



CITY HALL

207 Lafayette Street
P.O. Box 378
Winona, MN 55987-0378
FAX: 507/457-8212

November 10, 2016

Planning Commissioners
Winona, Minnesota 55987

Dear Commissioner:

The next meeting of the Planning Commission will be a joint meeting with City Council and held on **Monday, November 14, 2016, at 4:15 p.m. in the Council Chambers** of the Winona City Hall.

1. **Call to Order**
2. **Approval of Minutes – October 10, 2016**
3. **Public Hearing – Comprehensive Plan Amendment Request: Traditional Neighborhood to Downtown Fringe**
4. **Other Business**
5. **Future Action Items**
6. **Adjournment**

Sincerely,

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

Carlos Espinosa
City Planner

PLANNING COMMISSION MINUTES

DATE: October 10, 2016

TIME: 4:30 p.m.

PRESENT: Chairperson Hahn, Commissioners Boettcher, Shortridge, Ballard, L. Olson and Paddock

ABSENT: Commissioners Porter, M. Olson, and Buelow

STAFF PRESENT: City Planner Carlos Espinosa and City Planner Mark Moeller

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

Approval of Minutes – September 26, 2016

Minutes from the Commission's meeting of September 26, 2016 were reviewed, and upon motion by Commissioner Paddock and seconded, were unanimously approved as submitted.

Report of Nominating Committee

Chairman Hahn noted that during the Commission's last meeting, Commissioners M. Olson and Buelow had been appointed to serve on a Nominating Committee to present a slate of officers for the coming year. Mark Moeller, City Planner, stated that although that neither were in attendance this afternoon, he had received an email from Commissioner M. Olson in which it was recommended that Ed Hahn be nominated to serve as Chair and Commissioner Buelow as Vice Chair for the coming year.

Following brief discussion, it was moved by Commissioner Shortridge, and seconded by Commissioner Boettcher, to accept nominations as presented by the Nominating Committee. Upon discussion, it was noted that both nominees had expressed an interest in serving another term in officer positions. When the question was called, the vote of the Commission was unanimous to approve the motion.

UDC Calendar

Carlos Espinosa, City Planner, explained that the intent of this item was simply to provide a general overview of major actions, and timing, pertaining to completion of the Unified Development Code. Given this schedule, a Joint Planning Commission/City Council Meeting will be held on October 24th at 4:30 p.m. The meeting will be facilitated by representatives of the Hoisington Koegler Group who will generally provide an overview of the draft Unified Development Code. Mr. Espinosa stated that the first draft of the document will be distributed to the Commission this afternoon, and to Council within the next couple of days.

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Following the joint meeting, additional updates will be made to the document. Following that, the plan was to make it available for a public open house, tentatively scheduled for November 17th, 4:30 – 7:00 p.m.

Following the open house and through approximately the middle of February, staff and the consultant would continue to firm up and finalize the UDC document, zoning map revisions, etc. With this, it was anticipated that the first round of hearings related to adoption of the UDC document would be scheduled for March, 2017. At this point, zoning map amendments were scheduled for the April/May 2017 timeframe.

Mr. Moeller added that the open house of November 17th may be preceded by a series of meetings with those stakeholder groups that had provided initial input into the plan last spring. Should those occur, the Commission would be advised.

Given distribution of the initial UDC document, Mr. Espinosa requested that, should Commissioners see major red flags or omissions, concerns be brought to staff as soon as possible. Additionally, should Commissioners have ideas for topics to be discussed during the joint meeting, he asked that staff also be advised of those ideas by October 18th.

In response to a question from Commissioner Boettcher, Mr. Espinosa stated that any needed grandfathering activity, resulting from adoption of the revised code, would be driven by State law.

Commissioner Shortridge stated that he had received a couple of inquiries from citizens asking how adoption of the Code might impact their property. Mr. Espinosa stated that although the Unified Development Code document will serve to consolidate zoning, subdivision, site plan, and shoreland ordinances into a single code section, the majority of current language will be unaffected by the action. As previously noted, outside of proposed significant changes to the central business district area, staff feels that current regulations are appropriate and do not require significant change.

Commissioner Paddock stated that he had attended a Chamber of Commerce Eggs & Issues session during which Mr. Espinosa had provided an overview of the UDC project. He stated that that presentation was well done while comments from the Chamber's president (Della Schmidt) provided assurances to supporting efforts that would lead to a better downtown.

Other Business

At this point, copies of the UDC were distributed to the Commission. Commissioner Paddock asked how the Commission would be reaching out to citizens to receive various forms of input to the document. Mr. Espinosa replied that outside of the upcoming public open house, which would be well publicized, and stakeholder meetings, he would be more than willing to provide the presentation he had made to the Chamber to other citizen's groups if desired.

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Commissioner Shortridge stated that the Heritage Preservation Commission may be interested in such a presentation.

In response to a question from Chairman Hahn, Mr. Espinosa stated that the same set of stakeholder groups, who had been involved in providing initial input into the process last spring, would be invited to participate in the UDC review process.

