

# MEMORANDUM

---

**TO:** Winona CPU Steering Committee  
**FROM:** Jeff Miller and Rita Trapp, HKGi  
**DATE:** February 10, 2023  
**RE:** February 2023 Steering Committee Meeting Topics

---

## Community Input to Comprehensive Plan Goals, Objectives, and Strategies

The focus of the two upcoming Steering Committee meetings will be to review input to the draft comprehensive plan goals, objectives, and strategies received during the third phase of community engagement. This input has been reviewed and discussed by the city staff and project consultants. The February 16<sup>th</sup> meeting will include an overview of the themes identified from the community input, as well as a discussion of the potential changes to four of the comprehensive plan topics: Heritage Preservation, Accessible Government, Housing, and Land Use. Potential changes to the remaining topics will be discussed at the February 23<sup>rd</sup> meeting.

The third phase of engagement was focused on providing input on the Comprehensive Plan Interim Report. As Steering Committee members are aware, the Interim Report was intended to provide community members with the plan's draft vision, core values, and the goals, objectives, and strategies for each of the plan's 12 topics. It also included the proposed future land use designations and future land use map. The Interim Report was not a first draft of the Comprehensive Plan, but rather an opportunity to confirm the general direction identified by the first two phases of community engagement, the Steering Committee, and the 12 topic subcommittees.

Community members had the opportunity to provide input in a variety of ways during the third phase of engagement, which took place during December and January. The community engagement opportunities included seven open houses, an online goals survey, and an online Interim Report input tool. The Comprehensive Plan Update process has seen a high level of participation and the City's opportunities to provide input during the comprehensive planning process have been more extensive than in most communities. In the first two phases of engagement, more than 2,500 people participated. The City then recruited more than 100 volunteers to participate in 108 meetings to craft the draft goals, objectives, and strategies, which was the core of the Interim Report. It is estimated that more than 300 people provided input on the Interim Report's draft goals, objectives, and strategies.

As Steering Committee members are aware, the Interim Report is an extensive document. It was challenging to design community engagement opportunities that worked for all participants. The open houses and online surveys intentionally asked participants to provide general support by topic area rather than individual goals. Participants attending the open houses and responding to the online survey were then able to provide any comments they had about each of the 12 topics through sticky notes in-person or in open-ended comment response sections in the survey. People who wanted to comment specifically on the goals, objectives, and strategies were able to do so on the online Interim Report input

*Memorandum – 2045 Comprehensive Plan Update – February 10, 2023*

---

tool. Engage Winona had 216 people participate in the open houses that were held in December and January. The online goals survey, which was also available in paper format at City Hall, had 97 partially completed surveys and 52 complete surveys (a 35% completion percentage). All 149 respondents have their comments reflected in the documentation, regardless of whether they completed the survey in its entirety. The online Interim Report input tool had 249 comments submitted by 26 commenters.

Attached are the following:

1. Engage Winona's Phase 3 Engagement Report
2. Revised Goals/Objectives/Strategies for Heritage Preservation, Accessible Government, Housing, and Land Use



ENGAGEWINONA

# Interim Report of the Comprehensive Plan Update



Presented February 2023

---

## Introduction

---

All who live, work, and play in Winona were invited to give input on the Interim Report of the City of Winona Comprehensive Plan Update. The Interim Report is the result of more than a year of community engagement, with input from more than 2,500 community members.

The Comprehensive Plan Update is an overarching plan that sets specific, achievable goals that the city and community can work toward over the next 20 years. The Comprehensive Plan Update covers 12 topics, including land use, housing, economic development, transportation, downtown, and more.

The Comprehensive Plan Update project was led by a steering committee of 12 Winona residents appointed by Mayor Scott Sherman, along with city staff and consultants from HKGi and Engage Winona. In addition, more than 100 city residents participated in subcommittees to create the goals and strategies in the Interim Report.

---

# Activities and Approach

---

There were several ways to review and give input on the Interim Report. In partnership with the City of Winona and other community partners, Engage Winona hosted a series of community open houses in December and January. People could also read and comment on the Interim Report online and participate in an online survey. For those who preferred, printed copies of the report were available at City Hall in the Community Development department. We allowed for input from December 1st, 2022 to January 25th, 2023.

## Open Houses

Engage Winona hosted open houses at a variety of dates and times. Attendees were able to view posters with summaries of the plan's goals, and leave written comments. Attendees were welcome to come and go anytime during the open house hours.

We created seven open houses:

- Saturday, December 3: Maplewood Townhomes Community Center
- Tuesday, December 13: City Hall, City Council Chambers
- Wednesday, December 14: Hiawatha Valley Mental Health Center
- Thursday, December 15: Chamber of Commerce
- Saturday, December 17: Winona Farmers Market at East End Recreation

Center

- Wednesday, January 18: Winona Senior High School
- Tuesday, January 24: City Hall, City Council Chambers (Spanish and Hmong interpretation were available at this session.)

In total, 216 people showed up and participated in these open houses from all over the Winona community. We heard from business leaders, social workers, families, immigrants and refugees, older adults and teenagers, from folks across the socio-economic and racialized spectrum.

## Online Survey

An online survey was available from December 1 - January 25. Surveys were also available on paper at the Community Development Office of City Hall. For the online survey, 149 people answered at least a few of the survey questions, and 52 people completed the entire survey. This is a 35 percent completion rate. Engage Winona and the project team attempted to make this survey as accessible as possible by asking for people to rate and comment on each of the 12 topics, rather than on the individual goals of the topic, thus shortening the time it took for participants to finish answering the survey.

## Online Report Review

In addition, the full Interim Report was posted on the Comprehensive Plan Update webpage from

December 1 – January 25. The webpage allowed people to read the Interim Report online and provide comments to any of the draft goals, objectives, and strategies online. Approximately 250 comments were submitted from 28 people. The plan topics receiving the most comments on the webpage were:

- Land use & Development
- Housing & Neighborhoods
- Downtown & Riverfront
- Transportation
- Parks & Recreation
- Heritage Preservation
- Economic Development

In the open houses, online surveys, and online report comments, people enthusiastically shared their ideas, critiques, and visions for the goals of Winona’s future.

At the open houses, for each of the 12 topics, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the topic’s goals. They could choose between: strong support, some support, little support, or no support. We also asked, at the open houses, for each topic, for folks to use a sticky note to write comments and add their thoughts about each of the goals.

On the online survey, for each of the 12 topics, we asked folks to “rate how much you support the goal”. Again, they could choose between: strong support, some support, little support, or no support. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

In the sections below, we unpack public input on the Interim Draft of the Comprehensive Plan Update. This report focuses on the goals that received the most feedback, both the ways that people agreed with the goals and how they felt the goals could be improved.

There are some themes that were consistent throughout the comments: people want a greater focus on equity, especially in terms of race and socio-economic class; they are deeply concerned about preserving and highlighting Winona’s nature and natural resources; they need more housing options, especially in terms of affordable housing and the end to housing segregation; they need thriving neighborhoods with parks and green spaces, walkable sidewalks, and viable small businesses; they need a stronger public transportation system, and an economic climate and a quality of life that attracts newcomers to move to Winona, work here and raise their families here.

The topics which received the most amount of comments in the survey and in-person engagement, were: Land Use and Development (91 total comments; 31 in-person and survey comments and 60 online comments), Housing and Neighborhoods (81 total comments; 45 in-person and survey comments and 36 online comments), Transportation (74 total comments; 50 in-person and survey comments and 24 online comments), Downtown and Riverfront (61 total comments; 35 in-person and survey comments and 26 online comments), and Parks and Recreation (59 total comments; 39 in-person and survey comments and 20 online comments).

Most respondents expressed ‘Strong Support’ for eleven out of twelve of the topics. For heritage preservation more respondents chose ‘Some Support.’ Responses are unpacked in further detail in the section below.

---

## Heritage Preservation

---

### Heritage Preservation - Key Highlights

The Comprehensive Plan Update recommends the following:

- Utilizing heritage preservation to spur economic development.
- Enhancing clarity for heritage preservation rules and regulations.
- Enhanced communication about the importance of historic preservation.

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

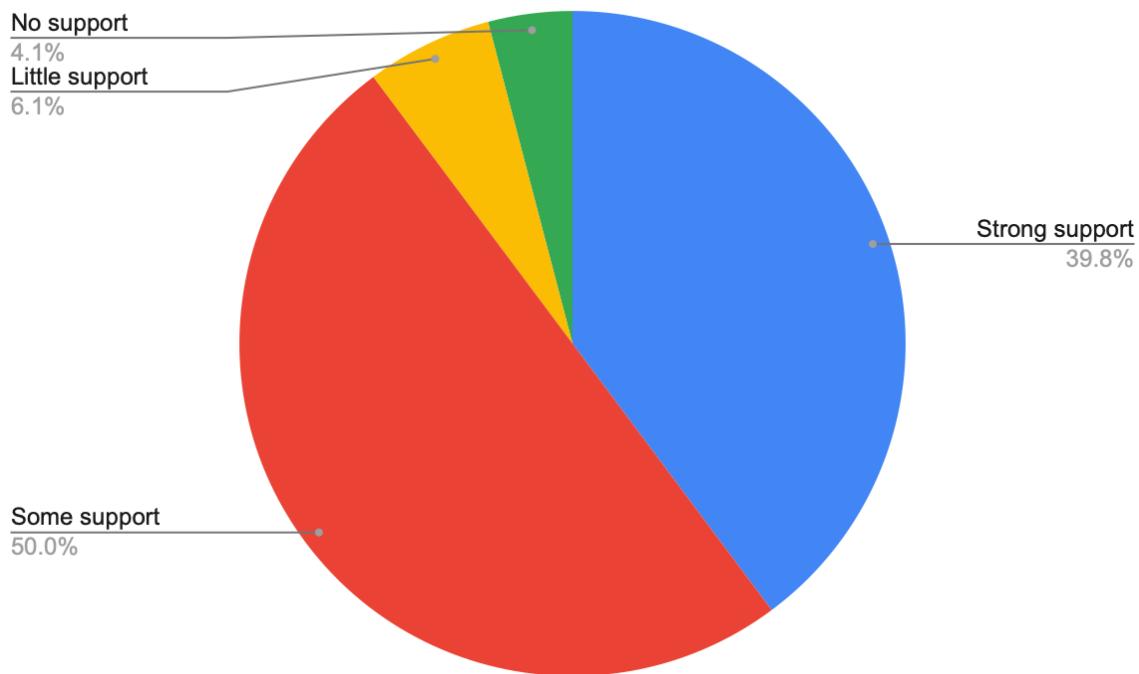
### Respondents chose between the following

Strong support: 12 (open houses) & 28 (surveys) = 39

Some support: 35 (open houses) & 14 (surveys) = 49

Little support: 0 (open houses) & 6 (surveys) = 6

No support: 0 (open houses) & 4 (surveys) = 4



## Summary of the comments

### Open Houses + Online Survey Comments

Comments about Heritage Preservation covered topics such as the need to center Indigenous voices, including Polish heritage, and that focusing on preserving heritage makes good business sense.

We received 6 comments about Heritage Preservation at the open houses and 14 comments on the survey; for a total of 20 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below.

### Online Report Review Comments

The online interim report received 18 comments that also noted inclusion of Indigenous history, historic signage content, and overlap of goals across multiple topics

### Comments from the open houses and online surveys:

#### **Need to include Indigenous voices**

- it is clear that the subcommittee did not consider indigenous communities as part of Winona's heritage or history; the group seemed solely focused on property and not on peoples or cultures
- I would add to the first point that we as a community need to understand and involve the indigenous voices of this area before we can use heritage preservation to spur economic development
- Could include: 1. natural bluffland in heritage preservation, COAs required for development there? 2. Related to yellow sticky note (<<<previous comment), include indigenous heritage--especially with regard to goal #1

### **Need to increase attention to Polish heritage and other immigrant heritages**

- Increased attention & tourism to the Polish Cultural Institute & Museum, & Watkins Museum would help bring in more people to Winona from around the country & even overseas
- More outreach/events for local museums to increase awareness of history of Winona (example: Applefest at Polish museum)

### **Need to balance heritage preservation and economic development**

- heritage is fine for the downtown area, but let's not get too carried away when it comes to the areas that could be used to entice industries to Winona
- It also has to make good business sense. I have seen so many projects wasting money and it has not helped to attract growth. If you force so many restrictions on preservation, the town will continue to die.
- Heritage and historic are two different things. But I do support historic preservation when it is done proactively. My observation is too often it comes in as an end run delaying projects and causing them to be abandoned or cost prohibitive yet left with the same problem of how to use a building that no one wants or does not have the money to keep

---

# Accessible Government

---

## Accessible Government - Key Highlights

The Comprehensive Plan Update recommends the following:

- Improved user-friendly communication between the City and residents.
- Building residents' individual capacity to participate in City government.

