Image by Mary Farrell

2045 COMPREHENSIVE PLAN
CITY OF WINONA, MN

DRAFT FEBRUARY 2024

CITY OF
WINONA™
MINNESOTA

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» Engage Winona
» New History
» WHKS

NEW HISTORY

ENGAGEWINONA

whks
engineers + planners + land surveyors

HKGi

CONTENTS

CHAPTER 1
INTRODUCTION

WHY PLAN?

Situated between soaring bluffs and the Mississippi River, Winona has been attracting residents, businesses, and visitors for generations. To ensure the community's continuing vibrancy and provide a clear vision for future community change and growth, community leaders undertook a major update to the City's 2007 Comprehensive Plan. The 2045 Comprehensive Plan is an essential tool for guiding the community's physical, economic, and social growth over the next 20+ years. The updated plan is broad in scope and establishes high level goals, objectives, and strategies. It is a guide for residents, property owners, business owners, elected and appointed officials, and developers as they establish policy and make decisions.

The City of Winona has a long history of planning, adopting its first Comprehensive Plan in 1957. The land use component was updated in 1972 and 1981, followed by complete updates in 1995 and 2007. The City has also completed topic area plans that served as a foundation and guide for this latest update, including:

» 2015 Developing a Preservation Education Plan for the Heritage Preservation Commission of the City of Winona Final Report

» 2016 Engage Winona Community Conversations for a New Winona Community Report

» 2016 Comprehensive Housing Needs Assessment

» 2017 Housing Task Force Recommendations to the Winona City Council

» 2017 Complete Streets and Pedestrian and Bicycle Plan

» 2018 Comprehensive Parks, Open Space & Recreation System Plan

» 2018 The Bluffs Traverse Conservation and Recreation Area Master Plan

» 2019 Engage Winona East Side Neighborhood Plan

» 2020 Downtown Strategic Plan

» 2021 Engage Winona Sustainability Plan engagement

» 2022 Arts and Culture Strategic Plan

In addition to City of Winona efforts, the comprehensive planning process also considered community data from the 2022 Community Health Needs Assessment from Winona Health and Winona County.

PLAN ORGANIZATION

The 2045 Comprehensive Plan is composed of introductory chapters followed by the 12 key topic chapters. Each chapter includes a brief introduction and information that provides context for the goals, objectives, and strategies for that topic. Each chapter also includes a section that identifies how the topic addresses the overall themes of equity, technology, and sustainability.

- Land Use & Development
- Homes & Neighborhoods
- Economic Development
- Accessible Government
- Heritage Preservation
- Downtown & Riverfront
- Parks and Recreation
- Transportation
- Arts & Culture
- Environment & Sustainability
- Community Services & Institutions
- Influential Projects

Fall 2021 pop-up event

PROCESS

The Comprehensive Plan is the community's plan. The development of the 2045 Comprehensive Plan was guided by extensive community outreach, a 12-member volunteer Steering Committee appointed by the Mayor, and volunteers on 12 subcommittees who focused on specific Comprehensive Plan topics. The City of Winona worked with Engage Winona to hear from a broad, diverse cross-section of community members from 2021 through 2023. In the time leading up to the release of the draft comprehensive plan, we had participation of 2,940 people, and received and analyzed more than 7,200 total unique comments. An overview of the engagement efforts and findings can be found in Chapter Three, as well as in Appendix X.

The kick off of the planning process involved city staff and the consultant team gathering and preparing background and existing conditions information, while Engage Winona reached out to more than 2,000 people through community conversations, online surveys, community pop-ups, and targeted outreach to stakeholders and underserved populations. Participants were asked what they valued about Winona and what is important 10 to 20 years in the future. This engagement guided the development of the vision and values, which are described in the Chapter Two. The initial draft of the vision and values were then refined based on a second phase of outreach with the community, as well as review by the Steering Committee, Planning Commission, and City Council.

ENGAGE WINONA COMMUNITY ENGAGEMENT PROCESS

Engage Winona is a local nonprofit that works to ensure that everyone has access, voice, and power in community planning and decision making. Engage Winona's approach for this project, developed in partnership with the City of Winona and HKGi, used an asset-based framework designed to build on community strengths and a foundation of shared core values.

Engagement activities were designed to meet people where they are with a combination of pop-up booths at public events, online survey tools, in-person and virtual conversation options, a voicemail line, creative art opportunities, and more. The result is a plan that includes the views, visions, and ideas of a broadly diverse and representative cross-section of the community, and our hope is that the outcomes are co-owned by the community as well. It takes a village, as the saying goes, and Engage Winona's engagement in this project surfaced a variety of meaningful, achievable ideas that will take broad community ownership and collaboration.

Total Participation By Phase

- 280 — Phase 3b
- 421 — Phase 3a
- 212 — Phase 2
- 2,027 — Phase 1

Phase 1 | Phase 3a
Phase 2 | Phase 3b
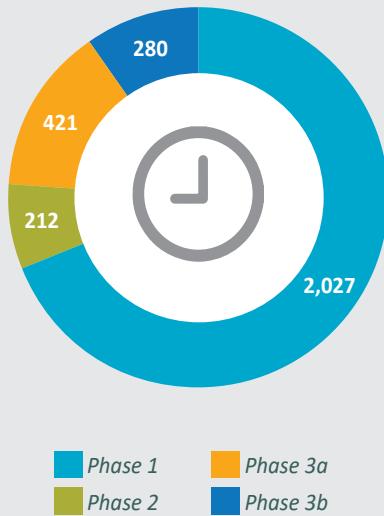
Total Participation By Tool Type

- 657 — Pop-up Booths
- 610 — Conversations
- 1,655 — Surveys & Online

Surveys & Online
Conversations
Pop-up Booths
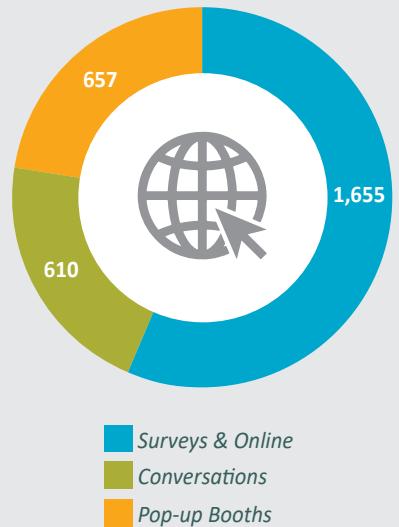
Summer 2022 pop-up event

Community engagement at City Hall

⭐ Comprehensive Plan Update Participation and Decision Making Process

City Council

Planning Commission

Steering Committee

Public, Staff, Consultants

Subcommittees

- Land Use & Development
- Homes & Neighborhoods
- Economic Development
- Heritage Preservation
- Downtown & Riverfront
- Parks & Recreation
- Transportation
- Arts & Culture
- Environment & Sustainability
- Community Services & Institutions
- Accessible Government
- Transformative Projects

BASELINE REPORT SECTIONS

Planning for the future must start with an understanding of where the community is today. A separate baseline report was prepared to summarize existing conditions. The following are the chapters of the Baseline Report:

» Community Profile
» Environment
» Land Use & Housing
» Transportation
» Public Utilities
» Parks, Recreation & Open Space
» Historic Preservation
» Arts & Culture
» Accessible Government

Community Engagement at the East Rec

Community input from the first two phases of engagement were also valuable to the 12 subcommittees who were charged with developing the goals and objectives for the comprehensive plan topic areas. While ten of the topic areas were identified as the onset of the planning process, two additional key topics were added based on the comments received during the first phase of engagement - Community Services & Institutions, and Downtown & Riverfront. The 12 subcommittees, who met 108 times and included more than 100 volunteers, began identifying goals and objectives for their topic areas after learning about comprehensive planning; information and direction about their topic from any existing plans; and review findings from community outreach efforts. Staff then assisted each subcommittee in identifying strategies to achieve the draft goals and objectives.

The third round of community outreach focused on soliciting input on the Interim Report, a document which included all of the draft goals, objectives, and strategies, as well as propose future land use designations and future land use map. More than 300 people provided feedback through the online survey, the online document review, or open houses.

The revised draft goals, objectives, and strategies were then reviewed and refined by the Steering Committee and then the Planning Commission. Staff and the consultant team then developed a draft of the complete Comprehensive Plan. The plan was then made available for public review and revisions made to address community input. The second draft was then reviewed by the Planning Commission, who recommended any further revisions prior to consideration by the City Council.

CHAPTER 2
VISION

The 2045 Vision and Core Values were developed using input received from more than 2,000 participants of Engage Winona's engagement activities and the guidance of the Steering Committee. The vision is a concise, overarching statement of the community's aspirations for how the City should feel, look, function, and evolve over the next 20 years. The vision and core values provided a foundation for the development of the Comprehensive Plan.

2045 VISION

Image: Mary Farrell

" *Winona is a vibrant, inclusive river city where we are connected with each other and our beautiful environment, and we lead with entrepreneurial spirit and creativity* "

CORE VALUES

The core values were crafted out of people's input during the Comprehensive Plan's first phase of community engagement between October 2021 and January 2022. People were asked to identify the community's values by responding to these questions: What do you value most about Winona? What do you consider to be Winona's assets? What makes Winona stand out as a community? People were also asked to dream big, imagine nothing is in their way, and describe what Winona looks like in 15 to 20 years. The core values reflect the themes that were the most discussed, and feel most meaningful and achievable for Winona.

Livability & Well-being

We value our community services and events that support our overall health and bring us together. We cherish our connections with each other and work toward a future where we all have access to the places we love and feel a sense of safety and belonging.

Environment & Recreation

We treasure our natural resources, parks, and trails as a source of enjoyment and recreation activities for all residents and visitors. We will actively preserve, enhance, and increase accessibility to our environment for future generations.

Entrepreneurship & Economy

Our entrepreneurial spirit and industrial heritage are the foundation for growth of our robust, diverse economy. We invest in our downtown and other physical assets, and we create the conditions for bold and innovative ideas to flourish.

Learning & Culture

We value our diversity of educational offerings, events, and community institutions that support lifelong learning and exploration of arts and culture. We celebrate the contribution of our youth and community members of all ages to our artistic and cultural fabric, and work to empower everyone to thrive in our city.

OVERARCHING THEMES

Three overarching themes are present throughout the plan and guide the development of goals, objectives, and strategies in each area. These overarching themes could not be topics themselves because they influence and are influenced by all of the other areas. The subcommittees discussed each of these areas as they developed and refined their goals, objectives, and strategies for each topic area. Each chapter includes a summary that highlights how the overarching themes are addressed.

The three overarching plan themes are:

Equity

Providing viable options and opportunities to help people reach their full potential. For example, increasing housing choice or increasing accessibility to public parks and facilities.

Technology

Incorporating innovation into City operations to make services more effective, efficient, and accessible. For example, improving City operations to reduce costs while enhancing public experience or providing additional online options for public participation.

Sustainability

Creating a resilient city that is a desirable place for future generations to live, work and play. For example, maintaining and enhancing the natural environment or responsibly managing the City's fiscal resources.

CHAPTER 3
COMMUNITY ENGAGEMENT

ENGAGE WINONA

Engage Winona listened to the community in a variety of ways from 2021 through 2023, with a focus on underrepresented voices. We created five online survey opportunities, hosted 14 public community conversation or open house events, including in-person and virtual offerings, and hosted 12 pop-up events at a variety of locations across Winona.

In order to engage with a representative cross-section of Winona residents and stakeholders, our engagement effort also included over 60 stakeholder interviews and group conversations. We held sessions with key stakeholders including business, nonprofit, education, and healthcare leaders; property owners and developers; faith leaders and more. We directly engaged the business community through multiple events and partnerships, with over 100 business leaders represented in survey and conversation participation. We also engaged marginalized voices through focused outreach to cultural communities and other underrepresented groups, including youth and older adults; refugees, immigrants, and people of color; people experiencing poverty and housing insecurity; people in addiction recovery, and more.

Project activities were shared widely via newspaper, radio, email newsletters, City of Winona announcements, City of Winona water bills, social media, and flyers.

Postcards shared at pop-up events

Social media and website

PHASE 1 ENGAGEMENT - FALL 2021

Phase 1, from October 2021-January 2022, kicked off the project with big, essential questions: What do we value most as a community? What issues and opportunities are most important to us as we plan for our next 20 years? And what are our dreams for Winona's future? More than 2,000 people were involved in activities in Phase 1, contributing over 5,700 unique comments.

We anchored our engagement in deep listening to diverse stakeholder groups through conversations, focus groups, and interviews. This crucial first step reached a broad, representative cross-section of the community and helped us tailor engagement activities throughout the plan development process.

FULL COMMUNITY ENGAGEMENT INPUT

For more information about community engagement during the comprehensive planning process see:

Appendix

1. Executive Summary of Phase 1 Engagement
2. Executive Summary of Phase 2 Engagement
3. Interim Report Community Engagement Summary for Phase 3

The online Comprehensive Plan Update Library has the full results of all of the engagement phases. Click *here* to view.

Digital tools we used in Phase 1 included an online survey and interactive map. Community members could take a 10-minute survey providing input on the proposed comprehensive plan topics, name community places that were important to them, and share their values, ideas, and dreams for Winona's future. Over 800 people filled out the survey, which was also available in print at a variety of locations in Winona. Engage Winona donated several gift cards to local businesses, which were given to a few lucky winners as an incentive for participating. The map tool enabled community members to comment on specific areas of Winona that stood out or needed to be worked on.

A key strategy in Phase 1 was to bring engagement to community members where they are, so the Engage Winona team brought a pop-up Comprehensive Plan Update booth with information and interactive prompts to different community events and festivals throughout the season. The effort reached a wide variety of audiences, with special attention to reaching folks who may not otherwise have participated. We attended community events such as Jeny Kochany Live at the Levee, Streets N Treats, the Winona Farmers Market, and more.

At the pop-up booth, the team used creative tools to raise awareness of the project and engage folks on their big ideas for Winona's future. At the booth, participants of all ages were asked "What are your hopes and dreams for Winona's future?" and "What one issue, if addressed, would make the biggest difference in Winona?" Participants were also asked to draw or write a place in Winona they loved to spend time at.

We collect participant demographics primarily as a way to gauge whether our engagement truly connects with a diverse cross-section of community members. Our goal in Phase 1 was to reach every section of the community, and demographic data shows we did. On the following page is a summary of key demographic insights representing everyone: survey respondents, participants in stakeholder conversations and targeted outreach, and participants in community events. Survey respondents voluntarily answered demographic questions, and demographics from events and conversations are approximations based on informal windshield counts.

Phase 1 Engagement: Ideas & Issues	Phase 2 Engagement: Vision & Values	Phase 3A Engagement: Policies & Priorities	Phase 3B Engagement: Input on Interim Report	Draft Plan	Phase 4 Engagement: Input on Draft Plan
Q4 :2021	Q1 :2022	Q2 - Q4: 2022	Q4-Q1: 2023		Q4: 2023

COMMUNITY ENGAGEMENT INPUT

Strong representation of racial and ethnic diversity:

About 88% identify as white, 5-6% Black, 2% Indigenous, 2% Hispanic or Latino, 2% Asian, slightly more diverse than Winona's overall population.

- Indigenous
- Black
- Hispanic or Latino
- Asian
- 2%
- 6%
- 2%

88%
White
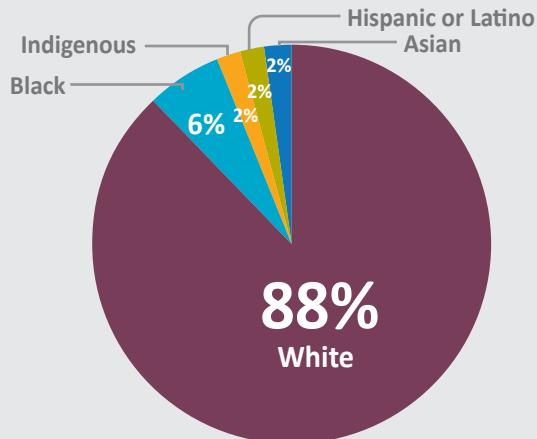
Broad representation of ages, with more representation of voices under 45:

About 10% ages 13-24; 25% ages 25-34; 25% ages 35-44; 20% ages 45-54; 20% ages 55 and up

Age	%
13-24	10%
25-34	25%
35-44	25%
45-54	20%
55+	20%

Families represented:
About 55% of participants have children 18 or younger in the home, compared to about 21% of all households in Winona.

55%
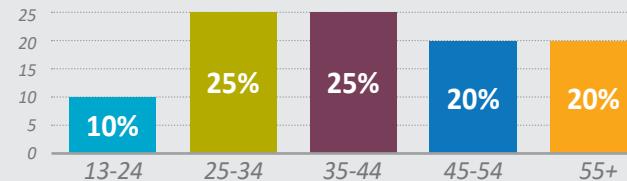
Great balance of time lived in Winona:

40% 10 years or fewer

60% 10+ years
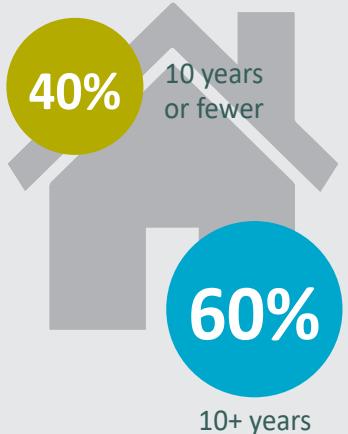
Household income slightly higher than city demographics:

25% reporting below $50,000; 50% between $50,000-$99,000; 25% higher than $100,000. According to census data the City of Winona's household income breakdown is 51% below $50,000; 31% from $50,000-$99,999; and 18% $100,000 or more.

	Engagement Respondents	City of Winona Demographics
Below $50K	25%	51%
$50K - $99K	50%	31%
Higher than $100K	25%	18%

- ● Engagement Respondents
- ● City of Winona Demographics
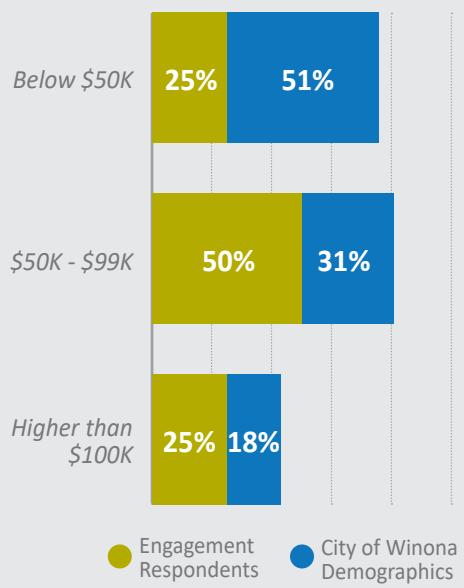
Education levels were higher than city demographics:

With 55% having a bachelor's degree or higher, compared to 34% in census data.

34% vs **55%**
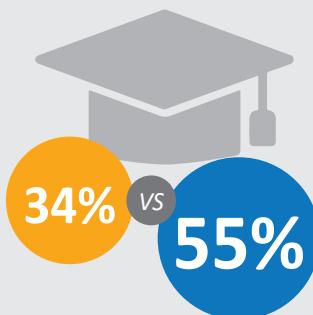
Good representation of people who rent and people who own their home:

30% renting and 70% owning, compared to 40% and 60% based on census data.

30%
70%

40%
60%

- ● Renting
- ● Owning
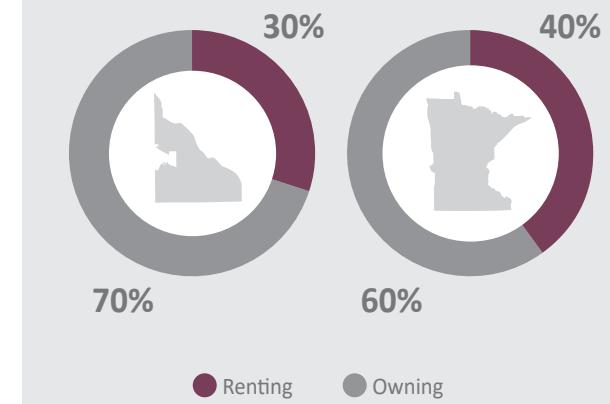
Key findings from Phase 1

Responses to what people liked about Winona were sorted according to interconnected themes that emerged in our analysis. We named these themes (equity, technology, and sustainability) as a starting point based on what we heard in Phase 1, to help give a snapshot of what we heard and a pathway to connect our current strengths to our future dreams as a community. In Phase 2 these responses were incorporated into draft Vision and Values statements.

The top five values we heard in Phase 1 were:

1. A sense of community
2. Environment
3. Community activities such as arts and family-friendly activities
4. Livability - including housing choice and community services that support well-being
5. Small-town feel - referring to a general feeling of safety, heritage, and ease of getting around

In our survey, map, conversations, and popups, we asked folks to tell us their ideas for Winona's future, and identify the issues that were most important to them. We sorted the ideas and issues according to the Comprehensive Plan topics where possible.

Top issues with the most mentions in Phase 1 were:

1. Transportation
2. Community services
3. Housing
4. Economy
5. Historic downtown

A Winona Place That Best Represents Our Community:

(Bar chart with y-axis values 0, 25, 50, 75, 100; categories: River + Downtown, Lakes, Business + NP, Community Centers, Bluffs, Other, Parks, Schools)
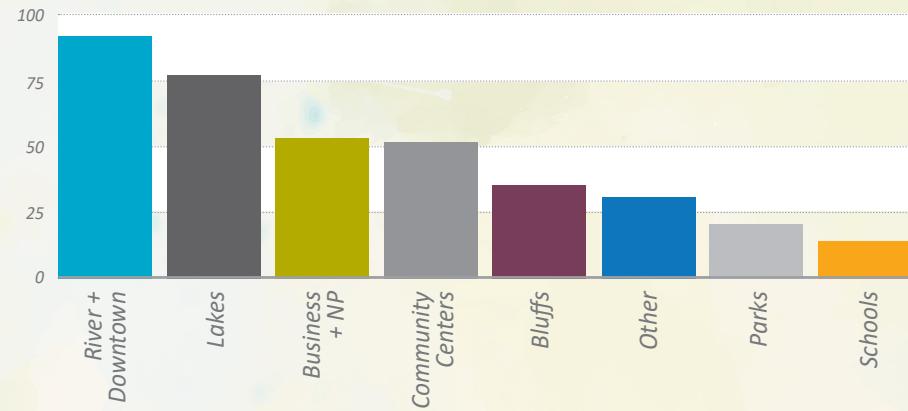
In Phase 1, we also asked folks to dream big, imagine nothing is in their way, and tell us what Winona looks like in 15-20 years. The largest categories of dreams were broad livability and community services, downtown and riverfront vitality, and a thriving economy, including workforce supports like childcare and improvements to the city's infrastructure and overall appearance. Many comments referencing broad livability included a variety of the other themes, reflecting a holistic vision for a vibrant future Winona.

Another aspect of Phase 1 engagement involved asking folks to share which of the original ten plan topics and three overarching themes were most important to them. Housing, land use, and park and recreation scored highest in the online survey, and environment, housing, and arts scored highest in pop-up booth responses. Overall, responses to the three overarching themes were positive, with 94% of respondents saying they were at least somewhat important.

Key findings from Phase 1

Phase 1 engagement identified two new topics to add to the original 10 in the plan: historic downtown, and community services. We also received many comments regarding equity (one of the plan's overarching themes), community identity, and education.

Input from Phase 1 was used to create draft vision and values statements. It also helped frame the discussion for 12 working subcommittees composed of volunteer community members, who met to identify goals, objectives, and strategies for each of the plan's 12 topics.

This word cloud was created from the 420 responses Engage Winona received from the question "What one word would you use to describe Winona"

beautiful
quaint
quirky growing
changing underrated sleepy unique
bluffs
outdoors
conservative diverse stuck
potential scenic
home
active safe quiet
underutilized stagnant vibrant
good old
weird
welcoming pleasant serene
beauty
nature none waiting
lackluster comfortable long city
dated special
backwards
perfect driftless place college
eclectic historic town adventurous
outdoorsy friendly
wonderful push
behind
people pretty
complacent picturesque warm
boring small
accessible

PHASE 2 ENGAGEMENT - WINTER 2022

Phase 2 built upon the Phase 1 foundation, giving community members an opportunity to shape key directions and give feedback to draft vision and values statements. These statements were created based on community input from Phase 1, and reviewed by the Steering Committee, Planning Commission, and City Council. The primary tool in Phase 2 was an online survey, which was promoted widely, about the vision and values. The survey was open for three weeks and received over 200 responses.

Over the winter, we also shared what we heard in Phase 1 engagement in a written report, press appearances, and social media posts.
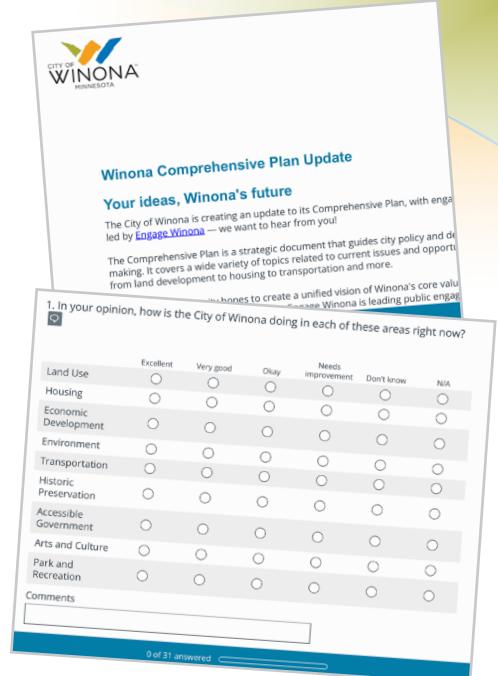
Screenshot of an online engagement survey

Key findings from Phase 2

Community members responded to a draft vision statement, and 98% agreed that the vision was desirable for the community. Comments from community members suggested ways to incorporate equity and inclusion, make the statement clearer, and incorporate education, arts, and environment.

We presented four draft values statements for feedback as well. Once again, respondents mostly agreed that the values statements reflected what is important to them about Winona, and suggested ways to improve and focus the statements.

This feedback from Phase 2, along with feedback from the Steering Committee, Planning Commission, and City Council, resulted in the Vision and Values statements that are featured in this plan.

cityofwinonacompplan

YOUR IDEAS
WINONA'S FUTURE
Community conversations start **this week**!

| Wed 1 | 1-2 p.m. in-person @ Winona Friendship Center |

Social media content and updates

Guided walk summer 2022

Artist-led engagement

PHASE 3A ENGAGEMENT - SPRING-SUMMER 2022

Phase 3 Engagement broadened the reach of the project with a series of fun, interactive events designed to engage folks with the vision and values and explore physical locations in the city. We also continued to engage community members around key values, visions, and topics in the plan. Engage Winona conducted listening sessions with groups and took individual comments via email and voicemail.

Over summer 2022, Engage Winona partnered with Winona's Creative Laureate Sarah Johnson of The Joy Labs to do pop-up arts engagement on the vision and values of the Comprehensive Plan Update. More than 280 community members participated in creating 5 murals that celebrated each of the vision and values statements.

Engage Winona also hosted a series of three guided walks to collect input about specific topics in the plan, including transportation, downtown and riverfront, and historic preservation.

Attendees explored different aspects of Winona using their senses, walking in Levee Park, downtown Winona, and across Highway 61 to Holzinger Lodge.

Key findings from Phase 3a

Input in Phase 3 affirmed the key topics and directions we heard in Phase 1. Top values we heard in Phase 3 were downtown, economy, environment, sense of community, and recreation. Top issues that surfaced included Winona's continued economic development, park and recreation, transportation, entertainment options, and environment. Feedback from Phase 3 informed the work of the subcommittees and affirmed the vision and values statements. Results across all phases are shown on the graphic below.

What are your ideas for Winona's future?
What issues are most important?

What do you value most about Winona?
What are Winona's assets?

Online engagement

Open houses, December 2022 and January 2023

PHASE 3B - INTERIM REPORT ENGAGEMENT - FALL 2022-WINTER 2023

After several months of subcommittee work throughout summer 2022, the project team created an Interim Report, an 80-page document containing drafts of the Comprehensive Plan's proposed goals, objectives, and strategies. Public engagement for the Interim Report again involved a variety of engagement tools, which were selected to offer entry points ranging from commenting on the full document to completing a short survey on the plan goals.

Throughout December and January, Engage Winona hosted four public open houses, one of which had Spanish and Hmong interpretation available, thanks to Project FINE. Community members could also participate in an online survey giving their responses to a summary of plan goals, or leave comments in a digital PDF version of the plan. Copies of the draft plan were available online and in print at City Hall.

Key findings from Phase 3b

Comments and input from this phase of engagement helped the project team as they wrote the draft Comprehensive Plan Update. City of Winona planning staff and technical consultants from HKGi reviewed all of the comments and made revisions to the goals, objectives, and strategies based on the feedback received. The project team also used input to determine where more information, context, and definitions needed to be added in the draft plan to make it easier to understand, and to make the final version more explicitly reflective of the vision and values and overarching themes of equity, technology, and sustainability.

Comments in Phase 3b also affirmed what we heard in the preceding engagement cycles: 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 environment and natural resources; they would like to see thriving, walkable neighborhoods with more housing options, especially in terms of affordable housing; and an economic climate and quality of life that attracts newcomers to move to Winona, work here, and raise their families here.

PHASE 4 – DRAFT COMPREHENSIVE PLAN ENGAGEMENT

X

Key findings in Phase 4

X

Phase 4 Placeholder
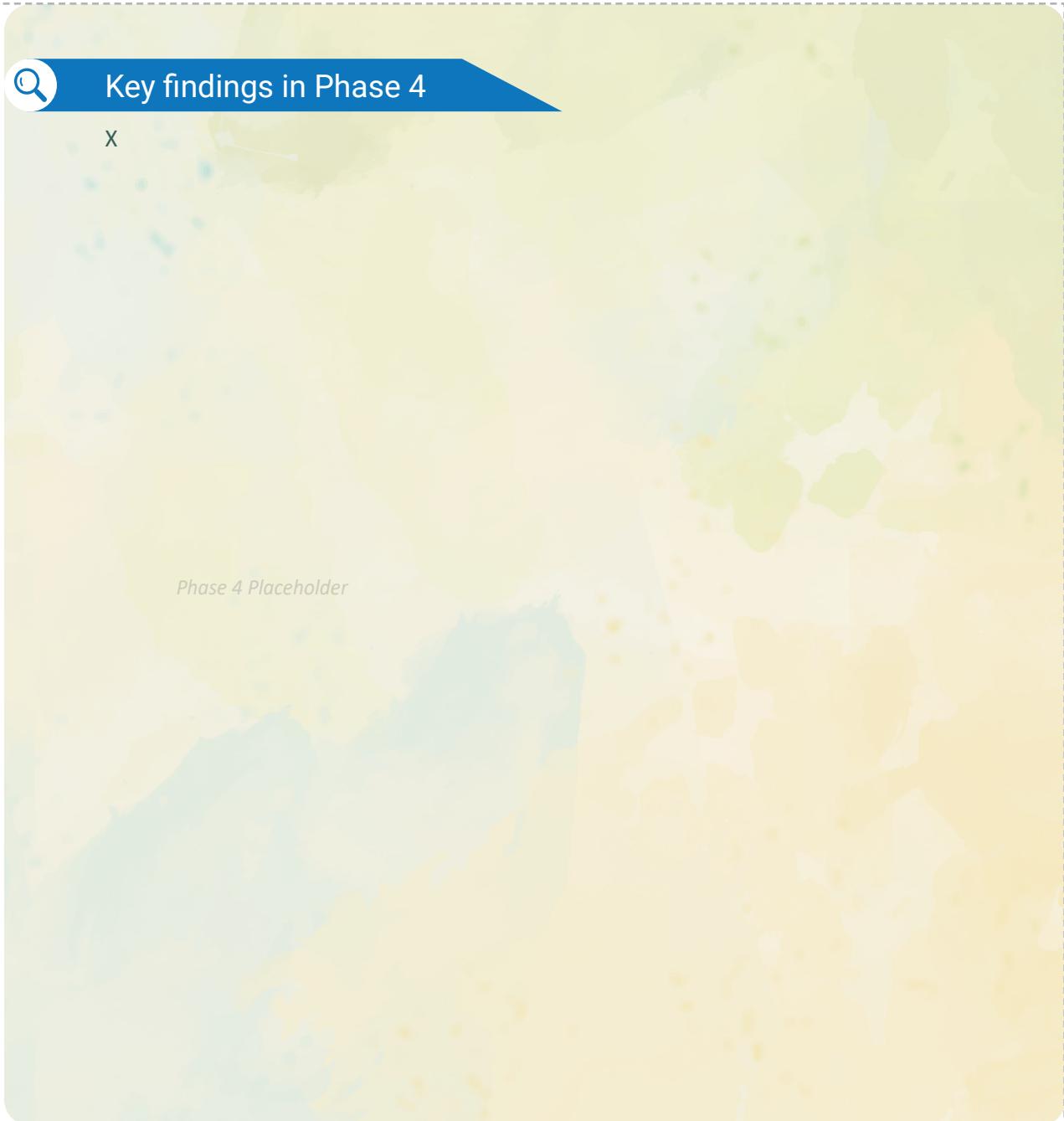
CHAPTER 4
LAND USE & DEVELOPMENT

PURPOSE

The Land Use and Development chapter provides guidance for the appropriate location and types of future development, as well as for the conservation of the natural environment. This chapter will be used to determine future public investments, make decisions concerning private development proposals, and set priorities for future planning efforts.

The Land Use and Development chapter also provides a high level guide for the regulation of land development, as controlled by the city of Winona's Unified Development Code and Zoning Map under the powers granted to it by the state of Minnesota. The future land use designations identify what the city's desired future land uses are, including residential/neighborhood, commercial, industrial/employment, recreation/open space, and public. The future land use map establishes the appropriate locations throughout the city for this chapter's future land use designations. The boundaries of the uses as shown on the various maps are approximate and subject to interpretation and adjustment as necessary to conform to actual site conditions as development occurs.

WINONA'S ENVIRONMENTAL CONTEXT

Winona is blessed with a striking natural setting – surrounded by water and blufflands characteristic of the driftless region in southeast Minnesota, western Wisconsin, and northeast Iowa. The beauty of the Mississippi River Valley and surrounding bluffs is one of the first things people mention when asked to describe Winona. Within this setting are a variety of environmental land use considerations including the Mississippi River, Lake Winona, designated trout streams, shorelands, wetlands, floodplains, steep slopes, bluffs, and woods. Although these characteristics significantly define Winona, they also constrain physical expansion of the city. Accordingly, it is vitally important to plan for future city growth both in existing developed areas and in new locations which can support new construction without compromising sensitive environments.

WHAT WE HEARD

» More flexibility to support neighborhood stores and food options near homes

» Treat Winona's small geographic area and sensitive natural resources as both assets and constraints

» Preserve natural resources, including blufflands

» Improve use of parking areas

» Equity and inclusion in land use/zoning decision-making

Downtown Winona (Image by Mary Farrell)

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity –* This section focuses on mixed use development and greater housing choice throughout the city, to enhance opportunities for all people to live in a location that improves their life.

» *Technology –* This section explores modern alternatives for sewer and water utility delivery and stormwater management to facilitate future development while maintaining sensitive environments.

» *Sustainability –* This section focuses on future development served by or adjacent to existing trunk utility lines mains as a method to enhance the city's environmental and fiscal sustainability.