Adjournment

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

Mark Moeller
City Planner

PLANNING COMMISSION

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

PREPARED BY: Carlos Espinosa

DATE: November 14, 2016

INTRODUCTION

This request for a Comprehensive Plan amendment is standalone; it is not accompanied by a rezoning request. The YMCA is the sole petitioner. Additional information from the petitioner about the request is provided in Attachment A. This information was submitted with the application for the amendment.

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: Winona Family YMCA

Property Owner: Winona Family YMCA

Location: 207 Winona Street

Area: Approximately 1.75 acres

Existing Land Use Designation: Traditional Neighborhood

Requested Designation: Downtown Fringe

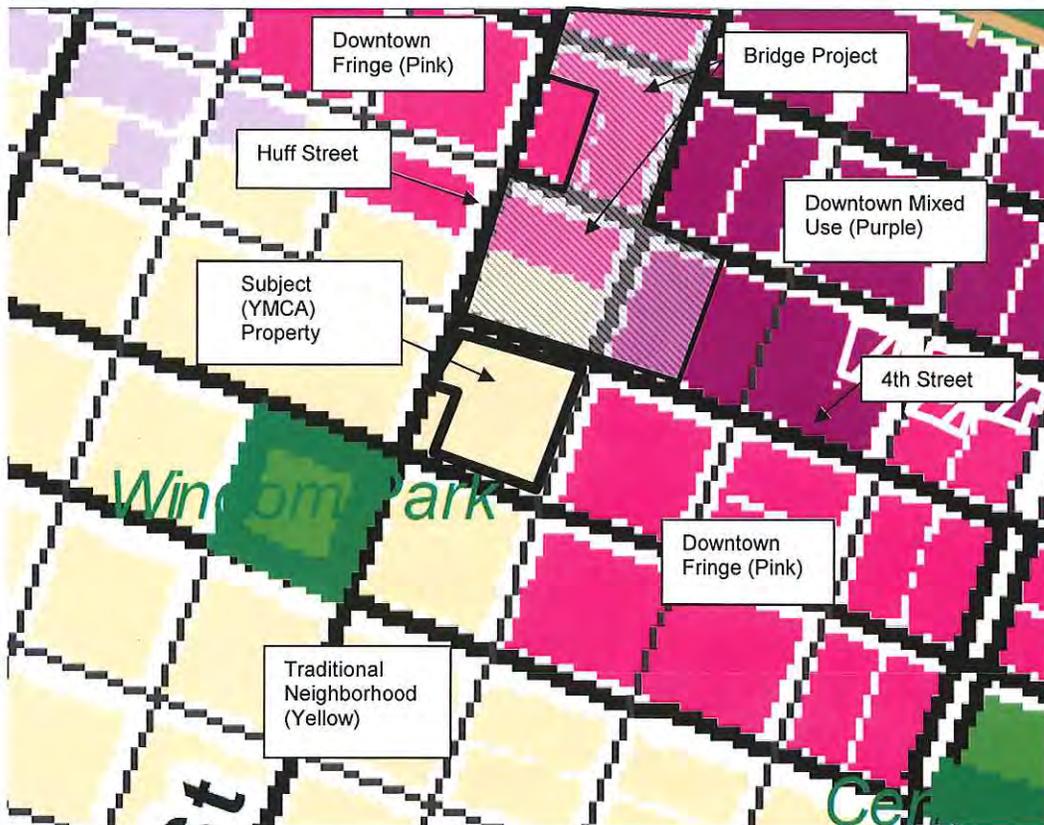
Surrounding Land Use Designations:

North: Traditional Neighborhood (Interstate Bridge Project)

South: Traditional Neighborhood, Residential Properties

East: Downtown Fringe, Residential Properties

West: Traditional Neighborhood, Huff-Lamberton Mansion



CURRENT REQUEST

From staff's perspective, there have been three significant changes since this request was presented in May of this year:

1. The YMCA is the sole petitioner.

In May, the petitioner was Kwik Trip Inc. Kwik Trip, nor any party other than the YMCA is represented in this request.

2. The petition is not accompanied by a rezoning request.

In May, the amendment petition was accompanied by a rezoning request. Approval of both a Comprehensive Plan amendment *and* a rezoning request is required for mixed use, commercial, or multi-family (more than 4 units per building) residential development on the YMCA parcel. As a result, if this Comprehensive Plan amendment petition is approved, the parcel will still have to be rezoned through a separate rezoning process.

3. The Planning Commission has completed significant work on the Development Code Update.

In May, the Commission had just been introduced to draft boundaries and uses for the new downtown zoning districts (Mixed Use Downtown Core and Mixed Use Downtown Fringe). Since that time, additional consideration has been given to the boundaries of these districts and appropriate uses for each. As it currently stands, the YMCA property at 207 Winona Street is included in the Mixed Use Downtown Core (MU-DC) district.