At the open houses, we asked folks to "share your thoughts" by using a sticker dot to record how supportive they were of the 12 topic's goals. In the survey, for each of the 12 topics, we asked folks to "rate how much you support the goal." They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

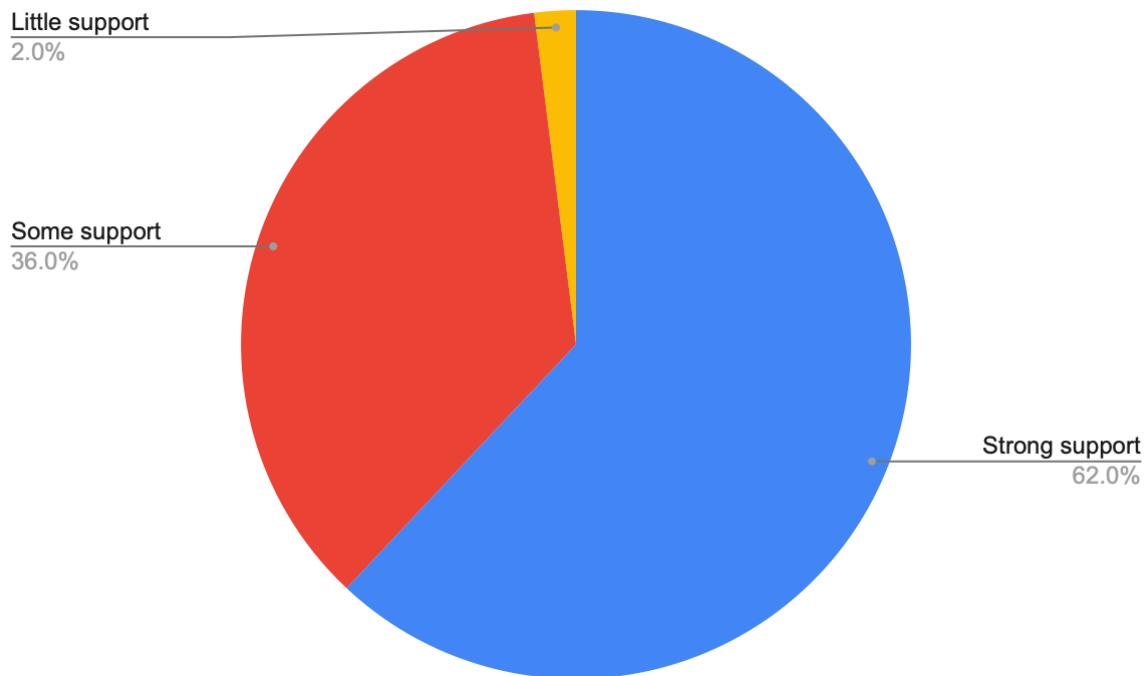
## Respondents chose between the following

Strong support: 23 (open houses) & 39 (surveys) = 62

Some support: 26 (open houses) & 10 (surveys) = 36

Little support: 0 (open houses) & 2 (surveys) = 2

No support: 0 (open houses) & 0 (surveys) = 0



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Accessible Government covered topics about prioritizing the city of Winona's relationship with lower-income citizens and the desire for a public communication officer and/or department. We received 21 comments about Accessible Government at the open houses and 14 comments on the survey; for a total of 35 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments also noted increasing accessibility to city information (e.g. languages including sign language, physical/vision/hearing impaired); use of technology to increase people's ability to view public meetings; increase engagement with students including college students.

## **Comments from the open houses and online surveys:**

### **Prioritize city's relationship with the lower-income citizens**

- government is NOT just for the rich!!
- more inclusion and communication with individuals of low socioeconomic status. this includes the homeless
- city council should meet in community locations like Maplewood and ERC
- communication with individuals of low socio-economic prior, before any "committee" meetings "board" meetings
- City Council meeting at community sites like ERC, Maplewood

### **Public communication official/department**

- City website is not user friendly and should be totally/partially updated so info can be reached without jumping through 10 rabbit holes
- Why are city announcements so random & unreliable? Who does them? They need help
- Communications department would be nice
- This is very needed - I'd like to see a full time community engagement position. I would also like to see this section address public communication and relationship building goals for specific city departments like the police, park and rec, etc
- The need for a City communication professional cannot be understated
- Trying to find information on a council topic or look at past minutes is a slog. The system doesn't work well. Also when I email any city council members, I had to ask for a copy of my own email so I can show it was sent

### **Need for public comments**

- Public comments should allowed to be spontaneous
- Well, they finally allowed for public comments.

---

# Housing & Neighborhoods

---

## Housing & Neighborhoods - Key Highlights

The Comprehensive Plan Update recommends the following:

- More housing options for Winona neighborhoods
- Incentives and support for new home construction
- A broad mix of housing options attainable for all income levels

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

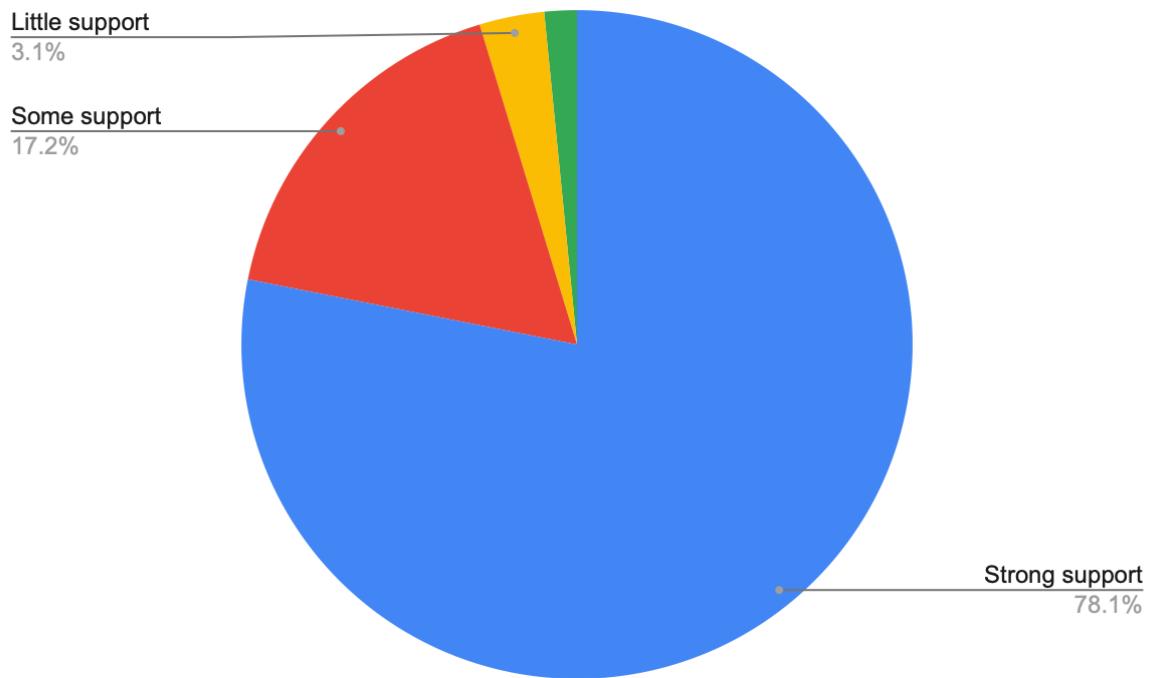
## Respondents chose between the following

Strong support: 68 (open houses) & 32 (surveys) = 100

Some support: 7 (open houses) & 15 (surveys) = 22

Little support: 1 (open houses) & 3 (surveys) = 4

No support: 0 (open houses) & 2 (surveys) = 2



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Housing and Neighborhoods primarily covered the need for affordable housing, more rental units, rehabilitation of current housing, and street lighting in residential areas.

We received 30 comments about Housing and Neighborhoods at the open houses and 15 comments on the survey; for a total of 45 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments also noted concerns about allowing more rental housing; improve understanding/communication between property owners/managers renters, and home-owning residents; clarifying the use of land trusts; ensuring natural resources protection with new housing development; need for understanding and including likely residents in the planning and designing of affordable and new housing types.

## **Comments from the open houses and online surveys:**

### **Need for affordable housing**

- Affordable housing for ALL--throughout the community
- Support housing needs for all--transitional, etc
- Appreciate expanded housing options for all income levels (including apt. space)
- end segregation against renters, POCs, and poor people by design!
- I feel that this is a great idea but you should more be focusing on housing for people who have criminal background and bad rental history or credit history as well as the homeless population in this area too.
- Strong support for that third bullet point: A broad mix of housing options attainable for all income levels. It feels like there is a lack of "mid-tier" housing options - nice enough, but affordable.
- I know there's a strong need for more housing options for Winona. I'm just. not clear how they should look
- By All I mean ALL. No matter how poor or in need of rehabilitation every human should be housed and that cost should fall upon the community as a whole. This is not a charity, this is a necessity.
- More low income housing is important to have
- Again, you cannot ask one questions about three options; these recommendations are also vague, making it even harder to offer support; most importantly, this subcommittee needed to offer more substantive affordable housing initiatives
- The KMART & Shopko buildings could have been converted into senior or affordable housing. Is there a future for this kind of thinking?
- Can Lourdes Hall be turned into a place for affordable housing
- more subsidized housing throughout town

### **Need for more rental units**

- more rental housing in the center of town and east end
- don't put renters in "select" areas away from the better parts of town. no slums!
- almost impossible for families to find rental housing

### **Need to rehabilitate current housing**

- Incentivize green development and rehab for current housing
- Rehab and support the old neighborhood corner stores and theaters
- I'd especially support efforts to help rehab rundown properties and increase housing for families in the core of Winona instead of sprawling.

### **Need for street lighting in residential areas**

- More lighting in residential areas
- Consider adding human-scale lighting in residential neighborhoods

---

# Land Use

---

## Land Use - Key Highlights

The Comprehensive Plan Update recommends the following:

- More options for how to use your property.
- Residential uses added to commercial and limited industrial areas.
- Allowing for change while maintaining neighborhood character.

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

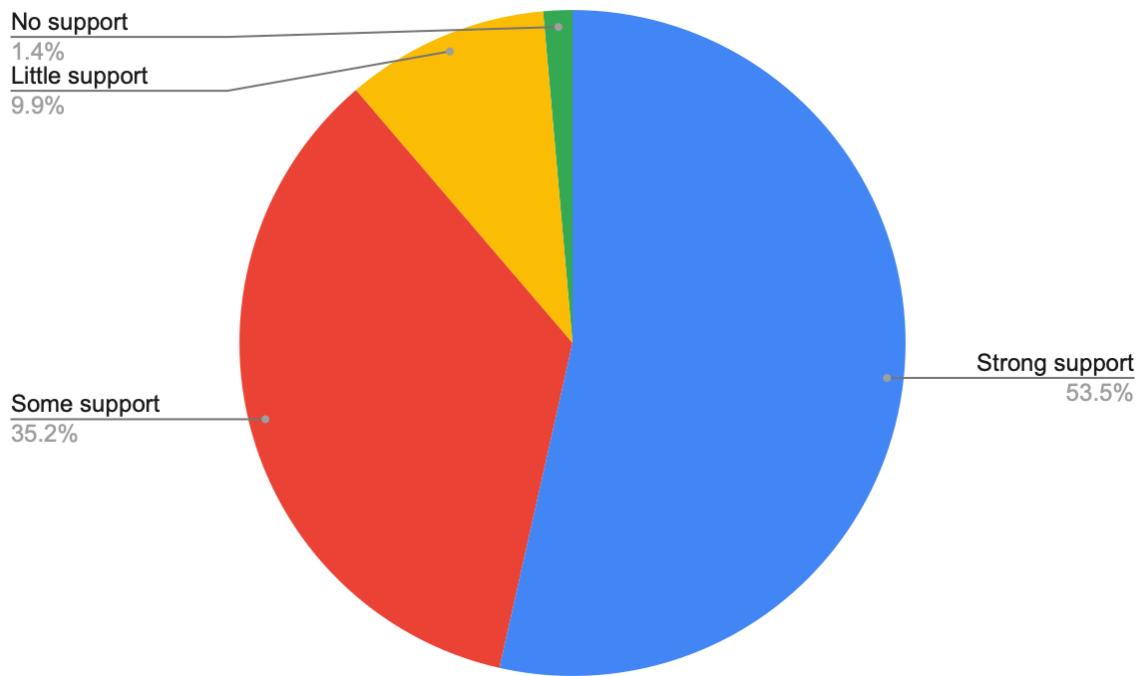
## Respondents chose between the following

Strong support: 14 (open houses) & 24 (surveys) = 38

Some support: 7 (open houses) & 18 (surveys) = 25

Little support: 1 (open houses) & 6 (surveys) = 7

No support: 0 (open houses) & 1 (surveys) = 1



## Summary of the comments

### Open Houses + Online Survey Comments

Comments about Land Use focused on increasing neighborhood stores, preserving the natural resource areas and supporting new land use near the University.

We received 21 comments about Land Use at the open houses and 10 comments on the survey; for a total of 31 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### Online Report Review Comments

The online interim report comments also noted concerns about relaxing bluffland protection regulations; ensuring natural resources protection with new development; reducing zoning jargon; ensuring equity and inclusion in land use/zoning decision-making.

### Comments from the open houses and online surveys:

## More neighborhood stores

- more neighborhood stores! groceries balanced around town
- more neighborhood stores so kids can walk and parents don't have to drive
- food options! (higher diversity to support diverse restaurant options!)

## Preserving Winona's natural resources

- Please don't turn Winona's bluffs and important trees into a developed wasteland of concrete and pollution
- The nature surrounding Winona is more important than growth!
- more green spaces!
- Do not allow building on our bluffs!
- Support in-fill development over greenfield
- Who decides "appropriate" in the section on Bluff neighborhood?
- Please no development along bluff tops seen from Winona
- Changing bluffland setbacks would not be favored.
- Start seeing green space & natural assets as financial assets--they have value!
- I don't support loosening regs for blufftop development at all! How is small scale commercial use defined--does it include franchises such as Kwik Trip Kentucky Fried Chicken etc?
- It is well researched and very appropriate for our city blufflands. Current climate change problems, especially slopes/bluffs are in need of a high level of protection
- I support development in the city limits, but am adamantly against continued building on the bluff tops, and the carving up of our surrounding valleys. I lived in Colorado for 20 years and watched more and more of the foothills and mountains being eaten up by luxury developments.