WINONA'S TRADITIONAL CITY PATTERN

The City's existing pattern of land uses and buildings also reflect our long history of development as a river city with an integrated mix of homes, businesses, industries, public and semi-public institutions, and parks/natural areas laid out within a traditional street grid. The city's existing pattern is dominated by the historic downtown, residential neighborhoods, neighborhood commercial nodes, college campuses, industrial and business employment areas, and recreation/natural areas.

Winona's traditional development pattern is arranged in a grid street pattern of 300' x 300' blocks parallel to the Mississippi River. These blocks feature tree-lined streets and sidewalks allowing for the quick and easy movement of people and goods through the community in a human-scale setting. This development pattern is at once harmonious with the natural setting of the bluffs while maintaining the key characteristics of what makes a resilient, sustainable city: walkability, a mixture of uses, protection of public space for pedestrians and recreation, and spaces shaped toward the human element of cities.

The traditional development pattern of Winona largely occurred prior to modern land use controls like master plans, comprehensive plans, future land use maps, or zoning districts. The elements that the city "got right" in the mid-1800s to early 1900s are a strong foundation for the future growth of the city. Winona is recognized as one of the historical gems of the state and region precisely because of the city's embrace of its traditional development pattern. That development pattern remains the unseen structural framework underpinning Winona's resiliency, sustainability, and unique identity.

Winona's traditional development pattern allows for a human-friendly scale of development which integrates a variety of housing and retail options in its neighborhoods. The gentle density of the community allows for easy access to the city's rich natural landscapes. Its comfortable homes with small front yards encourage engagement with neighbors. Garages, some topped with apartments, allow for simple, cohesive growth in the small town scale the community cherishes. Winona is a place where the local coffee shop, ice cream store, and doctor's office are just a short walk away.

EXISTING LAND USES

The existing land use map is shown in Figures 4.1 (full city) and 4.2 (north of Hwy 61). In addition to the traditional grid street network, the map reflects Winona's traditional pattern of mixing uses within the city. Downtown has the greatest mix of uses, bringing together commercial, institutional/public, residential, and industrial uses. Commercial uses are dominant uses in the downtown and Hwy 61 corridors, but there are also smaller neighborhood commercial nodes sprinkled across the city. Many neighborhoods contain a mix of housing types. The existing land uses map provides a visual tool for understanding and learning from the city's existing development patterns. However, existing land use data is based on Winona County's tax classification data which does not always align with land use classifications and includes some undetermined parcels.

Existing Land Use	Total Acres	% of Total
Agriculture	2,190.6	17.8%
Park & Open Space	3,329.6	27.1%
Low Density Residential	3,442.4	28.0%
Medium Density Residential	127.1	1.0%
High Density Residential	118.2	1.0%
Commercial	705.7	5.7%
Industrial	549.6	4.5%
Institutional/Public	1,404.4	11.4%
Institutional/Private	437.6	3.6%

Mixed use properties are typically classified as commercial uses

TABLE 4.1 EXISTING LAND USE DATA
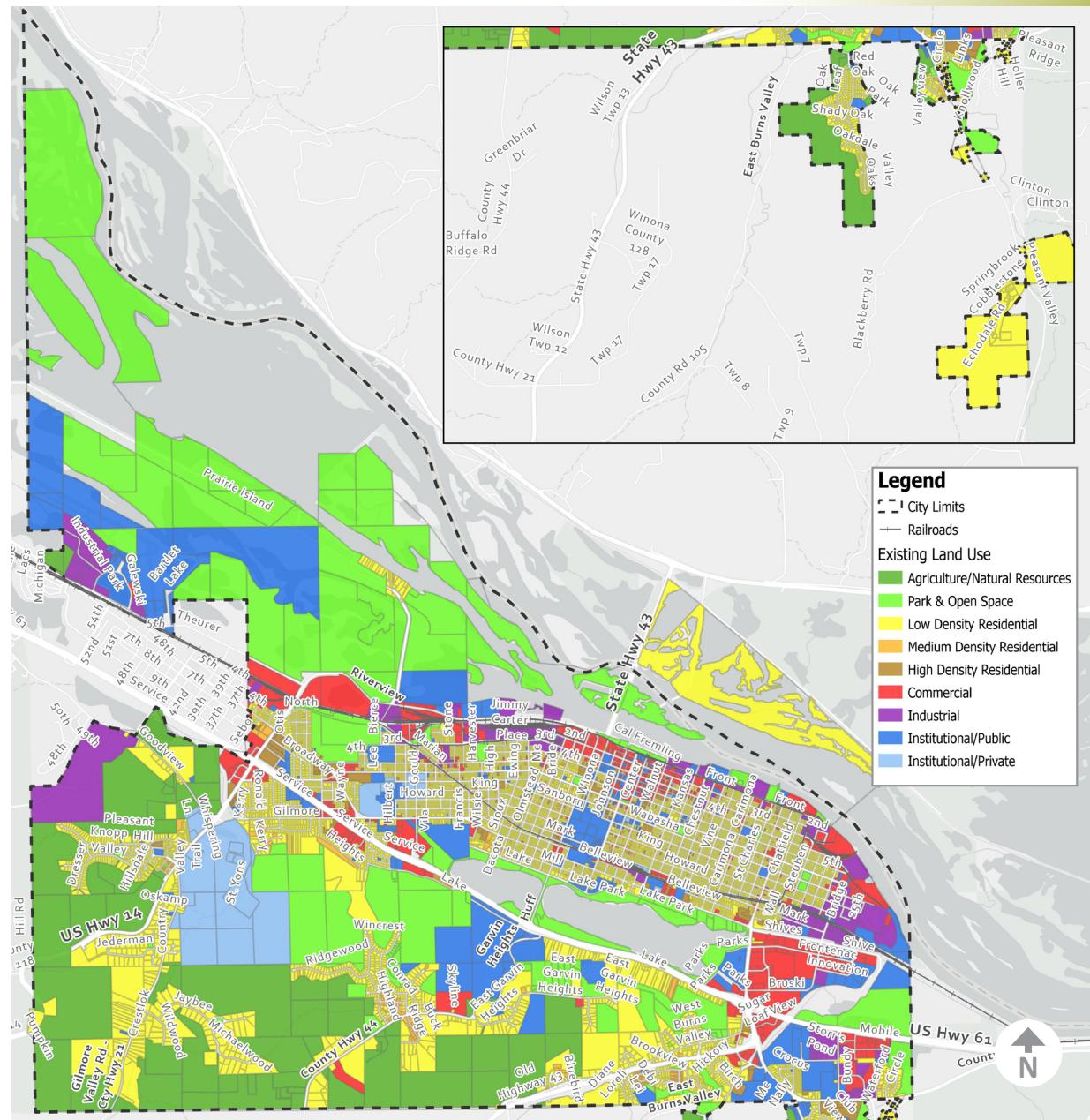
FIGURE 4.1 EXISTING LAND USE MAP - CITYWIDE

FIGURE 4.2 EXISTING LAND USE MAP - ISLAND AREA

Downtown Winona (Image by Mary Farrell)

River development (Image by Mary Farrell)

RELEGALIZING WINONA'S TRADITIONAL PATTERN

The Comprehensive Plan promotes and aims to re-legalize the development pattern of a traditional and resilient city, which are commonly found and valued in Winona. Relegalizing means amending the city's current development ordinances that do not match Winona's traditional built pattern and mix of uses, which became legal non-conformities over time, to allow for a broader mix of housing and development options. Future change and growth will involve strategic new development within developed areas in the city, including development on vacant land, additional development on already developed properties, and redevelopment of some properties. There will also be some new development on undeveloped land on the city's edges that is adjacent to city utilities. Where feasible, the Comprehensive Plan provides direction and flexibility for development to occur in ways that fit with Winona's traditional development pattern. In general, the Comprehensive Plan guides for development of new neighborhoods that have a range of housing options, mixed use areas, connected street networks, buildings oriented to streets, smaller lots, and contextual dimensional standards.

Embedded in this chapter is a community desire for diverse housing choices throughout Winona. However, similar to many other cities throughout the United States, Winona's post 1950/1960 housing development under a conventional zoning ordinance has produced mainly single-family homes and apartment buildings. Largely absent is non-student oriented two to four (2-4) unit homes and low-rise apartment buildings or townhomes. This type of development is commonly referred to as "missing middle" housing. In response to strong housing demand and low supply, cities throughout the country are exploring ways to expand housing options. Particularly attractive to developed cities is missing middle housing which can often be added without significantly changing the character of established neighborhoods. Opticos Design Inc., which is at the forefront of this type of development, has found that missing middle housing is most successful in walkable locations, has a small footprint (similar in scale to a large single-family home), and has reduced off-street parking requirements. This chapter promotes missing middle housing concepts as a way for Winona to increase housing choices while maintaining community character. The rationale for missing middle housing has its roots in the city's pre-zoning/traditional development pattern which included a variety of housing types on standard city lots.

Fiscally Sustainable Growth

As Winona plans for the next 20 years, there is a need to focus on traditional, flexible, resilient, and sustainable approaches to land use and development. The core of the city remains the primary economically advantaged area of the community, and a greater diversity of housing and land use options provides increased financial return per acre – at a premium in Winona's geographically constrained context – and a higher return on public infrastructure investment. Maintaining financial resiliency and the public's return on investment are key in the city's sustainable future growth.

This section proposes future growth in a thoughtful, context-sensitive manner that considers the long-term fiscal benefits and trade-offs of development. By remaining true to its traditional development pattern and facilitating flexible growth options, the City of Winona will be better equipped to handle additional requirements for utility and roadway infrastructure, police, fire, and emergency medical services, and other governmental service goals.

Aerial view of downtown Winona
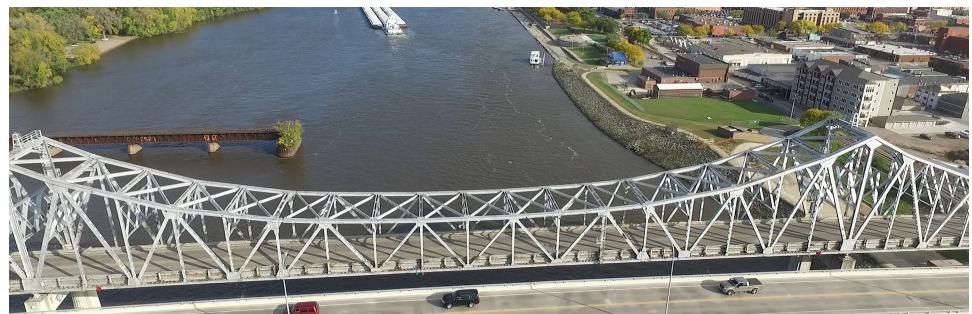
Development parallel to the river (Image by Mary Farrell)

2045 POPULATION AND HOUSEHOLDS PROJECTIONS

In order to prepare a future land use plan, Winona's population and number of households have been projected out to the year 2045. Winona's population was very stable from 2000 to 2019, hovering between 27,000 and 27,800. However, Winona's college student enrollment began to decline in 2012. Since the college student population is a significant portion of the city's overall population, this decline in students is impacting the city's population. The U.S. Census population for 2020 was 25,948. The 2020 Census estimates were also impacted by the COVID-19 pandemic. The college student enrollment decline is a national trend and may continue in the short-term.

Since Winona's overall population declines were less than the college student enrollment declines, the city's non-student population was actually stable or growing somewhat year-to-year. The 2045 projections are based on the continuing potential for non-student population growth as well as a slowing and eventual end to the college student enrollment declines. The 2045 projections are intended to be the high end of Winona's population and number of households potential.

In terms of Winona's future land use and development needs, the number of households is the most important statistic. While Winona's population has declined somewhat, the number of households has continued to consistently increase. This trend is connected to a decreasing average household size in Winona, which is typically caused by the increase in 1 or 2 person households. Older age groups representing a larger portion of Winona's population, people waiting longer to have children, and smaller families in general all contribute to the continuing increase in the number of households. The 2045 population and household projections can be seen in Table 4.2.

Key components of the 2045 population and household projections include:

Population Projections

» 2045 population projected at 28,000, which is just slightly higher than Winona's peak population in 2010 of 27,592; approximately 1,000 more residents than in 2010

» This 25-year population projection equates to approximately 80 additional residents per year on average over the next 25 years

» The non-household population, which includes college students living on campuses, is projected to grow slightly over the next 25 years; the 2045 projection of 4,000 is lower than the peak 2010 non-household population of 4,223

Number of Households Projections

» 2045 number of households projected at 11,163, compared to 10,509 households in 2020

» Growth of approximately 650 households over the next 25 years

» This 25-year number of households projection equates to approximately 25 additional households per year on average over the next 25 years

Year	Census Data							Projections				
	1960	1970	1980	1990	2000	2010	2020	2025	2030	2035	2040	2045
Winona City Population	24,895	26,438	25,075	25,399	26,989	27,592	25,948	27,000	27,250	27,500	27,750	28,000
Change		1,543	-1,363	324	1,590	603	-1,644	1,052	250	250	250	250
%Change		6.2%	-5.2%	1.3%	6.3%	2.2%	-6.0%	4.1%	0.9%	0.9%	0.9%	0.9%
Household Population	22,983	22,937	21,681	22,050	23,336	23,369	22,576	23,200	23,400	23,600	23,800	24,000
Change		-46	-1,256	369	1,286	33	-793	624	200	200	200	200
% Change		-0.2%	-5.5%	1.7%	5.8%	0.1%	-3.4%	2.8%	0.9%	0.9%	0.8%	0.8%
Non-Household Population	1,912	3,501	3,394	3,349	3,653	4,223	3,372	3,800	3,850	3,900	3,950	4,000
Change		1,589	-107	-45	304	570	-851	428	50	50	50	50
% Change		83.1%	-3.1%	-1.3%	9.1%	15.6%	-20.2%	12.7%	1.3%	1.3%	1.3%	1.3%
Winona City Households	7,462	8,037	8,786	9,334	10,301	10,449	10,509	10,791	10,884	10,977	11,070	11,163
Change		575	749	548	967	148	60	282	93	93	93	93
Winona City Average Household Size	3.08	2.85	2.47	2.36	2.27	2.24	2.15	2.15	2.15	2.15	2.15	2.15
Change		-0.23	-0.39	-0.11	-0.10	-0.03	-0.09	0.00	0.00	0.00	0.00	0.00
Winona County Population	40,937	44,409	46,256	47,828	49,985	51,434	50,521	49,829	48,895	47,691	46,249	44,633
Change		3,472	1,847	1,572	2,157	1,449	-913	-692	-934	-1,204	-1,442	-1,616

TABLE 4.2 2045 POPULATION AND HOUSEHOLDS PROJECTIONS
Data Source: Decennial Census Data, except Household Population for 2020, which is ACS estimate for 2019

FUTURE LAND USE DESIGNATIONS

Future land use designations are different than zoning districts; they need to be thought of as a mix of land uses rather than a strict listing of permitted and conditional uses. Future land use designations identify:

» The future character/design of an area and the general development density and intensity of land uses

» The desired mix of uses

» The appropriate locations in the city for applying the designation

Land use designations are intended to represent the community's long-range intentions and preferences, rather than its current regulatory environment. Since the Unified Development Code (includes zoning regulations) is one of the major implementation tools of the Comprehensive Plan, the Unified Development Code and Zoning Map should be ultimately be updated to be consistent with the future land use designations and the future land use map.

The future land use designations and map build upon the City's 2007 Comprehensive Plan. Changes were made to enhance flexibility and reduce the number of future land use designations from 17 to 12. These changes reflect the diverse traditional mix of land uses in Winona's built pattern and encourage additional housing options in the city's bluff neighborhoods south of Highway 61. The major changes to the future land use designations from the 2007 Comprehensive Plan include:

» Descriptions of each future land use encompass land use character and design, desired mix of uses, and appropriate locations;

» The 2007 comprehensive plan had 17 future land use designations; the 2045 plan consolidates and reduces these designations down to 12

- *Low Density Residential + Mixed Residential + Limited Residential combined into Suburban Neighborhood;*

- *General Commercial + General Mixed Use combined into Commercial Mixed Use;*

- *General Industrial + Industrial Riverfront combined into General Industrial;*

- *Recreational Riverfront + Park & Open Space combined into Outdoor Recreation & Open Space;*

» Land use designations are proposed be generally more flexible in the uses allowed, which includes greater clarification of the allowed mix of uses for each designation;

» Increased flexibility is intended to re-legalize Winona's historic built pattern, e.g. mix of housing types within neighborhoods, smaller lot standards;

» Commercial land use designations are proposed to become mixed use designations that allow a mix of commercial and housing uses;

» The range of housing types allowed in each land use designation has been more clearly defined and expanded, Missing Middle Housing types in particular, which includes cottage courtyard homes, duplexes/twinhomes, triplexes/quads, townhomes/rowhomes, small apartment buildings, live-work units;

» Housing is allowed or expanded in more land use designations – Commercial Mixed Use, Employment Mixed Use, Neighborhood Mixed Use;

» Allowed housing types has been expanded in the residential land use designations – Suburban Neighborhood, Traditional Neighborhood;

» Land use descriptions include identification of the appropriate locations for each designation to provide guidance on where each designation has the potential to be expanded over time.

FUTURE LAND USE PLAN DENSITY DEFINITIONS:

» *Low Density:* low-rise buildings (up to 2 stories), including single-unit detached homes, duplexes, twin homes, and courtyard cottages

» *Middle Density:* low/mid-rise buildings (up to 3 stories), including townhomes/rowhomes and smaller scale apartment buildings as well as low-rise buildings

» *Higher Density:* larger scale apartment buildings (4 or more stories) units on separate lots)

Comprehensive Plan Update: Future Land Use Designations

Downtown/Urban Land Uses

Downtown Mixed Use (DTMU)

Future Land Use Character/Design

Central downtown area encompassing Winona's historic downtown, business core, civic institutions, riverfront, with a broad range of traditional downtown uses and intensities. Central downtown's character includes the following:

» Protection of and reinvestment in historic buildings and districts
» Buildings with a strong street orientation
» Pedestrian-oriented design prioritized
» Highest residential densities
» Greatest building heights, massing, and lot coverages
» Redevelopment and rehab opportunities with context-based design standards

Desired Mix of Uses

» Commercial retail and services
» Offices
» Public and semi-public institutions
» Unique and signature outdoor public spaces
» Arts and entertainment, lodging, event centers
» Medium and high housing densities and heights
» Public and private parking facilities with a balanced parking supply between on-street, structured, and surface parking areas
» Mixed-use buildings with non-residential uses on the street level encouraged

Appropriate Locations

General area from the riverfront to Broadway St, and Huff St to Franklin St

Downtown Fringe (DTF)

Future Land Use Character/Design

Fringe areas supporting the central downtown area, with a similar mix of uses but at a lower intensity. Function as a transition area between the more intense central downtown area and surrounding residential areas and employment areas. Downtown fringe areas accommodate a mix of downtown and employment center uses, including light industrial, in compatible scales and patterns

Desired Mix of Uses

» Commercial retail and services
» Offices and studios
» Medium and high housing densities and heights

Appropriate Locations

Directly adjacent areas surrounding the Downtown Mixed Use area to the east, west, and south

Neighborhood Mixed Use (NMU)

Future Land Use Character/Design

Smaller neighborhood-scale nodes with a mix of commercial businesses primarily serving the adjacent neighborhood(s) and housing. Typically located on historical/standard city lot sizes to encourage fine-grained urbanism, foot traffic, and development consistent with the scale of the adjacent neighborhoods

Desired Mix of Uses

» Small to moderate scale commercial businesses
» Offices and studios
» Medium housing densities and heights
» Housing above neighborhood commercial is encouraged
» May be challenging for development to meet standard off-street parking requirements, so some flexibility is encouraged

Appropriate Locations

Generally located on higher traffic streets or at historically commercial nodes/intersections adjacent to urban and traditional neighborhoods

Commercial and Industrial Land Uses

Commercial Mixed Use (CMU)

Future Land Use Character/Design	Larger commercial destinations along highway corridors that are large enough to provide opportunities for a mix of uses. Existing single-use commercial destinations could incorporate medium and high density housing. Accommodates existing auto-oriented development often situated along highways but encourages transitioning to more pedestrian friendly environments and improved pedestrian connections to adjacent neighborhoods. Also encourages improvements to sites and buildings with enhanced landscaping, materials and signage standards
Desired Mix of Uses	» Community to regional scale commercial businesses » Offices and studios » Medium and high housing densities and heights
Appropriate Locations	Generally located along highway corridors

Employment Mixed Use (EMU)

Future Land Use Character/Design	Areas that are predominately light industrial and office uses, but allow a mix of uses. Outdoor storage uses are limited and screened to increase compatibility with non-industrial uses. Since light industrial uses have few off-site impacts, residential uses may be allowed on the edges of these areas where adjacent to non-industrial uses. Landscaping and setbacks as buffering from adjacent residential
Desired Mix of Uses	» Light industrial » Offices and studios » Medium and high housing densities and heights
Appropriate Locations	Generally located in older existing industrial areas that are experiencing a transition to a mix of uses

General Industrial (GI)

Future Land Use Character/Design	Areas focused on industrial activities and employment opportunities for the community. Uses may have off-site impacts, so must meet performance standards and are generally isolated from other uses or buffered from them. Outdoor storage areas are screened where practical
Desired Mix of Uses	» Production, manufacturing, processing » Distribution, storage
Appropriate Locations	Generally located in areas with convenient access to freight transportation modes, including rail, highway, river port, and/or airport. Generally not located directly adjacent to residential areas

Residential/Neighborhood Land Uses

Traditional Neighborhood (TN)

Future Land Use Character/Design

Residential areas characterized by a grid street pattern. Typical lots have a narrower dimension oriented to the street frontage. Homes are typically located relatively close to the street with detached garages located behind, many accessed by alleys. Neighborhoods generally provide residents with walkable access to parks, schools, public and semi-public institutions, and neighborhood-scale businesses

1-4 unit homes are typically the most common but a broader mix of middle density housing types is allowed. The greatest mix of housing types is encouraged near neighborhood amenities (parks, schools, institutions, neighborhood-scale commercial)

Limited design standards may be appropriate for some housing types and non-residential uses to promote compatibility

Desired Mix of Uses

Mix of housing options including middle density housing:

» Single-unit detached homes
» Courtyard cottages
» Duplexes and twinhomes
» Triplexes and quads
» Townhomes/rowhomes
» Smaller scale apartment buildings

Neighborhood parks, schools, public and semi-public institutions, small-scale commercial and home businesses are allowed uses

Appropriate Locations

Generally all residential neighborhoods north of Hwy 61. Also appropriate for neighborhoods south of Hwy 61 with less environmental constraints and that can be designed with a grid street pattern

Urban Neighborhood (UN)

Future Land Use Character/Design

Residential areas with a mix of higher densities and building heights. May include areas currently characterized by low to middle density residential. Buffers and/or gradual transitions in scale between new higher density housing and existing low to middle density housing

Desired Mix of Uses

Mix of housing options including middle density housing types:

» Townhomes/rowhomes
» Larger and smaller scale apartment buildings, including student housing
» Live-work buildings

Neighborhood parks, schools, public and semi-public institutions, smaller scale commercial, and home businesses are allowed uses

Appropriate Locations

Areas adjacent to and/or well-connected to parks, schools, open space, shopping, downtown, services, and transit

Suburban Neighborhood (SN)

Future Land Use Character/Design

Residential areas generally characterized by a curvilinear street pattern and a wider lot dimension oriented to the street frontage. New subdivisions should be laid out in an interconnected street pattern, where feasible, as a way of protecting open space, conserving land, promoting walkability, and providing ease of movement for residents

» May require conservation development in areas with steep slopes and other sensitive natural resources. Consider such areas for public recreation such as hiking or mountain biking trails where appropriate and potentially to meet park dedication requirements
» Encourage small size lots to increase land conservation and housing production in new subdivisions as well as facilitate financial feasibility
» Incorporate street connections to adjacent neighborhoods where possible to improve residents' movement and access

Desired Mix of Uses

Mix of housing options:

» Predominately single-unit or two-unit homes in existing subdivisions
» Middle and high densities allowed in new subdivisions as a smaller proportion of the overall housing mix
» Middle and high rise buildings generally shall be located at block corners

Smaller scale commercial encouraged along higher traffic corridors

Existing agricultural uses are accommodated through zoning regulations

Appropriate Locations

Generally most residential neighborhoods south of Hwy 61 and any neighborhoods significantly constrained by protection of environmental resources

Public Land Uses

Outdoor Recreation, Open Space, and City-owned Properties

Future Land Use Character/Design

Parkland and reas that provide recreation, natural resource or scenic value for the community

» Equitable distribution throughout the community
» Community access where public
» Promote multi-modal access, circulation, and use where appropriate
» Connections along linear trails and shared use paths in public rights-of-way
» Landscape and lighting standards

Desired Mix of Uses

» Public parks, golf courses and other city-owned properties. Public spaces are periodically evaluated for new, additional, and/or different uses in accordance with the needs of the community
» Large cemeteries, the National Wildlife Refuge, and other protected lands
» Marinas, Prairie Island Campground, and boathouses

Appropriate Locations

Land has high value natural resource, scenic, or recreation value, or severe development limitations

Transportation/Utilities (TU)

Future Land Use Character/Design

Land used or preserved for public and semi-public transportation and utility needs

» Generally designed to reflect Winona's traditional development pattern and scale
» Consistent with the city's Complete Streets Policy, accommodates and balances the needs of walking, bicycling, transit, driving, freight, and emergency vehicles

Desired Mix of Uses

Road right-of-way, railroad right-of-way, energy plants, sanitary sewer facilities, water utilities, and similar infrastructure

Appropriate Locations

Throughout the city as needed to accommodate existing and new development

Semi-Public/Institutional

Future Land Use Character/Design

Areas or sites for public and semi-public institutions with the following characteristics

» Greater densities and heights than surrounding land use designations
» Prominent placement on lots consistent with Winona's historic development pattern
» Incorporate reduced site dimensions standards

Desired Mix of Uses

» Hospitals; large religious institutions; university, college, public, and private school campuses; and large religious facilities
» Institutional land use is periodically for new additional, and/or different uses in accordance with the needs of the institution

Appropriate Locations

Sufficiently large sites with good transportation access to accommodate the intensity and traffic of a community/regional institutional use
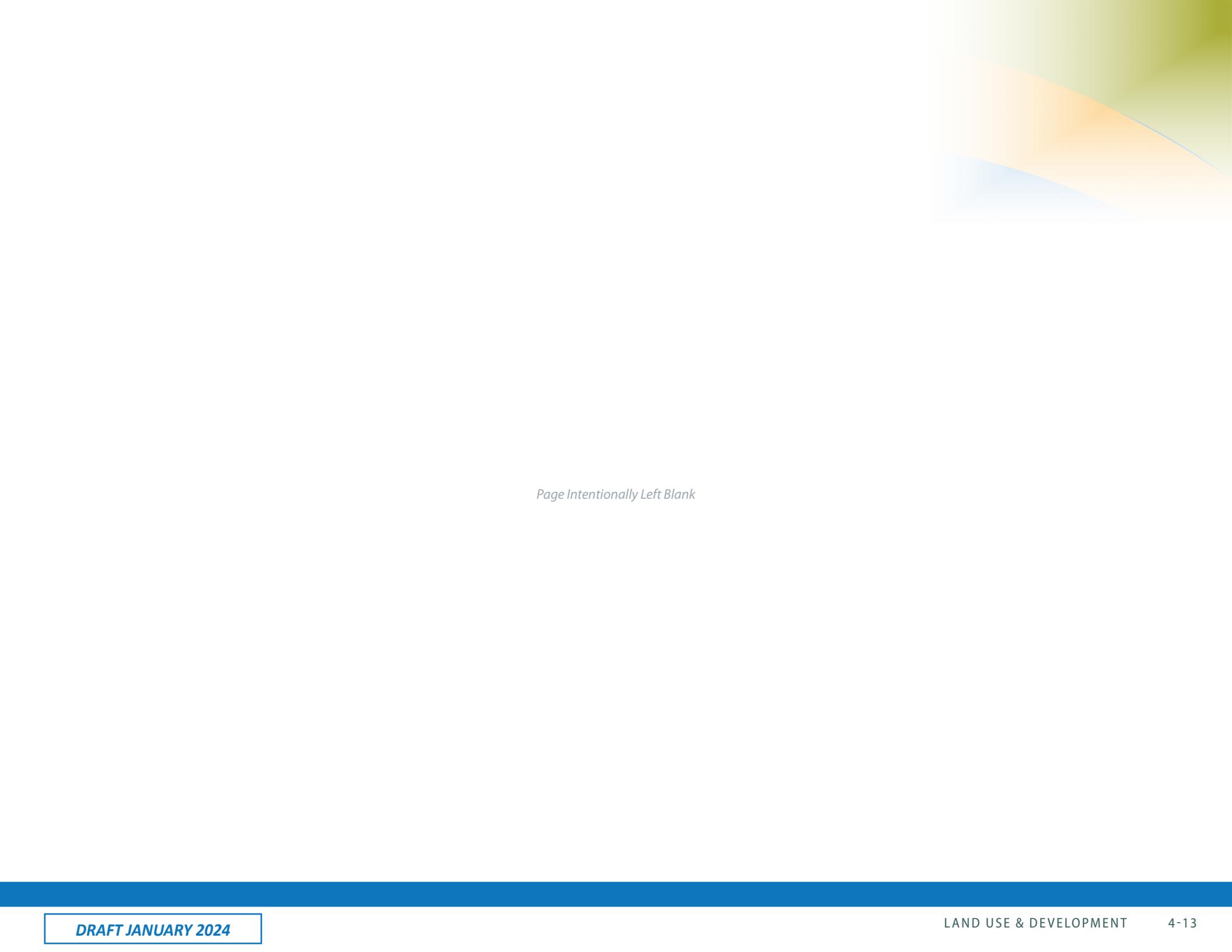
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FUTURE LAND USE MAP

The future land use map provides a spatial guide for the community's preferred future mix of land uses. The map shows the preferred locations of the land use designations throughout the city between now and 2045. This map is intended to be the primary guide for land use decision-making.

Recommended changes to the Future Land Use Map include the following general types. Changes identified are based on changes from either the 2007 Future Land Use Map or the current Zoning Map, since the Zoning Map is updated more frequently.

- » Transition to Commercial Mixed Use Areas
- » Expansion of Neighborhood Mixed Use Areas
- » Expansion of Downtown Mixed Use and Downtown Fringe Areas
- » Expansion of Urban Neighborhood Areas
- » Changes to Industrial Areas - from General Industrial to Employment Mixed Use

general locations of the recommended land use changes:

- » City-wide map
- » Closer-in map of the city's core/island area

Future Land Use	Total Acres	% of Total
Traditional Neighborhood	718.2	5.9%
Suburban Neighborhood	4,838.4	39.5%
Urban Neighborhood	105.9	0.9%
Commercial Mixed Use	286.3	2.3%
Neighborhood Mixed Use	65.7	0.5%
Downtown Fringe	30.4	0.2%
Downtown Mixed Use	58.4	0.5%
General Industrial	890.6	7.3%
Employment Mixed Use	243.5	2.0%
Outdoor Recreation & Open Space	3,786.5	30.9%
Semi-Public/Institutional	891.3	7.3%
Transportation/Utilities	330.8	2.7%

TABLE 4.3 FUTURE LAND USE DATA

FIGURE 4.3 FUTURE LAND USE MAP - CITYWIDE
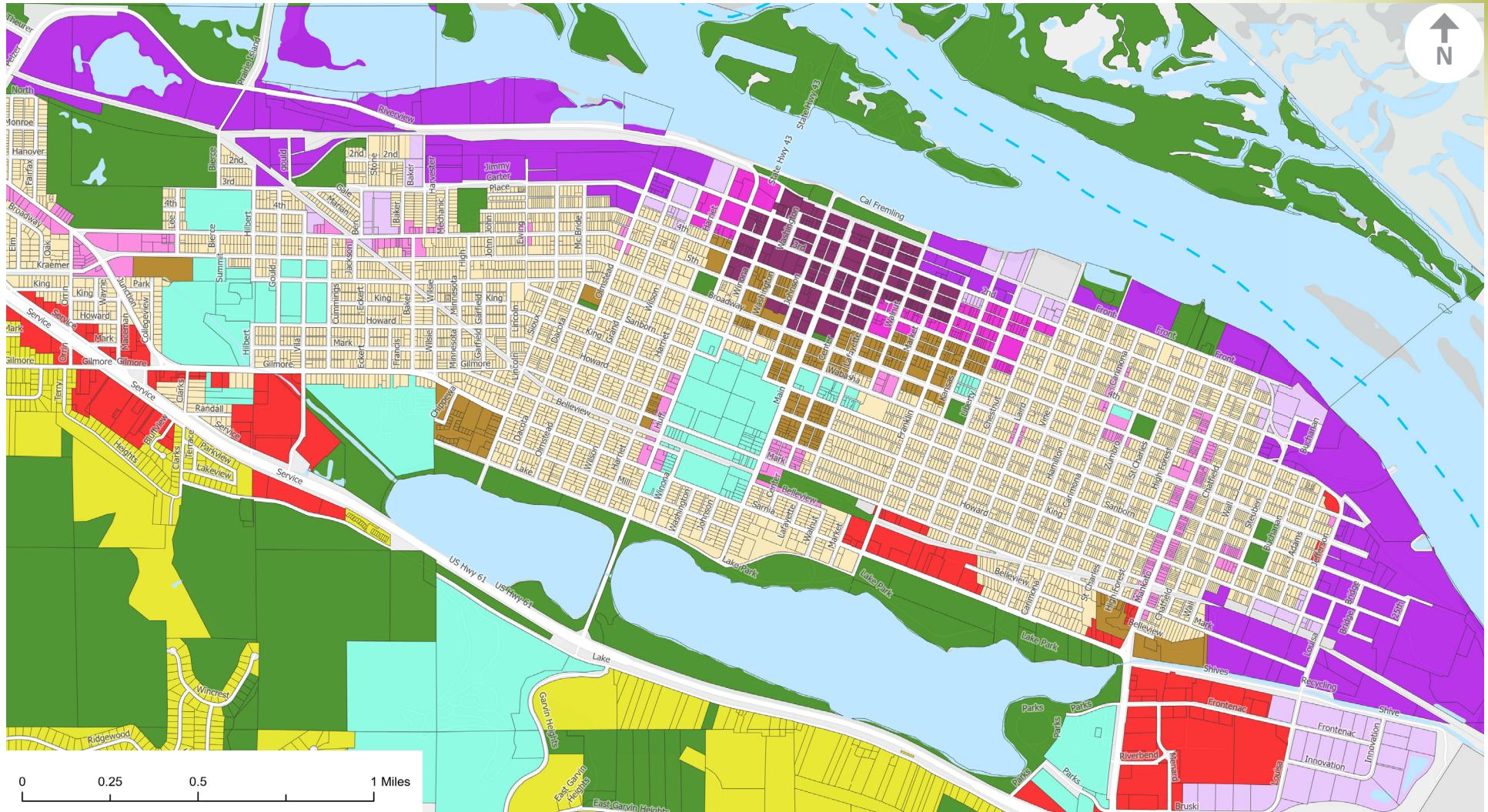
FIGURE 4.4 FUTURE LAND USE MAP - ISLAND AREA

Legend

City Limits
Parcel

Future Land Use Plan

Residential
- Traditional Neighborhood (TN)
- Suburban Neighborhood (SN)
- Urban Neighborhood (UN)

Mixed Use
- Commercial Mixed Use (CMU)
- Neighborhood Mixed Use (NMU)
- Downtown Fringe (DTF)
- Downtown Mixed Use (DTMU)

Employment
- General Industrial (GI)

- Employment Mixed Use (EMU)

Public
- Outdoor Recreation, Open Space, & City-Owned Properties (OS)
- Semi-Public/Institutional (SI)
- Transportation/Utilities (TU)

POTENTIAL GROWTH AREAS WITHIN CITY BOUNDARIES

Growth areas within city boundaries have been identified including vacant land, potential infill development on land guided to new future land use designations, and potential redevelopment sites. Figure 4.5 shows potential developable land within Winona. Vacant land includes:

- » Vacant platted residential lots
- » Vacant unplatted residential land
- » Vacant industrial land
- » Vacant downtown land

Potential for additional housing development could occur on current commercial zoned land being reguided to Commercial Mixed Use, which allows housing, and land being reguided to Urban Neighborhood, which allows higher density housing development.