This MU-DC district would prohibit the construction of new gas stations. Staff's projection for rezoning the YMCA parcel to this zoning district is June 2017. On next page is a map of the proposed MU-DC boundary related to the YMCA and surrounding properties. The Downtown Fringe land use designation is shown in pink. The boundary of the Mixed Use Downtown Core (MU-DC) is demarcated by the red line. The YMCA property is shown in yellow which represents the Traditional Neighborhood land use designation.

PLANNING COMMISSION

3. PUBLIC HEARING – COMP PLAN AMENDMENT REQUEST: TRADITIONAL NEIGHBORHOOD TO

DOWNTOWN FRINGE

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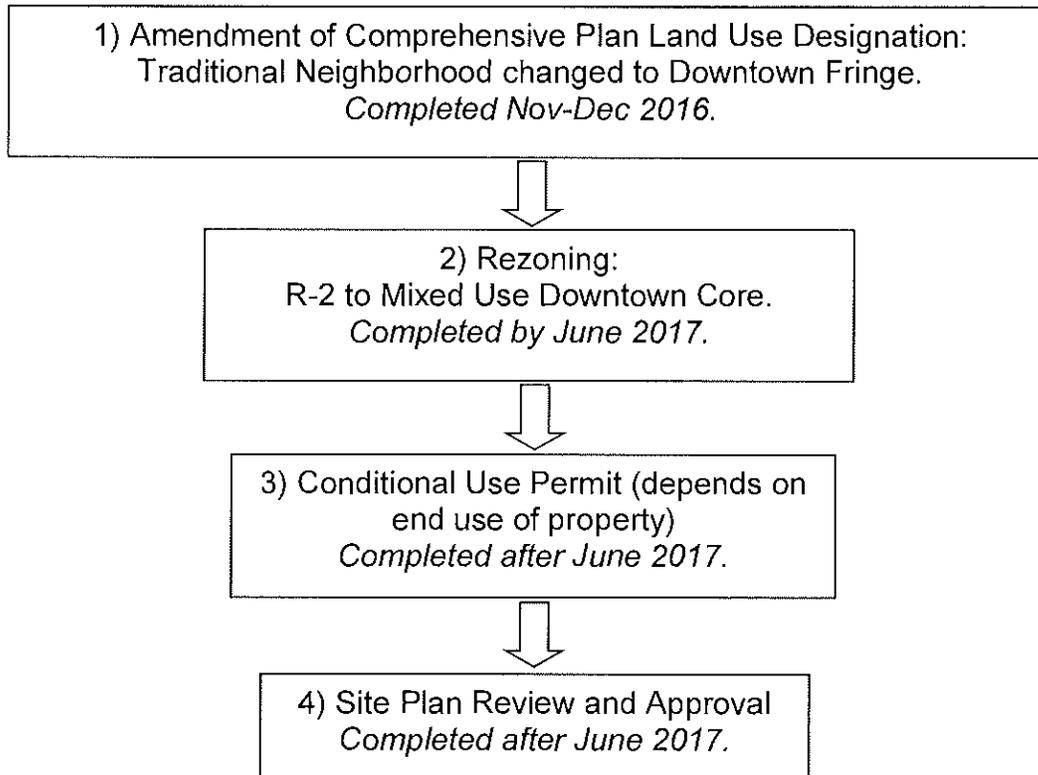


The petition for rezoning the YMCA parcel to MU-DC as part of the Development Code Update (as well as all of the other properties in the two new downtown zoning districts) will need to originate from the Planning Commission and be approved by the City Council. In order to be rezoned to MU-DC, the land use designation for the YMCA property needs to be changed first. If initiated as part of the Development Code Update process, this would likely occur in early spring 2017. However, as reflected by this request, the YMCA desires to change the designation ahead of that schedule. According to the letter provided in Attachment A:

We recognize the entities of the City of Winona tasked with governing planning and development work are currently involved in a process to update zoning to reflect the noted changes. In order for the YMCA to effectively market its property to a wide variety of potential end users, we are pursuing a change prior to the culmination of that work [the Development Code Update].

DEVELOPMENT APPROVAL PROCESS

The steps involved in development of the YMCA property for mixed use, commercial, or multi-family residential units include:



Each step represents a separate approval process required before a building permit is pulled. In accordance, review of this request is just the first step in future development of the YMCA property.

