



## COMMUNITY DEVELOPMENT

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May 11, 2022

### MEMO

**To:** City of Winona City Council  
**From:** City of Winona Heritage Preservation Commission  
**Subject:** Heritage Preservation Commission Goals, Objectives, Budget for 2023

City Council Members,

As part of the Heritage Preservation Commission's requirements under City Code 22.27(i), the HPC shall submit its goals, objectives, and a tentative budget for the upcoming year. At the direction of the Commission, this document lays out ongoing work being conducted by the Commission as well as upcoming work that will be facilitated by the 2023 budget request, and other preservation work priorities and goals.

### Ongoing Preservation Work

#### *National Register of Historic Places Nomination*

#### *Lake Park Bandshell*

As the Winona Bandshell nears its 100<sup>th</sup> anniversary, the City of Winona may consider improvements to the bandshell that could be best facilitated with grants from the Minnesota Historical Society. Recognized as a priority by the HPC for preservation and in light of the aforementioned improvements, in 2021 the Winona HPC applied for and received a grant to evaluate the Lake Park Bandshell for eligibility to the National Register of Historic Places. The bandshell was determined eligible in Fall 2021. The Winona City Council approved application for the Minnesota Historical Society Legacy Grant to provide funding for the nomination of the Lake Park Bandshell in Fall 2021 for 2022. The grant application is under review with the work anticipated to commence in Summer 2022 to meet the fall review state by the State Review Board.

Total Cost:	\$6,000
Grant Used:	Minnesota Historical Society Legacy Grant
City Share:	\$2,000 (2022)

#### *Financial Incentives Education & Outreach Plan*

The Winona HPC, with approval from the City Council, submitted an application for a Certified Local Government (CLG) Grant to address Demolition by Neglect through an historic financial incentives education and outreach plan development. The grant was awarded in 2021 and the City entered into contract with New History and Rethos to provide the documentation. The

project is currently in Stage II with initial draft documentation under review by the Winona Heritage Preservation Commission and the Minnesota State Historic Preservation Office.

Cost:	\$14,000
Grant Used:	Certified Local Government Grant
City Share:	\$4,000 (encumbered 2021 funds)

### **Upcoming Preservation Work (budget year 2023)**

Attached is the priority list for properties to begin nomination processes as approved and developed by the Winona HPC in February of each year. The individual projects on the list will be reviewed and approved by City Council and the Winona HPC prior to applications for grants. The attached list includes the following priorities that should be pursued in 2023 to meet programmatic goals of the City of Winona and capitalize on past survey work.

The Winona HPC has members working closely with City Staff on the Comprehensive Plan Update and understands that demands on staff time have increased due to that project. In light of that, the Winona HPC is requesting budgeted funds for one project in 2023, which is a continuation of work completed in 2021.

#### *Residential Historic District Design Guidelines*

With the inclusion of the Windom Park Residential Historic District on the National Register of Historic Places in Fall 2021, the Winona HPC feels it is important to develop residential-specific historic guidelines. Guidelines as adopted by the City of Winona provide for context-sensitive review standards by which Certificates of Appropriateness are granted for alterations to historic properties. Since first designating residential properties as local historic sites in the 1990s, the Winona HPC has largely operated under the guidance of the National Parks Service standards and preservation briefs. With an influx of additional residential properties that require review, the time to develop more site-specific and context sensitive guidelines has arrived. These guidelines are intended to provide complementary guidance to the 2007 Downtown Historic District Guidelines adopted by the City.

Expected Cost:	\$10,000
Expected Grant Use:	Minnesota Historical Society Legacy Grant
City Share:	\$2,000 (2023)

To facilitate the upcoming preservation work for the Winona HPC, the HPC is recommending a tentative budget request of **\$2,000** from the City to act as matching funds to leverage \$8,000 in grant funds from the Minnesota Historical Society.