Finally, some redevelopment sites have been identified in the downtown area. In total, this land represents sufficient space for accommodating the City's projected growth. Table 4.4 summarizes the amount of potential developable land within current city boundaries.

	Type of Potential Developable Land	Quantity of Land	Housing Potential
Residential	**Vacant Lots**	71 lots	71 units
	Vacant Land, Suburban Neighborhood	237 acres	213 – 342 units
	New Community Mixed Use Land	292 acres	*Varies
	New Urban Neighborhood Land	33 acres	*Varies
Mixed Use	**Vacant Downtown Fringe**	25 acres	*Varies
Industrial	**Vacant General Industrial**	147 acres	N/A

*Dependent on redevelopment potential and housing type

TABLE 4.4 POTENTIAL GROWTH AREAS TABLE

Legend

- City Limits
- Parcels
- Winona Bluff Impact Overlay District

Future Land Use
- Downtown Mixed Use
- Downtown Fringe
- Neighborhood Mixed Use
- Commercial Mixed Use
- Employment Mixed Use
- General Industrial
- Semi-Public Institutional
- Urban Neighborhood
- Traditional Neighborhood
- Urban Neighborhood

Vacant Land
- Urban Neighborhood Vacant
- Downtown Fringe
- General Industrial
- Suburban Neighborhood

FIGURE 4.5 POTENTIAL DEVELOPABLE LAND MAP -CITYWIDE
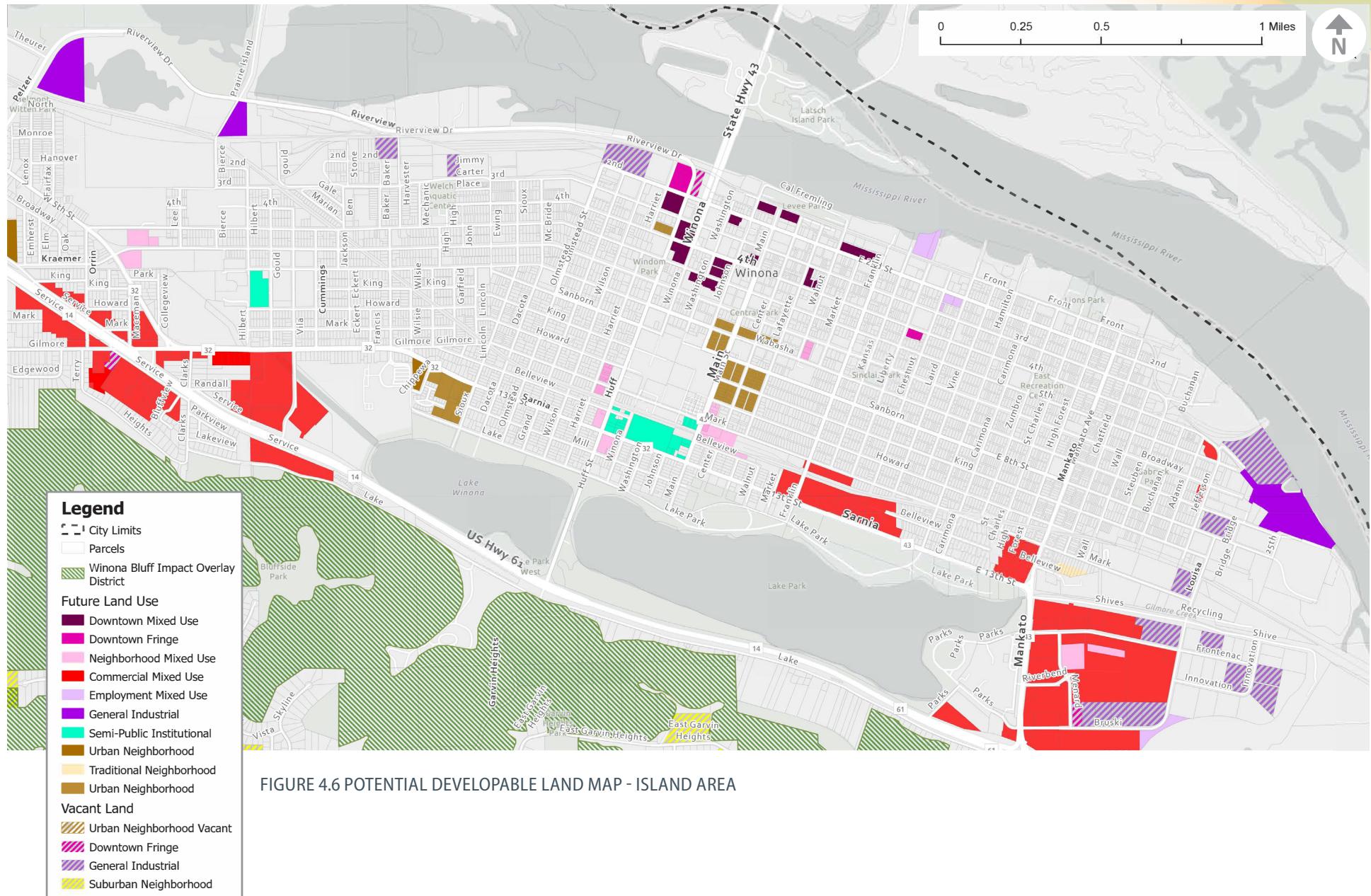
FIGURE 4.6 POTENTIAL DEVELOPABLE LAND MAP - ISLAND AREA

Legend

- City Limits
- Parcels
- Winona Bluff Impact Overlay District

Future Land Use
- Downtown Mixed Use
- Downtown Fringe
- Neighborhood Mixed Use
- Commercial Mixed Use
- Employment Mixed Use
- General Industrial
- Semi-Public Institutional
- Urban Neighborhood
- Traditional Neighborhood
- Urban Neighborhood

Vacant Land
- Urban Neighborhood Vacant
- Downtown Fringe
- General Industrial
- Suburban Neighborhood

POTENTIAL EDGE GROWTH AREAS BEYOND CITY BOUNDARIES

Growth areas beyond the city's boundaries have been identified as two corridors stretching south of the city:

» CR 17 Corridor
» CR 44 / Hwy 43 Corridor

These corridors identify land of primary consideration for future annexation (Figure 4.7).

County Road 17 Corridor

Future Land Use Character/Design

Includes land shown on Potential Edge Growth Areas Map following County Road 17. Potential for adjacent developable land to be included.

Desired Mix of Uses

» Mix of residential uses for new subdivisions
» Should follow an integrated grid pattern with connected street network as allowed by topography

Appropriate Locations

» Potential edge growth areas located along the CR 17 corridor, which are south and outside of current city boundaries (Wilson and Homer Townships)
» Significant extensions of trunk mains to be preceded by master planning for this area
» Fiscal impact analysis appropriate prior to extension of trunk mains into these areas

County Road 44 and Highway 43 Residential, Commercial, and Limited Industrial Corridor

Future Land Use Character/Design

Includes land shown on Potential Edge Growth Areas Map following Hwy 43 and County Road 44 and extending to Interstate 90. Potential for adjacent developable land to be included.

Desired Mix of Uses

» Mix of residential uses for new subdivisions
» Limited commercial uses at major intersections
» Limited industrial uses have few outside impacts, preserve the character of the surroundings, and are (or can be) located in relative proximity to non-industrial uses
» Should follow an integrated grid pattern with connected street network as allowed by topography

Appropriate Locations

» Potential edge growth areas located along the CR 44 and Hwy 43 corridors, which are south and outside of current city boundaries (Wilson Township)
» Significant extensions of trunk mains to be preceded by planning for this area
» Fiscal impact analysis appropriate prior to extension of trunk mains into these areas
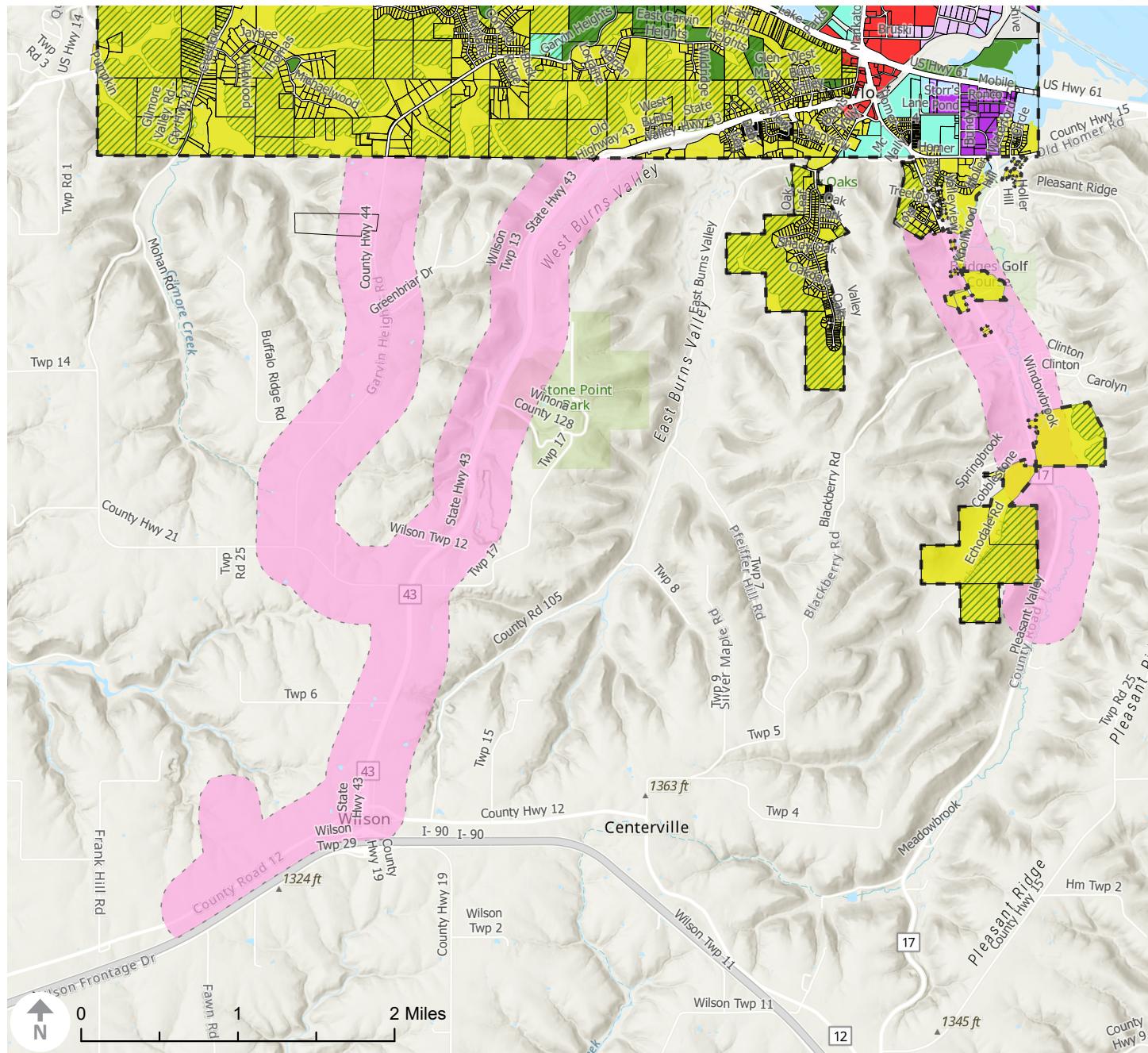
Potential Edge Growth Corridors

- ⌐ ¬ City Limits
- Potential Edge Growth Corridors
- Winona Bluff Impact Overlay District

Future Land Use Designations

Residential
- Traditional Neighborhood (TN)
- Suburban Neighborhood (SN)
- Urban Neighborhood (UN)

Mixed Use
- Commercial Mixed Use (CMU)
- Neighborhood Mixed Use (NMU)
- Downtown Fringe (DTF)
- Downtown Mixed Use (DTMU)

Employment
- General Industrial (GI)
- Employment Mixed Use (EMU)

Public
- Outdoor Recreation & Open Space (OS)
- Semi-Public/ Institutional (SI)
- Transportation/Utilities (TU)

FIGURE 4.7 POTENTIAL EDGE GROWTH AREAS

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Land Use & Development Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» Short-term: These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.

» Long-term - These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.

» Ongoing - These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It important to note that while the following goals, objectives, and strategies give direction to City and community leaders, its likely not all will be addressed during the effective period of this plan.

Goals

Six goals were identified for Land Use & Development:

1. Growth Focused on New Development and Redevelopment in Existing Developed Areas
2. More Flexible Development Regulations
3. Edge Growth Through Efficient Use of Land and Public Utilities
4. Neighborhood Character Preservation with Infill Development and Redevelopment
5. Complete Neighborhoods
6. Preserved and Enhanced Recreation and Natural Resource Areas

PHASING KEY: (S) Short Term   (L) Long Term   (O) Ongoing

Goal 1:   Growth Focused on New Development and Redevelopment in Existing Developed Areas

Objective:	1.1	Facilitate new development on existing vacant or undeveloped land		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.1.1	Rezone and remove regulatory barriers to development for identified vacant or undeveloped land to zoning districts supporting the Comprehensive Plan's guidance.		S	**Planning Commission** Community Development Department
1.1.2	Remediate contamination on brownfield sites in preparation for private development or public/private partnerships.		L	
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.		S	
1.1.4	Examine potential locations for replacing wetlands located on prime sites for potential new development and redevelopment in accordance with state Wetland Conservation Act rules.		L	

Objective:	1.2	Facilitate redevelopment of existing underutilized properties and buildings to achieve more efficient land uses and new development types		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.2.1	Identify underutilized properties for potential redevelopment.		S	**Community Development Department**
1.2.2	Examine the potential for non-residential development adjacent to municipal utilities in nearby communities, such as Goodview and Minnesota City, which increase the number of local jobs. While the jobs would be located in these cities, these employees would have the potential for choosing to live in Winona.		L	

Goal 2:   More Flexible Development Regulations

Objective: 2.1 Reduce the number of zoning variances needed for proposed development projects			
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
2.1.1	Update zoning standards and processes to reduce barriers and unpredictability for proposed development projects.	S	
2.1.2	Re-legalize Winona's historic housing pattern (e.g. accessory dwelling units, small lot development, ease of subdivision, Missing Middle housing, etc.) through zoning and other regulatory changes.	O	**Planning Commission** Community Development Department
2.1.3	Adjust lot size and frontage zoning requirements in traditional neighborhoods to match existing lot dimensions and Winona's traditional development pattern.	S	
2.1.4	Reduce required setbacks for existing small lots in the traditional neighborhoods.	S	
2.1.5	Relax standards for accessory dwelling units, including maximum height allowed.	S	

Objective: 2.2 Expand allowed residential uses in zoning districts			
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
2.2.1	Add residential as an allowed use in the I-1 district.	S	
2.2.2	Add more residential options for commercial districts.	S	**Planning Commission** Community Development Department
2.2.3	Allow owner-occupied duplexes within existing homes or with small expansions for existing homes in the neighborhoods south of Highway 61.	S	
2.2.4	Allow apartment buildings (without non-residential uses on the first floor) in the Mixed-Use Downtown Core zoning district outside of the central retail/commercial area of downtown.	S	

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

Objective: 3.1	Examine edge areas adjacent to existing public utilities for suitability and capacity for residential, commercial, and industrial development		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.1.1	Prioritize and phase new development in proximity to existing public utilities.	O	**Community Development Department** Public Works Department

Objective: 3.2	Facilitate contiguous and phased development of new residential neighborhoods		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.2.1	Evaluate the Bluffland Protection Overlay District for bluffland areas that are not visible from the Mississippi River Valley for standards that may be adjusted to accommodate development while still prioritizing the environmental considerations that informed creation of the ordinance.	S	**Community Development Department** Planning Commission Natural Resource and Sustainability Office Public Works Department Parks and Recreation
3.2.2	Allow bluffland areas with public trails to satisfy parkland dedication requirements. Such trails must meet bluffland requirements for construction.	O	
3.2.3	Examine new technology for handling stormwater and waste water to facilitate development while considering potential environmental effects.	L	
3.2.4	Examine options for assessment of utility connection fees to reduce upfront costs to developers.	S	

Objective: 3.3	Determine sustainable future sanitary sewer and water system extensions		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.3.1	Conduct a study of potential land for future development that includes, but is not limited to the following considerations: » Impacts to prime agricultural land. » Impacts of new development to sensitive natural resources. » Potential limitations to development of new land such as Karst topography, soils, and depth to bedrock.	S	**Public Works Department** Community Development Department Natural Resource and Sustainability Office
3.3.2	Conduct a study of operational and fiscal impacts of extensions that includes, but is not limited to, the following considerations: » The construction and long-term maintenance costs of utility extensions. » Impacts to the costs and level of service for police, fire, emergency response, and the transportation system. » Economic impacts to local jurisdictions for development of new land.	S	

Goal 4: Neighborhood Character Preservation with Infill Development and Redevelopment

Objective:	4.1	Provide buffers between disparate land use designations		

Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
4.1.1	Enact appropriate zoning regulations to provide for a buffer between uses of different intensities.	S	**Planning Commission** Community Development Department
4.1.2	Identify clear and predictable zoning standards for new development or the addition of new housing units rather than requiring a variance.	S	
4.1.3	Consider adding exterior design standards for new uses or remodels that substantially change building facades.	S	

Goal 5: Complete Neighborhoods

Objective: 5.1	Allow small-scale commercial uses in the traditional neighborhoods		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.1.1	Re-legalize existing neighborhood commercial uses.	S	**Planning Commission**
5.1.2	Place reasonable regulations on neighborhood commercial uses to ensure compatibility with adjacent homes.	S	Community Development Department
5.1.3	Rezone the area around the Amtrak Station for mixed use development.	S	

Objective: 5.2	Allow small-scale commercial uses in appropriate neighborhoods south of Highway 61		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.2.1	Permit small-scale commercial uses in high traffic areas such as State and County Highway corridors and at entrances to neighborhoods.	S	**Planning Commission**
5.2.2	Prioritize corner lots for the development of commercial and mixed use uses in neighborhoods.	S	Community Development Department

Objective: 5.3	Allow a diversity of housing types		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.3.1	Allow flexibility on typical city lots for up to three homes per lot.	S	**Planning Commission**
5.3.2	Allow flexibility on all city lots for up to two homes per lot.	S	
5.3.3	Encourage owner-occupied single-family conversions to duplexes or triplexes.	O	Community Development Department
5.3.4	Allow a variety of housing types in new residential subdivisions.	O	
5.3.5	Relax lot size and building/yard dimension standards where adjacent to different zoning districts.	S	

Objective: 5.4	Encourage ownership options for multi-unit residential buildings		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.4.1	Explore models for ownership of housing units within 2-4 unit buildings.	S	**Community Development Department**
5.4.2	Explore models for ownership of housing units within 5+ unit buildings.	S	

Goal 6: Preserved and Enhanced Recreation and Natural Resource Areas

Objective: 6.1 Improve access for all neighborhoods to existing recreation and natural resource areas

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.1.1	Enact strategies of the Park and Recreation Master Plan.	O	**Park and Recreation Department**
6.1.2	Enact strategies of the Bluffs Traverse Conservation and Recreation Area Master Plan.	O	
6.1.3	Balance the distribution of recreational resources across all neighborhoods focusing on opportunities for underserved populations.	O	
6.1.4	Complete the Riverfront Trail detailed in this plan's Downtown and Riverfront chapter.	S	

Objective: 6.2 Consider changes to existing recreation and natural resource areas to allow better management of the overall system

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.2.1	Identify 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.	S	**Natural Resources and Sustainability Office**
6.2.2	Continue to partner with other organizations or groups to assist in maintaining and enhancing recreation and natural resource areas.	O	Community Development Department
			Parks and Recreation

Objective: 6.3 Add new uses to existing recreation and natural resource areas

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.3.1	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.	S	**Park and Recreation Department**
6.3.2	Facilitate new recreational opportunities in accordance with residents' and visitors' needs and desires while considering traditionally underrepresented and/or underserved populations.	S	

Objective: 6.4 Encourage conservation residential development where residential lots are clustered in order to preserve important natural resources and unique physical characteristics on the site

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.4.1	Encourage conservation design for new residential subdivisions.	O	**Community Development Department**
6.4.2	Minimize impacts to the tree canopy to reduce the heat island effect and protect wildlife habitat.	S	Natural Resource and Sustainability Office

CHAPTER 5
HOMES & NEIGHBORHOODS

PURPOSE

The Homes & Neighborhoods chapter provides guidance for future development and improvements of the community's housing options and neighborhoods. The community's needs for more and improved home options will be met both in existing and new neighborhoods. To meet the housing needs of all Winonans now and in the future, it is important that housing options reflect the diversity of residents, including age, household types, household size, income, and race/ethnicity. This chapter describes the range of housing types needed or desired in the community, needs for affordable housing options, the integration of compatible new housing types into neighborhoods, and planned or potential locations for development of new housing options.

Existing detached home

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity* – In addition to examining policies, programs and initiatives that will enhance opportunities for all people to live in Winona, this chapter recommends efforts to reduce socioeconomic segregation and facilitate housing options for historically underserved populations.

» *Technology* – This chapter recommends examining innovative financing (e.g. land trusts, inclusionary zoning, acquisition and rehab of naturally occurring affordable housing) and construction technologies to reduce housing costs.

» *Sustainability* – This chapter promotes adding housing into existing neighborhoods and creating mixed income neighborhoods that will contribute to Winona's long-term resilience.

Existing townhomes

Existing medium density housing

Existing multi-unit house

WINONA'S TRADITIONAL NEIGHBORHOODS CONTEXT

A traditional or complete neighborhood is one that has a mix of uses, including homes, jobs, shops, services, and recreation all within a short walk or bike ride. This type of neighborhood is often characterized by its walkability, sense of community, and abundance of green space. Winona's traditional development pattern is based upon a connected street grid, small blocks, and a mix of uses in or near neighborhoods that allows easy access for residents to the basic needs and destinations of daily life. Winona's development pattern allows for this mix of uses generally within 1/3 mile of any home, encouraging neighborhood shops to locate on block corners typically. Rather than segregating land uses (and people) through single-use districts, Winona's neighborhoods are enhanced by their access to a mix of uses which enables buildings and streets to adapt in creative ways to meet contemporary needs over time. This adaptability can best be seen in the flexible reuse and reinvestment of older buildings in Winona's neighborhoods and the continued reinvestment in its local entrepreneurial institutions like Bloedow's Bakery or neighborhood bars like the Hei & Low Tap or Winona Athletic Club. By encouraging reinvestment in neighborhoods in the city's core and complete neighborhood development in expansion areas, Winona's unique cultural identity is reinforced.

Winona's existing neighborhoods already contain a mix of housing types. While single unit detached homes may dominate many blocks throughout the city, many of those same blocks include some attached home types as well. See Figures 5.1 and 5.2. These home types are typically low or middle density and compatible in scale to single unit detached homes. These mixed residential blocks are very common near the downtown and Winona State University (WSU), but they are also common throughout most of the traditional neighborhoods in Winona. Since Winona already has a fair amount of mixed residential blocks, expanding the range of housing options will involve incrementally increasing this mix. Traditional or complete neighborhoods have the added benefit of creating spaces people want to be in rather than spaces people just travel through. Focusing on creating mixed use and interactive neighborhoods helps reduce auto-dependency and gives people more options to access goods and services closer to their homes.

Existing Land Use
- 🟨 Low Density Residential
- 🟧 Medium Density Residential
- 🟫 High Density Residential

Existing detached home

Existing low-rise apartments

Existing mid-rise apartments

FIGURE 5.1 EXISTING RESIDENTIAL LAND USE MAP - CITY WIDE

Existing Land Use
- Low Density Residential
- Medium Density Residential
- High Density Residential
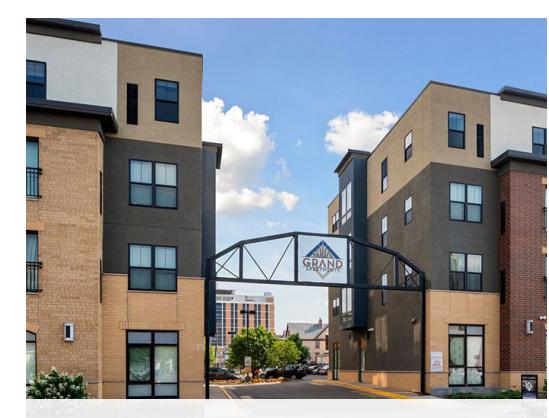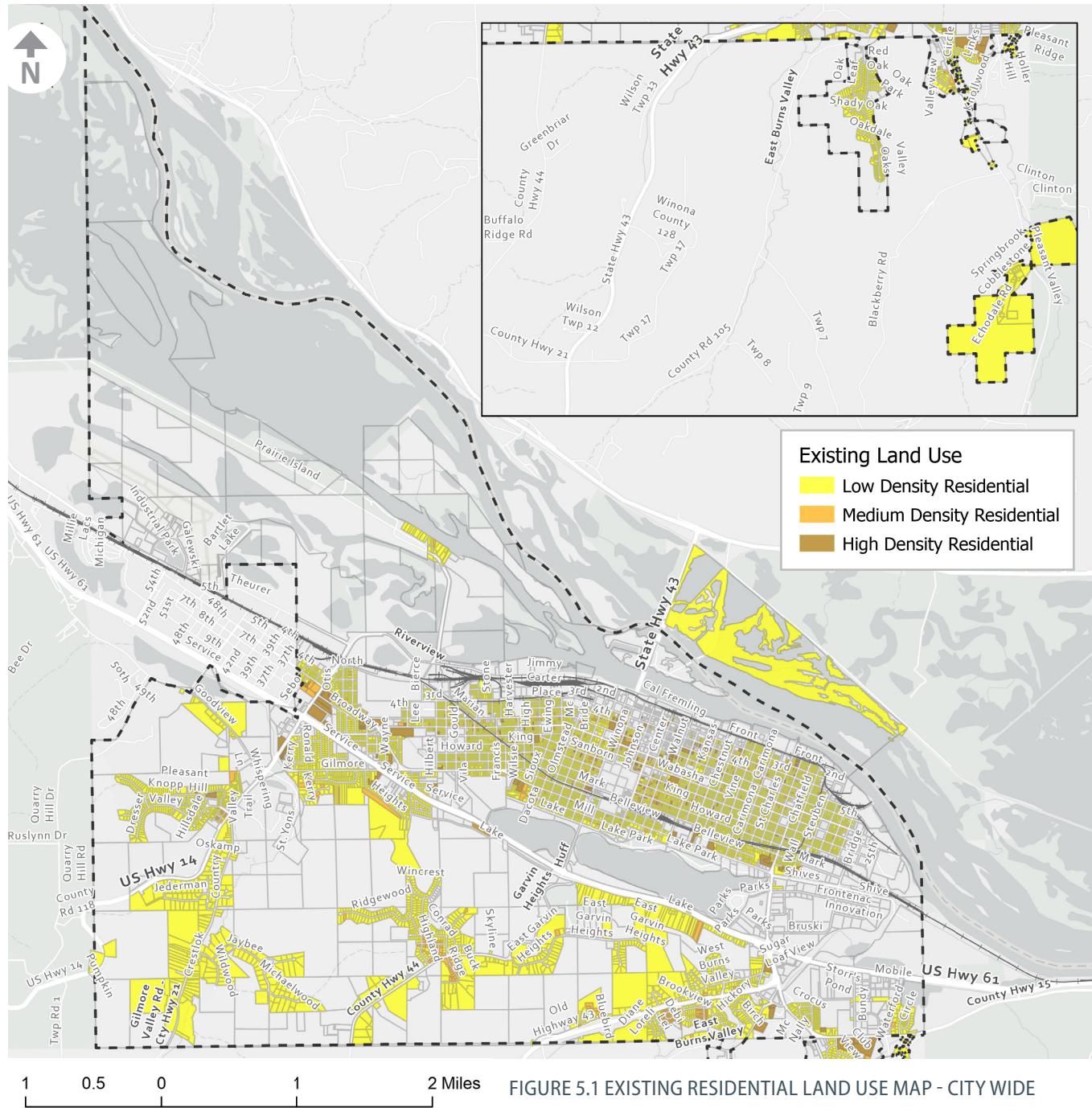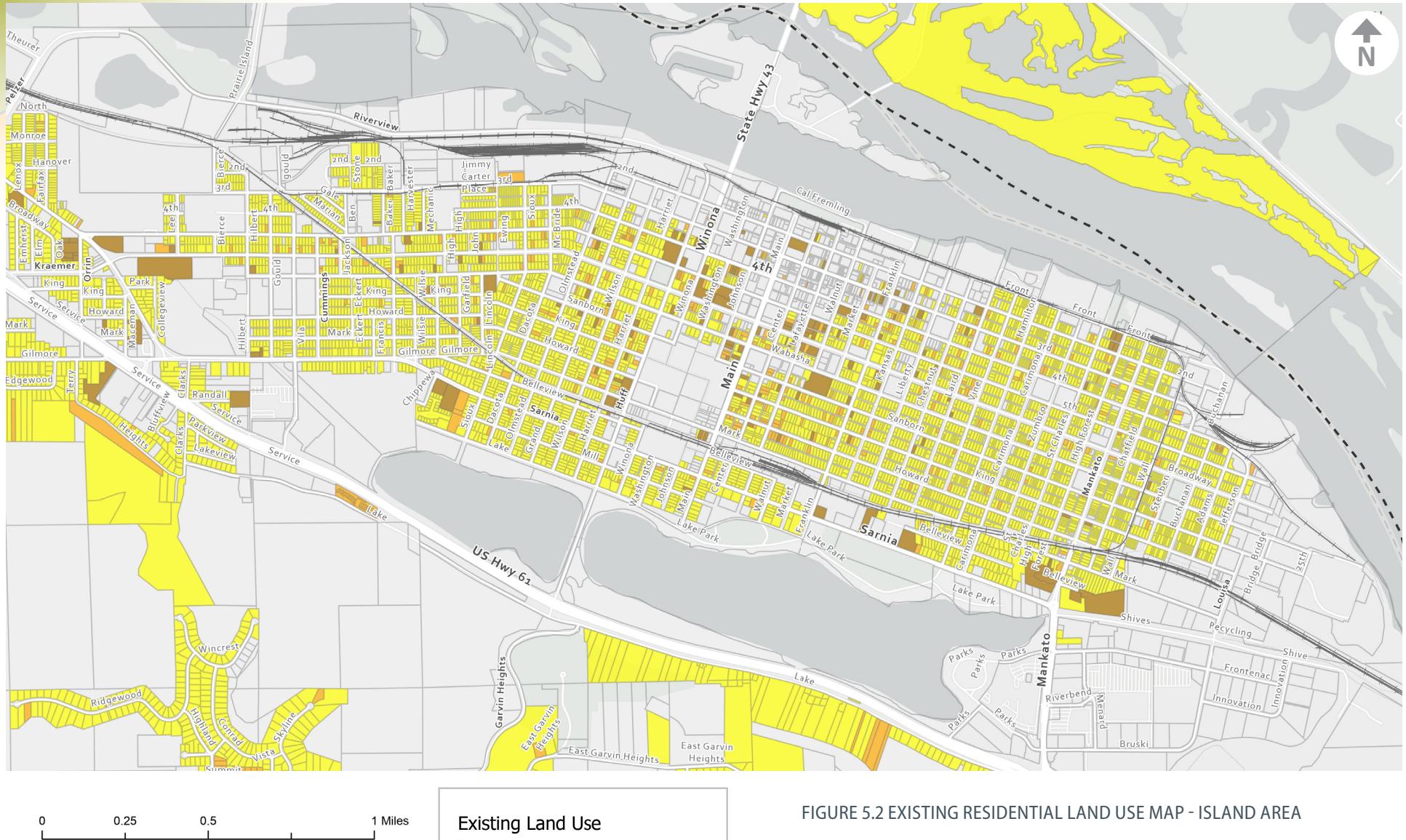
FIGURE 5.2 EXISTING RESIDENTIAL LAND USE MAP - ISLAND AREA

WINONA'S HOUSING NEEDS

Access to more housing choices, particular affordable housing, is Winona's greatest need based on public feedback throughout the Comprehensive Plan process. Extremely low rental vacancy rates of 0% to 2% for many housing market segments indicates a need for Winona to increase its housing supply. Additional housing options are needed across all market segments, household types, and price ranges. Building new homes as well as rehabilitating existing homes is important, given that approximately 35% of the city's housing stock was built prior to 1939. Currently, restrictive regulations limit the amount of housing available, the types of housing that are legally allowed to be built, and the potential for additional housing in Winona. A healthy housing market should have a 5% rental vacancy rate and allow for cyclical home reinvestment and redevelopment, which results in incremental growth in response to market demand. Winona needs access to more housing choices to be flexible and adaptable to changing economic and workforce needs and this is best addressed by expanding the range of housing types available in the community.

Winona faces a need for more equitable access to quality and affordable housing, both rental and homeownership housing types. This need is shared by other communities across Minnesota and Wisconsin, creating an opportunity for Winona to be a state and regional leader in housing development. By emphasizing needs to address zoning and other regulatory hurdles, creating new opportunities for investment throughout the community, and providing education on reforming lending, grant, and investment practices, the City can ensure that it is keeping equitable housing at the forefront of development in Winona. Ensuring Winona has a healthy, functioning housing market that can adapt to the needs of the community will set the stage to usher in programmatic support like rental assistance and homeowner purchasing programs to support equitable systems for housing.