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.**

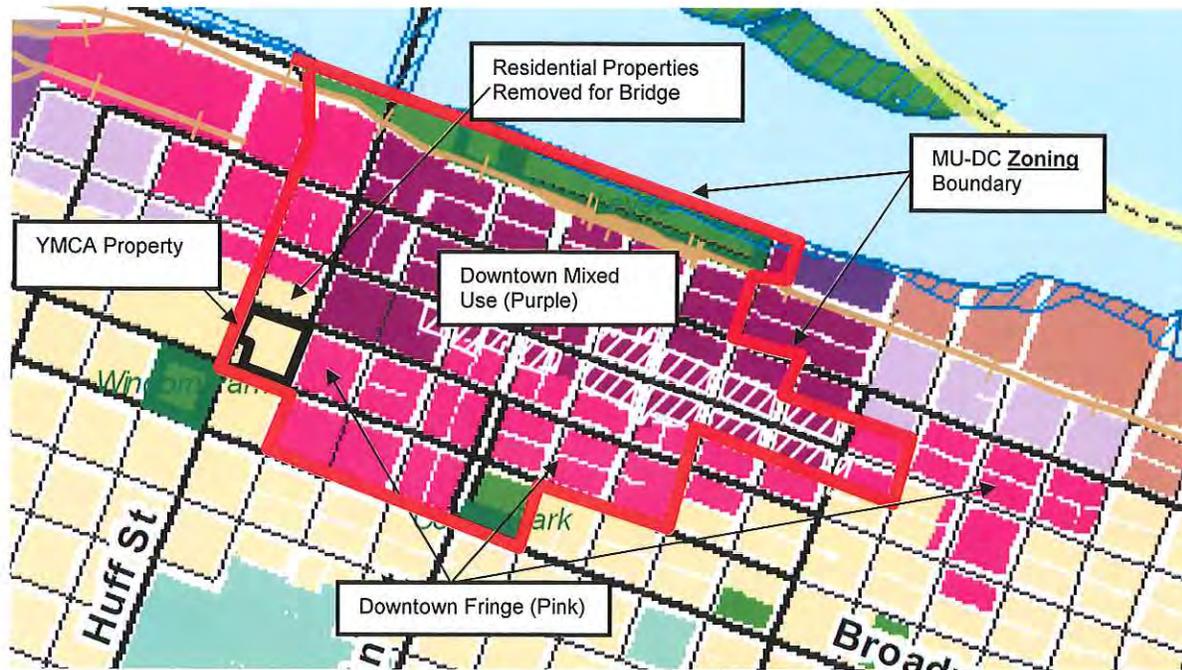
Land Use Section

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:

DF - Downtown Fringe	
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">• Medium densities; mixed-use buildings are encouraged• Pedestrian-oriented design• Redevelopment opportunities• Appropriate transitions to adjacent neighborhoods

As applied, this classification acts as a lower intensity, mixed-use, transitional land use designation between the downtown core and adjacent residential areas. In the Development Code Update, this classification is represented in the Downtown Mixed Use Downtown Core (MU-DC) zoning district by reduced building heights in proximity to a residential zoning district. Within 150 feet of a residential zoning district, the maximum building height drops from 75 feet to 40 feet – thus creating an area with a similar mix of uses as the downtown core, but at a lower intensity.

The Downtown Fringe designation is shown in the Comprehensive Plan on the west, east, and south sides of the downtown core. The map on the following page shows this designation in pink. The boundary of the Mixed Use Downtown Core (MU-DC) is demarcated by the red line.



The YMCA 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:

Traditional Neighborhood (Medium Density)	
<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 5th 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 neighborhoods.

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, updated zoning regulations and design *standards* are being created through the Development Code Update. These new regulations will be applied at subsequent steps in the development process (i.e. during rezoning, site plan, and potentially Conditional Use Permit review) to help mitigate potential conflicts with neighboring properties.

Historic Preservation Section

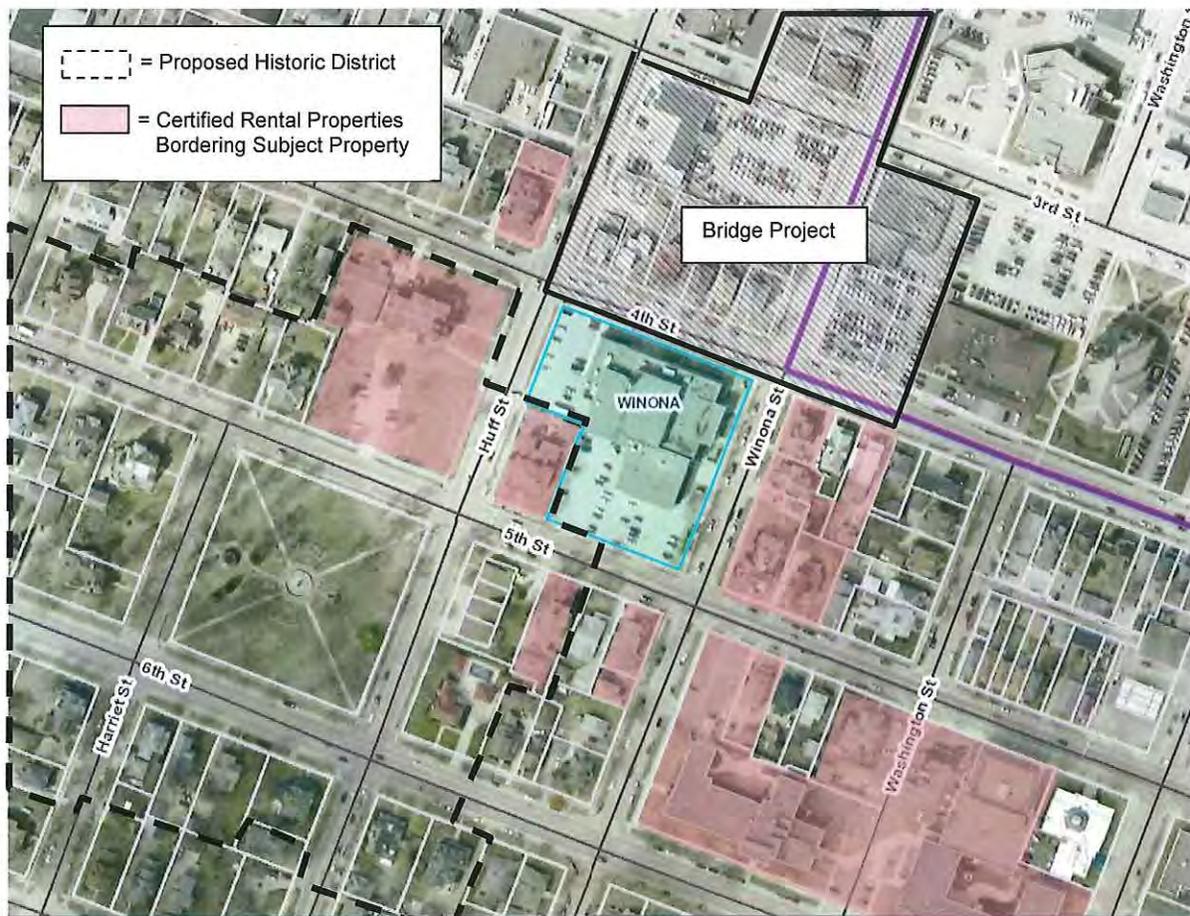
The Comprehensive Plan also discusses preserving the city's unique character in the Historic Preservation Section. Specific objectives are the following:

