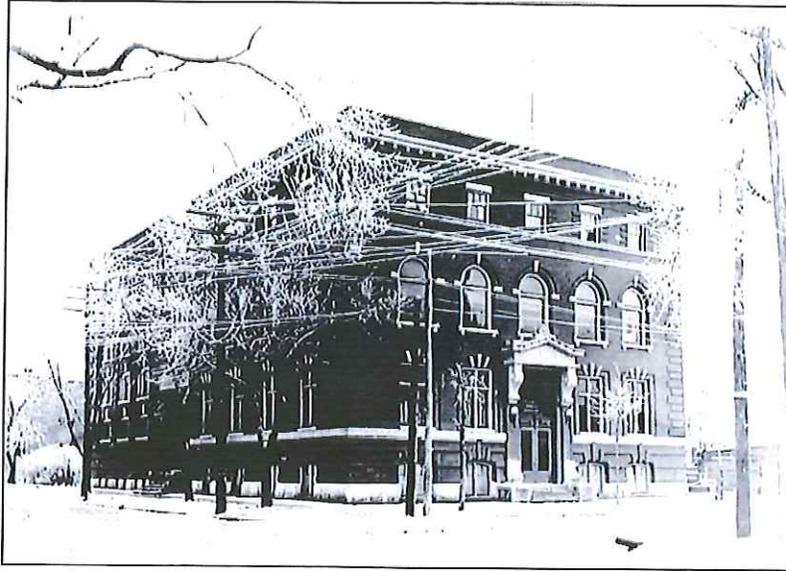
The property has not yielded, nor is it likely to yield, information, important in prehistory or history and, therefore, is recommended as not significant under Criterion D.

### **Integrity**

The YMCA building (1951) has had a number of additions to the side (south) and rear (west) elevations but the primary north and east elevations of the original building remain essentially intact. One of the main entrance doors has been filled with an aluminum window system and the main entrance was moved to the 1969 addition. Some windows on the 1951 building have been filled or replaced. The building is in its original location and continues its original use. The original building possesses excellent integrity in design, materials and workmanship.

**Recommendation**

The YMCA is recommended as eligible for listing in the NRHP under Criterion A for its contribution to Winona's social and recreational development, an effort founded and managed by the city's business leaders. The period of significance is 1951 to 1960, the 50-year cut-off for NRHP eligibility.



Winona YMCA Building, ca. 1920, razed. (MHS)



WN-WAC-0458, facing northwest, 11/5/2009.



WN-WAC-0458, facing west, 11/5/2009.



WN-WAC-0458, facing north, 11/5/2009.



Location Map WN-WAC-0458, (2008 Aerial City of Winona)

43.56 R-1 ONE-FAMILY RESIDENCE DISTRICT.

- (a) Permitted Uses. The following uses shall be permitted in the R-1 district:
  - (1) Generally. All principal uses permitted and as regulated in the R-S district, except as hereinafter specified.
  - (2) Residential. One-family dwellings.
  - (3) Institutional and cultural. Municipal, county, state and federal administrative buildings, but not including warehouses, storage yards and similar facilities. (08-17-59)
- (b) Conditional Uses. The following uses shall be permitted in the R-1 district only if specifically authorized by the commission in accordance with the provisions of this chapter and Section 41.01 of this code.
  - (1) General. Any conditional permitted use as regulated in the R-S district, except as hereinafter specified.
  - (2) Residential. Two-family dwellings located on a lot adjoining or within 100 feet of a less restricted district or on a lot abutting and with access to a primary or secondary thoroughfare, as defined in this chapter.
  - (3) Hospitals. Hospitals for human care, sanitariums, religious and charitable institutions, but not including those for the care of epileptics, drug addicts, the feebleminded, insane or for contagious diseases; provided, that any lot or tract of land in such use shall be not less than 40,000 square feet in area and that any buildings in which patients are housed shall be at least 50 feet distant from any lot line. (08-17-59)
  - (4) Bed and Breakfast and Tourist Homes. Bed and Breakfast and Tourist Homes offering no more than three guest rooms; provided, that the facility conforms with the provisions of Section 43.54.1.
- (c) Accessory Uses. Accessory uses or structures permitted and as regulated in the R-S district and any accessory use or structure customarily incident or accessory to a principal or conditional permitted use in the R-1 district, shall be permitted in the R-1 district.
- (d) Height Regulations. Height of buildings and structures in the R-1 district shall be the same as in R-S district. (08-17-59)
- (e) Lot Area, Frontage and Yard Requirement.