## Support new land use near university

- Support new land use designation near the university
- There are more blocks that should be considered for multi-familiy housing close to WSU. If you want more housing this would be a solution!

---

# Downtown and Riverfront

---

## Downtown & Riverfront - Key Highlights

The Comprehensive Plan Update recommends the following:

- Continued public and private investments in the Downtown and Riverfront areas because of the significant economic and cultural benefits they provide to the entire city.
- Continued recognition of downtown as heart of our community.
- Continued emphasis on the recreational and economic importance of the Mississippi River.

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

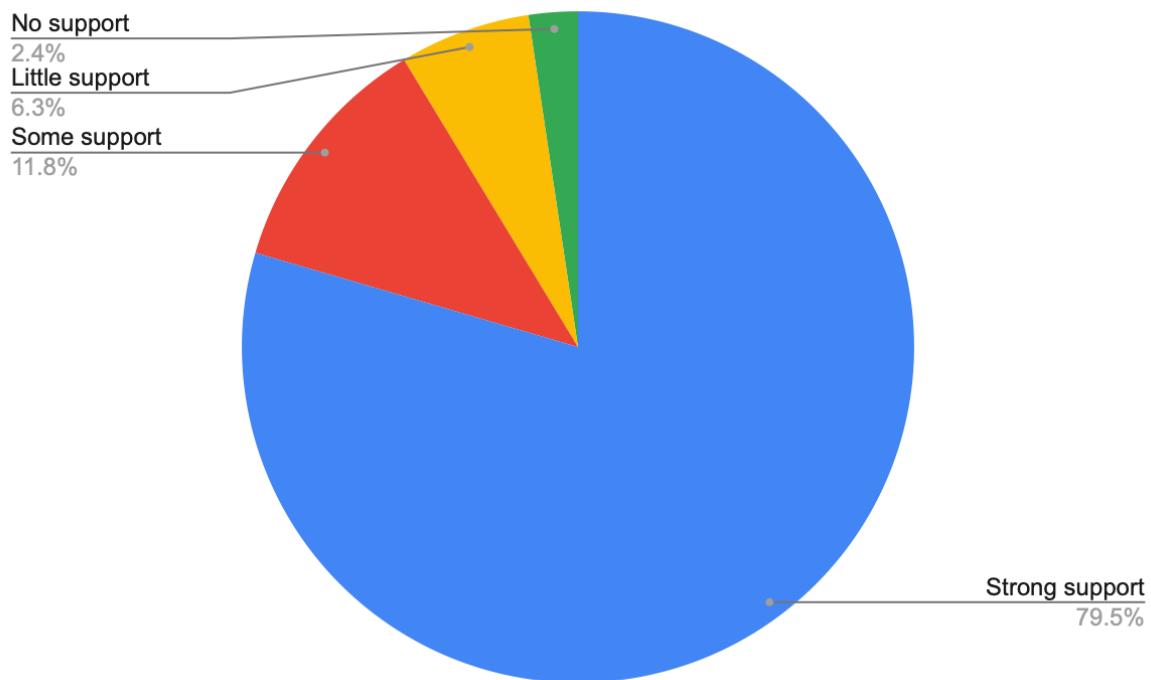
## Respondents chose between the following

Strong support: 65 (open houses) & 36 (surveys) = 101

Some support: 7 (open houses) & 8 (surveys) = 15

Little support: 4 (open houses) & 4 (surveys) = 8

No support: 0 (open houses) & 3 (surveys) = 3



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Downtown and Riverfront focused on making the riverfront more accessible to citizens, increasing parking availability, prioritizing outdoor lighting, and concerns about police presence downtown.

We received 17 comments about Downtown and Riverfront at the open houses and 18 comments on the survey; for a total of 35 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments also noted concerns about the maintenance of historic character, even in signage, as well as native plantings for landscaping.

## **Comments from the open houses and online surveys:**

### **Accessing the riverfront**

- One of Winona's greatest weaknesses is the extent to which it still turns its back on the riverfront and the degree to which the riverfront is not easily accessible. Downtown is seemingly lacking a vision/clear purpose/point of differentiation.
- Another key to Winona's future. We should not 'turn our back' on the Mississippi. Phase I of Levee Park shows what's possible.
- I am all for enhancing the Riverfront, but against selling portions to developers not interested in building shared spaces for all of us. As we continue to block the view of the river with apartment complexes, private companies and "proposed" hotels, we take the Riverfront away from the citizens of this town.
- I wish we capitalized more on our identity as a river city & improve access (like other river towns)
- Why can't I launch a canoe from downtown?

### **Police/safety**

- having read this part of the Plan Update, this question omits the frightening recommendations to increase police presence in downtown, a recommendation that is unnecessary and damaging to the community
- I am very concerned about the inclusion of "encourage foot patrolling of downtown public safety officers..." This has nothing to do with the requests of the people documented in the Engage Winona reports. It was clear, our community wants more housing and mental health resources. Increased policing increases criminalization, it seems the city and county have shared carceral visions.
- A couple of homeless men I know have been robbed at the Levy. Maybe think about creative & positive ways to increase safety. Not sure if others have had this experience

### **Parking**

- Places for students to park & workers longer than 2 hours
- Increase parking availability for full day parking when I worked downtown it was mostly 2 hour parking and the day lots filled early on. Consider a parking ramp? If we want to increase downtown traffic, parking needs to increase.
- Let people buy parking permits for lots & on street

### **Lighting**

- Lighting should be a priority for accessibility and atmosphere :)
- Lighting needs improvement! Dark and unsafe especially by the alleyways.

---

# Parks and Recreation

---

## Parks & Recreation - Key Highlights

The Comprehensive Plan Update reiterates and reinforces [past park plans](#), and incorporates them via reference. Key recommendations from this section include:

- Providing a connected, accessible, and recognizable network of park and recreation facilities that welcome all ages and abilities.
- Targeted investments in facilities to improve the quality of user experiences.
- Collecting data about the park and recreation system to help inform decision making.

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

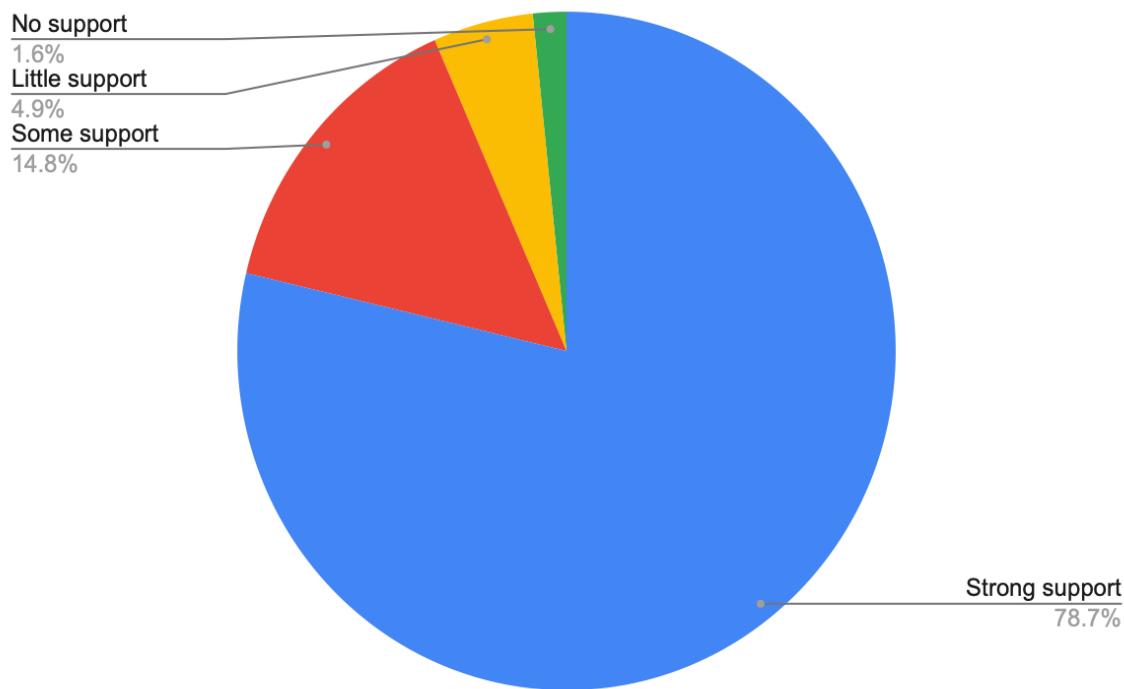
## Respondents chose between the following

Strong support: 9 (open houses) & 39 (surveys) = 48

Some support: 0 (open houses) & 9 (surveys) = 9

Little support: 0 (open houses) & 3 (surveys) = 3

No support: 0 (open houses) & 1 (surveys) = 1



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Parks and Recreation focused on increasing recreation, playgrounds and parks on the West End and making sure that there is accessible programming and services for seniors.

We received 27 comments about Parks and Recreation at the open houses and 12 comments on the survey; for a total of 39 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments also noted a desire for the inclusion of historically underrepresented people and organizations in planning and programming efforts, as well as a need for easier wayfinding for the trail system.

### **Comments from the open houses and online surveys:**

#### **Need for parks on the West End**

- recreation & engagement opportunities at Maplewood
- More parks! more green space! More open spaces! (Maplewood)
- more waterpark space with free or subsidized access (Maplewood)
- more parks like the lake park playground (accessible!) (Maplewood)
- more balanced locations of rec centers
- Prioritize park deserts--ensure accessibility
- What abt West end rec complex? expansion of skate park and integration w pool
- Balance park/rec/community center options. The West side of town needs these resources!
- Develop West end. Too congested in East business district
- Adding a playground on the West end. No playground w/out the w lake and Madison being pulled out!
- West end playground
- We need parks in neighborhoods, especially since schools are centralized
- The parks should also be city-wide and not just centered toward the more white and affluent areas

### **Senior programming and senior center**

- Programming for seniors?
- Friendship Center & senior support services???
- get going on the new senior center--NOW
- As the older population is growing we need to make sure that all nature's paths in the Parks and by the waterways are accessible to walkers and wheelchairs, not just bicyclists. People with strollers or physical impairments need benches and washrooms and often you do not see that consideration given for people with special needs to join with people having regular needs. Our public spaces look like if you are fit and fine you are welcome but if you need more room to move around or resting spots along the way or bus shelters or anything of that nature you're clogging up the system of the well folks. Not everyone is able to enjoy full wellness but that doesn't mean that we don't seek the outdoors and want to be mobile and participate in full society and that includes parks.

---

# Arts and Culture

---

## Arts and Culture - Key Highlights

The Comprehensive Plan Update reinforces the recently completed [City of Winona Arts and Culture Plan](#), and incorporates it via reference. Key recommendations from this section include:

- The City of Winona acting as a facilitator for arts and culture programming.
- Promoting and growing Winona's creative economy in an inclusive manner.
- Facilitating investments in creative sector facilities and spaces.

At the open houses, we asked folks to "share your thoughts" by using a sticker dot to record how supportive they were of the 12 topic's goals. In the survey, for each of the 12 topics, we asked folks to "rate how much you support the goal." They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

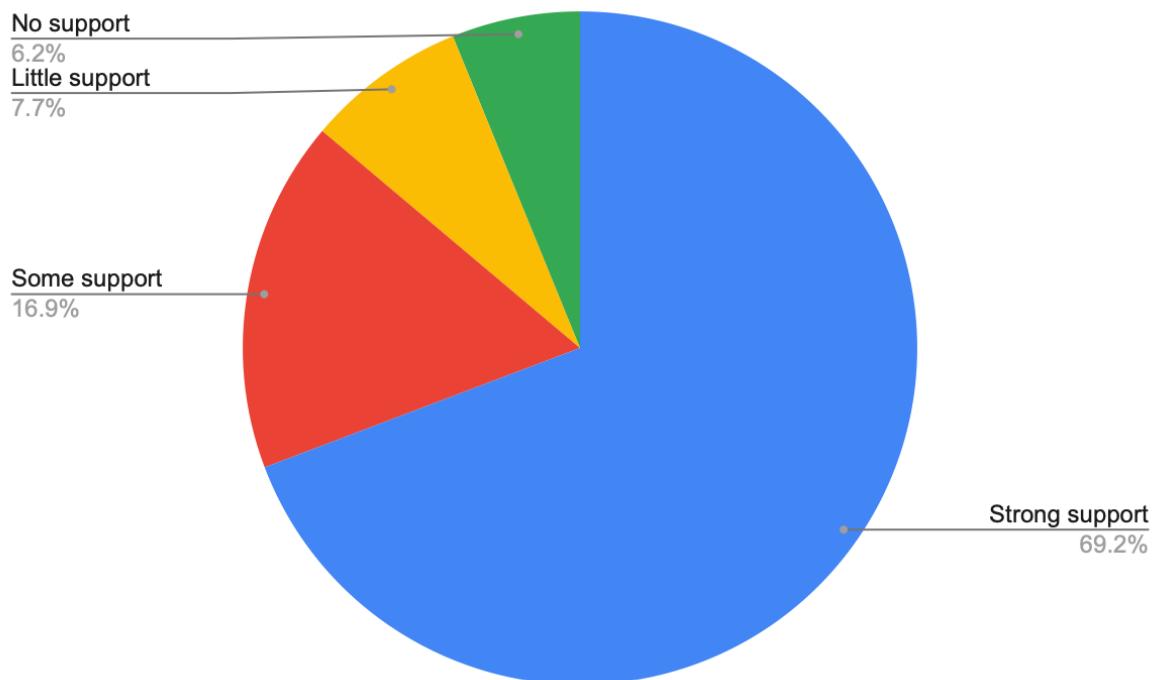
## Respondents chose between the following

Strong support: 13 (open houses) & 32 (surveys) = 45

Some support: 0 (open houses) & 11 (surveys) = 11

Little support: 0 (open houses) & 5 (surveys) = 5

No support: 0 (open houses) & 4 (surveys) = 4



## Summary of comments

### **Open Houses + Online Survey Comments**

Comments about Arts and Culture focused on prioritizing arts and culture and increasing public art and skepticism about the city government's involvement with arts.