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 included in a proposed Windom Park local historic district (see Attachment B for the full extent of the district). As noted above, both new zoning regulations and design standards from the Development Code Update will apply to infill construction which occurs on the YMCA property. These regulations will help ensure that construction is appropriate to neighborhood context and aesthetics.

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In regard to number two, a historic evaluation of the YMCA 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. Images which show this change have been submitted by the applicant and are included in Attachment A.

• 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 YMCA 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 YMCA 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 YMCA 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 YMCA 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 Mixed Use Downtown Core (MU-DC) under the current draft of the Development Code Update. The introduction of the new district does have the potential to impact the health, safety, and welfare of surrounding properties.

However, impacts will be minimized (for example) by the type of uses allowed in the new district, new zoning standards related to specific uses, design standards for new construction, and new screening requirements for parking areas.

Potential impacts are particularly evident for the adjoining property at 276 West 5th Street. This property is a four-unit residential property rental certified for 20 unrelated people or 45 related people. Restrictions related to setbacks, 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 the YMCA property.

GENERAL PUBLIC CORRESPONDANCE

Staff has received correspondence from the public questioning the timing of the request related to the Development Code Update. Rationale for the timing is provided by the applicant in Attachment A.

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.

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

Following Commission action, this item will be forwarded to the City Council unless it is withdrawn by the applicant.

ATTACHMENTS

- A) Letter from Applicant
- B) Windom Park Historic District
- C) Mn/DOT Historic Evaluation for 207 Winona Street
- D) Bridge Project Area Redevelopment Plan



A

Community Development
City of Winona
P.O. Box 378
Winona, MN 55987

October 13, 2016

Greetings,

Please accept the included Comprehensive Plan change application. I have additionally provided a brief narrative, and attachment to substantiate and clarify our request. These materials are available digitally upon request.

Any questions, concerns or requests should be made directly to me via email or phone.

Thank you,

Derek Madsen
CEO
Winona Family YMCA
dmadsen@winonaymca.org
507-454-1520

Winona Family YMCA Comprehensive Plan Change Request Narrative

The Winona Family YMCA is supplying this narrative to provide additional background and context to the request for a Comprehensive Plan change for our property at 207 Winona St. Any questions regarding this information can be directed to Derek Madsen, CEO at 507-454-1520 or dmadsen@winonaymca.org.

Background

The Winona Family YMCA has been a community based nonprofit in our community since 1886. This important organization has served generations of Winonans in pursuing wellbeing and leading healthier, more socially engaged lives. At its inception, the YMCA functioned largely as a social club for men and boys, focused on Christian principles and programs that improved a healthy spirit, mind and body. While honoring this tradition, the YMCA in Winona has continued to expand its services to meet the needs of an ever greater number of individuals. Today, the YMCA serves over 4,000 members, and more than 1,700 participants and their families.

Over the 130 year history of the Y in Winona, the organization has had multiple locations and facilities. The current facility, located at 207 Winona St, was opened in 1951 after the loss of the previous downtown facility to a catastrophic fire. The original structure has been augmented and added onto multiple times over the past 65 years.

When the Y sought a location to relocate following the destruction of the previous facility, leaders were able to acquire property at 207 Winona St. The structures at the time were homes, and thus the area had been residential. At the time, the Interstate Bridge was not yet a decade old, and this area of the community was changing to be the artery of travel across the Mississippi. As time has progressed both the YMCA and this area of the community have continued to change.