	<u>Lot Area sq. ft.</u>	<u>Lot Frontage</u>	<u>Front Yard</u>	<u>Least Width</u>	<u>Side Yard Sum Least Widths</u>	<u>Rear Yard</u>
One-Family Dwellings:						
1-1/2 stories	8,000	65 ft	25 ft	8 ft	20 ft	40 ft
2 & 2-1/2 stories	8,000	65 ft	25 ft	10 ft	25 ft	40 ft

Two Family Dwellings:

1-1/2 stories	9,000	70 ft	25 ft	8 ft	20 ft	40 ft
2 &-2-1/2 stories	9,000	70 ft	25 ft	12 ft	28 ft	40 ft

Other Permitted Uses:

1-1/2 stories	16,000	100 ft	25 ft	12 ft	24 ft	45 ft
2 & 2-1/2 stories	16,000	100 ft	25 ft	14 ft	30 ft	45 ft

Except: No building, structure or improvement shall be permitted which would intersect a plan extended upward at a 3-1 slope from the point where the horizontal plane of 1180 feet above mean sea level becomes the ridge line of the conservancy district. (08-17-59)

- Ord. No. 2374 12/06/76
- Ord. No. 2333 04/19/76
- Ord. No. 2436 02/21/78
- Ord. No. 3307 10/21/96
- Ord. No. 3771 07/21/08
- Ord. No. 3929 03/01/13
- Ord. No. 3981 11/17/14

43.57 R-2 ONE TO FOUR-FAMILY RESIDENCE DISTRICT.

(a) Permitted Uses. The following uses shall be permitted in the R-2 district:

- (1) Generally. All principal uses permitted and regulated in the R-1 district, except as hereinafter specified.
- (2) Residential. One, two, three and four-family dwellings; dwelling groups comprised of buildings, containing not more than four families in any one building, subject to the requirements of this article and the provisions of Section 43.45.
- (3) Conversion. Conversion of a dwelling into a two, three or four-family dwelling; provided, that these conform with the lot area frontage and yard requirements prescribed for such two, three and four-family dwellings in this article and with all other applicable requirements of this chapter.
- (4) Hospitals. Hospitals for human care, sanitariums, but not including those for the care of epileptics, drug addicts, feeble-minded, insane or contagious diseases; provided, that any lot or tract of land in such use shall be not less than 15,000 square feet in area and that any buildings in which patients are housed shall be at least 50 feet distant from any lot line. (08-17-59)

(b) Conditional Uses. The following conditional uses shall be permitted only if specifically authorized by the commission in accordance with the provisions of this chapter and Section 41.01 of this code.

- (1) Generally. Any conditional permitted use as regulated in the R-1 district, except as hereinafter specified.
- (2) Residential. Community development projects in accordance with the provisions of this article and the requirements of Section 43.46.
- (3) Clubs. Clubs, fraternities, lodges and meeting places for other organizations, not including any use that is customarily conducted as a gainful business; provided,

that buildings in which such uses are housed shall be located at least 20 feet from any lot in any R district.