We received 11 comments about Arts and Culture at the open houses and 14 comments on the survey; for a total of 25 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below.

### **Online Report Review Comments**

The online interim report comments also noted the importance of ensuring diversity, inclusion, and transparency.

### **Comments from the open houses and online surveys:**

#### **Prioritize arts and culture**

- Please prioritize this part of the plan

- I thought there was a new version of this section that acknowledged arts as a big local economic driver?
- **THIS IS CRUCIAL**

### **Skeptical of city involvement with arts**

- If anything the city should be a pass through for grants to artists and other projects. If any City appears to own the art it would have too much influence over the content and there needs to be freedoms in the art world.
- Definitely support investment in facilities/spaces -- do not believe the City should be a facilitator for arts and culture programming
- This starts to come across as one of those "paint by numbers" characteristics every city feels like it has to have. And cynically like this is included mainly for marketing value. Not sure the city is the best entity to facilitate/promote this, leave that to private individuals and organizations.
- The city has already dumped millions into the arts. Including the Masonic temple which we will never get a return on investment. If the program can't pay for itself, it shouldn't exist. Our property taxes cannot continue to pay for out of town visitors and residents' pleasures.
- The City can be a facilitator, but they should not control any of it - provide support, but not direct programs

### **More public art**

- more public art!
- colorful street murals in the arts district to draw people > make the district identifiable
- keep promoting/supporting public art projects

---

# Economic Development

---

## Economic Development - Key Highlights

The Comprehensive Plan Update recommends the following:

- Marketing Winona through a singular, unified voice.
- Reducing barriers and enhancing opportunities for entrepreneurs and businesses.
- Continued support for tourism and outdoor recreation initiatives.
- Investment in technology that supports economic development.

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

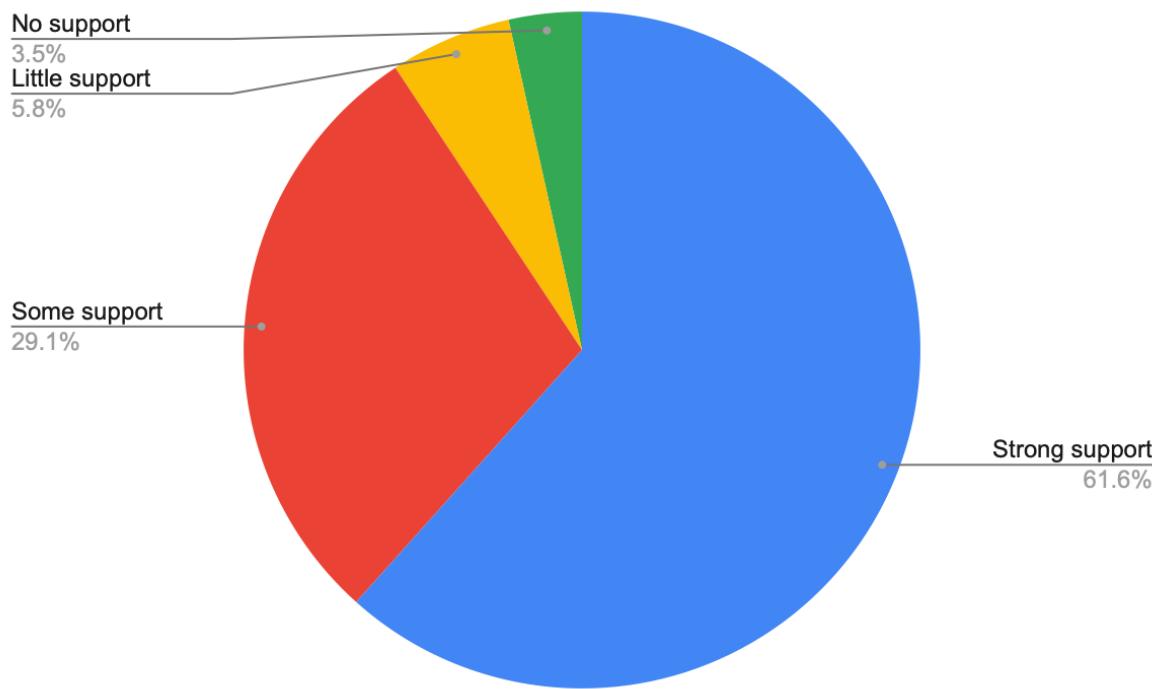
## Respondents chose between the following

Strong support: 41 (open houses) & 32 (surveys) = 53

Some support: 10 (open houses) & 15 (surveys) = 25

Little support: 3 (open houses) & 2 (surveys) = 5

No support: 0 (open houses) & 3 (surveys) = 3



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Economic Development covered the need for supporting small businesses, providing natural amenities, appealing to workers to move to Winona, and the importance of housing to appeal to new workers moving to Winona. There was also some disagreement with the phrasing of ‘unified voice’. We received 22 comments about Economic Development at the open houses and 14 comments on the survey; for a total of 36 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments also noted the importance of future working groups being diverse and including those who are typically underrepresented and the importance of including local expertise.

## **Comments from the open houses and online surveys:**

### **Small Businesses support**

- create business mentorships for new start ups
- beauty supply--all ethnicities!
- ethnic groceries
- Reduce barriers for small biz & local entrepreneur efforts. No more "incentives" for big companies that never ROI
- Support local businesses outside of downtown
- Where is social entrepreneurship supported in here?
- Yes to new businesses, but not to new unnecessary construction. We have plenty of empty and underused spaces in downtown Winona to support new businesses. As a Winona native I am still brokenhearted by the mega-car sales complexes at the foot of the bluffs, the glaring lights that are never turned off. That used to be our sledding hill, and that strip of wooded land separated the highway from the cemetery road and the hiking trails.
- Having smaller businesses is important to have and giving more opportunities for that is important

### **Keep green spaces**

- Keep green spaces and expand them whenever possible
- View tourism as an economic driver--leverage assets of scenic beauty, outdoor rec, arts
- This (#5) needs expansion & emphasis--it's our only unique asset (could be its own topic?)
- please put docks back at the Levee

### **Appealing to workers to move here**

- Give more people with bad backgrounds a fair chance for employment
- create a family friendly environment by making ALL residents/new residents feel welcomed /comfortable in Winona
- Lack of childcare a barrier to attracting new community members and keeping women in the workforce
- Add equity & housing to workforce needs
- Young professional retention

### **Disagreement with unified voice**

- Who controls this "unified voice" for us all?
- Two (above) will help make Winona worse. "Unified voice"? Whose? Money talks loudest. I prefer quiet
- This question has four distinct bullet points. I do not think marketing through a singular voice is appropriate. I believe it should come from a diverse representation of people sharing the same message; also, as a point of note one could be strongly supportive of investing in technology and completely not supportive of tourism.

## Need for housing options

- To sell itself as a commodity is not necessary. As an Island City with Rich history Winona speaks for itself. What is needed more so is the upscaling of student housing and making sure that housing in general in the entire County of Winona is not falling to a shambles. If you drive around you will see very low standards for both single-family homes and apartment dwellings and it is very discouraging to see how shabby the city and county are treating their properties. To fund owners and occupants improve property so they can stay standing over the decades should be a high priority as versus country styled poverty looking property
- Business needs support from the community, but until there is growth to support businesses, you will continue to see businesses struggle. Also every manufacturer is looking for workers. Again, need to grow with new construction of housing.
- Add equity & housing to workforce needs

---

# Transportation

---

## Transportation - Key Highlights

The Comprehensive Plan Update recommends the following:

- Continued focus on multi-modal connectivity between destinations throughout the city.
- Emphasizing safety and accessibility in Transportation Planning.

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

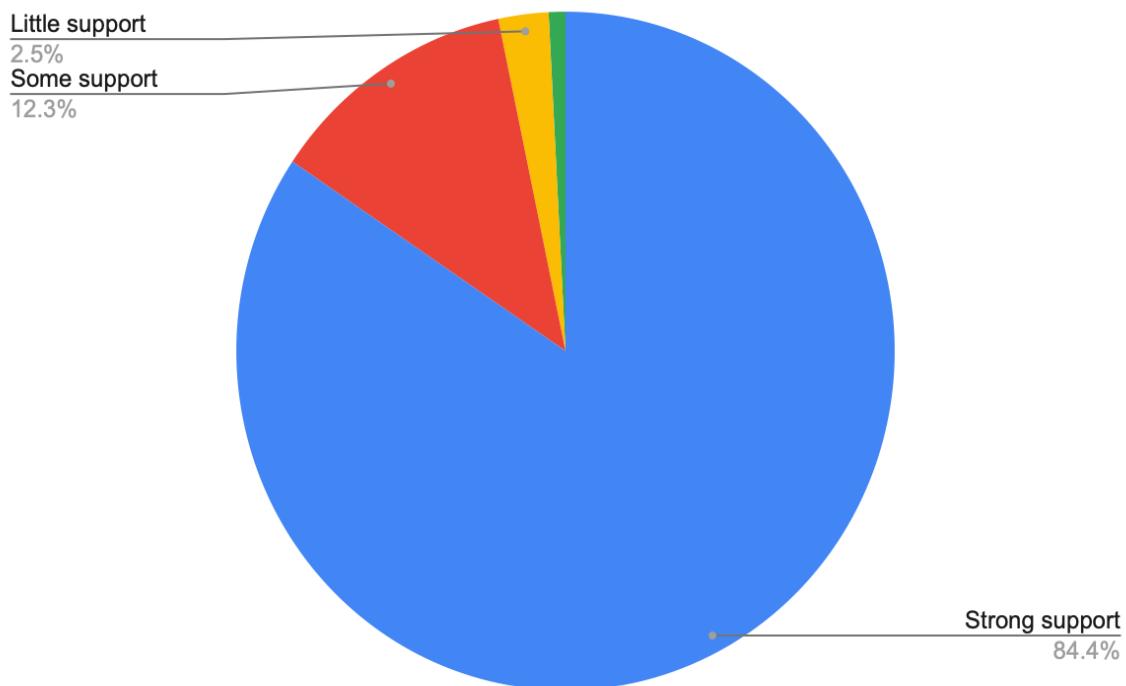
## Respondents chose between the following

Strong support: 69 (open houses) & 34 (surveys) = 103

Some support: 2 (open houses) & 13 (surveys) = 15

Little support: 0 (open houses) & 3 (surveys) = 3

No support: 0 (open houses) & 1 (surveys) = 1



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Transportation covered topics about the need for more public transportation options, the need for more sidewalks and creating more walkable neighborhoods, the need for the city of Winona to be more accommodating to bicyclists, more mobility options, revisiting the plans for Broadway and for roundabouts.

We received 35 comments about Transportation at the open houses and 15 comments on the survey; for a total of 50 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below.

### **Online Report Review Comments**

The online interim report comments also noted designing street to accommodate electric vehicles (e-bikes, e-scooters); providing education for safe biking practices, question the need for and implementation practice of one-way streets.

## **Comments from the open houses and online surveys:**

### **More public transportation options**

- more transportation options & access
- car-sharing program & healthy focused transportation design
- more having days (?can't make out handwriting) and frequency for transit. need more buses!
- Free bus transportation. Work with large employees to organize "out parking" and use shuttle buses to work sites.
- Keep public transportation accessible-increase accessibility
- increased public transit
- Expand hours for people who work evenings. Also, expand hours for mass and work on weekends. More people don't drive than we realize
- Trash current public transit -needs to be expanded -needs to be more safe & accessible>Hiawatha Valley MH is a death trap & has been reported multiple times -electrify it! street cars! -transit needs to include more frequent pick ups @ each stop
- better transit, less cars, more accessibility is important
- Bus services should run more efficiently than they do now on a 15 minute or every 20 minutes and run 7 days a week and run till 10pm and start at 5am
- In the city public transportation is a misery and from small town to small town is non-existent. This paralyzes those who could be active members of society but do not have the financial wherewithal to own a car or to upkeep a car or to repair a car. To ignore connectivity through media and to not provide public transportation is one of the most crippling problems in all of rural America. Start with carpooling for heaven's sake to get things rolling and that would prove that the traveler's actually need the support for their traveling. Local and regional mobility would help Winona and Winona area to grow greatly.