The advent of the project to construct a new span and rehabilitate the existing span of that bridge has had significant impact on the YMCA, our neighbors and the use of properties in this area of the community. Prior to the project and redesign of the intersections that surround our block between 4th and 5th Streets, and Winona and Huff Streets, the YMCA enjoyed access to ample on street parking. This is no longer present as the traffic flows have increased and will continue to do so, and as a result the usage must be changed. Further, when we used to look out our windows across 4th street we could see homes, and now there are none.

During construction the Y has been significantly impacted regarding traffic flow and access to our facility. While we have long planned a move from our downtown location, this process has clearly demonstrated the need to do so expediently. The YMCA currently lacks sufficient parking, on or off street. This leads to decreased accessibility for those we serve. This will continue to be the case after the culmination of the bridge project, and so any end user located on our property following our departure must consider the significant changes that have come about as a component of the bridge project and decades long change in this area of our community.

In seeking to sell our property and credit the proceeds of its value to the pursuit of a new facility, the YMCA must deal with the existing designations and zoning considerations. When the property was purchased from the residents to construct a new facility, comprehensive plans and zoning codes did not

exist. Thus, as the Y continued to operate it was lumped into the surrounding neighborhoods in context of their classification. We know that these neighborhoods have continued to change, due to both the prior referenced bridge project and trends such as the decentralization of college student housing. The time has come for the designations planners use to identify the proper use of this property to change as well.

Request

We recognize the entities of the City of Winona tasked with governing planning and development work are currently involved in a process to update zoning to reflect the noted changes. In order for the YMCA to effectively market its property to a wide variety of potential end users, we are pursuing a change prior to the culmination of that work. We are also requesting that these changes be considered and carried forward as the planning commission, council and staff finalize that important work.

The request of the YMCA is to transition the Comprehensive Plan Designation from Traditional Neighborhood to Downtown Fringe.

The current designation of Traditional Neighborhood does not reflect the activities of the YMCA as it operates today, and has for decades. Continued growth of the YMCA facility to accommodate for increased demand and growth in membership has created a use of the property that imitates a significant commercial enterprise. While we are a nonprofit, the use and access to our property very closely mirrors many similar types of businesses that populate both the downtown area and many of our commercial areas throughout the community. Those who travel to our YMCA for programs and services are often forced to park well into the surrounding neighborhoods and access the YMCA by foot. As a result, the mismatch of our business to the size of our site and its proximity to neighborhoods is having a current and direct impact.

We feel that when considering the definitions of use within the comprehensive plan, the changing traffic and nature of use relative the bridge project, and the increased student housing density on the Huff, Winona and 5th street sides of our property, it is clear that the transition of the YMCA from a designation of Traditional Neighborhood to Downtown Fringe meets the goals of the Comprehensive Plan.