- (4) Rest homes. Rest homes or nursing homes for convalescent patients, children's nurseries, and similar uses; provided, that any such home shall be distant not less than 20 feet from any other lot in any R district.
- (5) Hospitals. Any hospital for human care; provided, that any lot or tract of land in such a use shall be not less than 20,000 square feet in area and that buildings which are used for the treatment of contagious diseases, the care of epileptics, drug addicts, the feeble-minded or insane shall be at least 75 feet distant from any lot in any R district. (08-17-59)
- (6) Bed and Breakfast and Tourist Homes. Bed and Breakfast and Tourist homes offering not more than 5 guest rooms, provided, that the facility conforms with the provisions of Section 43.54.1.
- (c) Accessory Uses. Accessory uses or structures permitted and as regulated in the R-1 district and any accessory use or structure customarily incident or accessory to a principal or conditional permitted use in the R-2 district.
- (d) Height Regulations. Height regulations in the R-2 district shall be the same as in the R-1 district. Except: No building, structure or improvement shall be permitted which would intersect a plane extended upward at a 3-1 slope from the point where the horizontal plane of 1180 feet above mean sea level becomes the ridge line of the conservancy district.
- (e) Lot Area, Frontage and Yard Requirements.

Use	Lot		Lot		Side Yard		
	Area sq. ft.	Lot Frontage	Area per Family	Sum Front Yard	Least Width	Least Widths	Rear Yard
<b>One-Family:</b>							
1 & 1-1/2 stories	6,000	50 ft	6,000	25 ft	6 ft	16 ft	30 ft
2 & 2-1/2 stories	6,000	50 ft	6,000	25 ft	8 ft	20 ft	30 ft
<b>Two-Family:</b>							
1 & 1-1/2 stories	8,000	65 ft	4,000	25 ft	8 ft	20 ft	35 ft
2 & 2-1/2 stories	8,000	65 ft	4,000	25 ft	10 ft	22 ft	35 ft
<b>Three-Family:</b>							
1 & 1-1/2 stories	9,000	70 ft	3,000	25 ft	10 ft	22 ft	40 ft
2 & 2-1/2 stories	9,000	70 ft	3,000	25 ft	12 ft	28 ft	40 ft
<b>Four-Family:</b>							
1 & 1-1/2 stories	10,000	80 ft	2,500	25 ft	10 ft	22 ft	45 ft
2 & 2-1/2 stories	10,000	80 ft	2,500	25 ft	12 ft	28 ft	45 ft

Planned Unit Development:  
5 acres 2,500 - As per plans and specifications

Other permitted uses as specified in the R-1 district.

(08-17-59)  
Ord. No. 2374 12/06/76  
Ord. No. 2327 03/01/76

Ord. No. 2333 04/19/76  
Ord. No. 2807 05/19/86  
Ord. No. 2807 05/19/86  
Ord. No. 3674 12/05/05  
Ord. No. 3929 3/18/13  
Ord. No. 3981 11/17/14

#### ARTICLE XIV. NONRESIDENTIAL DISTRICT

##### 43.59 B-1 NEIGHBORHOOD BUSINESS DISTRICT.

- (a) Permitted Uses. The uses permitted in the B-1 district shall be any local retail business or service establishment supplying commodities or performing services primarily for residents of the neighborhood on a day to day basis, such as:
- (1) Retail and services. Groceries, supermarkets, fruit and vegetable stores, drugstores, garden supply stores, barbershops, beauty parlors, clothes cleaning and laundry pick-up, self-service laundries, and the like.
  - (2) Offices. Business and professional.
  - (3) Eating and drinking places. Restaurants, liquor stores, soda fountains, ice cream parlors, not including entertainment or dancing, and not including drive-in restaurants.
  - (4) Automobile Services. Automobile service stations, minor repair, commercial storage garages, and automobile sales; provided that any portion of a building used for minor repair shall be located at least 50 feet from any R district and shall have no openings adjoining the R district, other than stationary windows and fire escapes; parking lots, subject to applicable requirements of Sections 43.33 and 43.44.
  - (5) Outdoor advertising. Display signs, billboards and other outdoor advertising signs and structures subject to the provisions of Section 43.43.
  - (6) Residential uses. Any use permitted in the residential district adjoining the B-1 district. If there are adjoining 2 or more different categories of residential districts, permitted uses of the least restrictive residential district shall prevail.
  - (7) Additional uses. Any other retail business service establishment determined by the commission to be of the same general character as the above permitted uses, not including those which are first permitted or are not permitted in the B-2 district unless demonstrated as necessary for normal day to day needs. (08-17-59; 06-20-60).
  - (8) Motels, motor hotels and tourist homes.
  - (9) Brewpubs and Brew on Premises Stores.
  - (10) Residential Retreat Centers provided that all such uses shall be subject to Section 43.54.5 (b), (c), (e), and (g) of this chapter.
- (b) Conditional Uses. The following uses shall be permitted only if specifically authorized by the commission in accordance with the provisions of this chapter and Section 41.01 of this code.