### **More sidewalks/walkability**

- walkable schools
- more sidewalks!!!
- more sidewalks and connecting built for children to access places
- I would like to see streets downtown turn back to non-driving streets like they use to be
- Support (???can't read handwriting) safer street design & pedestrian focus for more (???can't read) and walkability
- Human-scale lighting needed on residential streets for pedestrians/cyclists at night
- Huff Street should be designed to make it easy for children to cross independently

### **Need for better bike infrastructure**

- Improve bike infrastructure and revisit road diet?
- Expanded bike routes serving both locals and visitors
- Connecting the flyway trail with the marshland access will make downtown Winona the trailhead for 100+ miles of bike trails

- Prioritize non-motor transportation. It shouldn't make more sense for me to drive 1-3 miles w/in town than to walk, bike, ride
- An interconnected bike path through the city would be wonderful, or even just more bike lanes
- Goals for transportation should include designated safe routes for cyclists. Brightly painted lanes and safe zones at intersections should be the bare minimum. Winona should take a cue from Minneapolis

## **Mobility options**

- mobility options with day-of options (subscriptions)
- mobility options (subscription services?)
- Connect to institutions and be mindful of handicap access

## **Revisiting plans for the roundabouts**

- More roundabouts
- Less roundabouts
- Roundabout driving class at Friendship Center

## **Revisiting plans for Broadway**

- Complete streets won't work if city council doesn't support projects that fit in the complete streets model aka Broadway
- Broadway project - revisit plans to make Broadway safer, and ways to slow down traffic and prevent serious injury and fatalities to pedestrians. My friend was badly injured due to someone speeding and poor visibility of crossings. How many people have to die or be seriously injured before the city takes action? This is not safe and harms human health and safety
- Not if it is going to include continued projects that narrow Broadway or put more round-a-bouts in. I have talked with several people in outlying towns that have started to go to La Crosse or Rochester rather than coming to Winona because of the round-a-bouts. This is real, not just resisting change
- Make Broadway Street safer for motorists and pedestrians alike. Why throw away the previous planning to make Broadway safer? How many more individuals have to either lose their life or be severely injured due to poor road infrastructure that allows for reckless driving?
- The safety aspect is particularly critical, with fatal/severe injury accidents far too common. Winona seems to be particularly challenged in this regard. High number of uncontrolled intersections makes no sense. Having Broadway be so fast/wide makes no sense. Having 61 speed through town makes no sense. Poorly designed access points into areas like Culvers/Hy-Vee make no sense.

---

# Community Services

---

## Community Services & Institutions - Key Highlights

The Comprehensive Plan Update recommends the following:

- Enhanced communication of available resources to city residents
- Facilitation of connections and communication between service providers and community institutions

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

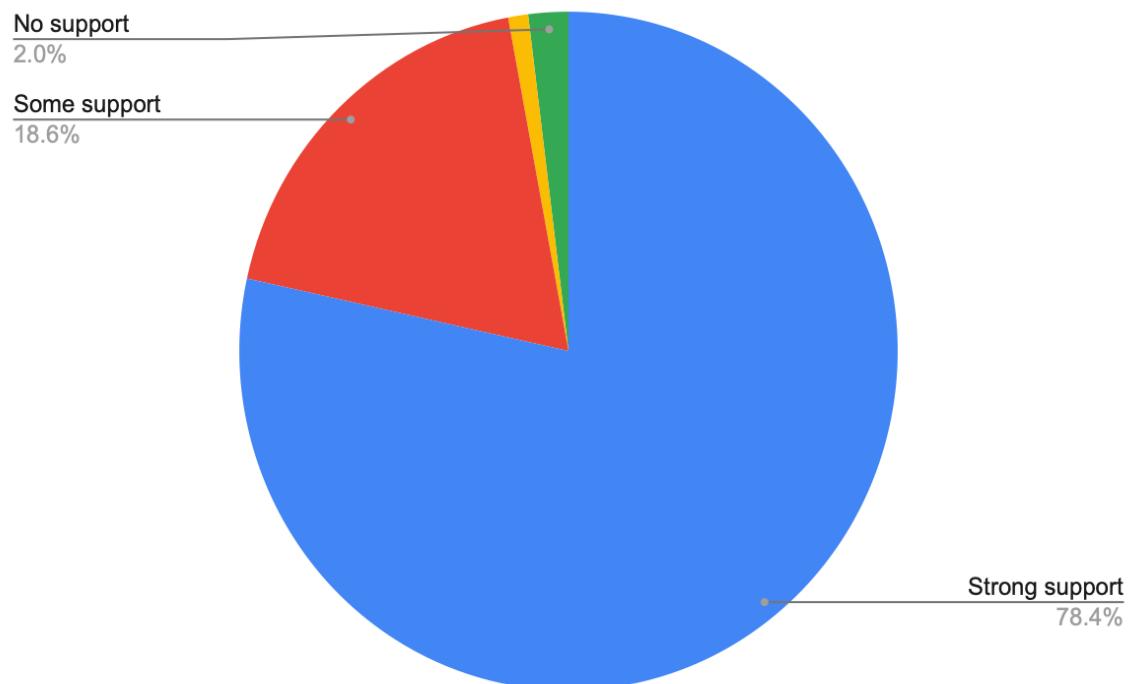
### Respondents chose between the following

Strong support: 45 (open houses) & 35 (surveys) = 80

Some support: 6 (open houses) & 13 (surveys) = 19

Little support: 0 (open houses) & 1 (surveys) = 1

No support: 0 (open houses) & 2 (surveys) = 2



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Community Services covered topics about prioritizing mental health and the alternative response team.

We received 27 comments about Community Services at the open houses and 11 comments on the survey; for a total of 38 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments noted that efforts to build capacity should also target underserved people.

### **Comments from the open houses and online surveys:**

#### **Prioritize Mental Health**

- Better mental resources > needs enhancement
- mental health and crisis services need to be enhanced
- Work with organizations to develop/coordinate medical assistance treatment for substance abuse
- Recruit MH professionals and increase funding to increase their pay
- Mental health issues are very important
- this summary should have mentioned mental health services, since it is the most important part of the subcommittee's work

## **Crisis Response Team**

- pay more attention to crisis services (alternative response team)
- crisis response team w/health professionals that work alongside police to de-escalate situations.
- There's a missed opportunity here to address public concerns about limited hours for library and recreation facilities, and lack of youth programming such as boys and girls clubs. Folks are also curious about how the city can provide better community service through alternative police response, but police and other specific departments aren't mentioned here. I'd like to see more than just communication about existing resources.
- mental health top priority. How can we insert into law enf? revisit ART?

---

# Environment and Sustainability

---

## Environment & Sustainability - Key Highlights

The Comprehensive Plan Update incorporates recent work on the City's Natural Resources and Sustainability Plan that is currently being developed. Key recommendations from this section include:

- Promoting the use of resources such as energy, water, and food in a renewable and sustainable manner.
- Enhancing public education of City efforts and individual actions that will help achieve environmental goals.
- Working across city boundaries to address complex environmental issues.

At the open houses, we asked folks to "share your thoughts" by using a sticker dot to record how supportive they were of the 12 topic's goals. In the survey, for each of the 12 topics, we asked folks to "rate how much you support the goal." They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

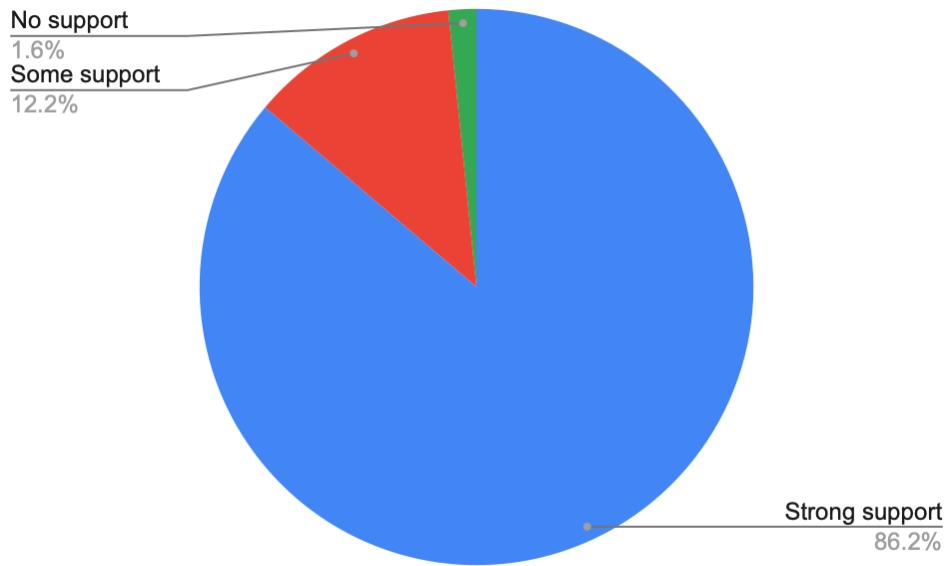
## Respondents chose between the following

Strong support: 70 (open houses) & 36 (surveys) = 106

Some support: 1 (open houses) & 14 (surveys) = 15

Little support: 0 (open houses) & 0 (surveys) = 0

No support: 0 (open houses) & 2 (surveys) = 2



## Summary of the comments

### **Open Houses + Online Survey Comments**

Comments about Environment and Sustainability covered topics about food waste and compost, rain gardens and rainwater collection, and increasing access to recycling.

We received 15 comments about Environment and Sustainability at the open houses and 9 comments on the survey; for a total of 24 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below. Note that some comments touched on more than one theme or topic.

### **Online Report Review Comments**

The online interim report comments noted confusion about the structure of this section as compared to other topics and the importance of native and pollinator landscaping.

### **Comments from the open houses and online surveys:**

#### **Need for considering food waste and having a compost program**

- City wide compost program? I know the cities have this but other smaller towns can too--I believe Ames IA is an example
- Food waste considerations? how to mitigate?

## Need for rain gardens and rainwater collection

- Require rain gardens at commercial developments to limit runoff
- The city should model behaviors we would like to see property owners incorporate. ie permeable surfaces, rain gardens, no salt de-icers (sand only is good) etc. parking lots which take care of stormwater on site.
- Allowing rainwater collection, the establishment of a city food scraps compost site, or one out of a community garden

## Increasing recycling availability

- increase available recycling receptacles on public downtown space w/ signage
- Free electronics recycling drop off everyday of the year! If the county can't support these things, then city needs to

---

# Transformative Projects

---

## Transformative Projects - Key Highlights

This chapter focuses on three significant projects for Winona's future:

- The Riverfront Trail along the Mississippi River
- Incubator space for new businesses
- Increased housing options for those who want to live in Winona

At the open houses, we asked folks to “share your thoughts” by using a sticker dot to record how supportive they were of the 12 topic’s goals. In the survey, for each of the 12 topics, we asked folks to “rate how much you support the goal.” They could choose between: strong support, some support, little support, or no support.

We also asked, at the open houses, for each topic, for folks to use a sticky note to comment and add their thoughts about the goals. On the survey, after rating their support for each of the goals, folks had space to add comments and elaborate on their thoughts about the particular goal.

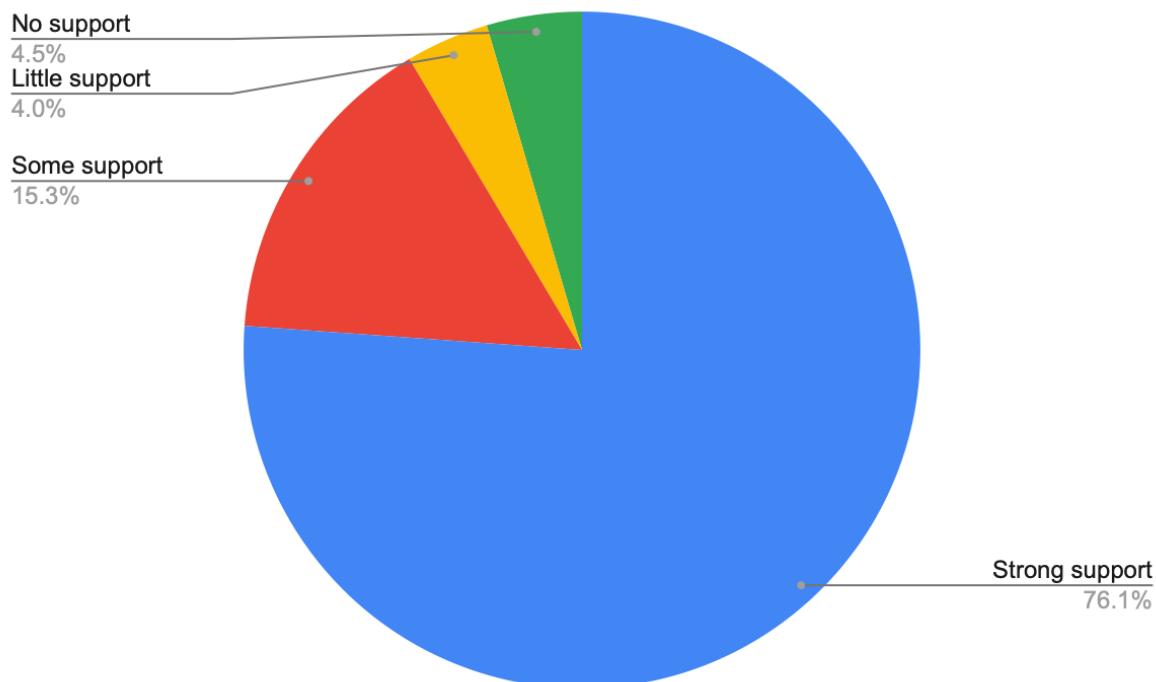
## Respondents chose between the following

Strong support: 30 (open houses) & 37 (surveys) = 67

Some support: 3.5 (open houses) & 10 (surveys) = 13.5

Little support: 2.5 (open houses) & 1 (surveys) = 3.5

No support: 0 (open houses) & 4 (surveys) = 4



## Summary of comments

### Open Houses + Online Survey Comments

Comments about Transformative Projects covered topics about affordable housing, concern about the building of a new police station, and the recommendation for the city of Winona to hire experts. We received 18 comments about Transformative Projects at the open houses and 15 comments on the survey; for a total of 33 comments. All the comments are available as part of the release of this report, and we have summarized the major themes below.