Implications

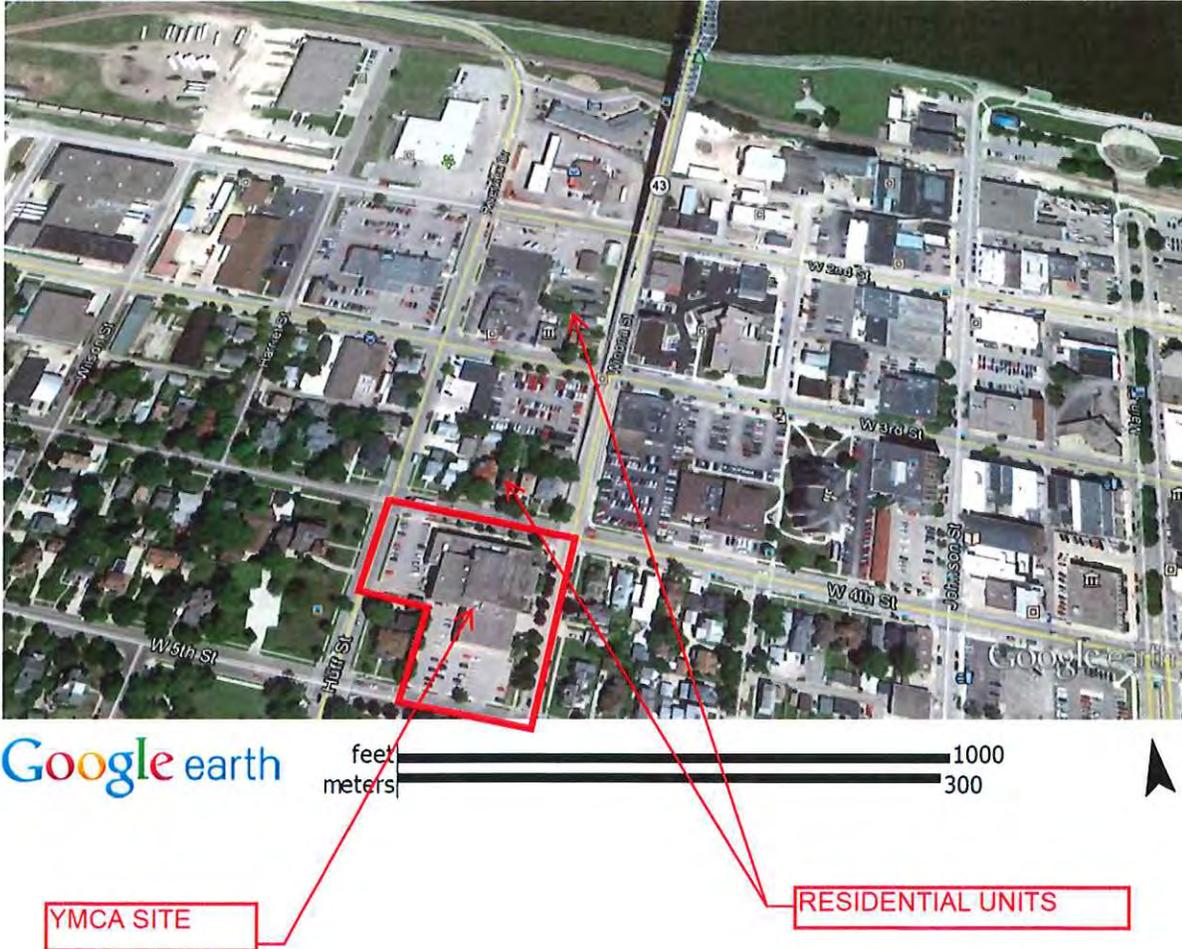
As a property owner and organization long committed to benefitting the Winona Community, the YMCA seeks objective consideration of this request. The process of relocating to a new facility requires the sale of our current property and facility assets. This is for two purposes. First, the effective transference of ownership for appropriate redevelopment. This allows for a best possible outcome for the community. By ensuring an adequately resourced buyer can take ownership and be supported in redevelopment we will prevent an eyesore at an important location in our community. Second, the YMCA must be able to realize financial proceeds of a sale to cover new facility project costs. While we have had success in fundraising, the proceeds from this sale will help ensure we can build a facility that meets community need. Not being able to generate proceeds from this sale will have a negative impact on the scope of what we can build.

The previous discussion about end users related to our request to reclassify the property had a direct negative impact on the YMCA's capital campaign and building project. As we seek a new buyer it is imperative that the City support the reclassification of the property to allow for a relevant range of

redevelopment opportunities. If this request is denied, the YMCA will only be marketable as a residential property. That scale of redevelopment opportunity is not financially viable given the significant rehabilitation and/or demolition costs associated with ownership. By recognizing the changes to the community surrounding our property and the necessity of reclassification, the City will directly support this important project and its impact in the lives of thousands of residents.

Attachment A (four pages)

2011 Aerial View indicating YMCA site, interstate bridge, and previously existing residential units.



2015 Aerial View indicating the demolition of previously existing residential units.



2012 – Intersection of 4th Street and Winona Street looking West



2016 – Intersection of 4th Street and Winona Street looking West



2012 – Intersection of 4th Street and Huff Street looking towards the Interstate Bridge