WHAT WE HEARD

- » Need for more housing choices for all income levels
- » Improve housing equity by mixing housing options within neighborhoods
- » Need for ongoing rehabilitation to improve existing housing quality
- » Discussion of Need for continued integration of renter-occupied and owner-occupied homes in neighborhoods
- » Preserve character of historic neighborhoods
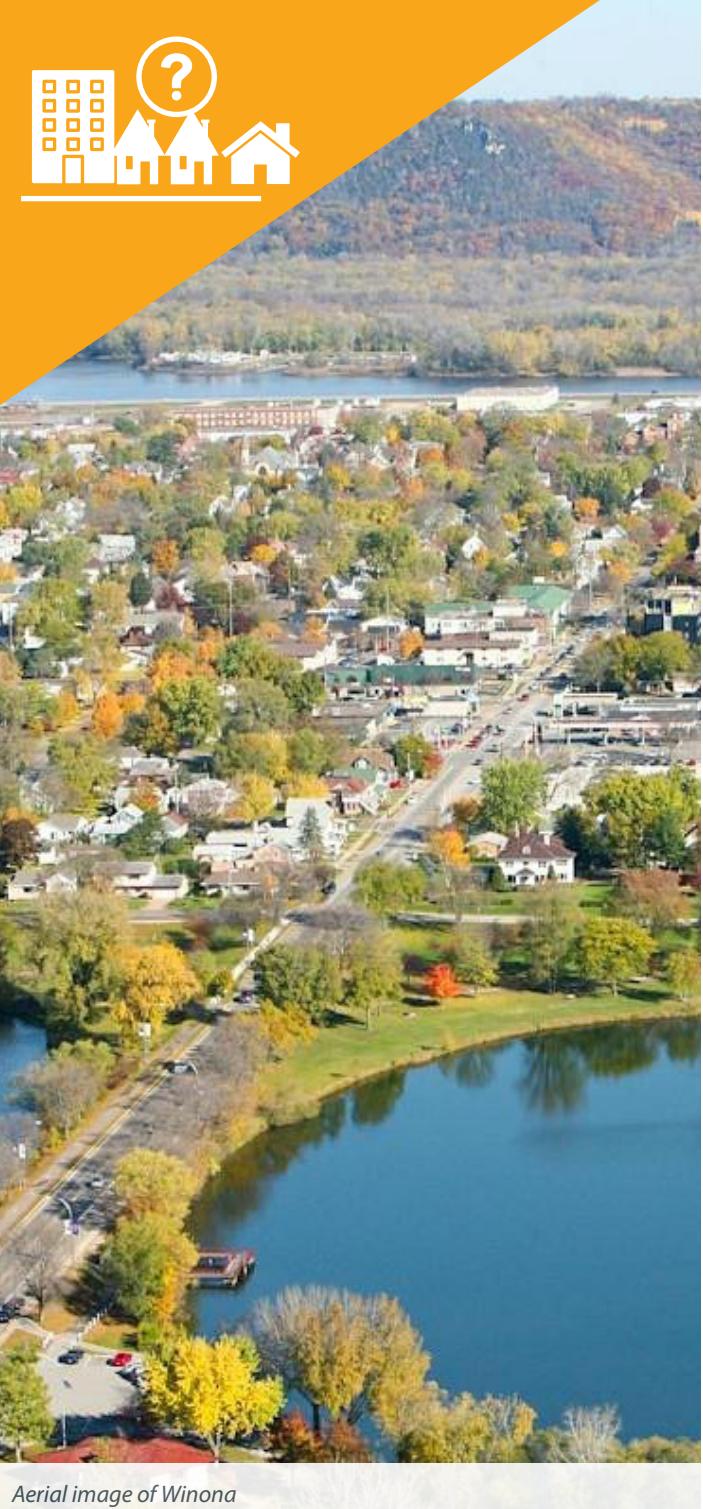
MISSING MIDDLE HOUSING

Missing Middle Housing is a market segment that has been restricted across most American cities in the mid-20th century to the early 21st century. The term 'Missing Middle Housing' typically refers to middle density housing or multiple homes on individual lots ranging from two homes to 16 homes depending on the context.

Within Winona's context, missing middle density housing has typically filled important portions of the housing market despite being made illegal through zoning and housing code development in the 1960s, thereby making Winona's middle density housing segment shrink over time as "grandfathered" legal non-conformities slowly saw falling reinvestment numbers.

Within the Winona context, middle density housing typically ranges from two to six units and occasionally rises to the scale of small apartment buildings of 30 units or below. The defining characteristics of Winona's middle density housing is that it is integrated into the scale and context of existing neighborhoods. By focusing more on the built form of housing, Winona can better address the housing need and also ensure that Winona's neighborhoods are enhanced through its housing supply.

Aerial image of Winona

Smaller Lot Detached Homes

Houses on smaller lots offering opportunities for more affordable and/or lower maintenance housing choices.

Detached Courtyard Housing

A group of smaller detached houses that are built closer together and located around a common open space, which could include a shared lawn, garden, or walking paths.

Twinhomes/Duplexes (2-4 Unit Houses)

Multiple units in the same house structure that can either be side by side or lower/upper levels and could have separate or shared entries.

Small Scale Apartments

This housing type is a multi-unit building with multiple floors, similar in height to the surrounding buildings, and a shared building entry.

Townhouse/Row Houses

This is a group of attached housing that increases density while providing for defined, separated living spaces in an efficient design. The property could include a shared lawn, garden, or walking paths.

ADUs/Tiny Homes

A smaller, self-contained residential unit that is legally part of a residential lot that includes another home. Accessory dwelling units can be internal to or attached to another home, incorporated into a detached garage, or a separate detached structure. Tiny homes are separate structures, typically less than 400 square feet and classified as accessory dwelling units. Tiny homes must meet the standards of the Minnesota Residential Code, e.g. have a permanent foundation.

University Village, Winona

Townhomes/Rowhomes

Example image of mixed use residential

MIX OF HOUSING IN NEIGHBORHOODS

Winona's existing mix of housing choices within individual blocks provides opportunities for adding in new housing types that will expand the range of housing choices within existing neighborhoods. The existing housing mix includes both a variety of housing types (single detached, duplexes/twinhomes, triplexes/quads, townhomes, apartments) and a mix of owner-occupied and rental homes within individual blocks. Winona's projected growth will not require major increases in densities of existing neighborhoods but rather allows for the incremental thickening of neighborhoods. Incremental growth or thickening refers to an approach that seeks to integrate missing housing choices into existing neighborhoods gradually over time. One of the key principles of incremental city development is the use of past history and existing resources to serve as a foundation for future development. In Winona, this means referencing historic growth patterns of the city and leveraging existing infrastructure (e.g. transportation networks, utilities, and city facilities) when considering new housing development. The opposite of incremental growth is fast-paced, disjointed development which is often detrimental to existing neighborhoods and can financially overextend cities in the long-term. The majority of Winona's historic growth has been incremental and this plan recommends the same approach moving forward.

Winona's traditional pattern of residential blocks with walkable lots creates opportunities for diverse ownership options. Emphasizing flexibility for the development of new housing types and allowing additional homes per lot can maintain Winona's history of diverse housing ownership options that enables flexibility and support for the housing market as it fluctuates, without being reliant upon only a handful of owners to respond to the market and to develop new housing. Diverse ownership also allows for Winona to be competitive in its housing access, enabling easy entrance to the housing market by creating a range of investment opportunities for homeowners and renters.

When encouraging a diversity of housing types and reinforcing Winona's traditional and desirable neighborhood development pattern, the City anticipates seeing enhanced property value increases. This impact has been demonstrated in other communities in Minnesota seeing property values 3%-5% higher based on increased housing diversity allowed when compared to neighboring cities that retain restrictive housing policies.

GUIDING NEIGHBORHOODS FOR MIXED HOUSING DEVELOPMENT

To support the need for expanding the range of housing types developed in Winona, the residential future land use designations in the Land Use & Development chapter have been updated to be inclusive of more housing types. The housing types allowed have been more clearly identified and defined, in particular Missing Middle Housing types, including smaller lot detached homes, detached courtyard housing, duplexes/twinhomes, triplexes/quads, townhomes/rowhomes, and small scale apartment buildings.

Residential Future Land Use Designations	2023 Comprehensive Plan
Traditional Neighborhood	1-4 unit homes are the most common but a broader mix of mid-rise housing types (3 or 4 stories) is allowed, including townhomes, rowhomes, and small scale apartment buildings
Urban Neighborhood	Mix of housing options including mid- and high-rise housing types: » Townhomes/rowhomes » Larger and smaller scale apartment buildings, including student housing » Live-work buildings » Co-op housing
Suburban Neighborhood	Mix of housing options: » Predominately single-unit or two-unit homes in existing subdivisions » Mid- and high-rise buildings allowed in new subdivisions as a smaller proportion of the overall housing mix » Mid- and high-rise buildings generally shall be located at block corners

TABLE 5.1 RESIDENTIAL FUTURE LAND USE DESIGNATIONS TABLE
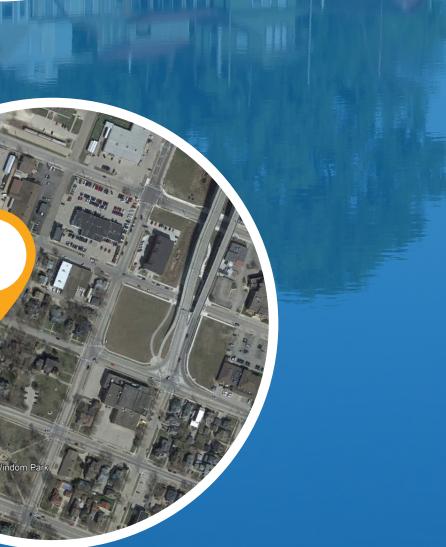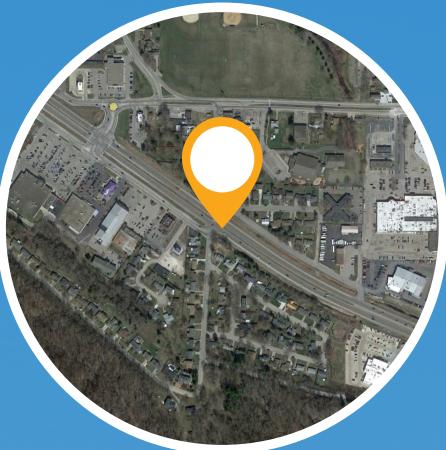
LOCATIONS FOR FUTURE HOUSING DEVELOPMENT

The Future Land Use Map in the Land Use & Development chapter includes the following updates that allow more places for future housing development:

Transition to Commercial Mixed Use Areas

Existing commercial areas allow flexibility to add or redevelop new housing.

» *Highway 61 commercial Areas*: change from General Commercial to Commercial Mixed Use
» *Sarnia & Franklin Area*: expansion of Commercial Mixed Use
» *5th Street & McConnon Area*: change from Urban Neighborhood to Commercial Mixed Use

Expansion of Neighborhood Mixed Use Areas

Existing neighborhood commercial areas allow flexibility to add or redevelop new housing

» *Main & Mark Area*: change from residential to Neighborhood Mixed Use
» *West side of WSU campus, Huff Street*: one block extension of Neighborhood Mixed Use
» *5th Street & Zumbro Area:* expand Neighborhood Mixed Use
» *5th Street & Cummings Area:* change from industrial to Neighborhood Mixed Use

Expansion of Urban Neighborhood Areas

Existing neighborhood areas allow redevelopment to higher density housing

» *East and north sides of WSU Campus:* change some blocks from Traditional Neighborhood to Urban Neighborhood
» *Huff Street, north of Windom Park:* change from Traditional Neighborhood to Urban Neighborhood
» *6th Street & Lee Area:* change from Traditional Neighborhood to Urban Neighborhood
» *Gilmore & Clarks Lane Area:* expand Urban Neighborhood

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Homes and Neighborhoods Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

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The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It important to note that while the following goals, objectives, and strategies give direction to City and community leaders, its likely not all will be addressed during the effective period of this plan.

Goals

Six goals were identified for Homes & Neighborhoods:

1. Balanced Supply of Housing Choices
2. Integrated Mixed Income Neighborhoods that Reduce Segregation
3. Expanded Housing Development Options
4. Preservation of the Quality, Safety, & Character of Existing Homes & Neighborhoods
5. Housing for Underserved Populations
6. Opportunities for First-time Homebuyers

PHASING KEY:	**S** Short Term	**L** Long Term	**O** Ongoing

Goal 1: Balanced Supply of Housing Choices

Objective: 1.1	Expand the housing types allowed in residential and mixed use zoning districts		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.1.1	Consider allowing apartment buildings (without non-residential uses on the first floor) in the Mixed-Use Downtown Core zoning district outside of the central retail/commercial area of downtown.	S	**Planning Commission** Community Development Department
1.1.2	Evaluate amending commercial and light industrial zoning districts to allow for new residential homes.	S	
1.1.3	Evaluate Winona's evolving development patterns and housing needs/market to update land use designations on the comprehensive plan's future land use map on a regular basis.	S	

Objective: 1.2	Allow increased housing density while maintaining neighborhood character		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
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.	S	**Planning Commission** Community Development Department
1.2.2	Allow the development of new housing choices and increased density that address the needs of Winona's changing housing needs (accessory dwelling units, tiny homes, co-op housing, homelessness, supportive and transitional housing).	S	
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.	S	

Objective: 1.3	Establish initiatives to construct and rehabilitate a broad mix of housing types that are attainable to all income levels		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.3.1	Continue to implement the recommended initiatives and resources identified in the 2018 City of Winona Housing Task Force Report.	O	**Community Development Department**
1.3.2	Update the City's housing studies on a regular basis to provide current information on housing unit needs.	O	

Goal 2: Integrated Mixed Income Neighborhoods that Reduce Segregation

Objective: 2.1 Distribute and integrate subsidized housing options throughout the city		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.1.1 Encourage new subsidized and supportive homes to be developed as 'scattered sites' as opposed to large concentrated low-income housing areas.	L	**Community Development Department** Planning Commission
2.1.2 Promote the creation of mixed-income neighborhoods when existing commercial and industrial sites are redeveloped with housing.	O	
2.1.3 Provide incentives for new market rate rentals to include a percentage of income-based units and/or accept Housing Choice Vouchers.	S	
2.1.4 Establish policies that promote diversity, equity, inclusion, and housing opportunities for all residents.	S	
2.1.5 Consult those who live in subsidized housing to determine wants and needs in the development of new housing options.	O	

Goal 3: Expanded Housing Development Options

Objective: 3.1	Evaluate under-utilized buildings and sites in developed areas for potential housing development		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.1.1	Prioritize infill development and redevelopment efforts for increasing housing choices, such as accessory dwelling units (ADUs), single family homes, duplexes, triplexes, artist live/work space, that are not currently available in Winona.	S	
3.1.2	Support the development of medium to high density housing types near commercial nodes and activity centers.	O	
3.1.3	Encourage new housing development in and near downtown, near commercial corridors and activity centers, and along the riverfront on former commercial/industrial properties.	O	**Community Development Department** Planning Commission
3.1.4	Consider allowing new residential buildings in existing commercial and industrial areas where surrounding uses are compatible.	S	
3.1.5	Promote the reuse and renovation of existing buildings for housing development.	S	
3.1.6	Inventory vacant or abandoned homes and assist moving them onto the market.	L	

Objective: 3.2	Increase the flexibility of residential zoning standards to eliminate barriers to new housing development		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.2.1	Evaluate the City's current "curb cut" regulations limiting curb cuts and how the regulations affect infill residential development, creation of a variety of homes, and density.	L	**Planning Commission**
3.2.2	Evaluate zoning regulations to provide greater development flexibility for homeowners to create additional housing units (accessory dwelling units, duplexes, triplexes).	S	Community Development Department
3.2.3	Evaluate residential 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.	S	Natural Resources and Sustainability Office
3.2.4	Evaluate the Bluffland Protection Overlay District for bluffland areas that are not visible from the Mississippi River Valley for standards that may be adjusted to accommodate development, while still prioritizing the environmental considerations that informed creation of the ordinance.	L	Public Works Department

Objective:	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		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.3.1	Consider the use of tax abatement and tax increment financing (TIF) to incentivize the development and rehabilitation of homes to ensure that homes are attainable to all income levels.	O	
3.3.2	Consider creating a Land Trust to support the creation of new affordable home options.	L	
3.3.3	Support the use of universal design principles to allow for accessible homes, such as single-level homes, no-step entries, wide doorways and hallways, and larger, accessible bathrooms.	S	**Community Development Department**
3.3.4	Provide 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.	L	Planning Commission
3.3.5	Promote development of both owner-occupied and rental housing options including enhancement of rental opportunities for families with children.	S	
3.3.6	Consider establishing a program to purchase land for the development of homes in the city core.	L	
3.3.7	Create educational campaigns about local housing resources.	L	

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

Objective: 4.1   Enhance the appearance, livability and safety of neighborhoods

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.1.1	Continue to enforce the City's substandard building and yard maintenance ordinances while providing potential access to financial assistance and/or supportive services.	O	
4.1.2	Review current ordinances relating to non-traditional ground cover and native species plantings in yard areas and tree preservation.	L	**Inspections Division**
4.1.3	Encourage households to have home energy audits performed.	O	Community Development Department
4.1.4	Promote green building standards, building science principles, and low-impact development technologies to minimize storm water runoff and improve energy efficiency.	L	Natural Resources and Sustainability Office
4.1.5	Encourage historic preservation and appropriate rehabilitation of historic buildings for housing and complementary uses.	O	Public Works Department
4.1.6	Promote safe neighborhoods that are easy to move around in without an automobile.	O	Planning Commission
4.1.7	Periodically provide informational materials to homeowners within or adjacent to Natural State Areas (NSAs) to ensure these areas are not disturbed.	O	

Objective: 4.2   Encourage partnerships to enrich neighborhoods and the community

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.2.1	Strengthen partnerships with developers, nonprofits, banks, and others to create and preserve affordable homes.	S	
4.2.2	Encourage the organization of neighborhood groups to support neighborhood livability.	L	
4.2.3	Encourage increased communication between rental housing property owners/managers, renters/college students, and neighbors.	O	
4.2.4	Continue to provide educational information and resources to property/homeowners about home maintenance and repair and renovation assistance programs.	O	**Community Development Department**
4.2.5	Partner with secondary and post-secondary institutions to increase the construction field workforce and reduce development costs.	L	
4.2.6	Encourage public and private investments into Winona's existing housing stock to meet changing market conditions and community housing needs.	O	
4.2.7	Proactively evaluate funding sources and provide incentives to preserve the integrity and character of homes through rehabilitation.	O	

Goal 5: Housing for Underserved Populations

Objective:	5.1	Foster housing support programs for underserved populations		

Implementation Strategies:			Phasing	Lead and Coordinating Agencies
5.1.1	Identify and promote resources to allow residents to age-in-place.		**S**	
5.1.2	Continue working with Winona County and local non-profits to create homes affordable to low-to-moderate income households.		**O**	
5.1.3	Encourage the adoption of policies addressing homelessness and through community partnerships provide strategies to transition those that are unsheltered to services and stable housing.		**L**	
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.		**L**	**Community Development Department**
5.1.5	Encourage subsidies or support programs for the construction of homes affordable to those earning less than 50% of the area median income annually.		**L**	
5.1.6	Expand opportunities for tax forfeited properties to be transferred to local nonprofits who in turn will offer safe and stable supportive and transitional homes.		**L**	
5.1.7	Provide incentives, education, and support to local landlords to utilize Housing Choice vouchers.		**S**	

Objective:	5.2	Develop an Affordable Housing Plan that details specific affordability amounts for home needs identified in the City's current housing study.
	5.3	Evaluate providing public transit options close to housing, employment, and services to lessen the hardships that cost burdened households endure
	5.4	Enhance City staff assistance to seniors, those with special needs, 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 rehabilitation and preservation strategies
	5.6	Consider a limitation on combining lots, demolishing the housing, and costructing a smaller number of dwelling units.
	5.7	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

Objective: 6.1	Support financing programs and education for first-time homebuyers		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
6.1.1	Continue to partner with resources to provide educational classes for first-time homebuyers.	S	
6.1.2	Continue to support 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.	S	
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.	S	**Port Authority** Community Development Department
6.1.4	Encourage businesses to create an Employer Assisted Housing Program.	L	
6.1.5	Consider creating partnerships to establish a Housing Land Trust .	S	
6.1.6	Evaluate the creation of a Local Housing Trust Fund (LHTF).	S	

Objective: 6.2	Promote initiatives to increase the housing supply for first-time homebuyers		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
6.2.1	Support the construction of new homes of all types to encourage existing homeowners to become move-up buyers, which then opens up the market for existing single-family homes to first-time homebuyers.	O	**Port Authority** Community Development Department
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.	O	

CHAPTER 6
ECONOMIC DEVELOPMENT

PURPOSE

Winona is a regional center for manufacturing, retail and service businesses, health care, education, and tourism in southeast Minnesota. As captured in its vision and values, the City's entrepreneurial culture has long been a strong foundation for the development of a diverse economy. The Economic Development chapter provides guidance on maintaining and marketing that strong business climate, as well as ensuring development and redevelopment is fiscally and environmentally sustainable. This chapter also describes the importance of technology, workforce availability, housing, and quality cultural, recreational, and natural amenities in attracting businesses, residents, and tourists.

Examples of the plan's overarching themes represented in this section are as follows:

- » *Equity*: This section recommends supporting entrepreneurs from marginalized populations, and the creation of business incubator programs to help reduce barriers to starting a business.
- » *Technology*: This section promotes utilization of information technology to meet people's ever-changing communication needs.
- » *Sustainability*: This section recommends sustainable use of the City's limited land by promoting redevelopment, reuse and investment in historic buildings, and promoting needed physical expansion while protecting natural areas, bluffs, and water resources.

WHAT WE HEARD

- » Small businesses and entrepreneurs need to be supported with resources, spaces, and reduction in barriers to start-up and operation
- » Intentional retention of young professionals and workforce by addressing needs such as housing, daycare, and links from education to jobs
- » Need for additional retail and restaurants with consideration for distribution in City and proximity to where people live
- » Maintain and reinvest in infrastructure to ensure Winona is attractive to residents, businesses, and tourists
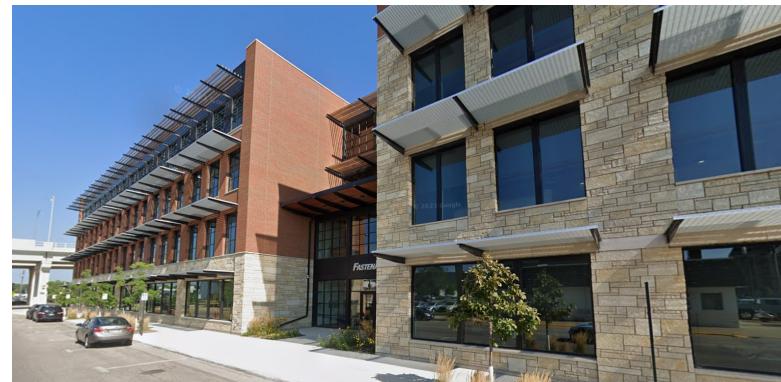
Downtown Office Buildings

ECONOMIC DEVELOPMENT PARTNERS

Winona has a long history of coordinated efforts to support economic developments. This includes the City, Winona Port Authority, Winona Chamber of Commerce, Visit Winona, education, health care, and various individual businesses. Opportunity Winona, which focuses on Downtown, is an example of that public and private partnership.

WINONA'S STRONG BUSINESS CLIMATE

Winona is a leader in quality of life, nurturing that small-town feel that Minnesotans crave while also providing access to entertainment, education, and recreation resources at a much larger scale than other cities of its size. Those quality of life elements are supportive of, and supported by, the robust economic activity of Winona and the region. With Winona's rich history and ongoing legacy of entrepreneurial investment and community stewardship, the community is able to deliver an excellent standard of living.

In order for businesses to continue to thrive in Winona it is important to continually assess the state of the business climate. This includes identifying and addressing barriers to both new and growing businesses, such as availability of workers, childcare issues, housing gaps, training needs, technology infrastructure, and regulation challenges. The assessment also should identify businesses that would be beneficial to recruit to address supply chain gaps or provide services existing businesses need.

In order to continue Winona's tradition of home-grown businesses, the Comprehensive Plan process identified a need for public and private partners to address barriers for start-up or expanding businesses. Needs identified included:

» Low-cost space
» Equipment
» Internet access
» Mentorship
» Networking

» Classes
» Market research or assistance with marketing plan
» Help with accounting or financial management
» Relationship building with educational institutions and other community resources
» Assistance with regulatory compliance

Waters Edge Apartments

PORT AUTHORITY OF WINONA

The Port Authority of Winona is the economic development arm of the City of Winona. The Port Authority seeks to support the growth of businesses, workforce, and housing in the City. The Port Authority also oversees the operations of two docks and the fleeting area within the Commercial Harbor. Projects that the Port Authority has recently been involved with include 60 Main, Hiatt Metal Forming, Water's Edge Apartments, Fastenal Company's downtown office building, the main sqaure's mixed use development, WinCraft/Fanatics expansion, Anova rebuild post-fire, and Habitat for Humanity housing projects. In addition to supporting private investment, the Port Authority was instrumental in securing state bond funding to support the Mississippi Riverfront Trail, which was identified in both the 2007 Comprehensive Plan and the 2019 Downtown Strategic Plan.

Small Business Supports

INCUBATORS

Incubators support entrepreneurs in the development of their business from concept to operation. Incubators usually offer space, access to specialized equipment, and supportive services such as classes and mentorship. They also may bring together start-ups for networking and collaboration. Typically businesses in an incubator program are still in the process of developing their product idea or service.

ACCELERATORS

Accelerators support companies at their early stages with education and mentorship to take what is already a created product or service to grow its distribution, sales, or users at a faster rate than it otherwise might. This may be through capital, mentorship, or connections to investors or potential partners.

SHAPING DEVELOPMENT AND REDEVELOPMENT

Cities are platforms for wealth development. The fiscal growth of a community is reliant upon the initial investment and reinvestment of an important resource: land. The built pattern of Winona needs to be supportive of that private investment as entrepreneurs, property owners, and others seek to meet the needs of residents and business through new structures. The City supports private investment through infrastructure development such as water, sewer, streets, and other public utilities. As land is limited, the City needs to see a return on its public investment to continue reinvestment and growth of the community, in a fiscally sustainable manner.

This is best seen through Winona's historical development pattern, which allows for a range of uses, building types, and connections to value enhancers like the Mississippi River or the bluffs. As the community continues to grow, it needs to ensure that the parameters for investment allow for the diverse developments that will ensure adequate fiscal sustainability. The ongoing building of compact, walkable neighborhoods is Winona's best dollar for dollar solution. These neighborhoods are more efficient to maintain as they require less infrastructure. They also lead to higher property tax revenues, as homes in these areas are often worth more. This type of development is desirable for those living in the community and those looking to move to Winona - especially as the state and nation become increasingly flexible in where people can live for work. Below are three characteristics of fiscally sustainable development:

Reduced infrastructure costs: Compact, walkable neighborhoods require less infrastructure, such as roads, water pipes, and sewer lines. This can save cities money in the long run.

Increased property tax revenues: Homes in compact, walkable neighborhoods are worth more on a value per acre basis than homes in sprawled-out areas. This can lead to increased property tax revenues for cities.

Improved quality of life: Compact, walkable neighborhoods are more livable than sprawled-out areas. Residents of these neighborhoods have more access to amenities, such as shops, restaurants, and parks. They also have a lower risk of obesity, heart disease, and other chronic diseases.

Port of Winona, MN (Image by Mary Farrell)

Winona, MN

MARKETING WINONA

Winona has an opportunity to develop clear messaging and marketing to reach out to the region, nation, and the world. The City of Winona supports unified messaging with leadership among the Winona Area Chamber of Commerce, Visit Winona, universities, and other interested partners. These partners contribute to crafting messaging that will draw people to Winona, including new residents, new businesses, and tourists, by highlighting what makes Winona a special place.

Unique characteristics of Winona related to economic development include:

» Despite its size, Winona has the social atmosphere of a smaller town. This means it is often easier to access the people and information needed to start a business, find a job, or buy a house in Winona than in a larger city;

» The Mississippi River and bluffs provide unique access to recreational opportunities that are within a stone's throw from most parts of the city;

» Winona is a regional hub with a transportation network that serves all travel and freight needs. Winona is unique in that it has a commercial port offering water transportation and fleeting on the Mississippi River. Winona also has access to rail for commerce and passenger service through Amtrak;

» Three institutions of higher education, as well as excellent primary and secondary education options, provide a skilled labor force and opportunities for collaboration with employers to respond to training needs for their workers;

» Winona has a robust and resilient business base where you will find an entrepreneurial culture, and a diversified manufacturing base.

BROADBAND

Virtual communication is a key part of daily life in Winona. Expectations today are that one has a broadband internet connection that can transfer data and information at high speeds. Broadband service in Minnesota is delivered through fiber and coaxial networks of media providers; DSL service over the telephone network; optical fiber to the home or business; mobile and fixed wireless systems; and satellite connections.

The State Office of Broadband Development regularly collects availability of service by broadband service providers. As shown on the map, Winona generally has good broadband coverage with coverage extending into the bluffs. The areas in green are those which have download speeds of at least 100 MB per second and upload speeds of at least 20 MB per second.

It is important to note that while the community may have service availability, the following are challenges that may affect an individual's access to broadband:

» While fiber may be available on a nearby node or pole, some users still must rely on older infrastructure (i.e. copper wire) within their home

» Some families cannot afford broadband. Discounts and subsidy programs may not be utilized because of documentation requirements, language barriers, lack of awareness & trust, and the difficulty of navigation

» Complexity of technology installation and operation can be a barrier to many, including those with language barriers or physical/mental impairments

As a result of federal and state legislation, there is limit to what cities can do to increase broadband infrastructure access. The federal telecommunication act deregulated all telecommunication services and requires cities to treat telecommunication provides in a competitively neutral manner. These limitations need to be considered as the City explores ways it can support increased access.
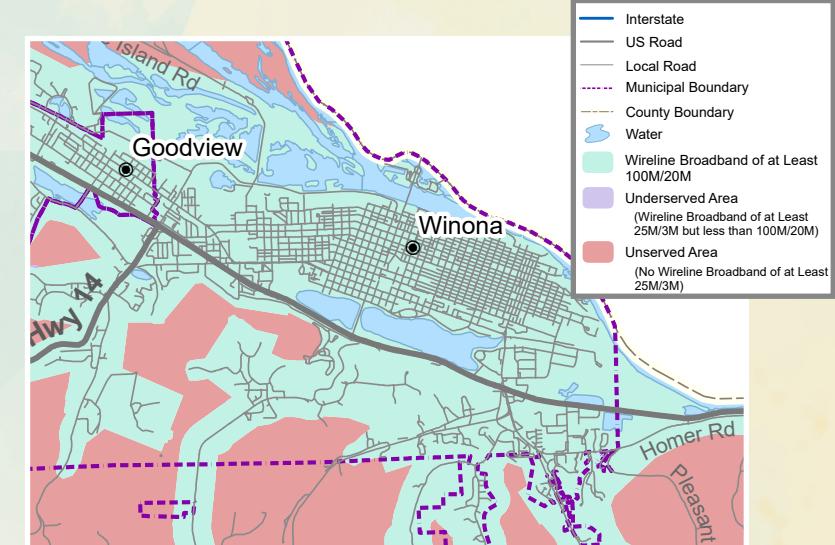
FIGURE 6.1 2022 PROVIDER BROADBAND SERVICE INVENTORY

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Economic Development Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» **Short-term:** These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.

» **Long-term:** These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.

» **Ongoing**: These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It important to note that while the following goals, objectives, and strategies give direction to City and community leaders, its likely not all will be addressed during the effective period of this plan.

Goals

Five goals were identified for Economic Development:

1. Market Winona to the World
2. Strong Business Climate
3. Development and Redevelopment
4. State of the Art Technology
5. High Quality Cultural, Recreational, and Natural Amenities

PHASING KEY: (S) **Short Term** (L) **Long Term** (O) **Ongoing**

Image by Mary Farrell

Goal 1: Market Winona to the World

Objective:	1.1	Facilitate the creation of a working group comprised of the City, Visit Winona, Winona Chamber, universities, and representatives from businesses, workforce, arts and culture, non-profits, healthcare, and community organizations	

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.1.1	Identify and connect with branding firms that have prepared messaging for other cities with strong community brands.	S	**Visit Winona** City of Winona Winona Chamber Winona Main Street Universities Representatives from business, workforce, arts and culture, non-profits, and community organizations
1.1.2	Identify a lead organization from the working group to coordinate financial support, encourage participation, maintain the momentum, and ensure that goals are met.	S	
1.1.3	Identify and cultivate local talent to develop and enhance Winona's community brand.	S	
1.1.4	Identify target markets (businesses, visitors, residents, etc.) and a unified message for each.	S	
1.1.5	Reach consensus on desired marketing platform(s).	S	
1.1.6	Create marketing plan, including identifying financial partnership structure and lead implementation entities.	S	
1.1.7	Implement marketing plan.	S	
1.1.8	Evaluate impact of marketing and reach consensus on any needed modifications.	S	

Goal 2: Strong Business Climate

Objective: 2.1	Grow and support tourism as an economic development driver		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
2.1.1	Craft a community identity showing Winona as a welcoming, safe, and friendly community with sought-after amenities.	S	**Visit Winona**
2.1.2	Partner on community promotional efforts to reach diverse tourist markets.	O	Port Authority
2.1.3	Invest in the City's quality of life amenities that will attract tourism.	O	Winona Chamber
			Winona Main Street

Objective: 2.2	Provide a strong business culture supporting a diversity of businesses, including those new to business and the seasoned entrepreneurs		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
2.2.1	Identify barriers and needs for new businesses and retain and grow existing businesses (i.e. housing/workforce, etc.), including whether barriers and/or needs are different by type of business.	S	
2.2.2	Identify priority business types that provide competitive wages and benefits.	S	
2.2.3	Identify and support entrepreneurs, including marginalized populations that are often undiscovered, including social entrepreneurs.	O	
2.2.4	Create public/private partnerships to address barriers confronting start-up or expanding businesses, including the following: • Develop a plan to alleviate barriers, address needs, and recruit targeted businesses. • Compile and promote resources to help promote the business start-up process. • Connect community resources with businesses in need of support. • Support a private business mentorship program. • Provide financial access and education.	O	**Winona Chamber of Commerce** Community Development Department Project FINE MN DEED MN Small Business Development Center Port Authority Engage Winona
2.2.5	Explore potential federal, state, and community incentives for new and existing businesses to retain and expand the workforce.	O	
2.2.6	Coordinate marketing efforts to provide a "hot button" for a business to get answers to "Frequently Asked Questions" (FAQ) and contact numbers for resources.	S	
2.2.7	Partner with local businesses, economic development organizations, and potential funding sources to create incubator spaces and/or programs, including commercial kitchens.	L	
2.2.8	Address foundational assets to meet the needs of families, employees, and businesses, including: Childcare, transportation, workforce, housing, and safety.	O	

Goal 3: Development and Redevelopment

Objective: 3.1	Support the highest and best sustainable use of the City's limited land		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.1.1	Promote growth while protecting natural areas, bluffs, and water resources.	O	**Community Development Department** Natural Resources and Sustainability Office
3.1.2	Identify and promote opportunities for redevelopment where public investment has already occurred.	S	
3.1.3	Support reinvestment and reuse of sites, including historic buildings.	O	
3.1.4	Analyze existing development regulations and identify barriers to achieving the City's economic development goals.	S	

Objective: 3.2	Continue the momentum from Opportunity Winona		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.2.1	Review projects through the following criteria. Does the project: • Bring more people to Downtown Winona? • Allow for financially feasible implementation and long-term sustainability? • Meet environmental and sustainability goals for the community? • Serve unmet needs? • Enable accessibility and inclusivity? • Support the Downtown Strategic Plan's principles of a Vibrant, Accessible, Clean, and Safe Winona?	O	**Community Development Department** Port Authority Other City Departments Opportunity Winona Winona Senior Friendship Center Project FINE

Objective:	3.3	Continue to advance long term public use and access to the Mississippi riverfront; it is Winona's front porch		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.3.1		Increase the investment needed to reactivate the riverfront.	S	**Port Authority**
3.3.2		Increase public access to docking and public amenities (restrooms, restaurants, and access to downtown, etc.).	L	Park and Recreation Department
				Public Works Department
3.3.3		Increase signage (in multiple languages and an emphasis on accessibility) of these amenities.	S	Opportunity Winona
				Winona County Historical Society
3.3.4		Increase wayfinding signage of these amenities.	S	Winona Dakota Unity Alliance

Goal 4: State of the Art Technology

Objective: 4.1 Ensure access to advanced information technology throughout Winona to meet people's ever-changing communication needs			
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.1.1	Incorporate technology integration systems and infrastructure in new business and public projects (i.e. next phases of Levee Park to include additional electrical infrastructure for events and food trucks, performance lighting, staging, modern restrooms, etc.).	S	**Park and Recreation Department** Public Works Department IT Office
4.1.2	Develop and provide residents and businesses access to a truly accurate internet speed map to identify potential deficiencies which must be improved. The map would be part of the toolbox to recruit new businesses and residents; especially remote workers.	S	
4.1.3	Identify and create space to develop free Information Technology hub locations.	S	
4.1.4	Utilize technology to access data-driven demographics on the incoming and outgoing of Winona populations.	O	

Objective: 4.2 Support investments in technology to support sustainability			
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.2.1	Access and utilize funding for developing electric vehicle (EV) charging stations.	S	**Natural Resources and Sustainability Office**

Goal 5: High Quality Cultural, Recreational, and Natural Amenities

Objective:	5.1	Provide cultural, recreational, and natural amenities that attract new businesses, residents, and tourists		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
5.1.1	Invest in and promote a higher level of well-designed cultural, recreational and natural spaces.		O	**Park and Recreation Department**
5.1.2	Support the efforts in Winona to increase opportunities and excitement to use outdoor recreational areas.		O	Port Authority
5.1.3	Explore and collaborate with community partners on unique Winona attractions for each of the four seasons.		O	Project FINE
5.1.4	Explore downtown areas and the Mississippi riverfront for creating additional recreation opportunities.		O	Winona County Historical Society
5.1.5	Complete the second phase of Levee Park and levee improvements.		S	Winona Outdoor Collaborative
				Visit Winona
				Recreation Alliance of Winona

CHAPTER 7
ACCESSIBLE GOVERNMENT

PURPOSE

The Accessible Government chapter is intended to provide guidance for improving access and relations between city government, residents, businesses, and organizations. The 2045 Comprehensive Plan lays out the community's long-term vision, goals, objectives, and strategies which will only be achieved with access and involvement by community members. This chapter is a first step in recognizing and recommending ways to make government data, information, processes, and input opportunities more accessible to community members.