### Online Report Review Comments

The online interim report comments included a concern about a riverfront trail by industrial areas and the focus on the WSU fieldhouse given other needs in the community.

### Comments from the open houses and online surveys:

#### **Need for affordable housing and housing options**

- What about homeless shelters or transitional housing?

- I agree! What can zoning changes do to accommodate new types of trans. housing like tiny homes
- Would the housing be affordable?
- Emphasis on housing options
- As a member of this subcommittee, the process was deeply flawed, and the basic idea of "transformative" was unclear; the Update recommendations for housing is NOT A TRANSFORMATIVE PROJECT! It lacked any ambition to actually provide affordable or accessible housing to residents
- Housing and environment prioritized. Not sure what an incubator space is
- as long as it is done with EVERY income level considered. there are many people in this town that are in the lower income levels (less than \$30,000 a yr.)
- Housing should be #1

### **Concerns about building a police station**

- Do not build new facilities for police/fire/sr. center in existing parks land.
- Why don't police & sheriffs get a mediator to work out their personal & petty issues. County has a shooting range & space for training center @ Stone Point Park
- Winona has \* more important issues before we think about a new police station

### **Need for the city to hire experts**

- We will never make sustainable & efficient progress if we don't use formal impact & program evaluation -hire a policy analyst as a staff member. THAT'S TRANSFORMATIVE
- Consult actual experts next time. incubator The garage failed for many preventable reasons --irresponsible



## Heritage Preservation

Winona is rich in historic resources, and the new Comprehensive Plan will connect historical preservation to economic development and reinvestment in the city core. The plan will also explore historic preservation in regard to neighborhood identities and development practices.

## Goals, Objectives, and Strategies

The following are the goals, objectives and strategies that were identified by the Heritage Preservation Subcommittee and recommended by the Steering Committee. Objectives are identified by two numbers (such as 1.1), while strategies are identified by three numbers (such as 1.1.1).

### Goal 1. **Expanded Knowledge of Winona's Heritage**

- 1.1. Review and update the existing historic context studies of Winona.
  - 1.1.1. Develop a context survey for indigenous and underrepresented peoples in Winona.
  - 1.1.2. Develop a post-WWII context survey for Winona.
  - 1.1.3. Develop historic landscape contexts for Winona's unique setting
  - 1.1.4. Implement updated historic surveys for Winona either citywide or by subsection of the City.
  - 1.1.4. Partner with organizations employing qualified preservation consultants/staff (e.g. Winona County Historical Society) to develop appropriate documentation to be created and utilized.
- 1.2. Create and implement a campaign for the invisible history of Winona to tell the stories of indigenous peoples, past peoples, buildings, and events, and peoples from the past, that are no longer extant.
  - 1.2.1. Partner with organizations employing qualified preservation consultants/staff (e.g. Winona County Historical Society, Dakota Unity Alliance) to develop appropriate documentation to be created and utilized.
- 1.3. The City of Winona's HPC shall maintain a list of priority projects and properties for local and/or National Register designation.
  - 1.3.1. The Winona HPC shall review this list annually.
  - 1.3.2. The Winona HPC shall use this list to submit its budget request to the Winona City Council and support grant applications.
- 1.4. The City of Winona should seek to develop two eligibility determinations or nominations on an annual basis through the priority projects list.

**Commented [LS1]:** Moved strategy up to prioritize indigenous and unrepresented peoples

**Commented [LS2]:** Implicit in developing historic contexts that are consistent with Secretary of Interior Standards

**Commented [LS3]:** Moved from 1.5 to 1.2 to emphasize invisible history.



- 1.4.1. The Winona HPC shall submit two projects annually in its budget request to the Winona City Council.
- 1.4.2. The Winona HPC shall apply for internal and external funding based on the priority projects list.
- 1.5. Nominations for local designation should be balanced with local financial incentives.
  - 1.5.1. Implementation of the Financial Incentives, Education, and Outreach plan and updated local funding options should be developed, reviewed, and implemented concurrently with local designations.
  - 1.5.2. The strategic communications plan shall include additional financial incentive outreach to locally designated property owners.
- 1.6. Nominations for local designation should be prioritized for those districts and properties with an interest in local designation.
  - 1.6.1. The City of Winona and HPC shall reach out to eligible property owners as part of the strategic communications plan to solicit interest in local designation.
  - 1.6.2. The Winona HPC shall update its priority list to reflect interest from local property owners in potential local designation.
- 1.7. Continue to support the Winona County Historical Society.
  - 1.7.1. The City of Winona should continue to be a financial supporter of the Winona County Historical Society on an annual basis.
  - 1.7.2. The City of Winona should explore creative funding opportunities and grant partnership opportunities between the Heritage Preservation Commission and the Winona County Historical Society.
  - 1.7.3. The Winona HPC should utilize the expertise at the Winona County Historical Society for content development support.
  - 1.7.4. Support the exhibit strategic plan (2020) of the WCHS.
  - 1.7.5. Collaborate on exhibits related to City projects or history.
  - 1.7.6. Directly support public programming financially.

## Goal 2. Increased Visibility and Awareness of Winona's Heritage

- 2.1. Implement a communications plan for the heritage of Winona, including indigenous peoples.
  - 2.1.1. Develop and implement a comprehensive communication plan for the heritage of Winona.
  - 2.1.2. Create a strategic communications plan for the Heritage Preservation Commission that includes partnerships with other organizations and city

**Commented [LS4]:** Goal 3 moved to be Goal 1 to emphasize indigenous, unrepresented, and invisible history.



departments, includes new and legacy media, and is manageable with part-time city staff support.

- 2.1.3. Implement the City of Winona's branding standards for heritage communications.
- 2.1.4. Incorporate underrepresented groups'/populations' histories in the documentation created in the communications plan.
- 2.2. Create online storymaps and GIS maps that can easily be shared digitally.
  - 2.2.1. Require GIS information and files for future updated or new surveys.
  - 2.2.2. Include storymaps as a part of the Heritage Preservation Commission's communications plan.
  - 2.2.3. Identify and work with partners to create GIS maps.
- 2.3. Incorporate placemaking and streetscaping into public infrastructure investments to create a sense of place in Winona's historic districts.
  - 2.3.1. Create an historic district and site standard for interpretive signage and points of interest under a unified signage/streetscape plan for Winona.
  - 2.3.2. Implement a "heritage streets" program that enhances downtown and maintains its paving stones and other historic elements.
- 2.4. Develop a comprehensive signage plan for Winona's historic districts and sites.
  - 2.4.1. Incorporate signage for historic districts and sites as part of the annual budget request from the appropriate department budget for the City of Winona.
  - 2.4.2. Incorporate signage into missing locations. Develop a standard to show "what used to be here" and "who used to be here," including indigenous peoples in vacant parcels, parks, and other interpretive locations.
  - 2.4.3. The Winona HPC and Winona County Historical society should partner on consistent signage standards in the City of Winona.
    - 2.4.3.2.4.4. Signage should be developed with accessibility as a priority.
- 2.5. Send direct mailDirectly communicate to owners of designated and eligible historic sites to explain pros and cons of NRHP and local designation, and process for designation.
  - 2.5.1. The City of Winona and HPC shall reach out to eligible property owners as part of the strategic communications plan to solicit interest in local designation.
  - 2.5.2. The Winona HPC shall update its priority list to reflect interest from local property owners in potential local designation.
- 2.6. Implement a strategic education plan on a yearly basis.



- 2.6.1. Develop an education series that includes in-person forums for historic property owners and business owners in historic properties.
- 2.6.2. Develop education materials to be available online and distributed with partners (e.g. Main Street and Winona Area Chamber of Commerce).
- 2.6.3. Develop an education series that includes in-person forums for those interested in learning about the heritage planning process.
- 2.6.4. Identify and work with partners (Main Streets, Rethos, Winona County Historical Society) to create educational content.
- 2.6.5. Partner with organizations to incorporate and address underrepresented communities in educational content.

### **Goal 3. Historic Property Reinvestment**

- 3.1. Coordinate and foster “historic property owner support group.”
  - 3.1.1. Develop an education series that includes in-person forums for historic property owners with partner organizations (e.g. Main Street, Rethos, and Winona County Historical Society).
  - 3.1.2. Host in-person and online gatherings for historic property owners to network.
  - 3.1.3. Create a shared “tool library”/makerspace to provide access for learning and repairs by historic property owners and businesses.
- 3.2. Develop more local financial incentive programs.
  - 3.2.1. Recycle Downtown Revolving Loan Fund’s existing monies to a new organization.
  - 3.2.2. Create a new local investment fund that can be accessed by heritage properties.
  - 3.2.3. Create local tax incentive programs for reinvestment in historic properties.
  - 3.2.4. Create or explore a downtown reinvestment fund using new funding streams (e.g. parking improvement district).
  - 3.2.5. Facilitate easier access to new financial incentive programs.
- 3.3. Communicate the financial incentives that exist in a clearly understood, consistent manner.
  - 3.3.1. Implement the Financial Incentives, Education, and Outreach Plan.
  - 3.3.2. Solicit feedback on the ease of use and access on an annual basis.
- 3.4. Advocate for programs at the county, state, and federal level for financial incentives.
- 3.5. Relax and remove zoning regulations that prohibit reinvestment in historic properties (e.g. site dimension standards, lot area standards, parking requirements).



#### Goal 4. Infill Development that Supports the Downtown Historic Districts

- 4.1. Explore zoning incentives and changes.
  - 4.1.1. Re-assess Design Standards in the Unified Development Code and the Downtown Design Guidelines for cohesion and complementary standards.
  - 4.1.2. Consider codification of historic design guidelines where feasible (e.g. signage requirements) in the Unified Development Code.
  - 4.1.3. Identify and address zoning and other regulatory barriers preventing reinvestment in underutilized and vacant parcels.
  - 4.1.4. Implement land use standards and ordinances that are context-sensitive and reflect Winona's historic built pattern and development pattern (e.g. subdivision standards, street design, and zoning requirements).
- 4.2. Identify underutilized/vacant parcels; partner with Opportunity Winona and others to increase utilization.
  - 4.2.1. Collaborate with property owners and other stakeholders to prioritize soliciting development proposals in downtown and historic districts.

#### Goal 5. Decreased Demolition ~~by Neglect~~

##### 5.1. Decrease demolition by neglect

- 5.1.5.1.1. Explore ordinance changes and create a regulatory framework to compel maintenance of buildings.
- 5.1.1.5.1.2. Create a clear process for determining neglect and directing properties through support programs.
- 5.1.2.5.1.3. Codify maintenance and demolition by neglect ordinance language to be in concert with the Unified Development Code.

- 5.2. Maintain an existing building stock survey analyzing the condition of eligible and designated properties.
  - 5.2.1. Develop a property survey system to classify main elements of properties based on current maintenance.
  - 5.2.2. Update building stock survey regularly to reflect changes over time.
- 5.3. Salvage reusable and valuable building materials (where does it go?).
  - 5.3.1. Partner with statewide programs for deconstruction and future sale and reuse of historic building materials.
  - 5.3.2. Partner with the Winona County Historical Society for salvaged reuse in education exhibits where appropriate.

← Formatted: Strategy Style



Comprehensive Plan Update  
Interim Report

- 5.4. Deconstruction as a “green demolition step” for older buildings.
  - 5.4.1. Require reuse of historic building materials where available for new construction on recently deconstructed historic sites as appropriate (e.g. reused historic flooring, limestone substituted for cement, etc.).
  - 5.4.2. Encourage distribution of historic assets through sales to the public where appropriate.
  - 5.4.3. Reevaluate the demolition standards for the City of Winona.
- 5.5. HPC review of buildings older than 50 years for demolition permits vs deconstruction.
  - 5.5.1. Re-write City Code to require an eligibility determination for buildings older than 50 years old proposed for demolition.
  - 5.5.2. Re-write City Code to require deconstruction of properties determined to be eligible for local significance or the National Register of Historic Places.

DRAX



## Accessible Government

Winona's new Comprehensive Plan will suggest ways to increase participation and representation on City Boards and the City Council, including incorporating technology to increase efficiency and access.

### Goals, Objectives, and Strategies

The following are the goals, objectives and strategies that were identified by the Accessible Government Subcommittee and recommended by the Steering Committee. Objectives are identified by two numbers (such as 1.1), while strategies are identified by three numbers (such as 1.1.1).

#### Goal 1. Improved User-Friendly Communication from City to Residents

- 1.1. Centralize communication.
  - 1.1.1. Create a position or department responsible for City communications.
  - 1.1.2. Consider adding a dashboard function to the City's website.
- 1.2. Expand methods of communication.
  - 1.2.1. Communicate across digital and non-digital platforms.
  - 1.2.2. Develop city-wide standards for use of current technology (such as video and website) to communicate news, meeting, and projects.
  - 1.2.3. Continually assess the need for additional technology to improve communications.
  - 1.2.3-1.2.4. Develop standards to expand viewing access to public meetings and increase user accessibility
- 1.3. Increase the amount of easily accessed public information.
  - 1.3.1. Increase the amount of information and accessibility on the City's website and County-GIS.
  - 1.3.2. Increase user-friendly FAQ documents and post to the City's website, e.g. permits.
  - 1.3.3. Increase usability of public information systems via common forms and plain language.