- (1) Generally. Any conditionally permitted use as regulated in the R-3 district, except as hereinafter provided.
- (2) Drive-in restaurants. Drive-in eating and drinking places on numbered state and federal highways.
- (3) Neighborhood theatre. Theatres with a seating capacity of less than 450 seats. (08-17-59; 11-20-67)
- (4) Small animal hospitals, and clinic; provided, that the following conditions are met:

Site Location: The use shall be located on premises which front only on a street officially classified as an arterial on the official thoroughfare plan.

Building Setback: The building in which the use is located shall be at least 50 feet distant from any residential district.

Building Openings: Any building or room within a building in which animals are housed on an overnight basis shall not have openings other than stationary windows and required fire exits.

Soundproofing: The Commission shall be satisfied that any building or room within a building in which the animals are housed on an overnight basis shall be adequately soundproofed to minimize problems of noise on adjoining properties.

Access to Building: Unless otherwise allowed by the Commission, the entrance to the building shall be located on the side which faces the arterial street.

- (c) Accessory Uses: Accessory uses and structures as permitted and regulated in the R-3 district and any other accessory uses and structures customarily accessory and incidental to of any the foregoing permitted B-1 uses shall be permitted in the B-1 zone.
- (d) Required Conditions:
  - (1) Business in enclosed buildings. All business, services, or processing shall be conducted wholly within a completely enclosed building, except for the sale of automotive fuel, lubricants and fluids at service stations, and such outdoor display or storage of vehicles, materials and equipment as hereinbefore specifically authorized or as may be authorized by the commission, including drive-in restaurant services.
  - (2) Production for sale at retail. All products produced on the premises, whether primary or incidental, shall be sold at retail primarily on the premises where produced.
  - (3) Use must be nonobjectionable. Processes and equipment employed in goods processed or sold shall be limited to those which are not objectionable by reason of odor, dust, smoke, cinders, gas fumes, noise, vibration, refuse matter or water carried waste.
  - (4) New merchandise. Goods for sale shall consist primarily of new merchandise.
- (e) Height Regulations. No principal structure shall exceed 2-1/2 stories or 30 feet in height. No accessory structure shall exceed one story or 15 feet in height, except as provided in Section

43.21.

(f) Lot Area, Frontage and Yard Requirements. The following minimum requirements shall be observed, except as provided in Section 43.53(f) and (g):

(1) Commercial uses.

Lot area - none.

Frontage - none.

Front yard depth - 25 feet.

Side yard width - none, except when a side lot line coincides with a residential district line, then not less than required for one-family dwellings in the adjoining residential district.

Rear yard depth - 10 feet, except when a rear lot line coincides with a residential district line, then not less than required for one-family dwellings in the adjoining residential district.

(2) Residential Uses. Same as required for the least restrictive residential district adjoining the B-1 district.

Ord. No. 2333 04/19/76  
Ord. No. 2507 10/01/79  
Ord. No. 3115 01/21/92  
Ord. No. 3194 12/20/93  
Ord. No. 3759 01/07/08  
Ord. No. 3786 03/02/09  
Ord. No. 3981 11/17/14

## **PLANNING COMMISSION**

**AGENDA ITEM: 5. Discussion – Levee Park Connector Bicycle Routes**

**PREPARED BY: Carlos Espinosa**

**DATE: May 23, 2016**

Commissioners, please see attached for a summary of a proposed bike route project. Staff's intent is to discuss the item, and following input from Commissioners, forward it to the City Council.