CONTEXT

Barriers to accessible government refer to factors that limit or prevent individuals from accessing and participating in government services and activities. These barriers can take many forms, including physical, technological, language, and cultural barriers. As the make-up of Winona's population continues to evolve and technology changes how people obtain information and provide input, it is important that the City of Winona adapts accordingly. A focus on accessible city government is critical for maintaining and improving relations between city government and its residents, businesses, and organizations.

WHAT WE HEARD

» Need for enhanced public communication
» Improve the city's relationship with lower income residents
» Use of technology to increase people's access to public meetings and government processes
» Increase people's access to city information, including options for people who speak other languages or have physical impairments

YOUR IDEAS.
WINONA'S FUTURE.

City of Winona
Comprehensive Plan Update

IMPROVING ACCESS TO CITY GOVERNMENT

This chapter focuses on improving access to city government in order to create better connections, relationships, and trust with the people who live and work in Winona. Accessible government includes making knowledge and influence accessible to all by encouraging input and involvement in leadership roles.

Accessible government begins with the basics of making city government information easily available. This information includes, but is not limited to, the following:

- » City permits, applications, code requirements
- » City meetings and events
- » City services, e.g. emergency response, utilities, snowplowing
- » City financial/budget data
- » City projects, e.g. infrastructure, development

- » Street/train traffic issues
- » Housing assistance/issues
- » Crime data

The next level of accessible government relates to user-friendly options for community members to report or submit information, such as:

- » Street/trail/park maintenance issues
- » Nuisance/property maintenance issues
- » Real-time reporting and mapping of issues
- » Automated online application/permitting programs

Timely, convenient, and ease of use opportunities for community members to provide input on city government planning, initiatives, operations, and meetings is a key component of accessible government. It is important for the city to be transparent with its operations and initiatives, to proactively reach out to make people aware of what's happening, and provide ample and easy-to-use opportunities for people to provide input to the city.

At the highest level, it is important for the city to emphasize that city leadership and advisory commission roles are open and available to all, with a focus on increasing the diversity of these groups, including gender, age, race, neighborhoods, income, both homeowners and renters.

Examples of the plan's overarching themes represented in this section are as follows:

- » *Equity*: This chapter recommends reducing barriers to participation in City government by directly connecting with underrepresented populations through local organizations, providing City materials in plain language, and simply better understanding what impediments exist.
- » *Technology*: This chapter emphasizes a desire for enhanced communication that utilizes multiple platforms to connect with people and disseminate information.
- » *Sustainability*: This chapter notes the importance of building residents' capacity to interact with and participate in City government. Better civic involvement will promote a sense of collective responsibility and empower residents to help shape the future of the City.

TECHNOLOGICAL AND ALTERNATIVE APPROACHES

This chapter also emphasizes the importance of exploring and developing new methods for improving access to city government. These methods include utilizing modern technology and communication methods. For cities, the continuing rapid pace of technological innovations includes the digitization of information and processes. For example, the digitization of processes includes government operations, business operations, how/where we work, education, healthcare, shopping, restaurants, entertainment, and social life. In response to this digitization phenomenon, cities are beginning to apply "smart city" concepts. The American Planning Association (APA) defines a smart city as "A smart city equitably integrates technology, community, and nature to enhance its livability, sustainability, and resilience, while fostering innovation, collaboration, and participatory co-creation." The smart city concept includes three interconnected ecosystems:

» **Gov Tech**: "the use of technology to increase the efficiency of municipal operations and services"
» **Civic Tech**: "the use of technology to increase public engagement, participation, and co-creation, making government more accessible to residents and vice versa"
» **Urban Tech**: "the use of technology to improve the built environment and urban infrastructure to serve the needs of residents, businesses, and government"

Essentially, the smart city concept embraces using digital technologies to transform how cities operate, coordinate processes, collect and use data, develop plans, implement strategies, and share information. The City of Winona is committed to incorporating technological innovation into city operations and communication efforts to make services and access more effective and efficient.

Accessible government should also consider alternative methods that work better for underrepresented sectors of the community. Historically, access to city government has generally reflected the dominant age, race, and income groups, e.g. white residents, older residents with more free time, homeowners, while others may find the access opportunities don't fit their life situation. Alternative communication methods could include hybrid meetings, online meeting presentations in addition to in-person presentations, asynchronous input tools, conducting meetings outside of city hall and outside of traditional meeting times, and access to recordings of meetings.

Asynchronous Public Meetings

Asynchronous public meetings means meetings addressing the same topics that don't occur at the same time. In order to provide community members with increased opportunities to learn about and provide their input on a planning issue, request, or proposal, the city hosts an asynchronous "meeting" online in addition to the traditional in-person meeting and public hearing. The city provides a pre-recorded online version of the planning presentation that occurs at the in-person meeting/public hearing, as well as all of the planning report materials, and provides avenues for people to provide their input as an alternative to attending the in-person meeting. The presentation and materials are made available online prior to the in-person meeting. This approach eliminates the necessity of people needing to attend an in-person meeting at a specific time and place with an on-demand option for viewing the information and submitting their input, which significantly increases the opportunities for public input.
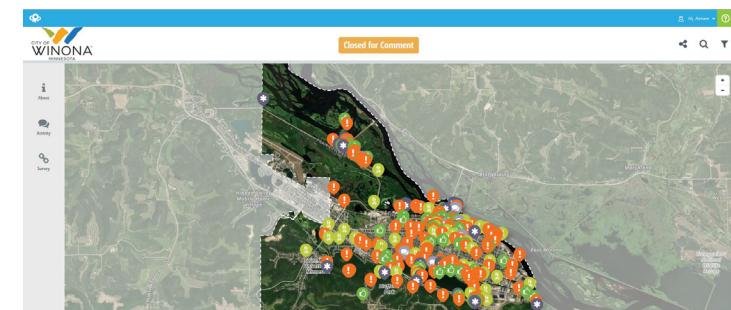
Winona utilized online engagement technology to reach more residents
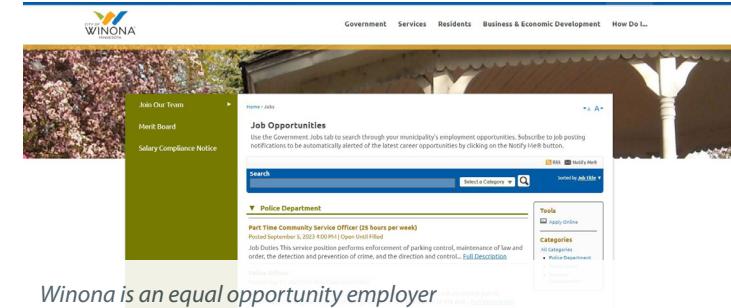
Winona is an equal opportunity employer

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Accessible Government Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» *Short-term:* These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.

» *Long-term:* These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.

» *Ongoing*: These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It important to note that while the following goals, objectives, and strategies give direction to city and community leaders, its likely not all will be addressed during the effective period of this plan. Additionally all strategies must comply with state statute.

Goals

Five goals were identified for Accessible Government:

1. Improved User-Friendly Communication from City to Residents
2. Build Residents' Capacity to Interact with the City
3. Enhance the City's Interactions with Residents
4. Wider Participation in City Committees and Elected Positions
5. Enhanced Public Understanding of the Values and Purposes Behind City Activities

PHASING KEY: (S) Short Term (L) Long Term (O) Ongoing

Goal 1: Improved User-Friendly Communication from City to Residents

Objective:	1.1	Enhanced communication		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.1.1	Improve communication from City to residents - especially for large projects and/or projects likely to impact a number of people.	S	**City Manager's Office**
1.1.2	Consider improvements to the City's website that make it easier to use.	O	IT Office

Objective:	1.2	Expand methods of communication		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.2.1	Communicate City information across digital and non-digital platforms.	S	
1.2.2	Develop city-wide standards for use of current technology (such as video and website) to communicate news, meeting, and projects.	S	
1.2.3	Continually assess the need for additional technology to improve communications.	O	**City Clerk's Office**
1.2.4	Develop standards to expand viewing access to public meetings and increase user accessibility.	S	IT Office
1.2.5	Examine policies for public hearing notices so that people receive information in a timely manner and are able to participate if interested.	S	

Objective:	1.3	Increase the amount of easily accessed public information		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.3.1	Increase the amount of information and accessibility on the City's Website.	S	
1.3.2	Increase user-friendly FAQ documents and post to the City's website, e.g. permits.	S	**City Manager's Office**
1.3.3	Increase usability of public information systems via common forms and plain language.	S	Other City Departments

Goal 2: Build Residents' Capacity to Interact with the City

Objective: 2.1	Increase the amount of easily accessed public information		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
2.1.1	Create education opportunities that are accessible for all.	S	
2.1.2	Create a "how to" for public meeting participation that includes information about procedures used by the City of Winona in official Council, Commission, and Committee meetings.	S	**City Clerk's Office** Other City Departments
2.1.3	Continue to promote and encourage pathways to civic involvement.	O	

Objective: 2.2	Engage, inform, and empower people of varying ages, identities, life stages, abilities, races and socioeconomic levels		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
2.2.1	Work with local organizations to connect with specific population groups.	S	
2.2.2	Partner with institutions, organizations, and local governments to promote and encourage civic involvement.	L	**City Clerk's Office** Other City Departments
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.	L	
2.2.4	Consider technological solutions to allow asynchronous participation at public hearings.	S	

Objective: 2.3	Reach out to residents		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
2.3.1	Utilize city-wide communications (such as utility bills) to connect with residents.	S	
2.3.2	Create a program for on-boarding new residents as it pertains to City services and programs.	L	
2.3.3	Identify and engage neighborhood leaders who can help with communication.	S	**Community Development Department** Other City Departments
2.3.4	Work to expand access to residents who are underrepresented.	O	
2.3.5	Consider micro-grants for residents to complete small projects involving City property.	L	

Goal 3: Enhance the City's Interactions with Residents

Objective: 3.1	Report on progress toward City goals and objectives identified in the Comprehensive Plan		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.1.1	Annually report progress on the Comprehensive Plan to the Planning Commission and City Council.	O	**Community Development Department**
3.1.2	Communicate progress on the Comprehensive Plan to the public.	O	
3.1.3	As part of the annual Comprehensive Plan evaluation or evaluation of a major project completed, openly discuss shortcomings, prejudices, and disproportionate effects on underrepresented, minority, and lower socioeconomic groups in the community.	S	

Objective: 3.2	Promote good customer service when interacting with public		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.2.1	Provide City materials in plain language.	O	**City Clerk's Office**
3.2.2	Explore technology to provide City materials in multiple languages and other accessibility measures.	L	Human Resources Office
3.2.3	Improve customer service-oriented language when interacting with public.	S	IT Office
3.2.4	Improve customer service trainings and how to work with various populations.	S	

Objective: 3.3	Increase (non-meeting) interactions with public		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.3.1	Promote City employee, City department, and elected official participation in events outside of City Hall with consideration of open meeting laws.	S	**City Manager's Office**
3.3.2	Explore partnerships with local businesses for participation in events.	S	Other City Departments

Objective: 3.4	Enhance standardized information across City departments		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.4.1	Integrate and share information across City databases.	L	**IT Office**

Objective: 3.5	Increase accessibility to information for physically impaired individuals such as those who cannot see or hear		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
3.5.1	Review how other cities increase accessibility.	S	**City Clerk's Office**

Objective:	3.6	Explore novel and collaborative solutions to issues		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.6.1	Host events such as simulations, Artists on Main Street, or Hack-a-thons to identify new potential solutions.		S	**City Manager's Office**
3.6.2	Provide regular educational opportunities for staff, board and commission members, and Council on existing and potential new approaches to addressing common issues.		O	Other City Departments Winona Main Street

Objective:	3.7	Collect feedback on residents' experiences with the City		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.7.1	Consider a recurring public survey to identify strengths and areas for improvements.		L	**City Manager's Office** Other City Departments

Goal 4: Wider Participation in City Committees and Elected Positions

Objective:	4.1	Engage, inform, and involve people of varying ages, identities, life stages, abilities, races and socioeconomic levels		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
4.1.1	Work with local organizations to connect and build relationships with a variety of population groups.		S	**City Clerk's Office**

Objective:	4.2	Understand barriers to participation		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
4.2.1	Utilize a survey or other means to clearly identify barriers to participation in the City's committees and elected offices.		S	**City Clerk's Office**

Objective:	4.3	Remove barriers and enhance flexibility for participation		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
4.3.1	Explore technological solutions to make participation easier for more people.		S	
4.3.2	Consider term limits for boards and commissions to foster a balance between experience and opportunity.		L	
4.3.3	Expand meeting locations to meet residents where they are.		S	**City Clerk's Office**
4.3.4	Increase opportunities for public participation at city meetings.		S	Other City Departments
4.3.5	Review the rules for the public comment period at City Council meetings to help enhance public participation.		S	

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

Objective: 5.1	Provide more information on the reasoning behind projects		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
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.	S	**City Manager's Office**

Objective: 5.2	Create City Council two-year work plans		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
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.	L	**City Manager's Office**

Objective: 5.3	Create departmental purpose statement for the City of Winona		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.3.1	Work with department heads to craft a vision and values statement with input from departmental employees and revise every 5-10 years.	S	**City Manager's Office** City Department Heads

Objective: 5.4	Create organization wide vision and values for the City of Winona		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.4.1	Work with the City Manager and department heads to craft a vision and values statement with input from all City Employees and revise every 5-10 years.	S	**City Manager's Office** City Department Heads

CHAPTER 8
HERITAGE PRESERVATION
PURPOSE

This chapter is intended to provide a high level framework for Winona's heritage preservation planning initiatives. Winona is fortunate to have many historic assets still in place, particularly in the downtown but also in neighborhoods, public spaces, commercial and industrial areas throughout the city, that are valued by the community and worthy of preservation. Preservation planning involves identifying, evaluating, designating, and preserving the community's historic resources, which can relate to history, architecture, archeology, engineering and culture. The city's heritage preservation framework primarily consists of historic contexts, designation of historically important sites and districts, public outreach and awareness of the community's historic resources, heritage preservation and reinvestment as part of community economic development, and city regulations related to heritage preservation.

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity*: This section supports the equitable recognition and treatment of the history of Winona and all people who have inhabited this area throughout time.

» *Technology*: This section recommends using accessible technology to promote the learning and interaction with history.

» *Sustainability*: This section recognizes that reinvestment in and adaptive reuse of historic buildings, which maximizes the use of existing materials and infrastructure and reduces waste, is more sustainable than constructing new buildings.

WHAT WE HEARD

» Balance heritage preservation with economic development, building reuse/reinvestment

» Include voices and cultures of Indigenous people in heritage preservation

» Increase attention on heritage of immigrants (e.g. Polish)

Historic Winona Hotel

WINONA'S HISTORIC CHARACTER

Winona's visible historic character has been developed over the past 175 years through intentional investment, creating a clear sense of place and community identity. Like many river towns, Winona's historic development pattern is oriented toward the Mississippi River with industrial areas giving way to commercial areas and public spaces, and then neighborhoods. Winona, through the virtue of good planning, has managed to retain its unique historic character through the ebbs and flows of the economy, the major impacts of natural disasters, and misguided urban renewal policies of the past. Winona's historic areas retain much of their integrity and contribute to a community identity that is pervasive and intuitively felt by residents and visitors alike. Preservation of Winona's historic character is also reflected in the community's real estate values. Winona's most valuable land on a per acre basis is primarily concentrated in its historic core area, especially in the historic downtown.

Queen of the Mississippi (Image by Mary Farrell)

CITY'S ROLE IN HERITAGE PRESERVATION

The City of Winona plays a critical role in the community's preservation of its heritage and historic resources. The city has a Heritage Preservation Ordinance (HPO), adopted in 1989, as part of the City's Code of Ordinances. The HPO established the city's Heritage Preservation Commission (HPC) in order to promote the rehabilitation and conservation of historic properties for the education, inspiration, pleasure, and enrichment of the citizens and visitors of Winona. Heritage Preservation is a component of the city's Comprehensive Plan, which provides long-term guidance, including goal, policies, and strategies. The HPC partners with the Winona County Historical Society and Main Street Program and others to fulfill its responsibilities. The City of Winona has also been certified as a member community of the federal Certified Local Governments (CLG) program since 1990. CLG status enables the city to apply for federal matching grants to preserve historic properties. As established in the HPO, the HPC facilitates studies and planning initiatives (e.g. nominations of properties/districts for designation as historic resources), enforces regulations (e.g. Certificate of Appropriateness approval for changes to historic resources), and programs (e.g. education, financing).

WINONA'S HISTORIC CONTEXTS

Winona's Historic Context report provides a "framework" document that establishes the overarching themes or "contexts" of Winona's historical built character. The report was completed in 1991 as a prelude to a historic resources survey that occurred 1992 – 1994. The historic contexts provide the city with a tool for organizing and evaluating its historical resources and lend a broader perspective on Winona's historical development. The historic contexts are intended to be the primary guide for evaluating current historic resources, designating new resources, and planning for preservation into the future. The historic contexts allow for a more fair designation of properties, as each site can then be viewed in terms of what is best for the city as a whole, rather than as a single instance in isolation. Winona's eight (8) historic contexts are as follows:

1. Native American Communities
2. Transportation
3. Industry
4. Commerce
5. Higher Education
6. Public & Civic Life
7. Cultural Development
8. Residential Development

DESIGNATION OF HISTORIC DISTRICTS AND SITES

Preservation efforts, like the designation of the East 2nd Street Commercial Historic District, Winona Commercial Historic District (3rd Street), and Windom Park, enhance real estate values, foster small-scale local businesses, increase community identity and pride, and drive heritage tourism. The two commercial historic districts have both local and National Register of Historic Places (NRHP) designations. Local designation, which is the regulatory tool for ensuring the city's oversight in historic preservation of districts and sites, also decreases property owner and investor uncertainty and can insulate property values from the wild swings of the market. The city's historic districts, much like recreation amenities (parks, trails), also improve the value of surrounding non-historic properties, acting as an underlying, supportive economic stimulant.

The city currently has approximately 35 NRHP designated sites and 25 local designated sites, in addition to the three historic districts. The historic resources survey (1992 – 1994) evaluated 5,300 properties in the city, including preparation of inventory forms for 1,030 properties. The survey also identified 72 individual properties and districts that are potentially eligible for either local designation or listing on the NRHP. Since 1994, 14 individual properties and two districts have been added to the NRHP. Consequently, there is potential for many more individual properties and districts to be designated both locally and nationally.

In addition, community input and Heritage Preservation Subcommittee discussions as part of the comprehensive planning process identified some gaps in and needs for broadening the city's designated historic resources. While one of Winona's identified historic contexts is Native American communities, the city does not have any designated sites related to this context. Other gaps are Winona's unique landscape and setting and underrepresented ethnic groups, including indigenous people/Native Americans. These historic contexts may have the potential to qualify as archaeological or cultural landscape resources rather than historic properties.
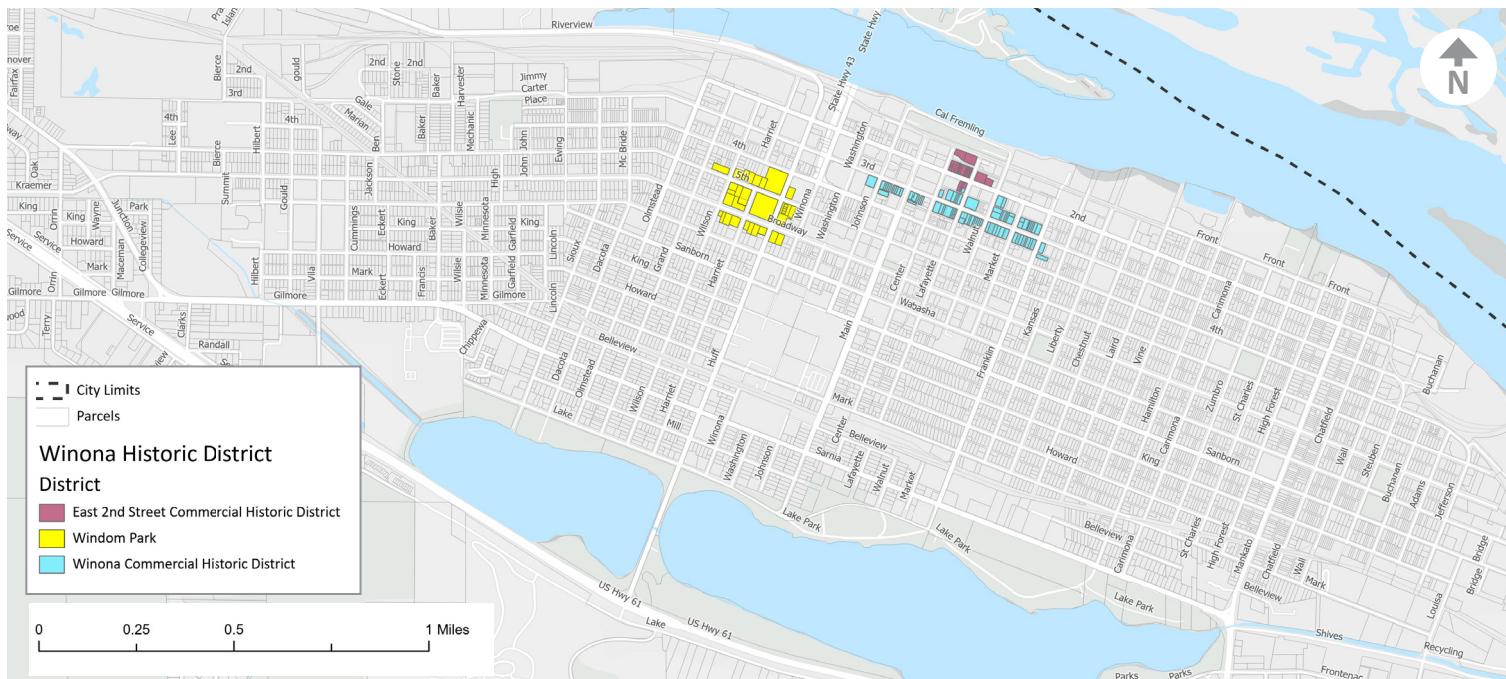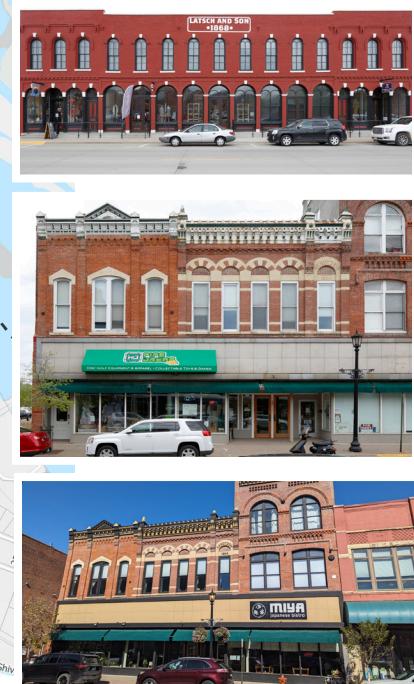

FIGURE 8.1 WINONA HISTORIC DISTRICTS

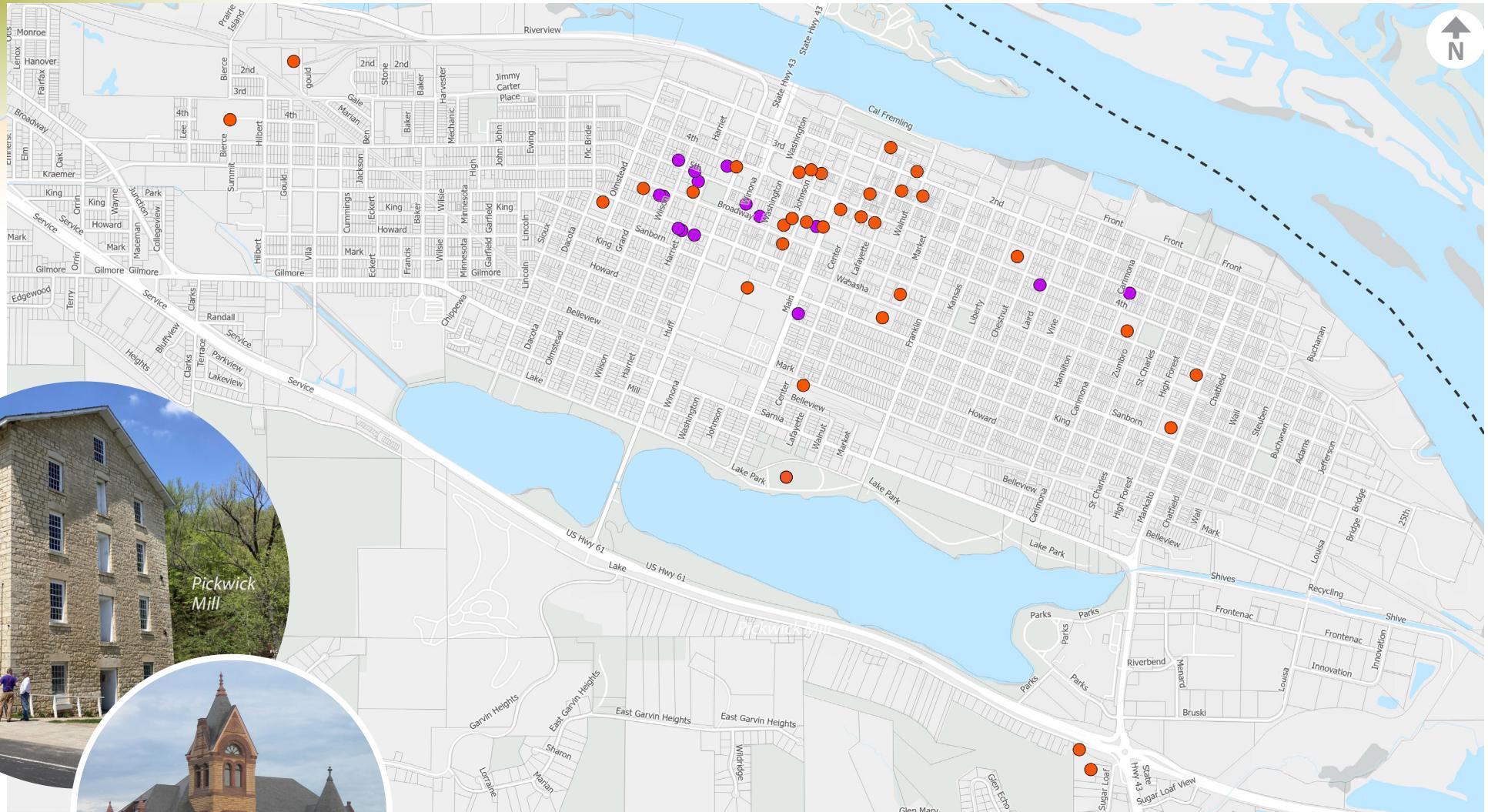*Historic building renovation and reuse*

FIGURE 8.2 WINONA'S HISTORIC PROPERTIES

Pickwick Mill

Winona County Courthouse

Legend:
- City Limits
- Parcels
- Local Landmarks
- National Historic Register Properties

Scale: 0 — 0.25 — 0.5 — 1 Miles

AWARENESS AND VISIBILITY OF WINONA'S HERITAGE

The city seeks to increase awareness and visibility of Winona's heritage and the preservation of designated historic resources in the community. This initiative involves a multi-pronged approach such as a communication plan for the HPC to share information with the community, educational resources, development of online stories and maps related to heritage preservation, increasing historic interpretation of historic districts and properties, creating a unified streetscape and signage plan for historic districts, and establishing a "heritage streets" program that preserves the historic character and materials (e.g. pavers) of streets.

Basilica of St. Stanislaus Kostka

HISTORIC PROPERTY REINVESTMENT AND ECONOMIC DEVELOPMENT

The historic districts and individual historic properties represent a significant portion of Winona's downtown. Reinvestment in and continued use of historic structures is critical to economic development in the downtown and the community as a whole. Winona's downtown has become a prime area for reinvestment opportunities. Historic property reinvestment using historic tax credits (federal and state) returns $9 to $16 for every $1 in credits and Winona has a rich history of utilizing these programs, enabling adaptive reuse of its historic structures. Our community remains blessed with low building vacancy rates, including high occupancy of the upper floors of downtown historic buildings, and growing interest from developers to invest in building rehabilitations and redevelopment projects. Development pressure in Winona's downtown core will continue to fuel renovation and reuse of historic structures, encouraging increased housing density and mixed-use buildings, and supporting the city's need for adding new housing options. Outside of the historic districts, downtown reinvestment will also yield heritage preservation and economic development benefits for Winona. By allowing taller buildings and a broad range of uses with more emphasis on the building's form and design, increased downtown development will spill over to support continued reinvestment in the historic districts.

REFORMING THE CITY'S REGULATIONS

The historic districts and many of the individual properties are fortunate to be well integrated into the community, lying within downtown's traditional connected street grid and creating a clear sense of community identity and historic integrity. Preservation and reinvestment in historic districts and properties has an impact on the rest of the community. As the cycle of reinvestment continues in Winona and buildings need rehabilitation or replacement (both historic and surrounding non-historic buildings), it remains critical for the city to have supportive and flexible development regulations to support reinvestment. Reforming the city's regulations with more emphasis on form-based zoning standards and the relaxing of zoning regulations that are barriers to reinvestment will encourage reinvestment in the historic districts and the broader downtown core. The historic districts and individual properties should continue to support Winona's traditional street grid and mixed-use development pattern, including buildings oriented to the sidewalk/street and the human scale rather than being oriented to the automobile. A good principle for historic cities like Winona to use is "can we rebuild what makes this place special under our current regulations?" As Winona looks to the next reinvestment cycle, it is critical that the city has the right regulations in place to support reinvestment.