### **Other Heritage Preservation Priorities**

#### *Historic Survey*

#### *Citywide Inventory*

As part of the requirements to remain a Certified Local Government (CLG) in good standing, the City of Winona is required to maintain updated historic survey documentation for the city. The last citywide inventory survey was conducted 30 years ago from 1991 to 1993. The CLG program has enabled the City to be eligible for funds to repair its own historic resources, most

prominently the Mason Temple and Theater, and has enabled the foundation work for nominations to the National Register of Historic Places, leading to significant reinvestment projects that have met programmatic needs of the city; among them: Madison Square, Central Square, 102 Walnut, Beck Building, and Latsch Building projects which were historic tax credit projects. Historic tax credit projects in Greater Minnesota generate approximately \$16 in local revenue for every \$1 in tax credits. Over the past two years, Winona has represented approximately 7% of historic tax credit projects in Minnesota and more projects continue to develop. Continuing to be an active CLG is integral to the reuse and economic benefit of historic properties in our community.

The City of Winona's historic resources have changed since the early 1990s and multiple properties have aged into the 50-year window that would allow for historic designation and contexts for those properties will need to be developed. To continue to work effectively and support the reinvestment in Winona's older neighborhoods and sites, the HPC will require an updated citywide inventory in the coming years. This project would fit in well following the completion of the Comprehensive Plan update currently underway. Certified Local Governments are required to maintain up-to-date survey work of their jurisdiction, which will require a timely request for funding. This project timeline and cost may be spread across multiple years and will require significant funding to accomplish. In consultation with Hess Roise, who conducted Winona's survey work in the early 1990s, preliminary steps and budget is prepared below:

Update Existing Historic Contexts:	\$35,200
Develop a new post-WWII Context:	\$45,200
Survey of post-WWII Buildings:	\$535,210
Resurvey of previously surveyed properties:	\$452,514
New survey of other pre-war resources:	\$1,262,670
TOTAL:	\$2,330,794

The Winona HPC feels that the above costs for the survey itself may prove to be cost prohibitive over a five to seven year period but they must be done for the City to maintain its CLG status in the coming decades. This project has remained on the HPC's budget memo as "Other Preservation Priorities" for the last half decade and will eventually need to be addressed. Grant funding may be sought for this project but there will be limited, highly competitive funds available to adequately address the work needed to be done. Due to the high cost of the of the project and limited available grant funds, the Winona HPC respectfully suggests that the inclusion of additional staff support in the Community Development Office to begin conducting this work in-house, either contracted or otherwise, may be beneficial and more cost effective and may better address other programmatic needs to facilitate economic reinvestment, housing and mixed-use redevelopment, and the preservation and promotion of Winona's historic resources. A following item that has been included under "other upcoming efforts" in past budgeting memos would help address the above project and programmatic goals.

#### *Staff Support*

#### *Creation of Preservation Planner Duties and Allocations of Responsibilities*

The Winona HPC supports the review of current City Staff duty and resource allocation and the potential development of a full-time preservation planner role and integration of preservation planning into ongoing planning positions. Winona has significant historic resources that are actively utilized and present the best opportunities for investment in the community. Devoting

more staff resources to administering the grant, tax credit, education, and administrative work involved with historic properties would be in the best interest of the City of Winona. This work would tie in well with or following the City of Winona Comprehensive Plan 2045 Update. The Commission recognizes that staffing is done administratively and that the needs would fall under the Community Development Department and it would be up to City administration to determine how such an allocation of human capital would fit. The Commission recognizes the ongoing needs of the City in other programmatic areas which can help be addressed with this role.

At this time, the City of Winona does not have a staff member qualified to conduct historic context studies, determine eligibility of historic sites and districts, and prepare nomination materials in accordance with the Secretary of the Interior's Professional Qualification Standards for historic contractors as outlined in the Federal Register of 9/29/83, page 44738. The Winona HPC again reiterates a desire to bring in a preservation planner role that will be able to better promote adaptive re-use of historic buildings and sites, promote economic development projects in Winona, and execute the responsibilities required of the City under its preservation enabling ordinance and its responsibilities as a CLG. The Winona HPC feels that this would be a considerable cost savings with the citywide inventory project and future preservation work for the city.

## **Other Upcoming Efforts**

### *Financial Support*

### *Historic properties development incentives*

The Winona HPC is seeking stronger collaboration and partnership with other funding organizations and existing programs to support historic property owners to improve their buildings. This would require collaboration with other City entities and possible outside funding organizations to develop a program that is more robust than the current façade improvement program or occasional grant. This work would be supported by the Downtown Strategic Plan's goals and by the Financial Incentives Outreach and Education Plan currently underway by the HPC.

On behalf of the Winona HPC,

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Assistant City Planner  
City of Winona