#### Success Indicators

- New staff hired
- Higher web traffic counts
- Improved communication



## Goal 2. Build Residents' Capacity to Interact with the City

- 2.1. Provide residents with education on the City's processes and requirements.
  - 2.1.1. Create a "how to" for public meeting participation.
  - 2.1.2. Reference a summary of Robert's Rules of Order.
  - 2.1.3. Continue to promote pathways to civic involvement.
  - 2.1.3.2.1.4. Create education opportunities that are accessible for all
- 2.2. Engage, inform, and involve people of varying ages, identities, life stages, abilities, races and socioeconomic levels.
  - 2.2.1. Work with local organizations to connect with specific population groups.
  - 2.2.2. Partner with institutions, organizations, and local governments to promote and encourage civic involvement.
  - 2.2.3. Consider a co-design process based on best practices for appropriate city projects such as street projects, infrastructure projects and public development proposals.
  - 2.2.4. Consider technological solutions to allow asynchronous participation [insert call-out box with definition] at public hearings.
  - 2.2.5. Consider micro-grants for residents to complete small projects involving City property.
- 2.3. Reach out to residents
  - 2.3.1. Utilize city-wide communications (such as utility bills) to connect with residents
  - 2.3.2. Create a program for on-boarding new residents as it pertains to City services and City programs
  - 2.3.3. Identify and engage neighborhood leaders who can help with communication
  - 2.3.3.2.3.4. Work to expand access to residents who are underrepresented

**Commented [LS1]:** Define co-design in call-out box

### Success Indicator

- Ample opportunities for public input

## Goal 3. Enhance the City's Interactions with Residents

- 3.1. Report on progress toward City goals and objectives identified in the Comprehensive Plan.



- 3.1.1. Annually report progress on the Comprehensive Plan to the Planning Commission and City Council.
- 3.1.2. Communicate progress on the Comprehensive Plan to the public.
- 3.1.2.3.1.3. Address past outcomes and openly discuss shortcomings, prejudicial, and disproportionate effects on underrepresented, minority, and lower socioeconomic parts of the community
- 3.2. Promote good customer service when interacting with public.
  - 3.2.1. Provide City materials in plain language.
  - 3.2.2. Explore technology to provide City materials in multiple languages and other accessibility measures.
  - 3.2.3. Improve customer service-oriented language when interacting with public.
  - 3.2.4. Improve customer service trainings and how to work with various populations.
- 3.3. Increase (non-meeting) interactions with public.
  - 3.3.1. Promote City employee, City department, and elected official participation in events outside of City Hall with consideration of open meeting laws.
  - 3.3.2. Explore partnerships with local businesses for participation in events.
- 3.4. Enhance standardized information across City departments.
  - 3.4.1. Integrate and share information across City databases.
- 3.5. Increase accessibility to information for physically impaired individuals such as those who cannot see or hear.
  - 3.5.1. Review how other cities increase accessibility.
- 3.6. Explore novel and collaborative solutions to issues.
  - 3.6.1. Host events such as simulations, Artists on Main Street, or Hack-a-thons to identify new potential solutions.
  - 3.6.2. Provide regular educational opportunities for staff, committee members, and Council on new approaches to addressing common issues.
- 3.7. Collect feedback on residents' experiences with the City.
  - 3.7.1. Consider a recurring public survey to identify strengths and areas for improvements.

**Commented [LS2]:** Moved up to emphasize

#### Success Indicators

- Fewer complaints noted based on survey in 3.7.1



- Reports show progress toward City goals and objectives identified in the Comprehensive Plan

#### Goal 4. Wider Participation in City Committees and Elected Positions

- 4.1. Engage, inform, and involve people of varying ages, identities, life stages, abilities, races and socioeconomic levels.
  - 4.1.1. Work with local organizations to connect and build relationships with a variety of population groups.
- 4.2. Understand barriers to participation.
  - 4.2.1. Utilize a survey or other means to clearly identify barriers to participation in the City's committees and elected offices.
  - 4.2.2. Expand meeting locations to meet residents where they are (e.g. City Council Meetings at Winona Family Community Center at Maplewood Townhomes)
- 4.3. Remove barriers and enhance flexibility for participation.
  - 4.3.1. Explore technological solutions to make participation easier for more people.
  - 4.3.2. Consider terms limits for boards and commissions to foster a balance between experience and opportunity.

#### Success Indicators

- No uncontested elections
- FAQ and public office open house learning session once annually
- Clear information about Boards and Commissions opportunities online

#### Goal 5. Enhanced Public Understanding of the Values and Purposes Behind City Activities

- 5.1. Provide more information on the reasoning behind projects.
  - 5.1.1. Clearly communicate project rationale through various communication methods when being presented to the public. Also communicate rationale prior to public presentation if possible.
- 5.2. Create City Council two-year work plans.
  - 5.2.1. Identify means for Council retreat or specific time for all Council members to meet and create a strategic plan with a vision and values statement with reference to the Comprehensive Plan.
- 5.3. Create organization wide vision and values for the City of Winona.



Comprehensive Plan Update  
Interim Report

- 5.3.1. Work with the City Manager and department heads to and craft a vision and values statement with input from all City Employees and Revise every 5-10 years.
- 5.4. Create departmental purpose statement for the City of Winona.
  - 5.4.1. Work with department heads to craft a vision and values statement with input from departmental employees and revise every 5-10 years.

**Success Indicator**

- Plans, vision, and values are officially adopted and referenced in actions and decision making

DRAFT



## Housing & Neighborhoods

The Comprehensive Plan Update will address housing choice in the City of Winona to help create more homes for people. The plan will address gaps in housing supply and identify distinct characteristics and needs of neighborhoods across the city.

### Goals, Objectives, and Strategies

The following are the goals, objectives and strategies that were identified by the Housing & Neighborhoods Subcommittee and recommended by the Steering Committee. Objectives are identified by two numbers (such as 1.1), while strategies are identified by three numbers (such as 1.1.1).

#### Goal 1. Balanced Supply of Housing Choices

- 1.1. Expand the housing types allowed in residential and commercial zoning districts.
  - 1.1.1. Consider allowing apartment buildings (without requiring non-residential uses on the first floor) in the Mixed-Use Downtown Core zoning district outside of the central retail/commercial area of downtown.
  - 1.1.2. Evaluate amending zoning in commercial and light industrial manufacturing zoning areas to allow for new residential homes.
  - 1.1.3. From time-to-time, staff to evaluate Winona's development patterns and housing needs/market to update land use designations on the comprehensive plan's future land use map when appropriate.
  - 1.1.4. Evaluate the area around the WSU campus related to rental housing; when a particular block is comprised of 60% or more of non-owner-occupied rentals, consider allowing the possibility for the remaining homes to attain rental certification rezoning to R-3 while considering the intent and purpose of the City's 30% ordinance.
- 1.2. Allow increased housing density while maintaining neighborhood character.
  - 1.2.1. Allow the integration of owner-occupied duplexes and triplexes into our neighborhoods, as this is consistent with Winona's historical development pattern.
  - 1.2.2. Allow the development of new housing choices and increased density that address the needs of Winona's changing housing needs (ADUs, tiny homes, co-op housing, homelessness, supportive and transitional housing)
  - 1.2.3. Encourage private and public investments into Winona's existing housing stock to enable home modifications and increased density that address changing market conditions and community housing needs.
- 1.3. Establish initiatives to construct and rehabilitate a broad mix of housing types that are attainable to all income levels.



- 1.3.1. Utilize the initiatives and resources outlined in the City of Winona Housing Task Force Recommendations, as adopted by the City Council in 2017.

## Goal 2. Integrated Mixed Income Neighborhoods that Reduce Segregation

- 2.1. Distribute and integrate subsidized housing options throughout the city.
  - 2.1.1. Encourage new subsidized and supportive homes to be developed as 'scattered sites' as opposed to large concentrated low-income housing areas.
  - 2.1.2. Promote the creation of mixed-income neighborhoods when existing commercial and industrial sites are redeveloped with housing.
  - 2.1.3. Encourage new housing developments with 5 or more units to accept Housing Choice Vouchers.
  - 2.1.4. Provide incentives for new market rate rentals to include a percentage of income-based units.
  - 2.1.5. Establish policies that promote diversity, equity, inclusion, and housing opportunities for all residents.
  - 2.1.5.2.1.6. [Consult those who live in subsidized housing to determine wants and needs in development of new housing options.](#)

## Goal 3. Expanded Housing Development Options

- 3.1. Evaluate under-utilized buildings and sites in developed areas for potential housing development.
  - 3.1.1. Prioritize infill development and redevelopment efforts for increasing housing choices (ADUs, move-up homes, single family homes, duplexes, triplexes, artist live/work space) not currently available in Winona.
  - 3.1.2. Support the development of medium to high density housing types near commercial nodes and activity centers.
  - 3.1.3. Encourage new housing development in and near downtown, near commercial corridors and activity centers, and along the river[front on former commercial/industrial properties.](#)
  - 3.1.4. Consider allowing new residential in existing commercial and industrial areas where surrounding uses are compatible.
  - 3.1.5. Promote the reuse and renovation of existing buildings for housing development.
  - 3.1.6. Inventory vacant or abandon homes and assist moving them onto the market.
  - 3.1.7. [Support the designation of the four blocks east of Main Street as a "WSU and City Partnership" area.](#)
- 3.2. Increase flexibility of residential standards to eliminate development barriers.



- 3.2.1. Evaluate the City's current "curb cut" policy and how the policy affects infill residential development, creation of a variety of homes, and density.
- 3.2.2. Re-evaluate development regulations to provide greater development flexibility for single family homeowners.
- 3.2.3. Evaluate parking minimums—allow developers to prove the amount of parking their housing product needs is less than the minimum requirement by conducting a parking/market analysis.
- 3.2.4. Examine the Bluffland Protection Overlay District, including comparison with other cities' bluffland protection regulations, to evaluate whether any of the standards are overly restrictive to development.
- 3.3. Provide financial, technical, and communication resources for the development of a variety of homes that are attainable to all income levels—from those on a fixed income to executive housing.
  - 3.3.1. Consider the use of tax abatement and TIF to incentivize the development and rehabilitation of homes to ensure that homes are attainable to all income levels.
  - 3.3.2. Consider creating a Land Trust [to support the creation of new affordable home options](#).
  - 3.3.3. Support the use of universal design principles to allow for accessibility, by encouraging construction of barrier free, single-level homes.
  - 3.3.4. Provide property owners with a design handbook to assist homeowners in appropriately updating their homes and illustrate design guidelines for the construction of new homes/structures in specific neighborhoods or on half-lots.
  - 3.3.5. Promote development of both owner-occupied and rental housing options [including enhancement of rental opportunities for families with children](#).
  - 3.3.6. Consider establishing a program to purchase land for the development of homes in the city core.
  - 3.3.7. Invest and expand city staff to be able to inform and educate the public of upcoming/planned housing development and programs. Create educational campaigns about local resources and provide valuable information.

#### Goal 4. Preservation of the Quality, Safety, & Character of Existing Homes & Neighborhoods

- 4.1. Enhance the appearance, livability and safety of neighborhoods.
  - 4.1.1. [Proactively enforce the City of Winona's existing home and yard maintenance, including single and multifamily homes through building codes and other city regulations to ensure the safety of homes, while Continue to enforce the City's substandard building and yard maintenance ordinances while](#) providing potential access to financial assistance and [or](#) supportive services.



**4.1.1.4.1.2.** Review current ordinances to allow non-traditional ground cover and native species plantings in yard areas.

**4.1.2.4.1.3.** Encourage households to have home energy audits performed.

**4.1.3.4.1.4.** Promote green building standards, building science principles, and low-impact development technologies to minimize storm water runoff and improve energy efficiency.

**4.1.4.4.1.5.** Encourage historic preservation and appropriate rehabilitation of historic buildings for housing and complementary uses.

**4.1.6.** Promote safe neighborhoods that are easy to move around in without an automobile.

**4.1.5.4.1.7.** Intermittently provide informational materials to property owners with Natural State Areas (NSAs) to ensure these areas are not disturbed.

4.2. Encourage partnerships to enrich neighborhoods and the community.

4.2.1. Strengthen partnerships with developers, nonprofits, banks, and others to create and preserve affordable homes.

4.2.2. Encourage the organization of neighborhood groups to support neighborhood livability.

4.2.3. Encourage increased communication between rental housing property owners/managers, renters/college students, and neighbors.

4.2.4. Continue to provide educational information and resources to property owners about home maintenance and repair and renovation assistance programs.

4.2.5. Partner with secondary and post-secondary institutions to increase the construction field workforce and reduce development costs.

4.2.6. Encourage public and private investments into Winona's existing housing stock to ~~be able to modify homes and~~ meet changing market conditions and community housing needs as identified in recent housing studies.

4.2.7. Proactively evaluate funding sources and provide incentives to preserve the integrity and character of homes through rehabilitation.

## Goal 5. Housing for Underserved Populations

5.1. Foster support programs.

5.1.1. Identify and promote resources to allow residents to age-in-place.

5.1.2. Continue working with Winona County and local non-profits to create homes affordable to low-to-moderate income households.