GOALS, OBJECTIVES, & STRATEGIES

Huff Lamberton House

Wesley United Methodist Church

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Goals

Five goals were identified for Heritage Preservation:

1. Expanded Knowledge of Winona's Heritage
2. Increased Visibility and Awareness of Winona's Heritage
3. Historic Property Reinvestment
4. Infill Development that Supports the Downtown Historic Districts
5. Decreased Demolition

PHASING KEY: (S) Short Term (L) Long Term (O) Ongoing
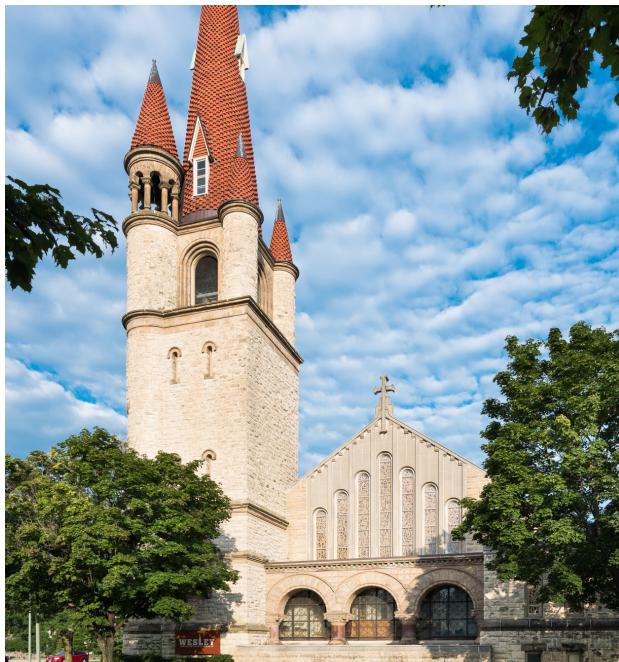
Goal 1: Expanded Knowledge of Winona's Heritage

Objective:	1.1	Review and update the existing historic context studies		

Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.1.1	Develop a historic context study for indigenous and underrepresented peoples in Winona.		S	**Heritage Preservation Commission** Winona County Historical Society
1.1.2	Develop a post-WWII historic context study.		S	
1.1.3	Develop historic context study for Winona's unique setting and landscapes.		S	
1.1.4	Implement updated historic surveys either citywide or by subsection of the City.		L	
1.1.5	Seek financial resources supporting historic preservation projects.		O	

Objective:	1.2	Create and implement a campaign for Winona's invisible history to tell the stories of indigenous peoples, past peoples, buildings, and events		

Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.2.1	Partner with organizations employing qualified preservation consultants/staff to develop appropriate documentation to be created and utilized.		S	**Heritage Preservation Commission** Community Development Department Park Maintenance Department Winona County Historical Society
1.2.2	Partner with indigenous peoples and the nearest sovereign nation/s to tell history.		S	

Objective:	1.3	The City of Winona should seek to develop two eligibility determinations or nominations on an annual basis through the priority projects list		

Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.3.1	The Winona HPC shall submit two projects annually in its budget request to the Winona City Council.		O	**Heritage Preservation Commission**
1.3.2	The Winona HPC shall apply for internal and external funding based on the priority projects list.		O	

Objective:	1.4	Nominations for local designation should be balanced with local financial incentives		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.4.1		Implementation of the Financial Incentives, Education, and Outreach plan and updated local funding options should be developed, reviewed, and implemented concurrently with local designations.	S	**Community Development Department**
1.4.2		The strategic communications plan shall include additional financial incentive outreach to locally designated property owners.	S	Heritage Preservation Commission

Objective:	1.5	Nominations for local designation should be prioritized for those districts and properties with an interest in local designation		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.5.1		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.	S	**Heritage Preservation Commission**
1.5.2		The Winona HPC shall update its priority list to reflect interest from local property owners in potential local designation.	S	Community Development Department

Objective:	1.6	Continue to support local historical societies and museums		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
1.6.1		The City of Winona should continue to be a financial supporter of the Winona County Historical Society on an annual basis.	O	**Community Development Department**
1.6.2		The City of Winona should explore creative funding opportunities and grant partnership opportunities between the Heritage Preservation Commission, historical societies and museums.	O	City Manager's Office
1.6.3		The Winona HPC should utilize the expertise of historical societies and museums for content development support.	O	Heritage Preservation Commission
1.6.4		Support the exhibit strategic plan (2020) of the Winona County Historical Society and plans of other historical societies and museums.	O	Winona County Historical Society
1.6.5		Collaborate on exhibits related to City projects or history.	O	
1.6.6		Directly support public programming financially.	O	

Goal 2: Increased Visibility and Awareness of Winona's Heritage

Objective: 2.1 Implement a communications plan for the heritage of Winona, including indigenous peoples		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.1.1 Develop and implement a comprehensive communication plan for the heritage of Winona	S	**Heritage Preservation Commission** Community Development Park Maintenance Department Winona County Historical Society
2.1.2 Create a strategic communications plan for the Heritage Preservation Commission that includes partnerships with other organizations and city departments, includes new and legacy media, and is manageable with part-time city staff support.	S	
2.1.3 Implement the City of Winona's branding standards for heritage communications.	S	
2.1.4 Incorporate underrepresented groups'/populations' histories in the documentation created in the communications plan.	S	

Objective: 2.2 Create online narrative stories and maps that can easily be shared digitally		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.2.1 Require Geographic Information System (GIS) information and files for future updated or new surveys.	S	**Heritage Preservation Commission** Community Development Department Engineering Department
2.2.2 Include online narrative stories as a part of the Heritage Preservation Commission's communications plan.	S	
2.2.3 Identify and work with partners to create GIS maps.	S	

Objective: 2.3 Incorporate placemaking and streetscaping into public infrastructure investments to create a sense of place in Winona's historic districts		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
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.	L	**Heritage Preservation Commission** Community Development Department Public Works Department Park Maintenance Department
2.3.2 Implement a "heritage streets" program that enhances downtown and maintains its paving stones and other historic elements.	L	

Objective:	2.4	Develop a comprehensive signage plan for Winona's historic districts and sites		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
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.	L	**Community Development Department**
2.4.2		Incorporate signage into missing locations. Develop a standard for showing "what used to be here" and "who used to be here," including indigenous peoples, in vacant parcels, parks, and other interpretive locations.	L	Public Works Department
2.4.3		The Winona HPC and Winona County Historical society should partner on consistent signage standards in the City of Winona.	L	Park Maintenance Department

Winona County Historical Society |
| 2.4.4 | | Signage should be developed with accessibility as a priority. | L | Public Works Department |

Objective:	2.5	Directly communicate to owners of designated and eligible historic sites to explain pros and cons of National Register of Historic Places (NRHP) and local designation, and process for designation		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
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.	S	**Heritage Preservation Commission**
2.5.2		The Winona HPC shall update its priority list to reflect interest from local property owners in potential local designation.	S	

Objective:	2.6	Implement a strategic education plan on a yearly basis		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
2.6.1		Develop an education series that includes in-person forums for historic property owners and business owners in historic properties.	L	**Community Development Department**
2.6.2		Develop education materials to be available online and distributed with partners.	L	Heritage Preservation Commission
2.6.3		Develop an education series that includes in-person forums for those interested in learning about the heritage planning process.	L	Other City Departments
2.6.4		Identify and work with partners to create educational content.	L	Winona Area Chamber of Commerce
2.6.5		Partner with organizations to incorporate and address underrepresented communities in educational content.	L	Winona Main Street

Rethos |

Goal 3: Historic Property Reinvestment

Objective: 3.1	Encourage the development of a public historic property support group		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.1.1	Develop an education series that includes in-person forums for historic property owners with partner organizations.	L	**Rethos** Winona County Historical Society Community Development Department Heritage Preservation Commission
3.1.2	Host in-person and online gatherings for historic property owners to network.	S	
3.1.3	Create a shared "tool library"/makerspace where people have access to tools and learning resources, in order to promote historic property repairs by property owners and businesses.	L	

Objective: 3.2	Develop more local financial incentive programs		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.2.1	Reinvest Downtown Revolving Loan Fund's existing monies in a new organization.	S	**Community Development Department** Heritage Preservation Commission
3.2.2	Create a new local investment fund that can be accessed by heritage properties.	L	
3.2.3	Consider a local tax incentive programs for reinvestment in historic properties.	L	
3.2.4	Create or explore a downtown reinvestment fund using new funding streams (e.g. parking improvement district).	L	
3.2.5	Facilitate easier access to new financial incentive programs.	L	

Objective: 3.3	Communicate the financial incentives that exist in a clearly understood, consistent manner		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.3.1	Implement the Financial Incentives, Education, and Outreach Plan.	O	**Community Development Department** Heritage Preservation Commission Rethos Winona Main Street
3.3.2	Solicit feedback on the ease of use and access on an annual basis.	O	

Objective:	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

Objective:	4.1	Explore zoning incentives and changes		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.1.1	Re-assess Design Standards in the Unified Development Code and the Downtown Design Guidelines for cohesion and complementary standards.	S	**Community Development Department** Heritage Preservation Commission Planning Commission
4.1.2	Consider codification of historic design guidelines where feasible (e.g. signage requirements) in the Unified Development Code.	S	
4.1.3	Identify and address zoning and other regulatory barriers preventing reinvestment in underutilized and vacant parcels.	S	
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).	S	

Objective:	4.2	Identify underutilized/vacant parcels; partner with Opportunity Winona and others to increase utilization		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.2.1	Collaborate with property owners and other stakeholders to prioritize soliciting development proposals in downtown and historic districts.	L	**Community Development Department** Heritage Preservation Commission

Goal 5: Decreased Demolition

Objective:	5.1	Decreased demolition by neglect		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.1.1	Explore ordinance changes and create a regulatory framework to compel maintenance of buildings.		S	**Community Development Department**
5.1.2	Create a clear process for determining neglect and directing properties through support programs.		S	Heritage Preservation Commission
5.1.3	Codify maintenance and demolition by neglect ordinance language to be in concert with the Unified Development Code.		S	Inspections Division

Objective:	5.2	Maintain an existing building stock survey analyzing the condition of eligible and designated properties		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.2.1	Develop a property survey system to classify main elements of properties based on current maintenance.		L	**Community Development Department**
5.2.2	Update building stock survey regularly to reflect changes over time.		L	Heritage Preservation Commission
				Winona Main Street

Objective:	5.3	Salvage reusable and valuable building materials		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.3.1	Partner with statewide programs for deconstruction and future sale and reuse of historic building materials.		L	**Community Development Department**
5.3.2	Partner with museums for salvaged reuse in education exhibits where appropriate.		L	Heritage Preservation Commission
				Inspections Division

Objective:	5.4	Deconstruction as a "green demolition step" for older buildings		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
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.).		L	**Community Development Department**
5.4.2	Encourage distribution of historic assets through sales to the public where appropriate.		S	Heritage Preservation Commission
5.4.3	Reevaluate the demolition standards for the City of Winona.		S	Inspections Division

Objective:	5.5	HPC review of buildings older than 50 years for demolition permits vs. deconstruction		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.5.1	Rewrite City Code to require an eligibility determination for buildings older than 50 years old proposed for demolition.		L	**Community Development Department**
5.5.2	Rewrite City Code to require deconstruction of properties determined to be eligible for local significance or the National Register of Historic Places.		L	Heritage Preservation Commission

Planning Commission

Inspections Division |

DOWNTOWN AND RIVERFRONT

PURPOSE

The purpose of the Downtown and Riverfront chapter is to provide a high level framework for the city's long-term desire to strengthen and revitalize the downtown and riverfront area. As Winona's historic center, a major economic base for the city, the community's social and cultural focal point, and the area with the most opportunities for revitalization, the city continues to prioritize downtown and riverfront initiatives. For the city to achieve its long-term vision for the community, the city has determined that effective planning, goals, objectives, and strategies are necessary for the downtown and riverfront. A thriving downtown and riverfront is a thriving Winona.

WHAT WE HEARD

» Continue small business growth and downtown area development

» Revitalize and increase accessibility to the riverfront

» Balance historic standards with building reuse and reinvestment

» Streetscape and lighting improvements

» Concerns about the level of police presence in the downtown area

» Improved management of parking areas

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity*: This section recommends emphasizing the draw, investment, and liveability of Winona's downtown as a center for services, employment, and housing in Winona.

» *Technology*: This section recommends new approaches to determining financial success of Winona's downtown and riverfront.

» *Sustainability*: This section promotes strategies such as mixed use infill, reexamination of financial success, and tax base growth as sustainable strategies.

The Mississippi River from the Winona Bridge

Downtown Winona, MN

Downtown Winona, MN

Downtown Winona, MN

GEOGRAPHIC CONTEXT

Winona's downtown is located along the Mississippi River, generally encompassing the area between the riverfront and Broadway Ave, and stretching from Huff St. (west) to Kansas St. (east). In this area, Main St. serves as the central north-south spine of downtown and the 3rd Street corridor serves as the central east-west spine. The downtown includes a large traditional commercial district, three historic districts (2nd Street, 3rd Street, Windom Park), municipal facilities (city hall, police, library), County seat facilities, parks (Levee Park, Bridge Park, Central Park, Windom Park, and Sinclair Park), residential, and long-time industrial businesses adjacent to the river and rail line.

SUCCESSFUL DOWNTOWN ECONOMY

Winona is an employment center with downtown serving as the heart of the region's economic engine. Downtown Winona has undergone multiple cycles of reinvestment and adaptive reuse of its buildings while successfully retaining its historic river town character. From its riverboat tourism to diverse commercial businesses to a thriving industrial base to its wealth of arts and cultural events, Winona's downtown and riverfront is uniquely poised to draw in visitors, new residents, and investors. The comprehensive plan's 2045 timeframe provides a valuable opportunity for guiding Winona's downtown toward its potential to grow into a larger regional and statewide draw that attracts talent by virtue of downtown's high quality of life, vibrancy, and supportive environment.

Winona's downtown and riverfront represent the highest tax capacity per acre in Winona. Like many river towns, the Mississippi River increases the value of surrounding land, which includes downtown Winona. On a per acre basis, investment in mixed-use development in the downtown creates more value for Winona and greater tax base growth than any other part of the community. Downtown also provides opportunities for investment from some of the city's largest employers, thereby enabling tax base increases to fund increased city services that enhance the vibrancy and livability of downtown.

Downtown Winona's small lot development pattern and broad range of property owners increases its potential for diverse and flexible business opportunities that create a vibrant and resilient downtown. Due to this diverse base of ownership and investment, the downtown and riverfront remains a primary focus for investment in Winona. It has a lower barrier to entry for investors due to the small lot development typical of traditional downtowns. The downtown also provides easy access to transportation and recreation facilities. Downtown's economic success hinges on retaining a variety of businesses and destinations and downtown covers all of them.

Winona's downtown is inherently vibrant with its diverse mix of small businesses that provide a variety of goods and services that many communities struggle to attract. A thriving downtown also improves the

quality of life for the rest of the community by creating a hub for residents and visitors to gather, interact, work, shop, and recreate. Additional investments that improve the downtown environment will include emphasizing human scale rather than auto-oriented development, increasing the mix of uses, addressing blight and underutilized properties, enhancing walking and biking access, encouraging compatible development through design standards, and greening of public spaces and streets.

Cruise ship on the Mississippi River

2020 DOWNTOWN STRATEGIC PLAN

The Winona Downtown Strategic Plan was completed in 2020. The 2045 Comprehensive Plan supersedes the 2020 Downtown Plan. Guidance from the 2020 Plan includes the following:

» Downtown vision
» Principles - *vibrant, accessible, clean, safe*
» Goals
  - *Take steps to beautify and enhance Downtown Winona*
  - *Strengthen Downtown Winona's sense of place*
  - *Make sound infrastructure improvements and make the most out of past investments*
  - *Encourage redevelopment that achieves infill, respects the historic nature of Downtown, and makes the highest and best use of the limited land area*
  - *Change the perception of a parking problem by actively managing and incentivizing best-use of parking resources*
  - *Exhibit safety and security for a comfortable experience*
  - *Implement and fund the recommendations in this plan*
» Initiatives
» Quick wins

FIGURE 9.1 STRATEGIC PLAN

DOWNTOWN FUTURE LAND USE MAP

The updated Future Land Use map for the city includes updates in the downtown area. The primary land use designations in the downtown are:

» Downtown Mixed Use
» Downtown Fringe
» Urban Neighborhood
» General Industrial
» Outdoor Recreation and Open Space

Downtown Mixed Use

Downtown Mixed Use allows a broad mix of traditional downtown uses and densities:

» Commercial retail and services
» Offices
» Public and semi-public institutions
» Unique and signature outdoor public spaces
» Arts and entertainment, lodging, event centers
» Medium and high housing densities and heights
» Public and private parking facilities with a balanced parking supply between on-street, structured, and surface parking areas
» Mixed-use buildings with non-residential uses on the street level encouraged

Downtown Fringe

Downtown Fringe areas are intended to support the downtown core with a similar mix of uses but at a lower intensity. These areas function as a transition between the more intense downtown core and surrounding residential areas and employment areas. Downtown fringe areas may include some light industrial uses.

Urban Neighborhood

Urban Neighborhood allows a broad mix of housing options including middle density housing types:

» Townhomes/rowhomes
» Larger and smaller scale apartment buildings including student housing
» Live-work buildings
» Neighborhood parks, schools, public and semipublic institutions, smaller scale commercial, and home businesses are also appropriate uses

General Industrial

General Industrial area is located in the northeast corner of downtown to continue to accommodate river and rail oriented industrial uses that are long-time Winona businesses and key contributors to the city's economy.

Outdoor Recreation and Open Space

Outdoor Recreation and Open Space areas include Levee Park, Bridge Park, Central Park, Windom Park, and Sinclair Park.
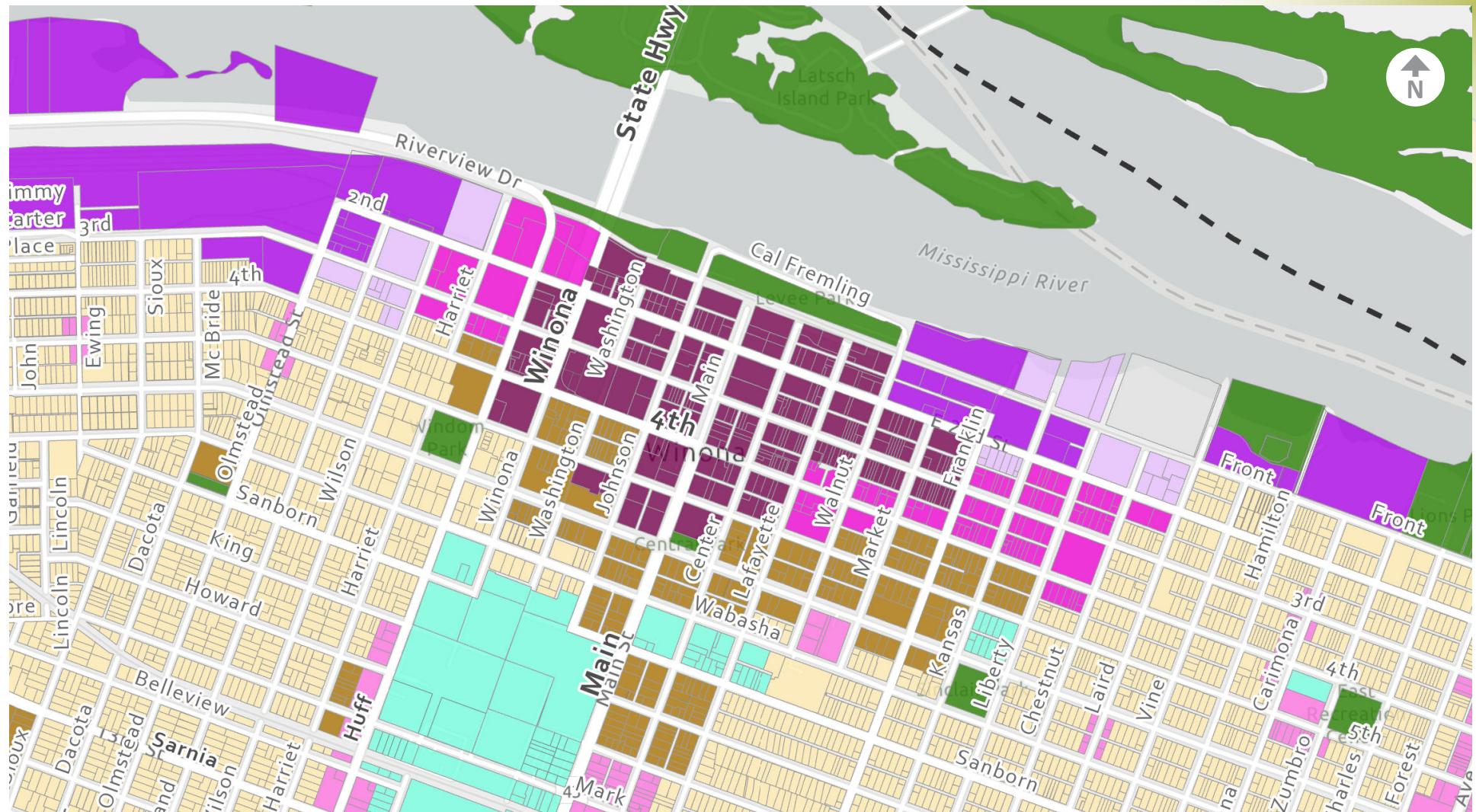
FIGURE 9.2 DOWNTOWN FUTURE LAND USE

Legend

City Limits
Parcels
Winona Bluff Impact Overlay District

Future Land Use Plan

Traditional Neighborhood (TN)
Suburban Neighborhood (SN)
Urban Neighborhood (UN)

Commercial Mixed Use (CMU)
Neighborhood Mixed Use (NMU)
Downtown Fringe (DTF)
Downtown Mixed Use (DTMU)
General Industrial (GI)

Employment Mixed Use (EMU)
Outdoor Recreation, Open Space, & City-Owned Properties (OS)
Semi-Public/Institutional (SI)
Transportation/Utilities (TU)

DOWNTOWN BUILDING REUSE POTENTIAL

Since the city's two commercial historic districts are located in the heart of the downtown, the Windom residential historic district on its western edge, and a majority of the NRHP and local designation individual historic properties are downtown, there is great potential for reuse of historic buildings that bring new activities and enhance the unique character of the downtown.

FIGURE 9.3 HISTORIC DISTRICTS

City Limits
Parcels

Winona Historic District
District
- East 2nd Street Commercial Historic District
- Windom Park
- Winona Commercial Historic District

FIGURE 9.4 HISTORIC PROPERTIES

Legend:
- City Limits
- Parcels
- Local Landmarks
- National Historic Register Properties

DOWNTOWN REDEVELOPMENT POTENTIAL

The Land Use & Development chapter includes an analysis and recommendations for potential developable land throughout the city that could accommodate infill development or redevelopment. The downtown contains a number of these sites, which are located primarily on the west side of downtown and guided for Downtown Mixed Use. Two areas are riverfront related including the 60 Main site and industrial land on 2nd St. in the northeast corner. The identified potential redevelopment sites include and build upon the momentum of the Opportunity Winona initiative.

Winona Theater

Winona Historical Society

Winona Courthouse
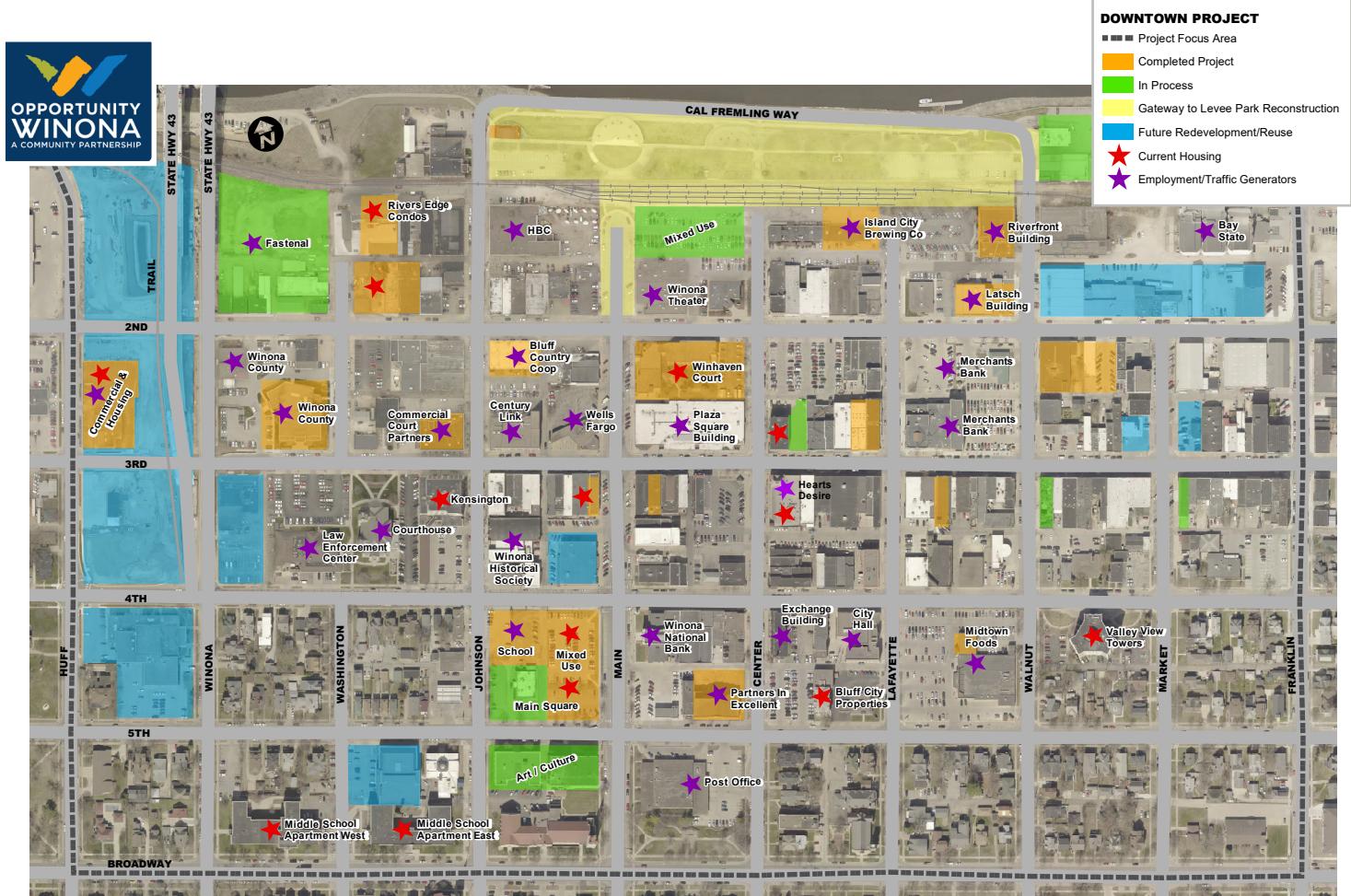
FIGURE 9.5 DEVELOPMENT AREAS OPPORTUNITIES
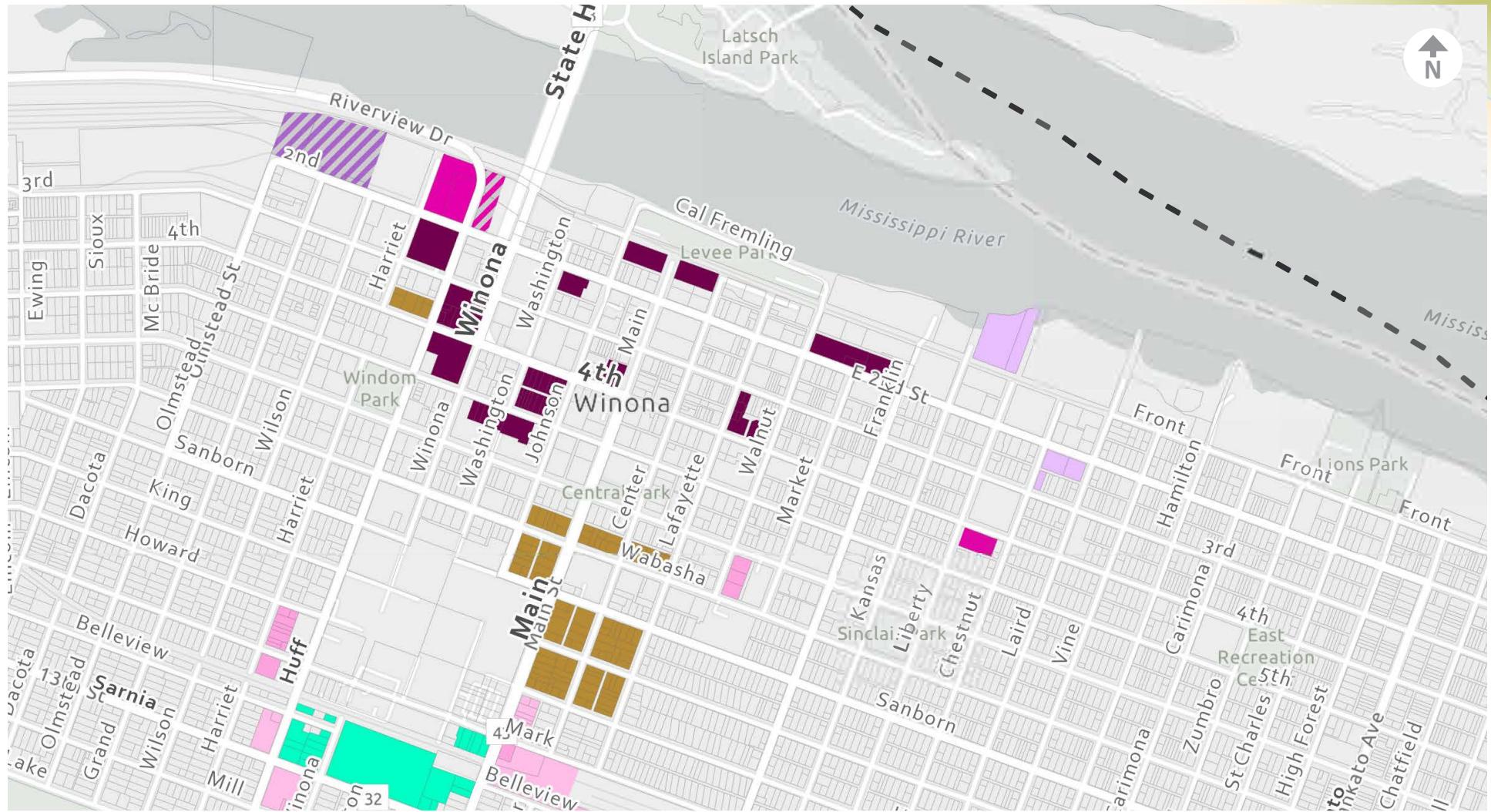
FIGURE 9.6 DEVELOPMENT POTENTIAL

Legend

City Limits
Parcels
Winona Bluff Impact Overlay District

Future Land Use
Downtown Mixed Use
Downtown Fringe
Neighborhood Mixed Use
Commercial Mixed Use
Employment Mixed Use
General Industrial
Semi-Public Institutional
Urban Neighborhood
Traditional Neighborhood

Vacant Land
Downtown Fringe
General Industrial
Suburban Neighborhood
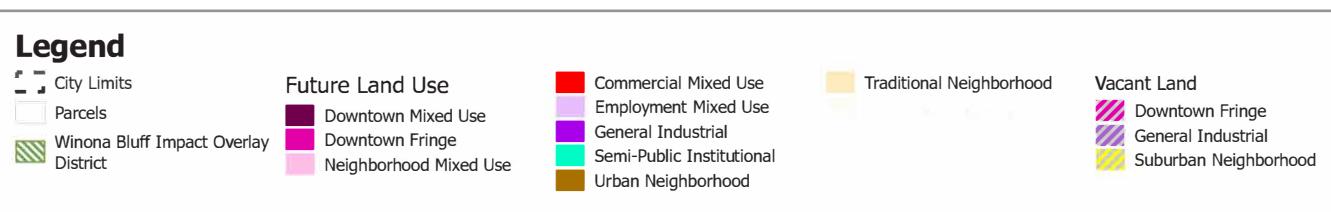
PLACEMAKING: DOWNTOWN DESTINATIONS AND CONNECTIONS

Downtown placemaking is an approach for enhancing and expanding a broad mix of destinations in the downtown that contribute to making the downtown a destination. Since a thriving downtown typically accommodates a mix of uses, the downtown should be viewed as a primary choice for new development of commercial, entertainment, industry, government, recreational, and residential. Because vacant land is almost non-existent in the downtown, enhanced and new destinations must be achieved through infill development on underutilized properties, redevelopment, or rehabilitation, reuse, and expansion of existing buildings. Downtown's historic buildings and districts and the riverfront offer particularly desirable opportunities for creating downtown destinations.

Downtown's public spaces and streets are prime locations for placemaking improvements. For example, the downtown has a wealth of parks and recreation spaces. With Central Park, Windom Park, and Sinclair Park flanking the south side of downtown and Levee Park and Bridge Park stretching along downtown's riverfront and west side, all downtown employees, residents, and visitors have convenient access to park space. Planning and design of these parks should treat them all as downtown parks and create synergy between them. Public parks, plazas, streets, and sidewalks can contribute to making downtown a desirable destination through design enhancements and increased programming/events.

Another aspect of placemaking is enhancing the connections between the various downtown destinations and the surrounding neighborhoods. Key street connections should be identified and prioritized for design enhancements to function as downtown connector streets, e.g. Main St., Franklin St. and the historic district streets. Wayfinding and historic interpretation signage is integral to improving downtown connections.

MOVING AROUND DOWNTOWN

Improve downtown accessibility for all by balancing the needs of walkers, bicyclists, drivers, and transit riders to conveniently and safely travel in downtown in order to support downtown's mix of small businesses. Prioritize walking and biking infrastructure including adequate sidewalk widths and buffers from traffic, accessible curb ramps, safe crosswalks, and safe bike facilities. Provide safe, convenient, and affordable transit services and transit stop amenities. Accommodate automobile parking through the coordinated management of the quantity, distribution, and design of parking facilities that is convenient yet contributes to an attractive downtown environment.

DOWNTOWN ACTIVITIES, BEAUTIFICATION, AND SAFETY

In order for people to be drawn to spend time and feel comfortable in the downtown, it must be a place that is attractive, clean, safe, and offers things to do. Similar to creating a mixed use downtown, creating a downtown with things to do means the downtown should be considered a top option for holding community events. In addition, the city should enable downtown's public spaces and streets, as well as private properties, to be designed and regulated for a wide variety of programming and events, e.g. outdoor dining, pop-up markets, food trucks. Downtown beautification will demand that the city design public spaces and streets as attractive places for people to gather in a wide variety of ways in addition to addressing functional needs. Enhancing green spaces in the downtown, both parks and streets, will go a long way toward beautifying downtown. In tandem with an active and attractive downtown environment, designing and programming downtown for safety and cleanliness will encourage people to spend time and invest in downtown.

COMMUNICATION

In order to have an engaged downtown community, the city strives to maintain good communication with downtown property owners, business owners, and residents. A multi-pronged communication approach is needed involving public safety information, community policing strategies, downtown projects/changes updates, downtown funding programs information, and avenues for public input on a regular basis. To be most effective, the city partners with other downtown entities, such as the Chamber of Commerce and the Winona Main Street Program, to coordinate downtown communication.

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Downtown and Riverfront Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» **Short-term:** These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.
» **Long-term:** These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.
» **Ongoing:** These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It is important to note that while the following goals, objectives, and strategies give direction to City and community leaders, it is likely not all will be addressed during the effective period of this plan.