Attachments

## Levee Park Connector Bicycle Routes: Johnson Street and Walnut Street

### Summary

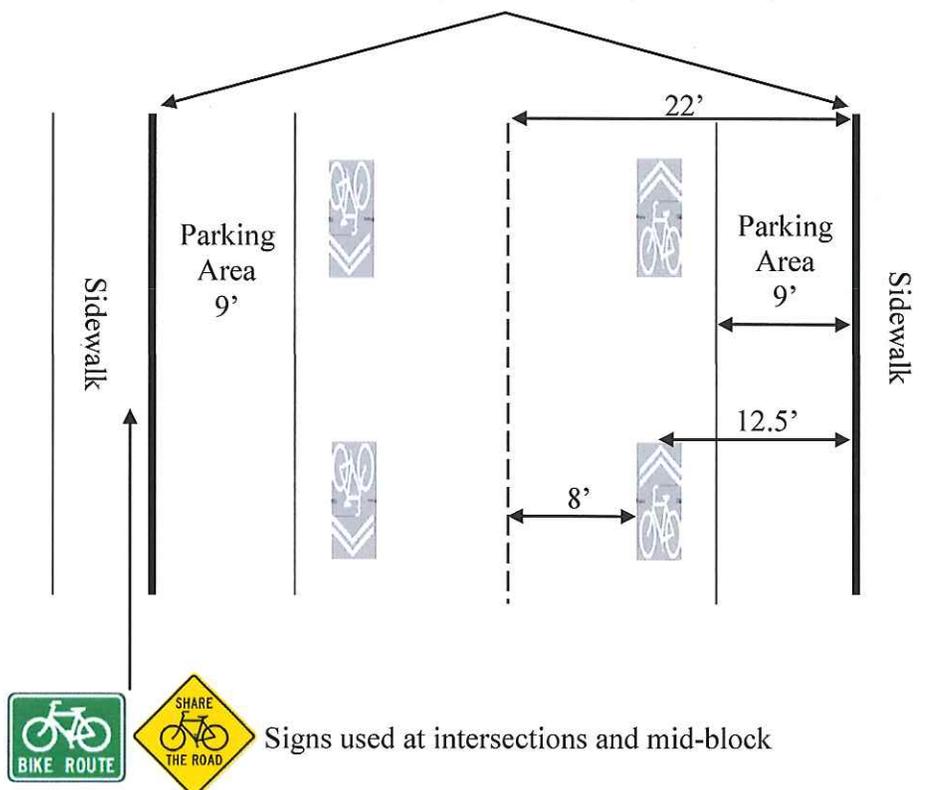
The Levee Park Connector Bicycle Routes are proposed to connect Levee Park with Somsen Hall and the Fifth Street Bike Route via Johnson and Walnut Streets. The proposed routes are identified in the Comprehensive Plan, connect Levee Park to downtown and Winona State University, and increase safety for pedestrians, bicyclists, and drivers.

The limited width of both Johnson Street and Walnut Street prevents bicycle lanes. As a result, sharrows are proposed for the routes. The sharrows would be painted on the streets, and there would be two markings per block – similar to the Wabasha Street Bike Route. Sharrows have been proven to:

- 1) Increase the distance between cyclists and parked cars
- 2) Increase the distance between motorists and cyclists
- 3) Reduce the number of cyclists on sidewalk
- 4) Reduce the number of cyclists riding the wrong way on the road

Signage would also be used to demarcate the routes. A sample layout is shown below, and a map is provided on the opposite side:

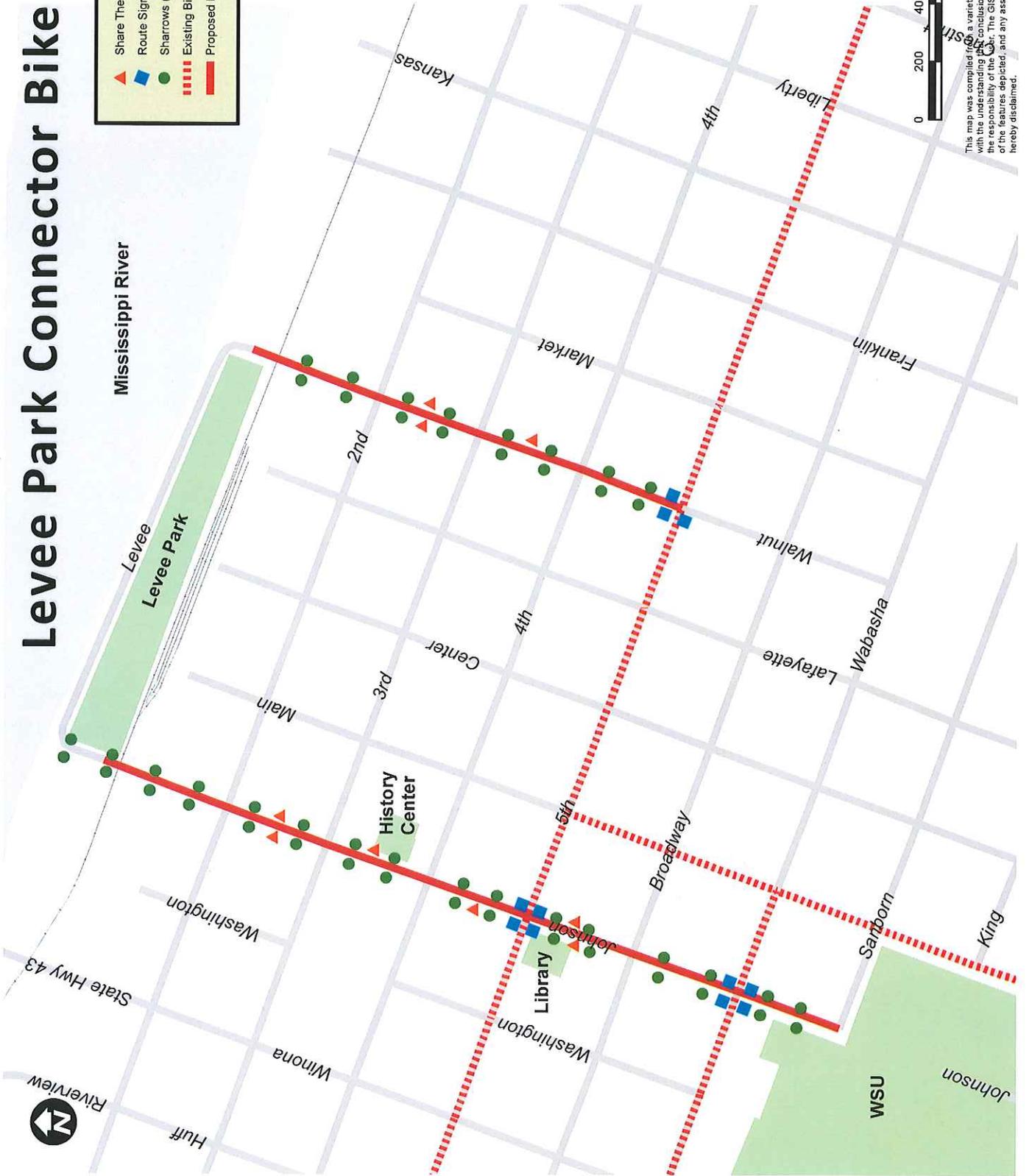
Johnson and Walnut Roadway Width = 44' (40' South of Fourth Street)



# Levee Park Connector Bike Routes

March 2016

	Share The Road Signs (9)
	Route Signs (11)
	Sharrows (48)
	Existing Bike Route
	Proposed Bike Route



This map was compiled from a variety of sources. This information is provided with the understanding that conclusions drawn from such information are solely the responsibility of the user. The GIS data is not a legal representation of any of the features depicted, and any assumption of the legal status of this map is hereby disclaimed.