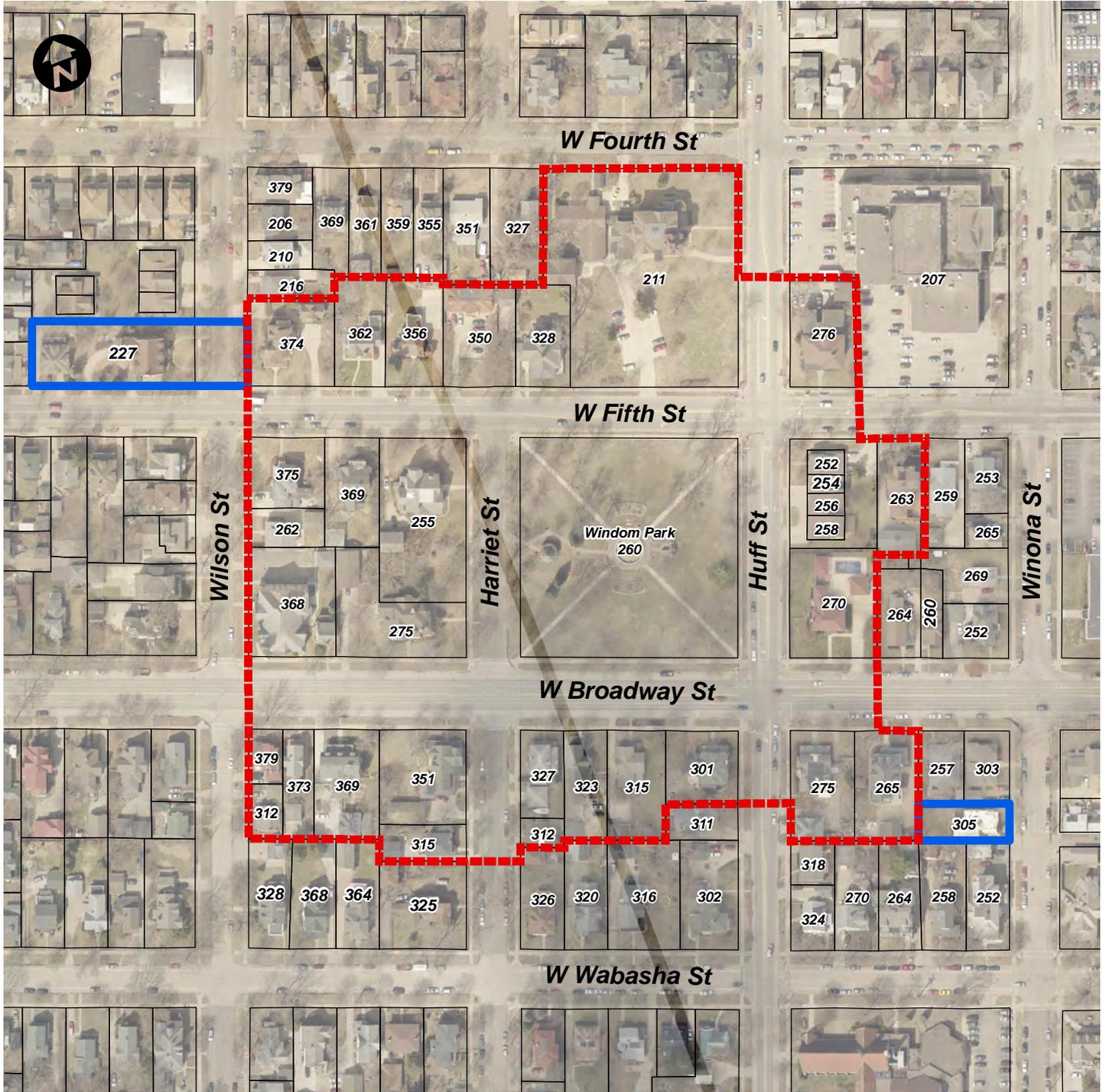
2016 – Intersection of 4th Street and Winona Street looking towards the Interstate Bridge



Windom Park Local Historic District ^B

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 Bcef 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. Kinuey, 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. Mucs, 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.

In 1948, Matthew Norton Clapp, president of Laird, Norton Company, offered the site of his grandfather Matthew G. Norton’s former residence, which had been an extraordinary building with an elaborate carriage house. The property was situated on the block bound by Winona, W. 4th, Huff and W. 5th streets and was prized for its location “at the foot of the Mississippi River bridge” (WRH 22 June 1948). Chicago architect Bertram A. Weber designed a \$750,000 Moderne Style building. H. B. Kilstoft was the contractor (WRH 8 April 1953). The building campaign raised more than \$550,000 in contributions (WDN 19 Nov. 1955). Mrs. George R. Little (Edith McBurnie) and Mrs. H. B. Bumpus (Helen McBurnie) donated funds for the men’s lounge in honor of their father, Rodolph McBurnie (WRH 18 Sept. 1951). The new building also offered a pool, handball courts, banquet kitchen and a gym.

Between 1951 and 1968 YMCA membership increased from 711 members to 2,228 and building expansion was planned (WDN 14 Sept. 1969). The two-story addition was designed by Winona architects, Eckert & Carlson, and completed by the Keller Construction Company at a cost of \$450,000 (WDN 14 Sept 1969). The brick addition at the rear (west) elevation measured 108 feet by 48 feet and housed the men’s health club, three handball courts, a second gym, wrestling room, Teen Center and women’s lounge. John Tearse, YMCA president from 1944 to 1954, donated \$46,000 for an exercise room (WRH 14 Sept. 1969). In 1968, when women comprised 40 percent of the membership, the organization changed its name to Winona Family YMCA (WDN 16 March 1986).

The third addition at the west was completed in 1993. The two-story brick structure was designed by Winona architect, James Carlson with the Schwab Company of Winona as general contractor. The original pool was demolished and a new one completed, well as six bowling lanes, training center and a multi-purpose gym (WDN 7 Feb. 1991).

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.

The first host of YMCA negotiations, Rodolph McBurnie (1851-1900), was married to James Laird Norton's (1825-1904) daughter, Isabella (1859-1945) and worked at Laird, Norton Company. In 1951, McBurnie's daughters donated funds for the men's lounge at the YMCA building in honor of their father.

William Hayes of the Hayes Lumber Company, later a subsidiary of the Laird, Norton Company, was the first president of the YMCA and Charles Horton (1836-1913), owner of the Empire Lumber Company, was the first vice-president. In 1930, Ward Lucas (1893-1961), grandson of a Hayes-Lucas Lumber Company founder, sat on the board. In 1959, Addison B. Youmans (1902-1969), a grandson of Addison B. Youmans who founded Youmans Lumber Company, joined the board (WRH 30 Dec. 1930, WDN 4 March 1960).

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)