Goals

The following nine goals were identified for Downtown and Riverfront:

1. Downtown Accessibility Enhancements
2. Downtown Beautification and Cleaning Improvements
3. Placemaking Processes and Designs for Reinventing Downtown Public Spaces
4. Downtown Parks Improvements
5. Increased Communication and Collaboration with Downtown Property and Business Owners
6. Downtown Signage Improvements
7. Public Investment Channels to Fuel Downtown Development Momentum
8. Active Management of Public Parking
9. Public Safety Improvements to Create a Safe and Approachable Downtown Environment

PHASING KEY:	**S** Short Term	**L** Long Term	**O** Ongoing

Goal 1: Downtown Accessibility Enhancements

Objective:

1.1 Develop an infrastructure design manual that improves accessibility in downtown

1.2 Work with the downtown stakeholders to address low-cost strategies to make curbs and sidewalks more accessible

1.3 Work with the downtown stakeholders to improve coordination of snow/ice clearance of sidewalks and curb ramps

1.4 Address accessibility of street crossings with curb extensions, raised crosswalks and intersections, and changes of materials (i.e. downtown Hastings, Mankato, and Chaska)

1.5 Add more handicapped parking spaces per block

1.6 Add more level-boarding options and transit stop shelters for transit users in the downtown

1.7 Add human-scale lighting to improve visibility and perceived safety for people accessing and using downtown

1.8 Continue to emphasize connections between downtown and the riverfront

Goal 2: Downtown Beautification and Cleaning Improvements

Objective: 2.1 Increase greenery and landscaping in the downtown		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
2.1.1 Evaluate existing street tree locations, remove stumps, and add trees and other permanent plantings.	O	**Park Maintenance Department** Natural Resources Sustainability Office Public Works Department Winona Main Street
2.1.2 All tree removals should be accompanied with tree replacement or other permanent plantings.	O	
2.1.3 Seasonal plantings and decorations should be added to create visual interest year-round.	O	
2.1.4 Provide incentives for private property owners to create pocket parks or other green space.	L	
2.1.5 Prioritize utilizing native species when planting.	O	
2.1.6 Create a landscape design manual to guide greenery and landscaping in downtown.	L	

Objective: 2.2 Incentivize historic building restoration and leverage façade grants programs		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
2.2.1 Re-evaluate and improve current programs like the Downtown Revolving Loan Fund and add new programs through other funding sources.	S	**Community Development Department**
2.2.2 Add local funding sources for grants.	S	
2.2.3 Regularly seek feedback on existing new programs from recipients and potential users.	O	

Objective: 2.3 Activate and use street spaces and other public spaces as venues for temporary events, retail, and commercial		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
2.3.1 Amend ordinances to allow sidewalk cafes, storefront displays, street fairs and vendors, among other uses, in the sidewalk and street spaces without need for an extensive permitting process.	S	**Community Development Department**
2.3.2 Activate public rights-of-way in downtown through intentional programming by creating clear, convenient processes for entrepreneurial uses of the public spaces in the downtown.	S	

Objective: 2.4 Maintain cleanliness and ongoing compliance		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
2.4.1 Provide staffing to address cleaning and maintenance needs and function as a first point of contact for compliance with property owners.	S	**Park Maintenance Department** **Winona Main Street**
2.4.2 Develop and implement an improved plan for waste and recycling receptacles.	S	

Goal 3: Placemaking Processes and Designs for Reinventing Downtown Public Spaces

Objective:	3.1	Create a mix of destinations to make the downtown one large destination

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.1.1	Utilize the Port Authority and Opportunity Winona to identify sites for reinvestment to create additional housing and commercial/retail destinations.	S	**Port Authority** Community Development Department
3.1.2	Amend zoning ordinances to encourage additional residential density in downtown.	S	
3.1.3	Host a development round-table or facilitated development workshop to understand the private sector's experience and perspective of doing business in the downtown.	S	
3.1.4	Host an open house regularly for constructive feedback.	O	
3.1.5	Invite and assist local artists to apply their crafts in the form of ephemeral art in public spaces.	S	

Objective:	3.2	Improve connectivity to the downtown

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.2.1	Improve wayfinding to and from the downtown toward other destinations e.g. parks, trails, other neighborhood nodes, large cultural draws.	L	**Community Development Department** Public Works Department Winona Main Street
3.2.2	Create consistent wayfinding throughout the downtown that enhances the sense of place for downtown.	L	
3.2.3	Rights-of-way connections to the downtown should provide safe, convenient, and comfortable multi-modal connections that prioritize walking, biking, and transit.	L	
3.2.4	Create network connections between park and recreation destinations with an emphasis on connecting downtown to the Mississippi River.	L	

Objective:	3.3	Encourage more activity and vibrancy on weekends

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.3.1	Partner with organizations and individuals for "Late Night Downtown" events and planning.	S	**Winona Main Street** Community Development Department Public Works Department
3.3.2	Encourage private use of public space, e.g. street vendors, public space cafes, storefront displays, and parklets.	S	
3.3.3	Encourage human-scale lighting in downtown to encourage activity and vibrancy in downtown for later hours.	S	

Objective:	3.4	Re-evaluate design standards for the downtown		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.4.1	Create clear documentation for historic rehabilitation and investment in historic buildings.	L	
3.4.2	Create a landscape and infrastructure design manual to guide investment in downtown furniture, streetscape improvements, and other amenities.	S	**Community Development Department**
3.4.3	Encourage lighting of storefront and adjacent public spaces in downtown.	S	

Objective:	3.5	When repairing or improving stormwater, electricity, and water infrastructure, consider improvements to streetscape and placemaking at the same time, e.g. material changes for intersections and crosswalks when replacing stormwater drains		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.5.1	Develop and implement a street and infrastructure design manual that clearly develops a process for the inclusion of holistic placemaking elements in regular street improvements.	S	**Community Development Department**
3.5.2	Implement a "heritage streets" program that enhances the downtown as an historic draw in the community.	L	Public Works Department
3.5.3	Incorporate public art into regular public infrastructure investments as detailed in the Arts and Culture Plan.	L	Arts Commission
3.5.4	Implement human-scale lighting when making infrastructure improvements.	S	Heritage Preservation Commission

Objective:	3.6	Consider green technology when improving parking lots and when considering site plans for new construction		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.6.1	Incorporate electric vehicle (EV) charging stations and other electric mobility support infrastructure in city parking lots.	S	
3.6.2	Encourage native plantings to soften the use of concrete and asphalt in the downtown and decrease the "vacant lot" perceived safety issue.	S	**Public Works Department**
3.6.3	Promote the use of low salt snow/ice removal treatments to improve stormwater runoff impacts on water quality while also addressing businesses' liability concerns.	S	

Goal 4: Downtown Parks Improvements

Objective:	4.1	Seamlessly integrate the Levee Park Plan with increased access to the downtown

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.1.1	Create network connections between park and recreation destinations with an emphasis on connecting downtown to the Mississippi River.	S	**Park and Recreation Department**
4.1.2	Redesign Walnut Street to emphasize pedestrian and bike connections to Levee Park.	L	
4.1.3	Add pedestrian and bike connections across railroad tracks at north-south crossings, where possible.	S	
4.1.4	Redesign Johnson Street to emphasize pedestrian and bike connections to Levee Park and other trails.	L	
4.1.5	Develop and implement Phase 2 improvements to Levee Park plan.	L	
4.1.6	Create access to the Riverfront Trail.	S	
4.1.7	Improve access to downtown from the Mississippi River, creating a cleaner, safer, and more inviting access for river cruise dockings and general river traffic.	S	

Objective:	4.2	Eliminate or reduce barriers for connecting between downtown parks and the downtown core

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.2.1	Ensure that access between downtown parks and the downtown core is safe, convenient, and comfortable for non-automobile users and implement the Complete Streets Policy and Plan and Park and Recreation Master Plans with consistent infrastructure and street design guide that directs access to downtown.	S	**Public Works Department**
4.2.2	Work with railroads to improve at-grade crossings in the downtown.	O	
4.2.3	Hold regular walk, bike, and ADA-compliance audits to address barriers along corridors that connect parks to the downtown core.	O	

Objective:	4.3	Re-evaluate what public rights-of-way look like between park destinations and the downtown core to provide safe, convenient, and comfortable multi-modal connections that prioritize walking, biking, and transit

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.3.1	Incorporate downtown specific standards into a street design guide for Winona.	S	**Public Works Department**
4.3.2	Consider public rights-of-way for uses beyond the movement of traffic.	S	Community Development Department

Goal 5: Increased Communication and Collaboration with Downtown Property and Business Owners

Objective: 5.1 Create opportunities for regular public feedback and communication		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
5.1.1 Provide an open house public forum for downtown stakeholders regularly to allow for community feedback to city staff.	O	**Community Development Department**
5.1.2 Provide regular public engagement opportunities that meet the public where they are at. e.g. different locations in downtown.	O	Winona Main Street

Objective: 5.2 Communicate directly with business and property owners regularly with downtown updates, permitted improvements, new businesses, and other occurrences in the downtown		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
5.2.1 Work with Main Street and the Chamber of Commerce to provide regular communication but don't rely solely on partnership communication.	O	**Winona Main Street**
5.2.2 Develop a clear communication channel for downtown property owners and business owners to engage with the City.	O	Community Development Department

Objective: 5.3 Regularly reach out with historic grants, loans, and other programs for reinvestment		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
5.3.1 Create regular mailings and easy-to-use documentation for the downtown community regarding reinvestment processes and incentives.	S	**Winona Main Street**
5.3.2 Implement the HPC 2022 Financial Incentives, Education, and Outreach program from the City of Winona.	S	Community Development Department

Objective: 5.4 Provide consistent communication from a central source - work with Main Street and the Chamber of Commerce to streamline messaging for downtown stakeholders and users

5.5 Increase public safety communication with the downtown community

Goal 6: Downtown Signage Improvements

Objective:	6.1	Create kiosks (i.e. Merchants Bank historical signage) with historic interpretive signage		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
6.1.1		Encourage the Winona Heritage Preservation Commission to seek signage funding on an annual basis.	S	**Heritage Preservation Commission**

Objective:	6.2	Develop a strategic signage plan that incorporates consistent signage for downtown with the rest of Winona		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
6.2.1		Incorporate wayfinding, parking, interpretive, parks, and other signage information into an easy understood street design manual.	S	**Park and Recreation Department** Community Development Department
6.2.2		Prioritize accessibility and digital technology implementation for signage.	O	
6.2.3		Incorporate historic Downtown Design Guidelines for signage for consistency across downtown.	O	

Objective:	6.3	Adopt consistent design standards for private property based on historic district design guidelines and codify it		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
6.3.1		Re-evaluate the Unified Development Code Standards for consistency with the historic district design guidelines.	S	**Community Development Department**

Goal 7: Public Investment Channels to Fuel Downtown Development Momentum

Objective:	7.1	Encourage increased mixed use opportunities in the downtown with higher density residential development to support businesses

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.1.1	Relax or remove parking space minimums in the downtown which limit potential residential density.	S	**Planning Commission**
7.1.2	Encourage non-residential uses on first floor of buildings to activate the street.	S	Community Development Department

Objective:	7.2	Re-evaluate processes and ordinances that present barriers for development and re-investment while supporting downtown's historic character

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.2.1	Re-evaluate design standards in the Unified Development Code.	S	**Planning Commission**
7.2.2	Distribute the Main Street Design Guide regularly and communicate the processes for redevelopment of the downtown.	O	Community Development Department Winona Main Street

Objective:	7.3	Encourage development that reduces reliance on parking through the use of shared parking agreements, actively managed public parking, removed parking minimums, and increased pedestrian and bicycling infrastructure

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.3.1	Where public parking is available, re-evaluate its use as parking and make it a goal to prepare and market parking properties for redevelopment.	S	**Port Authority**
7.3.2	Act as a facilitator between private parking lot owners in order to fully utilize downtown parking spaces.	O	Community Development Department Winona Main Street

Objective:	7.4	Encourage employment and housing densities that support a viable, robust transit system

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.4.1	Support the downtown as a "walkshed" that is served by public transit and is easily accessible by walking, biking, or other non-automobile transport options.	O	
7.4.2	Encourage increased hours of operation for the transit system.	O	**City Clerk's Office**
7.4.3	Consider fare-free transit that will limit barriers to use for all users.	S	Community Development Department
7.4.4	Re-evaluate standards in the Unified Development Code to encourage increased densities that will meet established standards for transit operation.	S	

Objective:	7.5	Utilize public investments to leverage private sector investment and collaboration for downtown projects.

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.5.1	Promote brownfield redevelopment opportunities in the downtown area.	O	
7.5.2	Continue seeking public private partnerships for new development projects.	O	**Community Development Department**
7.5.3	Evaluate public and private investments for impact on tax base.	O	

Goal 8: Active Management of Public Parking

Objective:	8.1	Develop policies supporting utilization rate goals so public parking investments are justified and used at approximately 90%+ occupancy

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
8.1.1	Pursue shared parking opportunities with privately-owned parking facilities.	O	**Community Development Department** Public Works Department Police Department
8.1.2	Increase enforcement of existing regulations with new technology (e.g. license plate scanning technology, parking apps, dynamic pricing).	O	
8.1.3	Review time limits for on-street and off-street parking to encourage a walkshed district to ensure access to businesses.	O	

Objective:	8.2	Enhance the quality and safety of public parking facilities

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
8.2.1	Review the distribution of ADA spaces for on-street and municipal lots.	S	**Community Development Department** Public Works Department
8.2.2	Review city ordinances related to parking regulations within municipal lots.	S	
8.2.3	Implement placemaking improvements to public lots.	L	
8.2.4	Improve the lighting of parking lots and on-street parking with light fixtures that are human scale and fit downtown's historic character.	L	

Objective:	8.3	Market the location and availability of parking in a clearly understandable way

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
8.3.1	As part of downtown signage, compare walking distance to recognizable landmarks, e.g. "one minute walk to the library".	L	**Community Development Department** Visit Winona
8.3.2	Improve wayfinding signage.	L	

Objective:	8.4	Implement a parking improvement district that reinvests parking revenues in downtown placemaking and infrastructure improvements

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
8.4.1	Work with downtown stakeholders to direct funds for downtown placemaking and infrastructure improvements.	L	**Community Development Department**

Goal 9: Public Safety Improvements to Create a Safe and Approachable Downtown Environment

Objective: 9.1	Improve access and mobility		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.1.1	Implement traffic calming measures in the downtown that prioritize walking, biking, and transit.	S	**Public Works Department** Community Development Department
9.1.2	Implement public infrastructure improvements that make moving through the downtown safe, convenient, and comfortable for those with mobility hurdles and children (e.g. planning for 3' in height, shorter crossing distances, etc.).	L	

Objective: 9.2	Communicate emergency preparedness to the downtown community		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.2.1	Ensure that emergency management plans have specific strategies for the downtown.	S	**Public Safety Departments**
9.2.2	Create an education plan showing what the emergency management strategies are for the downtown community and communicate it consistently in multiple ways, e.g. annual meetings with property owners, public signage, etc.).	S	

Objective: 9.3	Encourage activities in the downtown throughout the day		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.3.1	Increase and improve lighting in coordination with regular maintenance, public infrastructure improvements, and placemaking projects, ensuring that light fixtures are human scale and fit downtown's historic character.	O	**Public Works Department** Community Development Department
9.3.2	Increase residential densities in the downtown to encourage businesses to serve customers for longer hours to encourage activity and "eyes on the street".	L	

| Objective: 9.4	Promote buildings with non-residential activities and facades with windows on the street level		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.4.1	Re-evaluate design standards to encourage more transparency (windows) on ground floors and upper floors where appropriate.	S	**Community Development Department** Police Department
9.4.2	Coordinate with placemaking and public infrastructure projects to ensure visual connections exist between interior and exterior spaces and provide sufficient lighting in the downtown.	S	
9.4.3	Support Crime Prevention through Environmental Design (CPTED) training or full certification for at least one city staff member.	S	

Objective:	9.5	Public safety direct outreach		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.5.1	Consider establishing a downtown ambassador program.	S	**Police Department**
9.5.2	Plan and schedule information sessions and in-person availability of public safety officers in the downtown.	S	Fire Department
9.5.3	Encourage foot and bicycle patrolling of the downtown area so that public safety officers are integrated into the downtown community and are a visual presence.	S	Community Development Department

"Winona's downtown is inherently vibrant with its diverse mix of small businesses that provide a variety of goods and services that many communities struggle to attract. A thriving downtown also improves the quality of life for the rest of the community by creating a hub for residents and visitors to gather, interact, work, shop, and recreate."
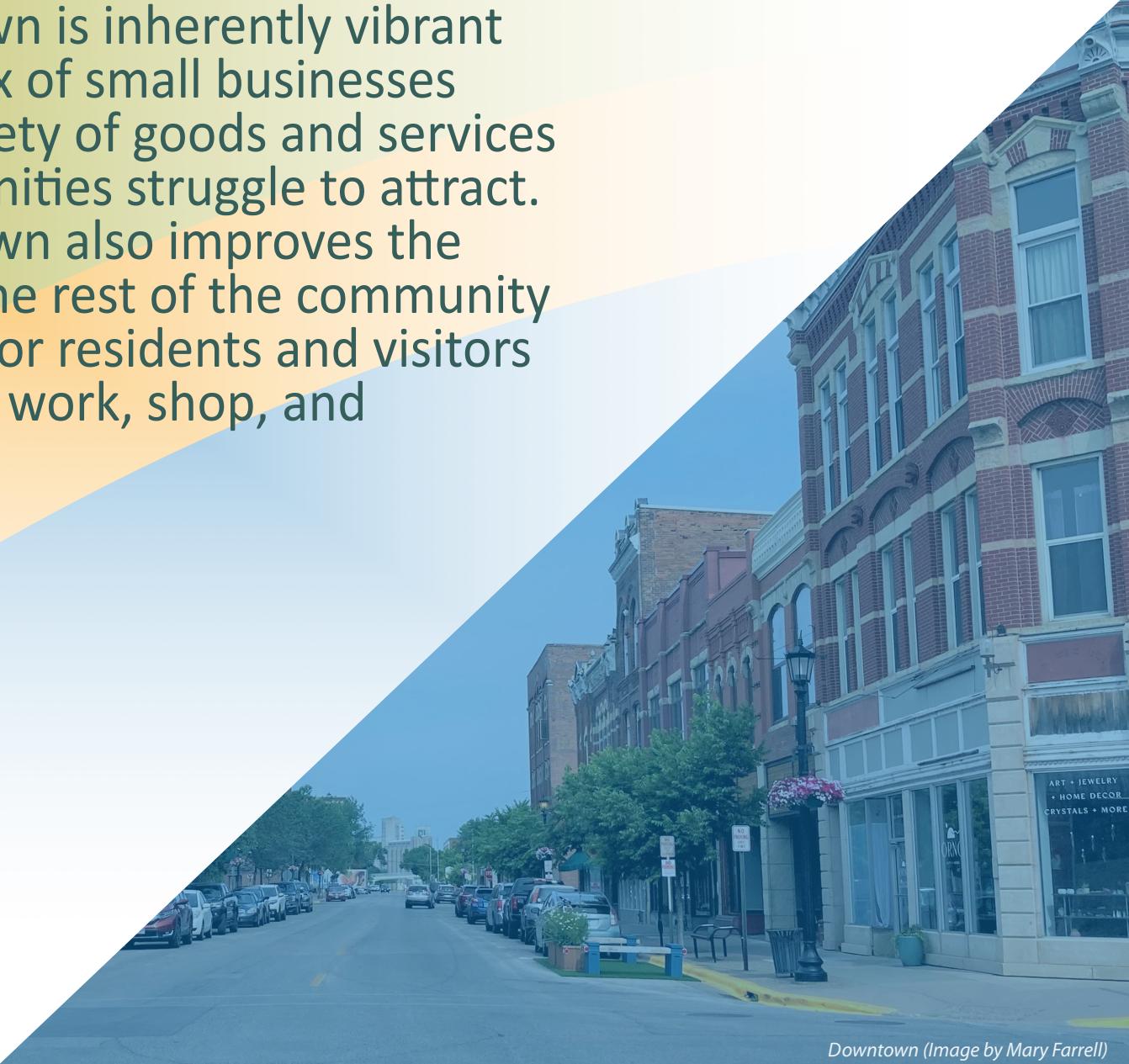
Downtown (Image by Mary Farrell)

CHAPTER 10
PARKS AND RECREATION

PURPOSE

The Parks and Recreation chapter reiterates and reinforces the direction set in the 2018 Comprehensive Parks, Open Space, and Recreation Plan. That plan, which was the City's first since 1978, was developed using input from the community, insights from a taskforce, and analysis of demographic changes, future trends, and the status of the current system. The plan focuses on ensuring that the park and recreation system offers a variety of quality and accessible facilities; that natural resources are protected; and that people of all ages and abilities have opportunities to participate in athletic and interest based programming. The plan also emphasizes the importance of partnerships with local communities, schools, and institutions to provide facilities and programming to serve the community.

2018 COMPREHENSIVE PARKS, OPEN SPACE, AND RECREATION PLAN VISION STATEMENT

"Provide accessible, flexible, and connected quality park, facilities, and experiences for all"

PRINCIPLES

Quality, Safety/Accessibility, Flexibility, and Natural Resources
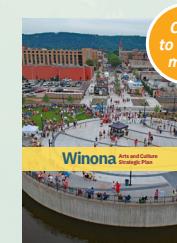
Related Plans Available:

Click on the icons below to visit these document on the City's website:

Click to learn more

Comprehensive Parks and Recreation System Plan

Click to learn more

Aghaming Park Management

Click to learn more

Arts and Culture Strategic Plan

Click to learn more

Bluff Traverse Conservation & Recreation Area Master Plan

Click to learn more

Sugar Loaf Bluff Conservation & Recreation Area Master Plan

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity* – This section supports assessing the overall park system for equity and inclusion, particularly for historically underrepresented populations.

» *Technology* – This section recommends the use of technology – particularly in collection of data to ensure park and recreation assets are well managed and decisions are well-informed.

» *Sustainability* – This section recognizes that maintaining and enhancing the City's parks and recreation system is key to its future health and attractiveness.

CONTEXT

Winona's parks and public land provide a variety of leisure and learning experiences that enhance the City's livability. Both natural settings and recreational amenities are available via a short walk or five minute drive from the center of Winona. In fact, Winona has 7.7 times the amount of parkland compared to peer communities. Additionally, Winona has double the mowed and accessible parkland compared to peer communities. Perhaps most striking is the variety of recreational opportunities in the surrounding bluffs, Lake Winona, and the Mississippi River. In the same day a person can hike on a bluff, kayak on Lake Winona, and go fishing on the river. Such amenities are enjoyed often by Winonans and are attractive to those looking to make the city their home.

In addition to providing recreational opportunities, Winona's parks and natural areas enhance the desirability of nearby residential and commercial properties. Winona is not unique in this, as numerous studies have shown that properties located near parks tend to have higher values and often command higher rent or sale prices. Accordingly, investments in enhancing the City's parks and recreational spaces benefit not only those visiting, but also the value of nearby land. Of course, while parks and surrounding areas have significant financial value, their true worth extends beyond monetary terms.

Especially important to the future of Winona's parks and natural areas is enhancing the connections between them and to adjacent residential areas and ensuring appropriate geographic distribution of facilities. Improvements such as better pedestrian and bicycle connections and wayfinding signage will enhance the access to and value of the Winona's park and recreation resources, while analyzing and addressing gaps in facility location, such as to playgrounds, will ensure access for all neighborhoods.

PARKS, OPEN SPACE AND RECREATION PLAN

As described on page 10-3 and shown in the Parks and Open Space System map on page 10-4, system components, including parks, facilities, and trails/corridors, are classified as either a neighborhood park, community park, or destination.

The 2018 Parks and Recreation System Plan includes the following general recommendations for all parks:

» Evaluate park structures and perform priority maintenance tasks

» Perform maintenance on park lands to remove dead or dying trees which cause a hazard to the public or a nuisance

» Address ADA accessibility as park facilities and sites are improved.

» Ensure neighborhood park improvements are informed by neighborhood feedback

» Update and change park ordinances as appropriate, especially related to dogs, climbing, and camping

In addition to general recommendations, the plan includes specific recommendations and opportunities for each park. Examples of the range of individual park recommendations include developing an individual park plan, adding trails, replacing/modernizing aging facilities, removing invasive species, and adding wayfinding. The plan also identifies implementation steps to guide the investment and development of the park systems for the next 15 years.

Due to their proximity, natural features, or supportive programming, the Parks and Recreation System Plan emphasizes the importance of planning for the following parks together rather than individually:

1. Bluffside Park, Garvin Heights Park, and Sugarloaf
2. Windom Park, Masonic Temple, Central Park, and Sinclair Park
3. Levee Park and Bridge Plaza
4. Latsch Park and Aghaming Park

The Parks and Recreation System Plan included a focus on natural and water stewardship. As one of the largest land uses, it is important that the City balances the desire for active recreational spaces with the need to protect the community's natural resources. As shown on page 10-5, the plan recognizes seven parks as natural within the park system and groups them as either bluff environment (Bluffside, Gavin Heights, and Sugarloaf) or river environment (Aghaming, Latsch Island, Prairie Island, and Glenview). While the natural parks are specifically highlighted, the recommendations of the plan are intended for all natural areas in the community.

Similar to this Comprehensive Plan, the Parks and Recreation System Plan considered the findings from the Complete Streets Policy & Pedestrian & Bicycle Plan in the development of its recommendations. Both plans seek to address community desires for increased connections across the community for recreation and commuting purposes. The Parks and Recreation System Plan proposes specific trails and trailheads, as well as seven corridors which would benefit from additional planning and investment. The Trails and Trailheads Plan – Proposed on page 10-6 shows proposed mountain bike, shared-use, and hiking trails, as well as notes the location of six new trailheads. The Proposed Priority Trails and Corridor Plan on page 10-7 shows areas of focus for additional planning, as well as the need for high priority pedestrian/bicycle crossings.

Recreation programming and non-traditional (outdoor) recreation are provided by both the City and local organizations, businesses, and non-profits. In the Parks and Recreation System Plan, recreation includes youth/adult, athletics, and traditional programs, while non-traditional (outdoor) recreation refers to nature based activities such as trails, water-trails, climbing, etc. The City's goal for programming is to ensure a range of quality programs that are available to all. Given that programming needs and opportunities are ever-changing, the plan recommends an annual assessment that analyzes how well programming is meeting participants' needs, the effectiveness of outreach methods; and whether facilities and facility -scheduling is meeting partner needs. Through this assessment process, the City would be able to renew and strengthen partnerships with existing provides, and identify gaps that need to be addressed within the City or with new partnerships.

Parks and Open Space Classification

Neighborhood Park
Facility to meet the day-today needs of neighborhoods. Provides informal passive, active recreation, and gathering spaces for families and groups of neighbors. Community gardens and nature trails may occur at select parks. Athletic fields are seldom programmed and sized for practice / youth games. May be developed as a school-park facility.

Service Area & Size
1/4 to 1/2 mile radius, uninterrupted by major barriers such as highways or waterways. Five-acres or more, 8-10 preferred.

Community Park
Provides facilities serving the community with programmed, active recreation areas, access to natural areas, as well as preserving historical and cultural features and unique landscapes and open spaces. May serve regional visitors, for specific events although not as a primary function.

Service Area & Size
Community-wide or several neighborhoods in a given area of the city with pedestrian connections via trails or sidewalks. Fifteen to 100 acres.

Destination
Assets that serve a regional need or tourism draw. Potential for revenue stream and/or partnerships to preserve and enhance. May be lands with a natural resources/conservation priority that limit human intrusion. Active recreation elements can be incorporated if impacts to the natural environment are avoided or minimal.

Service Area & Size
Regional, across county and/or state lines. No minimum or maximum size.
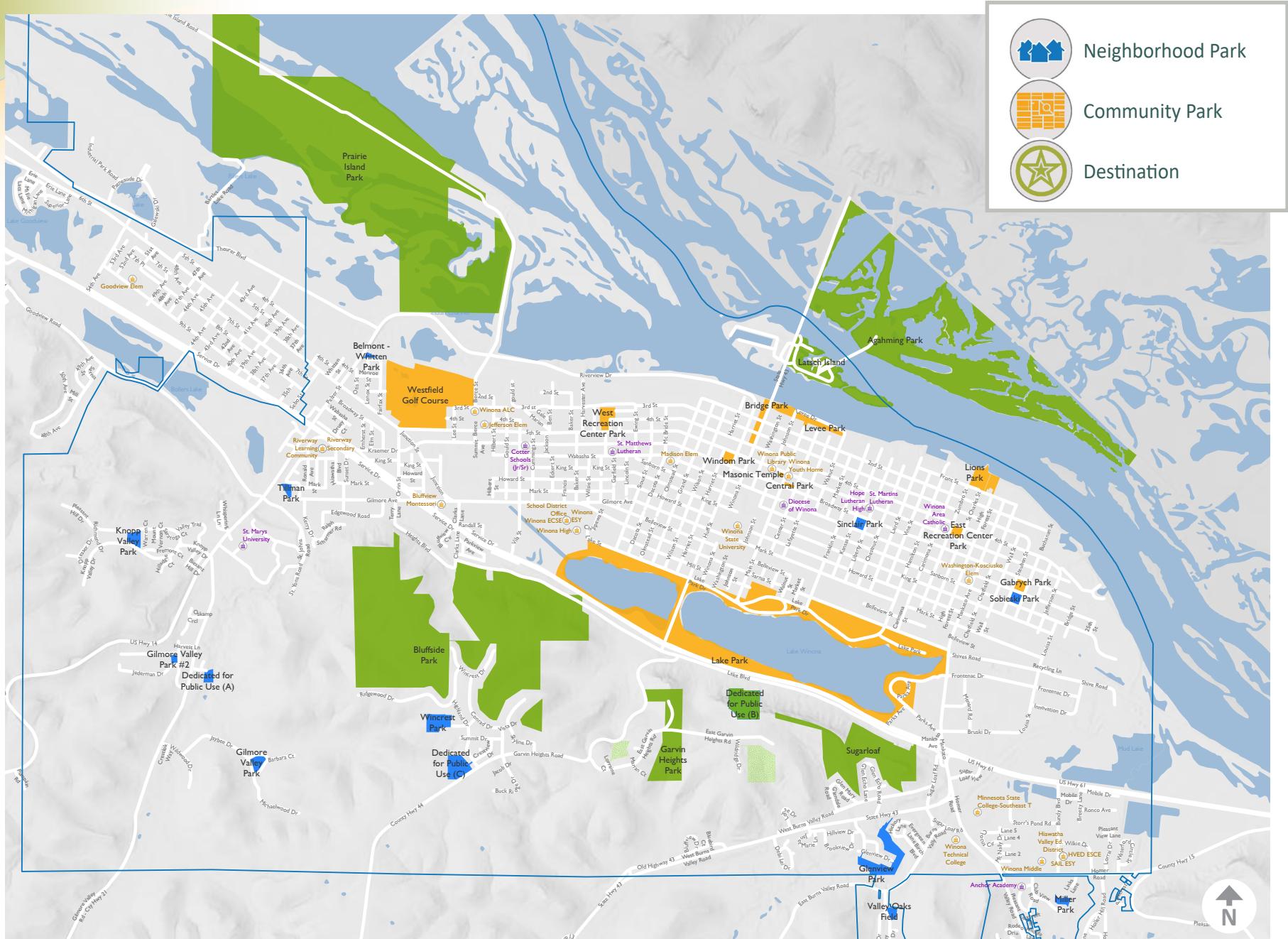
FIGURE 10.1 PARK AND OPEN SPACE SYSTEM MAP (FROM 2018 PARKS AND RECREATION SYSTEM PLAN)
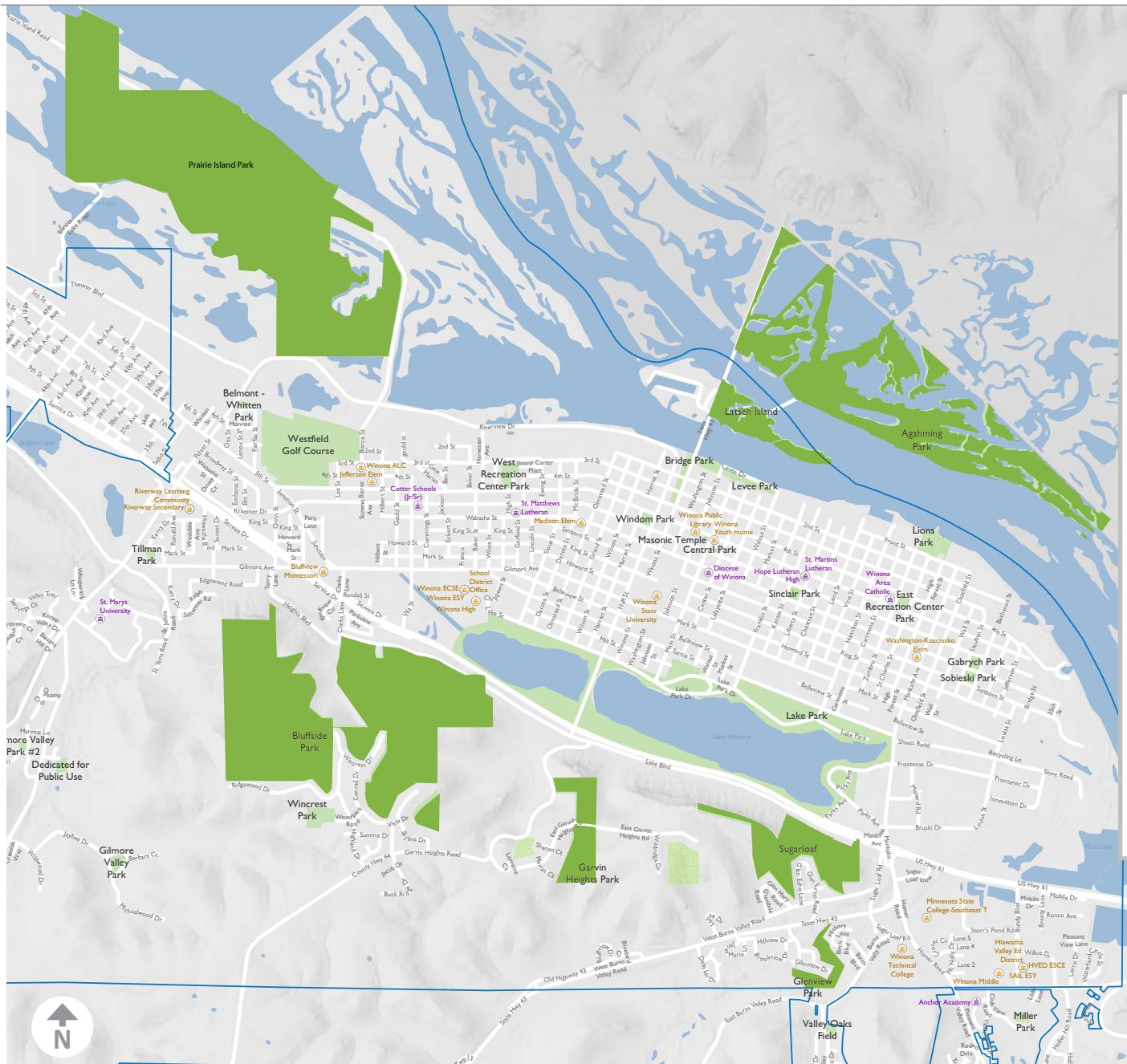
FIGURE 10.2 NATURAL PARKS MAP (FROM 2018 PARKS AND RECREATION SYSTEM PLAN)

Natural Parks in Winona

Natural parks within Winona fall within two categories as follows:

Bluff Environments

These areas lie within the Bluffland Protection Overlay District in the City Code (Section 43), an area largely defined by steep slopes. Bluffside, Garvin Heights, and Sugarloaf are Bluff Environments.

River Environments

These areas are within Shoreland Management Overlay Districts in the City Code (Section 43) and have mostly naturalistic character. Aghaming, Latsch Island, Prairie Island and Glenview are River Environments.