- 5.1.3. Encourage the [City to adopt adoption of](#) policies addressing homelessness and through community partnerships provide strategies to transition those that are unsheltered to services and stable housing.
- 5.1.4. Partner with local resources/institutions to investigate, analyze, and identify local housing needs and to implement strategies to address the housing needs of all residents — those in need of emergency, transitional, and supportive housing to artist and workforce housing to executive housing to senior and assisted housing.
- 5.1.5. Encourage the construction of homes affordable to those earning less than 50% of the area median income annually.
- 5.1.6. Expand the existing tax forfeited model to include other local nonprofits who in turn will offer safe and stable supportive and transitional homes.
- 5.1.7. Provide incentives, education, and support to local landlords to utilize Housing Choice vouchers.
- 5.2. [Consider developing an](#) [Develop an](#) Affordable Housing Plan to ensure residents of all socioeconomic status have access to an affordable home and support services.
- 5.3. Evaluate providing public transit options close to housing, employment, and services to lessen the hardships that cost burdened households endure.
- 5.4. Encourage the creation of a Community Based Services position to assist senior, disabled, and low-income households to access supportive services and resources needed to maintain their homes.
- 5.5. Inventory Natural Occurring Affordable Homes (NOAH) and housing preservation strategies.
- 5.6. Through partnerships, establish new and enrich existing programming/resources to allow seniors to age-in place, along with providing supportive services through Winona County and Hiawatha Mental Health to address mental health and hoarding, etc.

#### Goal 6. Opportunities for First-time Homebuyers

- 6.1. Support financing programs and education for first-time homebuyers.
  - 6.1.1. Continue to partner with resources to provide educational classes for first-time homebuyers.
  - 6.1.2. Continue referring organizations that provide one-on-one financial and credit counseling to households struggling with foreclosure or are in need of improving their credit score to obtain a home mortgage.
  - 6.1.3. Continue to support in first-time buyer financing programs while encouraging local lenders to participate in first-time homebuyer financing programs, providing down payment and closing cost assistance.



- 6.1.4. Encourage businesses to create an Employer Assisted Housing Program.
- 6.1.5. Consider creating partnerships to establish a **Housing Land Trust**.
- 6.1.6. Evaluate creating of a **Local Housing Trust Fund (LHTF)**.
- 6.2. Promote initiatives to increase the housing supply for first-time homebuyers.
  - 6.2.1. Encourage the construction of new homes of all types to encourage existing homeowners to become move-up buyers, which then opens the market for existing single-family homes for first-time homebuyers.
  - 6.2.2. Continue the existing partnership between the Port Authority of Winona and Winona County in conveying tax forfeited properties to Habitat for Humanity serving Winona County to construct homes for low to moderate income families.

**Commented [CE1]:** Define Housing Land Trust in Call Out Box

**Commented [CE2]:** Define Local Housing Trust Fund in Call Out Box

DRAFT



## Land Use & Development

~~Located on an island and is~~ Surrounded by water and steep bluffs, Winona's unique setting makes efficient, economical use of land critically important. Winona's new Comprehensive Plan will update growth recommendations and examine land use both within Winona and immediately adjacent to the city.

Development in Winona will occur within the context of the area's environmental setting. Important environmental, ecological, and natural setting considerations are noted in this section and further detailed in the Environment and Sustainability section of this plan. Future actions taken based on this section should balance both development interests and the environment.

The proposed land use designations and future land use maps can be found in the Future Land Use Planning section which starts on page 66.

### Goals, Objectives, and Strategies

The following are the goals, objectives and strategies that were identified by the Land Use & Development Subcommittee and recommended by the Steering Committee. Objectives are identified by two numbers (such as 1.1), while strategies are identified by three numbers (such as 1.1.1).

#### **Goal 1. ~~Expanded~~-Growth Opportunities Through Infill-Focused on New Development and Redevelopment in Existing Developed Areas**

- 1.1. Facilitate ~~infill~~new development ~~ef on~~ existing vacant or undeveloped landparcels.
  - 1.1.1. Rezone and remove regulatory barriers to development for identified vacant or undeveloped parcelsland to zoning districts supporting the Comprehensive Plan's guidance.
  - 1.1.2. Remediate contamination on brownfield sites in preparation for private development or public/private partnerships.
  - 1.1.3. Analyze potential land uses in the airport area to support the community's development needs, including industrial development, potential relocation of other uses, and necessary mitigation for reuse of airport land in coordination with the City's Airport Safety Zoning Ordinance.
  - 1.1.4. Examine potential locations for replacing ~~small~~, lower quality wetlands that would benefit ~~infill~~new development and redevelopment.
- 1.2. Facilitate redevelopment of existing underutilized properties and buildings to achieve more efficient land uses and new development types.
  - 1.2.1. Identify underutilized parcels within city boundaries for potential redevelopment.
  - 1.2.2. Adjust zoning regulations to allow more flexibility in use of properties.

Commented [CE1]: Define Infill and Brownfield in Call out Box



- 1.2.3. Examine the potential for non-residential development adjacent to utilities in nearby communities, such as Goodview and Minnesota City, with the consideration that people may work in these cities, but choose to live in Winona.

## Goal 2. More Flexible Residential Development Regulations

- 2.1. Reduce the number of zoning variances needed for new-proposed development projects.
  - 2.1.1. Create by-right processes that allow for more housing without regulatory hurdlesUpdate zoning standards and processes to reduce barriers and unpredictability for proposed development projects. (i.e. more "Permitted with Standards" and less public hearings for variances and Conditional Use Permits).
  - 2.1.2. Re-legalize Winona's historic housing pattern (e.g. carriage houses/Accessory Dwelling Units, small lot development, ease of subdivision, Missing Middle housing, etc.) through zoning and other regulatory changes.
  - 2.1.3. Adjust lot size and frontage zoning requirements in traditional neighborhoods to match existing lot dimensions and Winona's traditional development pattern.
  - 2.1.4. Reduce required setbacks for non lot of record propertiesexisting small lots in the traditional neighborhoods.
  - 2.1.5. Relax standards for accessory dwelling units, including maximum height allowed.
- 2.2. Expand residential uses in zoning districts.
  - 2.2.1. Add residential as an allowed use in the I-1 district.
  - 2.2.2. Add more residential options for commercial districts.
  - 2.2.3. Allow owner-occupied duplexes within existing homes or with small expansions for existing homes in the bluff neighborhoods south of Highway 61.
  - 2.2.4. Allow apartment buildings (without required non-residential uses on the first floor) in the Mixed-Use Downtown Core zoning district outside of the central retail/commercial area of downtown.

Commented [CE2]: Define "By-right" in Call out Box

Commented [CE3R2]:  
Define "Permitted with Standards" in Call out Box

Commented [CE4]: Define Lot of Record in Call out Box

## Goal 3. Edge Growth Through Efficient Use of Land and Public Utilities

- 3.1. Examine edge areas adjacent to existing public utilities for suitability and capacity for residential, commercial, and industrial development.
  - 3.1.1. Prioritize and phase new development in proximity to existing public utilities.
- 3.2. Facilitate contiguous and phased development of new residential neighborhoods.
  - 3.2.1. Examine the Bluffland Protection Overlay District, including comparison with other cities' bluffland protection regulations, pertaining to slopes, setbacks, and related elements in bluffland areas outside of the Mississippi River Valley



viewshed to evaluate whether any of the standards are overly restrictive to development ~~while recognizing the import still achieving the environmental considerations which informed development of the ordinance.~~

- 3.2.2. Allow bluffland areas with public trails to satisfy parkland dedication requirements. ~~Such Public~~ trails must meet bluffland requirements for construction.
- 3.2.3. Examine new technology for handling stormwater and waste water to facilitate development while considering potential environmental effects.
- 3.2.4. Examine options for assessment of utility connection fees to reduce upfront costs to developers.
- 3.3. Determine ~~trunk mains sanitary sewer and water system~~ extensions based on a study of operational and fiscal impacts to City of Winona. ~~The s~~Study shall include, but not be limited to, the following:
  - 3.3.1. The ~~costs of extension construction~~ and long-term maintenance ~~costs~~ of utility extensions.
  - 3.3.2. Impacts to the costs and level of service for police, fire, emergency response, and the transportation system.
  - 3.3.3. Economic impacts to local jurisdictions for development of new land.
- 3.4. Determine ~~trunk mains sanitary sewer and water system~~ extensions based on a study of the proposed land for future development. ~~The s~~Study shall include, but not be limited to, the following:
  - 3.4.1. Impacts to prime agricultural land.
  - 3.4.2. Impacts of new development to sensitive natural resources.
  - 3.4.3. Potential limitations to development of new land such as Karst topography, soils, and depth to bedrock.

**Commented [CE5]:** Define Trunk Main in call out box

#### Goal 4. Neighborhood Character Preservation with Infill Development and Redevelopment

- 4.1. Provide ~~transitions buffers~~ between disparate land use designations.
  - 4.1.1. Enact appropriate zoning regulations to provide for a buffer between uses of different intensities.
  - 4.1.2. ~~Identify clear and predictable standards Allow for~~ new development or the addition of new housing units ~~as “permitted with standards”~~ in the zoning code. ~~To help maintain neighborhood character while accommodating change, establish development standards to permit uses by right~~ rather than requiring a variance.

**Commented [CE6]:** Define neighborhood character

- 4.1.3. Examine limited exterior design standards for new uses or remodels that substantially change building facades.

## Goal 5. Complete Neighborhoods

- 5.1. Allow small-scale commercial uses in the traditional neighborhoods.
  - 5.1.1. Re-legalize existing neighborhood commercial uses (~~such as Bloodows, Flowers on Broadway, Hei and Low tavern, etc.~~).
  - 5.1.2. Place reasonable regulations on neighborhood commercial uses to ensure compatibility with adjacent homes.
  - 5.1.3. Rezone the area around the Amtrak Station for mixed use development ~~and remove regulatory barriers to housing development and commercial investment.~~
- 5.2. Allow small-scale commercial uses in appropriate ~~bluff~~ neighborhoods south of Highway 61.
  - 5.2.1. Permit small-scale commercial uses in high traffic areas such as State and County Highway corridors and at entrances to neighborhoods.
  - 5.2.2. Prioritize corner lots for ~~the development of~~ commercial and mixed use uses in neighborhoods ~~and allow as “permitted with standards.”~~
- 5.3. Allow a diversity of housing types.
  - 5.3.1. ~~Allow flexibility on typical city lots for up to three homes per lot.~~
  - 5.3.2. ~~Allow flexibility for all city lots for up to two homes per lot.~~
  - 5.3.1. ~~Allow owner-occupied triplexes as “permitted with standards” on standard 50' X 140' City lot with limited exterior design standards and parking provided per City Code.~~
  - 5.3.2. ~~Allow triplexes with a Conditional Use Permit on standard 50' X 140' City lot with limited exterior design standards and parking provided per City Code.~~
  - ~~Allow duplexes and other second units types on lots smaller than 50' X 140' with limited exterior design standards and parking provided per City Code.~~
  - 5.3.3. Incentivize owner-occupancy for single-family conversions to duplexes or triplexes.
  - 5.3.4. Allow a variety of housing types in new residential subdivisions.
  - 5.3.5. Relax lot dimension and lot siting standards where ~~adjoining~~~~adjacent to~~ different zoning districts.
- 5.4. Encourage ownership options for multi-unit residential buildings.
  - 5.4.1. Explore models for ownership of housing units within 2-4 unit buildings.

**Commented [LS7]:** Simplified language of former strategies 5.3.1; 5.3.2; and 5.3.3 toward aspirational, easily understood language. Details will be resolved in the zoning code updates following adoption.

**Commented [JM8]:** Could these three strategies be generalized and combined?



- 5.4.2. Explore models for ownership of housing units within 5+ unit buildings.

#### Goal 6. Preserved and Enhanced Recreation and Natural Resource Areas

- 6.1. Improve access for all neighborhoods to existing recreation and natural resource areas.
  - 6.1.1. Enact strategies of the Park and Recreation Master Plan.
  - 6.1.2. Enact strategies of the Bluffs Traverse Conservation and Recreation Area Master Plan.
- 6.2. Balance the distribution of recreational resources across all neighborhoods focusing on opportunities for underserved populations.
- 6.3. Consider changes to existing recreation and natural resource areas to allow better management of the overall system.
  - 6.3.1. Identify vegetation-strategies that reduce regular City maintenance needs while retaining important characteristics of recreation and natural resource areas, e.g. increased native vegetation areas and decreased mowed areas.
  - 6.3.2. Continue to partner with other organizations or groups to assist in maintaining and enhancing recreation and natural resource areas.
  - 6.3.3. Enact strategies of the Winona Sustainability Plan.
- 6.4. Add new uses to existing recreation and natural resource areas.
  - 6.4.1. Facilitate new recreational opportunities in accordance with the Park and Recreation Master Plan, Bluffs Traverse Conservation and Recreation Area Master Plan, and Sugar Loaf Bluff Conservation and Recreation Area Master Plan.
  - 6.4.2. Facilitate new recreational opportunities in accordance with residents' and visitors' needs and desires while considering traditionally underrepresented and/or underserved populations.
- 6.5. Complete the Riverfront Trail detailed in this plan's Downtown and Riverfront section.
- 6.5.6.6. Encourage cluster development to preserve important natural resources and unique characteristics of the land.
  - 6.5.6.6.1. Encourage conservation design for new residential subdivisions.
  - 6.5.6.6.2. Minimize impacts to the tree canopy to reduce the heat island effect and protect wildlife habitat.



Comprehensive Plan Update  
Interim Report

DRAFT