T1 Holzinger Lodge Parking Lot
T2 Sugar Loaf Parking Lot
T3 Garvin Heights North Parking Lot
T4 Garvin Heights South Parking Lot
T5 Wincrest Cul-De-Sac Lot
T6 Tower Trails Parking Lot

See enlargement plans on the following pages for descriptive information for each parking area and list of amenities at each site.
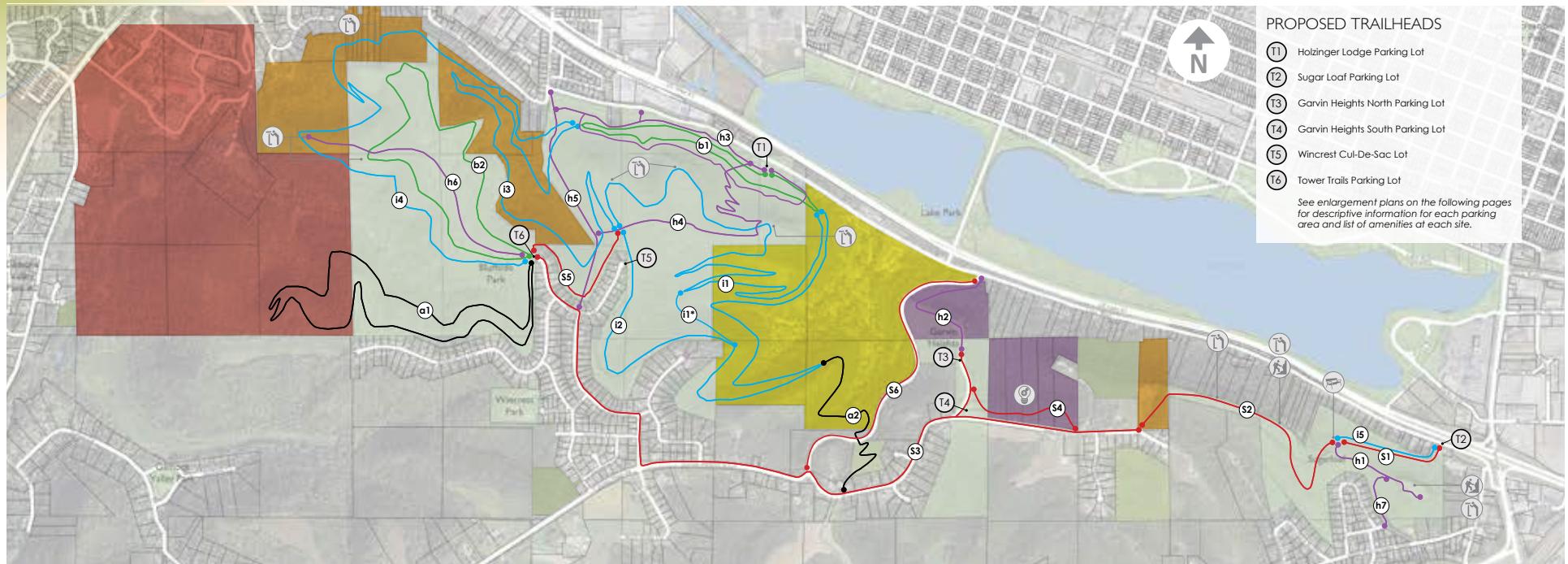
	KEY	DESCRIPTION	DISTANCE	COST
BEGINNER MOUNTAIN BIKE	b1	Core beginner loop accessed from Holzinger Lodge (T1) trailhead; used as the starting point for all users accessing the trail system. Recommended ride direction is counter clockwise.	1.5 miles	$55,000
	b2	Core beginner loop accessed from the top of ridge at (T6) trailhead; would be the starting point for all users accessing the trail system from the top of the ridge. Recommended ride direction is counter clockwise.	1.7 miles	$60,000
INTERMEDIATE MOUNTAIN BIKE	i1	Upward climb to the top of the ridge to connect to i3 and i2; this would be the primary climbing trail to access entire system; used as starting point for all users accessing trail system from the Lodge. Recommended ride direction is counter clockwise.	2.6 miles	$90,000
	i1*	Connector trail for Hot Lap (** Hot Lap track includes the first portion of i1 and the back half of i2 for a fast paced, uphill/downhill loop)	.25 miles	$10,000
	i2	Almost entirely downhill, this trail would be the descent ride after climbing i1. Recommended ride direction is counter clockwise.	2.4 miles	$80,000
	i3	One-way gravity trail to get riders from the top of the ridge back down to the b1 beginner loop.	1.9 miles	$65,000
	i4	One-way gravity trail to get riders from the top of the ridge back down to the b1 beginner loop; first 2 miles is descending while the final segment traverses the base of the ridge for a more cross-country riding style.	2.3 miles	$80,000
	i5	One-way gravity trail to get riders from the rest stop back down to the Sugar Loaf (T2) trailhead. This trail would parallel the shared-use trail in this area.	0.3 miles	$11,000
ADVANCED MOUNTAIN BIKE	a1	Advanced loop that combines level grades and obstacles for both descending and climbing; initial mile descent followed by 1.5 miles of mostly climbing with several relief sections. Recommended ride direction is counter clockwise.	2.5 miles	$80,000
	a2	One-way advanced technical skills trail that connects Bluffside to Garvin Heights.	0.8 miles	$30,000

	KEY	DESCRIPTION	DISTANCE	COST
SHARED-USE	S1	Existing natural surface one-way uphill intermediate mountain bike trail and two-way hiking trail accessed from Sugar Loaf (T2) trailhead. Upgrade trail surface for increased stabilization.	0.3 miles	$20,000
	S2	Natural surface two-way mountain bike and hiking trail with the majority of the alignment following the ridgeline; 1/3 upward climb, 1/3 rolling, 1/3 downhill.	0.8 miles	$40,000
	S3	8' wide paved trail along Garvin Heights Road to serve as the primary connector trail between Sugar Loaf and Bluffside.	2.3 miles	$370,000
	S4	8' wide paved trail providing access to a potential future outdoor classroom within WSU's property. Provides an off-road connection between Sugar Loaf and Garvin Heights.	0.4 miles	$70,000
	S5	Natural surface two-way intermediate mountain bike and hiking connector trail to provide access to both upper and lower portions of the trail system.	0.5 miles	$30,000
	S6	8' wide paved trail along the lower portion of Garvin Heights Road to serve as the connector trail between Lake Blvd. and Garvin Heights Road at the top of the bluff.	0.9 miles	$90,000
HIKING	h1	Existing natural surface trail following the ridgeline for hikers only. This trail provides the only access to the Sugar Loaf climbing area and overlook.	0.3 miles	$20,000
	h2	Existing natural surface hiking trail with stair sections in select locations. City to work with WSU to upgrade this segment.	0.4 miles	$85,000
	h3	Natural surface hiking trail loop accessed from Holzinger Lodge (T1) trailhead; reuse existing trail segments where feasible. Connects to i3 and i4.	0.7 miles	$35,000
	h4	Natural surface hiking trail; this trail provides the only hiking access to the Bluffside Prairie Overlook.	0.4 miles	$25,000
	h5	Existing natural surface trail for hikers (and emergency maintenance vehicles) accessed from the terminus of Clarks Lane at the base of the bluff. Upgrade trail surface for increased stabilization.	0.6 miles	$35,000
	h6	Natural surface trail following the ridgeline for hikers only. This trail will utilize the existing cell tower maintenance road for over 1/2 segment length.	0.8 miles	$40,000
	h7	Natural surface hiking trail. Neighborhood access point only. No parking allowed at trailhead.	0.25 miles	$20,000

Park Property
City of Winona Property
Winona State University Property
St. Mary's University Property
Woodlawn Cemetery Property
Private Property

Overlook
Rock / Ice Climbing
Rest Stop *(Bicycle parking, bench seating, signage)*
Outdoor Classroom

FIGURE 10.3 PROPOSED TRAILS AND TRAILHEAD PLAN (FROM 2018 PARKS AND RECREATION SYSTEM PLAN)

LEGEND

- Proposed Priority 1 Trails
- Proposed Priority 2 Corridor
- Proposed Priority 3 Corridor
- Proposed Priority 4 Corridor
- Proposed Priority 5 Corridor
- Proposed Priority 6 Corridor
- Proposed Priority 7 Corridor

Additional Ped/Bicycle Connections
Beyond those proposed within the 2017 Winona Complete Streets Policy and Pedestrian and Bicycle Plan

Proposed High Priority Ped/Bicylce Crossings

"U" indicates Underpass crossing
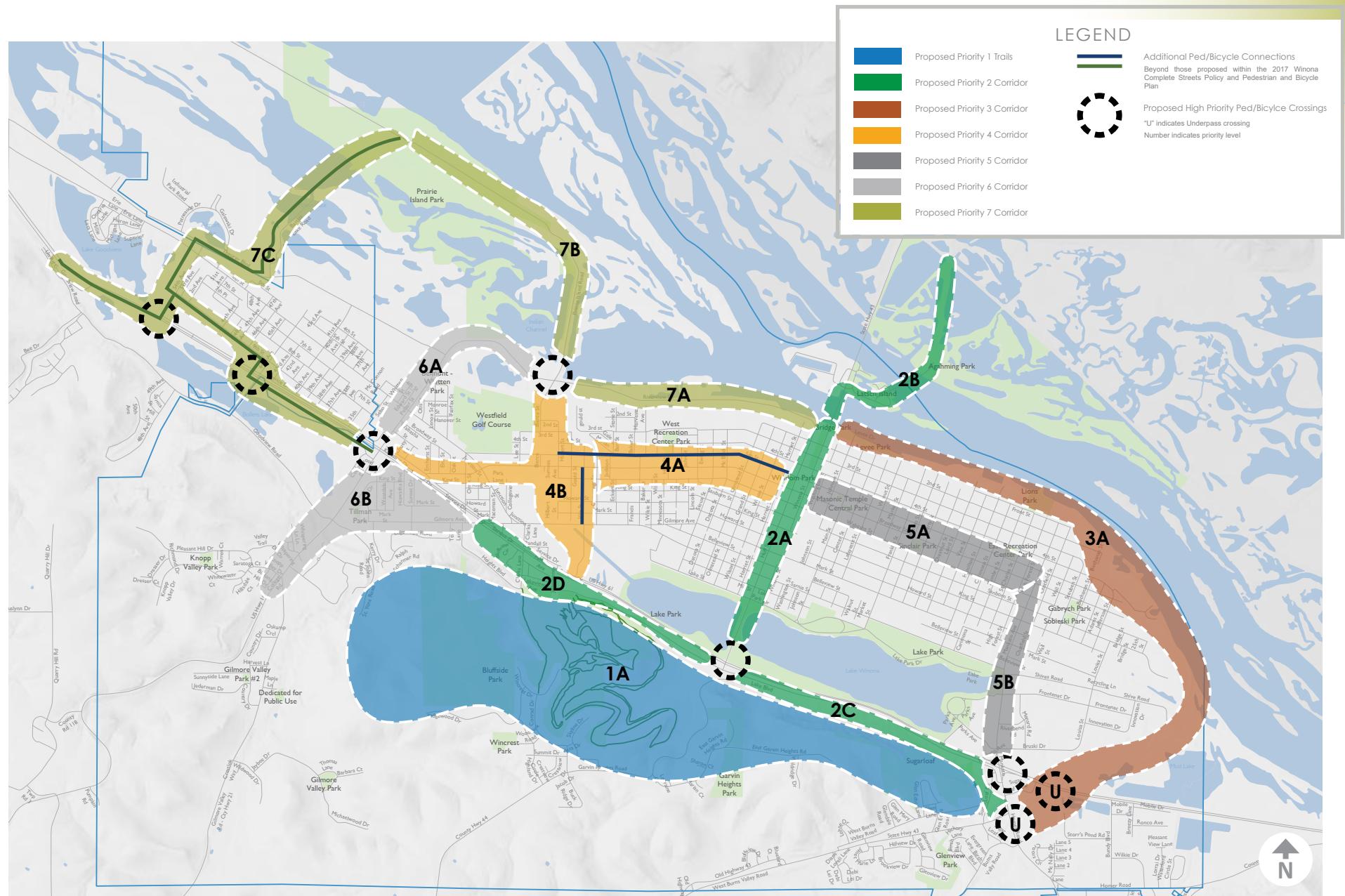Number indicates priority level

FIGURE 10.4 PROPOSED PRIORITY TRAIL AND CORRIDOR PLAN (FROM 2018 PARKS AND RECREATION SYSTEM PLAN)

Garvin Heights Park

Windom Park (Image by Mary Farrell)

Bluffside Park

GOALS, OBJECTIVES, & STRATEGIES

The Parks, Open Space and Recreation System Plan is the primary guiding document for the City of Winona regarding parks and recreation. The plan provides significant detail on funding, staffing, and budgetary limitations which must be considered in future actions. During the Comprehensive Planning process, the steering committee and Parks and Recreation subcommittee reviewed and refined the Parks, Open Space, and Recreation System Plan goals and objectives, as well as added a few implementation strategies. For more information about implementation, see the Parks, Open Space and Recreation System Plan. It is important to note that while the following goals, objectives, and strategies give direction to City and community leaders, it is likely not all will be addressed during the effective period of this plan.

Goals

Eight goals were identified for Parks and Recreation:

1. Provide a Connected, Accessible and Recognizable Network of Park and Recreation Facilities that Welcomes All Ages and Abilities
2. Follow Government Environmental Regulations While Being Mindful of Best Practices
3. Establish, Collaborate, and Expand Partnerships with State and Federal Agencies, Local Associations, Non-profits, Businesses, and Individuals to Accomplish the Parks and Recreation Vision
4. Communicate Clearly with the Community, Visitors and System Partners
5. Improve the Quality of Experiences within the Parks and Recreation System as Facilities are Scheduled for Improvement
6. Maintain and Collect Data about the Park and Recreation System to Ensure Assets are Well Managed and Decisions Well-informed
7. Identify and Manage Sustainable Funding Sources, Partnership and Efficiencies
8. Ensure a Quality Series of Programs that are Available to All

PHASING KEY: **S** Short Term   **L** Long Term   **O** Ongoing

Goal 1: Provide a Connected, Accessible and Recognizable Network of Park and Recreation Facilities that Welcomes All Ages and Abilities

Objective:	1.1	Develop additional infrastructure to safely connect the community to the Park System

Implementation Strategies:	Phasing	Lead and Coordinating Agencies
1.1.1 Implement components from the Complete Streets Policy & Pedestrian & Bicycle Plan.	O	**Public Works Department** Parks and Recreation Department

Objective:	1.2	Assess overall park system for equity and inclusion, particularly for historically underrepresented populations.

Objective:	1.3	Identify, improve, and promote premier inclusive and accessible destinations within the community

Implementation Strategies:	Phasing	Lead and Coordinating Agencies
1.3.1 Promote Levee Park as a premier waterfront destination to reinforce Winona's waterfront image.	O	**Visit Winona** Parks and Recreation Department Community Organizations
1.3.2 Identify premier inland destinations within Winona, such as Holzinger Lodge and Sugarloaf.	S	
1.3.3 Identify and implement improvements in the selected destinations to make them inclusive and accessible. Collaborate with community organizations to support the development and implementation of programming.	O	
1.3.4 Create and implement a marketing strategy to promote the selected premier destinations.	S	

Objective:	1.4	Expand park accessibility for users of all ages and abilities

Implementation Strategies:	Phasing	Lead and Coordinating Agencies
1.4.1 Support trail accessibility through the identification of easily accessible routes that do not have steep slopes, gaps, or challenging transitions (examples Include an accessible nature trail and an accessible trout stream platform).	S	**Parks and Recreation Department**

Objective:	1.5	Enhance user experiences and placemaking (i.e. benches, lighting, garbage cans, kiosks/signage, etc.) through the addition of user amenities that incorporate art and education
	1.6	Complete a park and facilities distribution and gap analysis to identify where there are park or facilities gaps (i.e. geographic gaps such as downtown or west end, or facility gaps such as playgrounds)
	1.7	Create a comprehensive park and recreation system plan for improvements to signs, site amenities and furnishings, and prepare to implement as park improvements are made
	1.8	Collaborate with other government agencies

Goal 2: Follow Government Environmental Regulations While Being Mindful of Best Practices

Objective:

2.1   Identify significant damaged waterfronts and improve water and beach quality

2.2   Identify significant damaged slopes and stabilize or reroute access

2.3   Incorporate environmental best practices, such as rain gardens, bio-swales, permeable pavers, and native plantings in park and facility design

2.4   Implement strategies from Waterfowl Management Plan

2.5   Reduce impervious surfaces and explore turf conversion to native plantings in the design of parks and facilities

2.6   Preserve and enhance natural buffers and setbacks around wetlands, rivers, ponds, reservoirs, and lakes on appropriate public lands and parks

2.7   Improve water conservation and energy efficiency of facilities when renovating or constructing new

2.8   Raise public awareness of the benefits and necessity of natural resources, and the City's efforts through social media, interpretation, and education programming

2.9   Create a sustainable trail system based on the MN DNR Trail Planning, Design, and Development Guidelines

2.10   Collaborate on the improvement of Lake Winona's health by continuing to support Healthy Lake Winona initiative

2.11   Educate and inform park users through programs and updated informational signage

2.12   Collaborate with other government agencies

2.13   Preserve and enhance wildlife habitat and conservation efforts

2.14   Conduct archeological studies in accordance with federal regulations

Goal 3: Establish, Collaborate, and Expand Partnerships with State and Federal Agencies, Local Associations, Non-profits, Businesses, and Individuals to Accomplish the Parks and Recreation Vision

Objective:

3.1   Collaborate with other agencies to assess natural resource areas for recreational and conservation use

3.2   Facilitate or support the outdoor recreation and user groups to provide input and contribute to park and recreation goals. Ensure participation by a wide range of perspectives, including those who are traditionally underrepresented and new user groups, non-profits, and businesses

3.3   Add a Volunteer Coordinator to the Park and Recreation Department to recruit volunteers through an intentional and coordinated effort of educating and preparing them for work in park services and programs

3.4   Collaborate with a broad cross-section of non-profits, businesses, user groups, and other organizations to create and produce special events and programs

3.5   Support and recognize volunteers from user groups to ensure continued collaboration

Goal 4: Communicate Clearly with the Community, Visitors and System Partners

Objective:

4.1 Overhaul the Park and Recreation website

4.2 Create a comprehensive park and recreation system sign package for parks and trails, and prepare to implement as other park improvements are made

4.3 Improve maps and wayfinding to identify loops, distances, and destinations

4.4 Collaborate and expand on promotion of Winona parks and programming for tourism, quality of life and economic development

4.5 Develop and create a marketing plan for parks and recreation

4.6 Provide continual, up-to-date communication on services and programs to a community resource hub

4.7 Establish a process for public engagement in the parks and recreation system and a plan for communication to the public of parks related decisions

Goal 5: Improve the Quality of Experiences within the Parks and Recreation System as Facilities are Scheduled for Improvement

Objective:

5.1 Prepare mini master plans for parks before new facilities are added or when significant renovations of existing facilities are planned

5.2 Incorporate permanent restrooms at prominent, highly-used parks and facilities. In other locations use fencing and screening to improve aesthetics of portable restrooms at parks

5.3 Incorporate new playground equipment, resurfaced hard courts, and more (and more comfortable) park benches and picnic tables, where applicable

5.4 Provide more social and flexible spaces for all ages and abilities throughout the system, where applicable

5.5 Evaluate parks for social interaction opportunities and the potential for consolidation to create flexible multi-use spaces, where applicable

5.6 Evaluate current amenities and incorporate elements to promote year-round use, where applicable

5.7 Enhance user experiences and placemaking (i.e. benches, lighting, garbage cans, kiosks/signage, etc.) through the addition of user amenities that incorporate art and education

5.8 Encourage participation by neighborhoods, community groups, and local artists in the planning for and development of park and recreation facilities

5.9 Incorporate public art within the system

5.10 Identify locations for unique features or improvements to avoid a system of "cookie cutter" parks

Goal 6: Maintain and Collect Data about the Park and Recreation System to Ensure Assets are Well Managed and Decisions Well-informed

Objective:

6.1 Confirm and verify park boundaries and legal descriptions for each park to ensure park assets are documented and clear

6.2 Allocate park improvements into a long-term capital improvement plan and use a maintenance and replacement schedule to keep park facilities up to date

6.3 Ensure equity across the park and recreation system by determining a system-wide level of service (LoS) goal, budget, maintenance schedule, and staffing levels

6.4 Work with other City departments to create a comprehensive maintenance plan and consolidate City maintenance services

6.5 Review user agreement strategy and improve as warranted

6.6 Identify data needed to make informed decisions and methods for collecting the data

6.7 Include public engagement options or a toolbox for engagement strategies (see Accessible Government section)

6.8 Support staff in the development and implementation of the engagement plan

6.9 Develop data collection of participation and economic impact on park facilities and amenities

Goal 7: Identify and Manage Sustainable Funding Sources, Partnership and Efficiencies

Objective:

7.1 Update the park dedication policy to ensure land is suitable for recreation or fee is adequate to meet public needs.

7.2 Pursue all funding opportunities

Objective:	7.3 Explore gift-giving policies and communicate to entities in Goal 4		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.3.1	Develop policy for large gift acceptance and future maintenance.	O	**Parks and Recreation Department**
7.3.2	Encourage property owners interested in donating or granting conservation easements on their land.	O	

Objective:

7.4 Support the creation of a non-profit parks and recreation foundation, or create an alliance with existing group(s) to this end

7.5 Utilize a park's assets to capitalize on opportunities to generate revenue

7.6 Research and gather data on similar communities and impact related to tax. Research and gather data on similar communities and impact related to sales tax

# Goal 8: Ensure a Quality Series of Programs that are Available to All

Objective: 8.1 Establish a formal and regular evaluation process for all programming, parks, and services that includes areas such as how well programming is meeting participants' needs and effectiveness of outreach efforts to traditionally underrepresented or underserved populations

8.2 Evaluate agreements with other agencies to ensure a balanced benefit

8.3 Renew and build relationships with existing providers

8.4 Annually assess program pricing structure

8.5 Allocate programming assistance funds into an operating budget

Objective: 8.6 Continue to provide and increase scholarship opportunities and funds		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
8.6.1 Increase promotion of scholarship opportunities and review the procedure for scholarship application.	S	**Parks and Recreation Department**

> *"Provide accessible, flexible, and connected quality park, facilities, and experiences for all."*
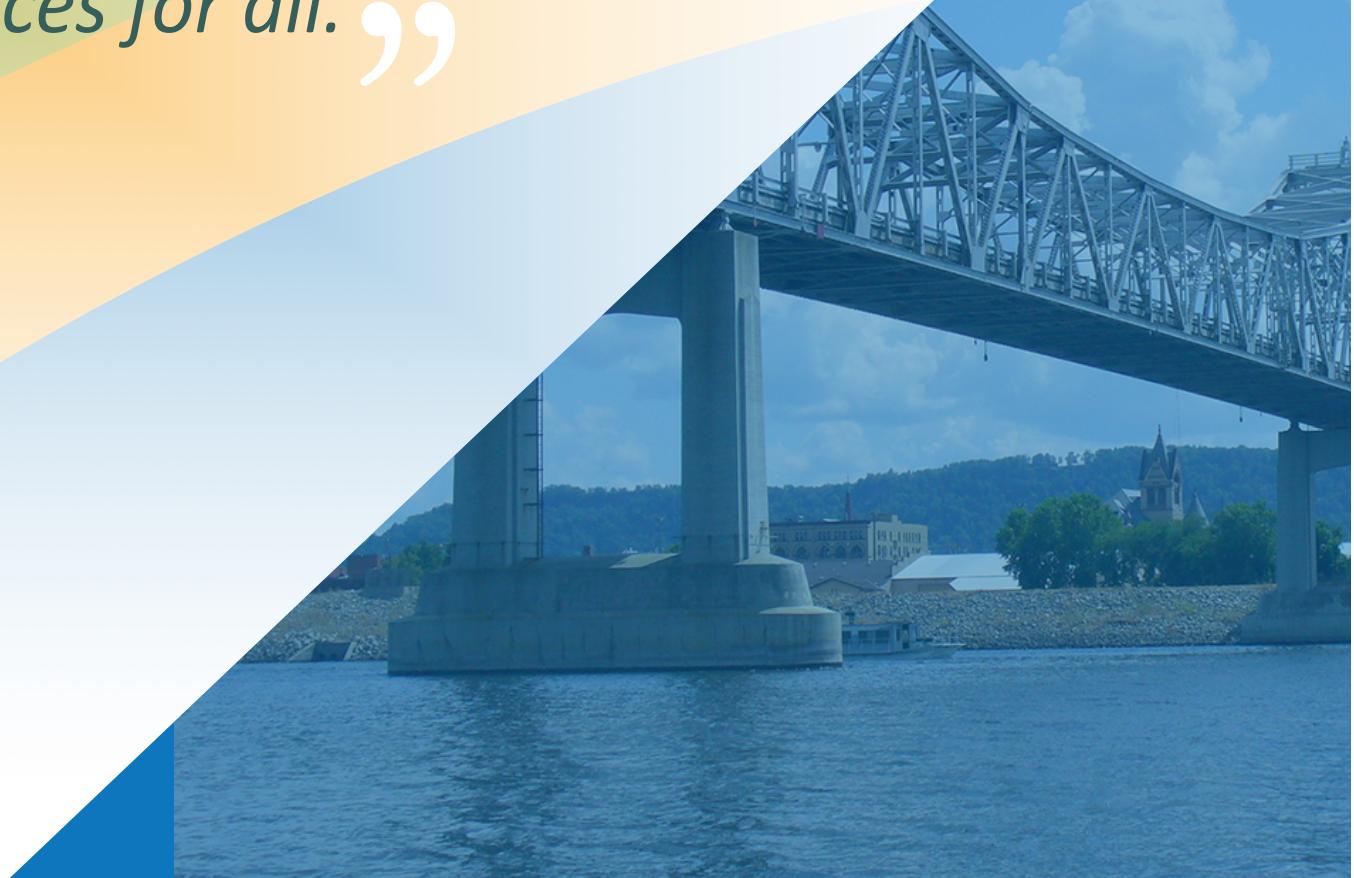
CHAPTER 11
TRANSPORTATION

PURPOSE

The purpose of the Transportation chapter is to provide high level and long-range planning guidance for Winona's wide range of transportation networks, including local and regional automobiles, trucks, walkways, bikeways, transit, rail, waterway, and air. Typically, cities also have a more detailed transportation systems plan that completes an inventory, evaluates conditions and issues, and identifies needed maintenance and expansions of each of the transportation networks. As a regional port and hub, Winona's transportation networks are more multi-faceted and complex. Winona's transportation planning addresses both people and freight movement, not simply vehicles, and strives to create a balanced and integrated transportation network that works for all. A balanced transportation network means balancing the needs of all transportation modes as well as the needs of Winona's diverse residents, businesses, industrial freight activities, recreation/tourism activities, and regional travel.

The chapter addresses the following:

» city's physical context related to transportation networks;
» the city's complete streets policy;
» roadway jurisdictions and functional classifications;
» people movement transportation networks (walking, bicycling, transit/rail, local/regional motorists);
» freight movement transportation networks (trucks, rail, waterways, airways).

WHAT WE HEARD

» Improve street safety, wayfinding, and access to areas of interest for all modes of transportation
» Improve public transit
» Keep up with street maintenance, lighting, and street design improvements to increase safety and accessibility
» Address rail and truck traffic issues
» Incorporate regional connections such as passenger trains

View of the rail line and roadway from the Winona Bridge

Roundabout at the intersection of Highways 43 and 14

The Winona Bridge

PHYSICAL CONTEXT

Winona's physical context presents significant constraints on its transportation networks. Winona's location along the Mississippi River as well as the Lake Winona/Gilmore Creek waterway corridor to the south create an island-like environment for the city resulting in limited access points into the city. The river limits access from the north to the MN Highway 43 river bridge only, which is the only river crossing in the area. In addition, an east-west rail line travels along the riverfront that cuts off local street access to the riverfront. The river also limits access from the east to just Highway 61 essentially. To the south, the Lake Winona/Gilmore Creek waterway corridor limits access points to a handful of access points, including Huff St, Mankato Ave, Vila St, Gilmore Ave, and Pelzer St. In addition, a second east-west rail line just north of Lake Winona/Gilmore Creek cuts off local street access in this area. Finally, the river bluffs to the south and west also limit access to Winona, essentially to Hwy 14, Hwy 44/Garvin Heights Rd, Hwy 43, and Hwy 17/Pleasant Valley Rd. Since there are limited access points into the city, many of them are regional/arterial roadways and under state or county jurisdiction.

Winona's traditional block and street pattern is oriented to the river with most of the city oriented northeast to the river and the westside oriented north to the river. The city's traditional development pattern consists of a street grid and 300' x 300' blocks primarily. Most streets in the island portion of the city have sidewalks on both sides.

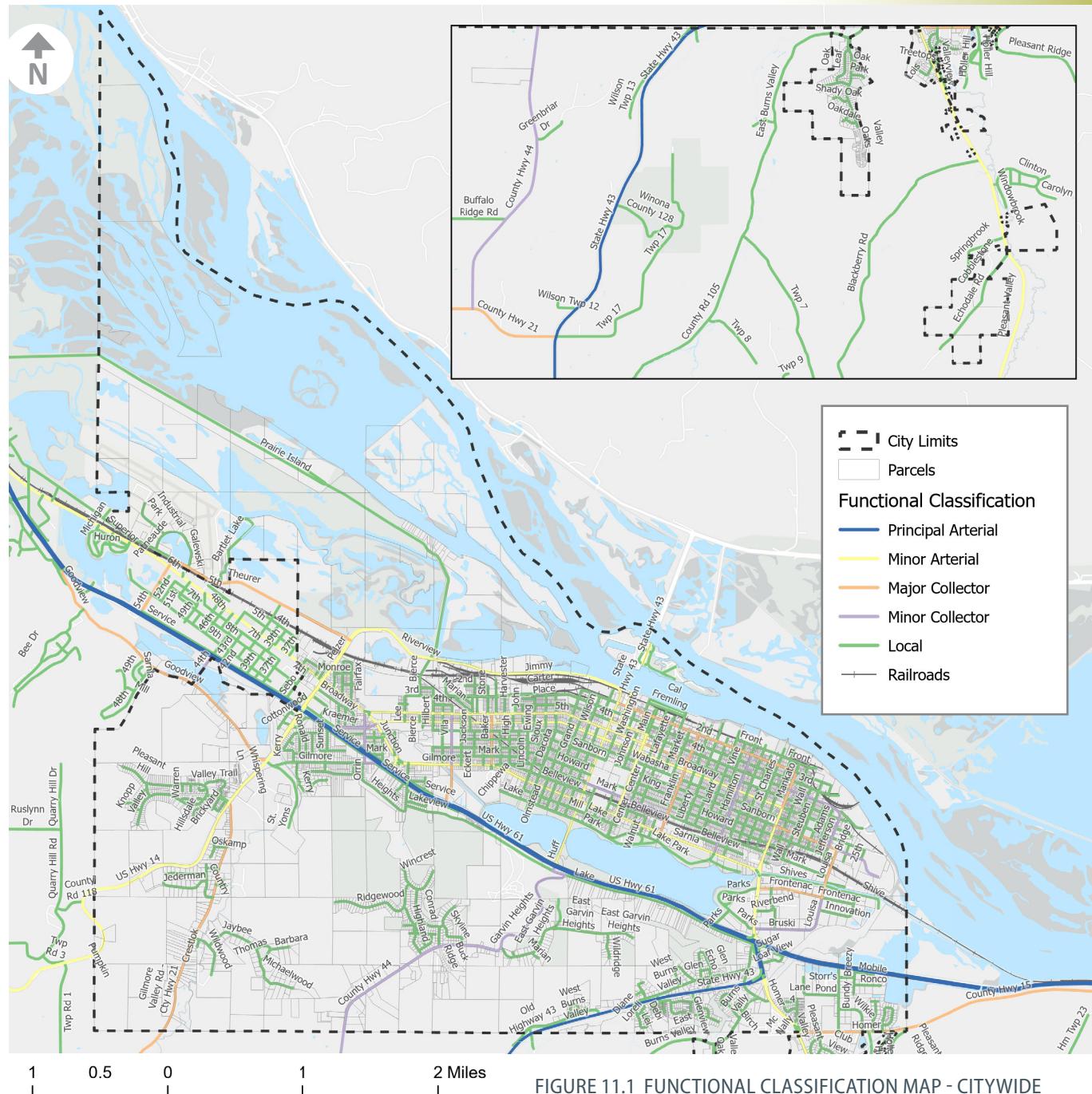**Examples of the plan's overarching themes represented in this section are as follows:**

» **Equity** – This section supports development of a transportation system that is accessible and usable to all users; emphasizing the right-sizing of infrastructure.

» **Technology** – This section recommends using advanced street design and development practices to promote safety and increase the types of users of our transportation system.

» **Sustainability** – This section recognizes that transportation systems create an implicit reliance on specific types of transportation and by emphasizing the focus on safety and resiliency of the overall built environment, Winona's transportation network can be more sustainable and support sustainable private investment.

WINONA'S TRANSPORTATION NETWORKS

Winona's transportation networks include roadways, sidewalks, trails, bikeways, transit, truck routes, railroads, the river harbor/port, and the airport. More detailed information about each of these networks is available in the Baseline Report's Transportation Chapter. Highlights of each network and corresponding maps on the next pages provide an overview of the overall transportation network.

Roadway Functional Classifications

» Principal Arterials – US Hwy 61, MN Hwy 43 (south of Hwy 61)

» Minor Arterials – US Hwy 14, MN Hwy 43 (north of Hwy 61), Huff St, Main St, Mankato Ave (south of Broadway St), Broadway St/6th St, 5th St, 4th St, Sarnia St/Gilmore Ave, Pelzer St, Riverview Dr, Homer Rd/Pleasant Valley Rd

» Minor Collectors – shown on map

» Local Roads – shown on map

FIGURE 11.1 FUNCTIONAL CLASSIFICATION MAP - CITYWIDE
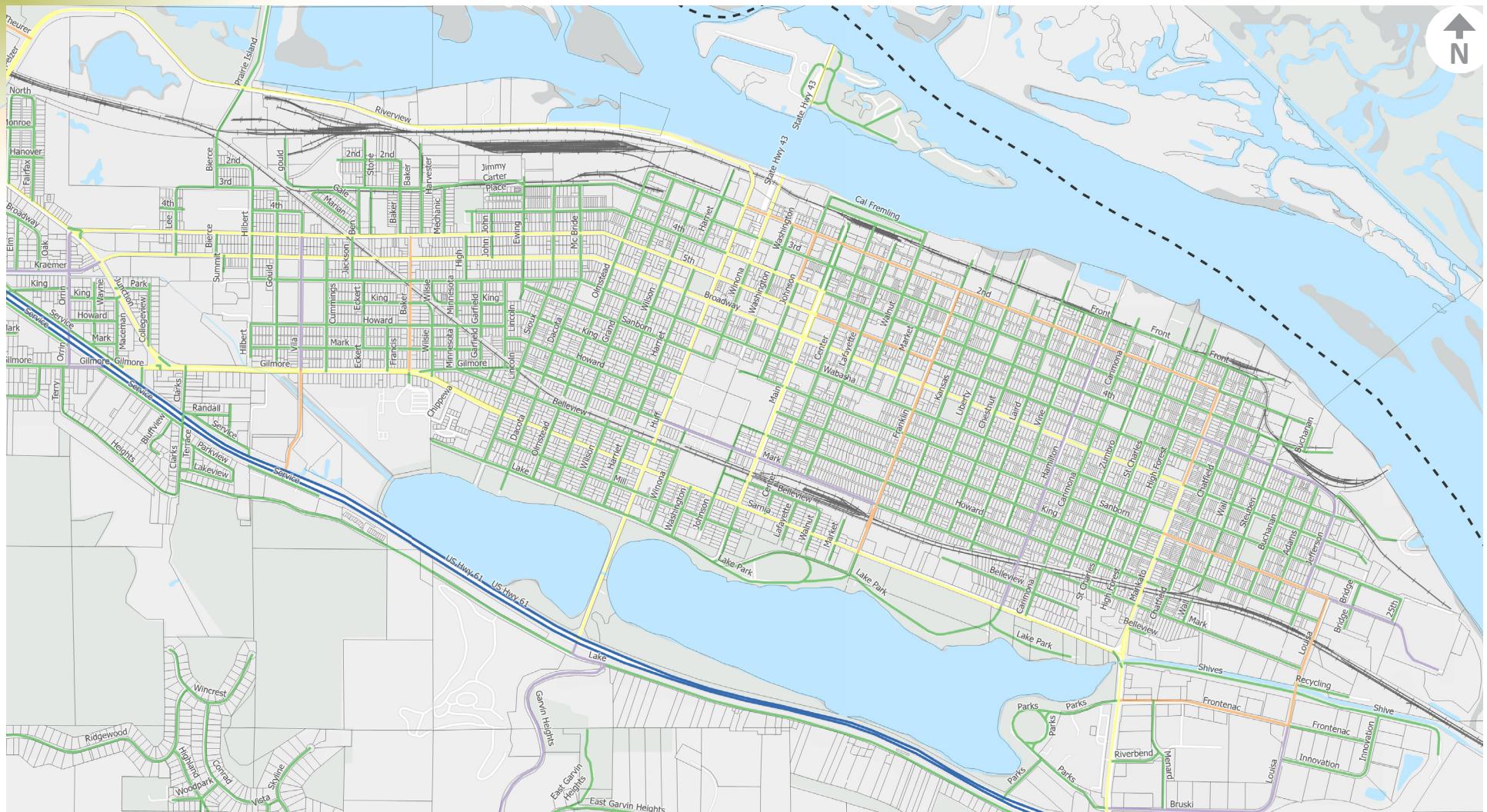
FIGURE 11.2 FUNCTIONAL CLASSIFICATION MAP - ISLAND AREA

0   0.25   0.5   1 Miles

City Limits
Parcel
Railroads

Functional Classification

Principal Arterial
Minor Arterial
Major Collector
Minor Collector
Local
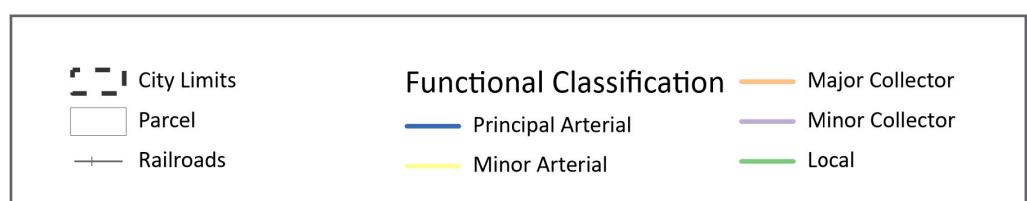
Roadway Jurisdictions

» U.S. Highways – Hwy 61, Hwy 14

» State of MN Highways – Hwy 43

» County State Aid Highways (CSAH) – Sarnia St/Gilmore Ave/5th St/6th St, CSAH 21/Gilmore Valley Rd, CSAH 44/ Garvin Heights Rd, CSAH 17/Pleasant Valley Rd

» County Roads – CR 105/Sugar Loaf Rd/East Burns Valley Rd

» Municipal State Aid (MSA) streets – shown on map

FIGURE 11.3 ROADWAY JURISDICTION MAP - CITYWIDE
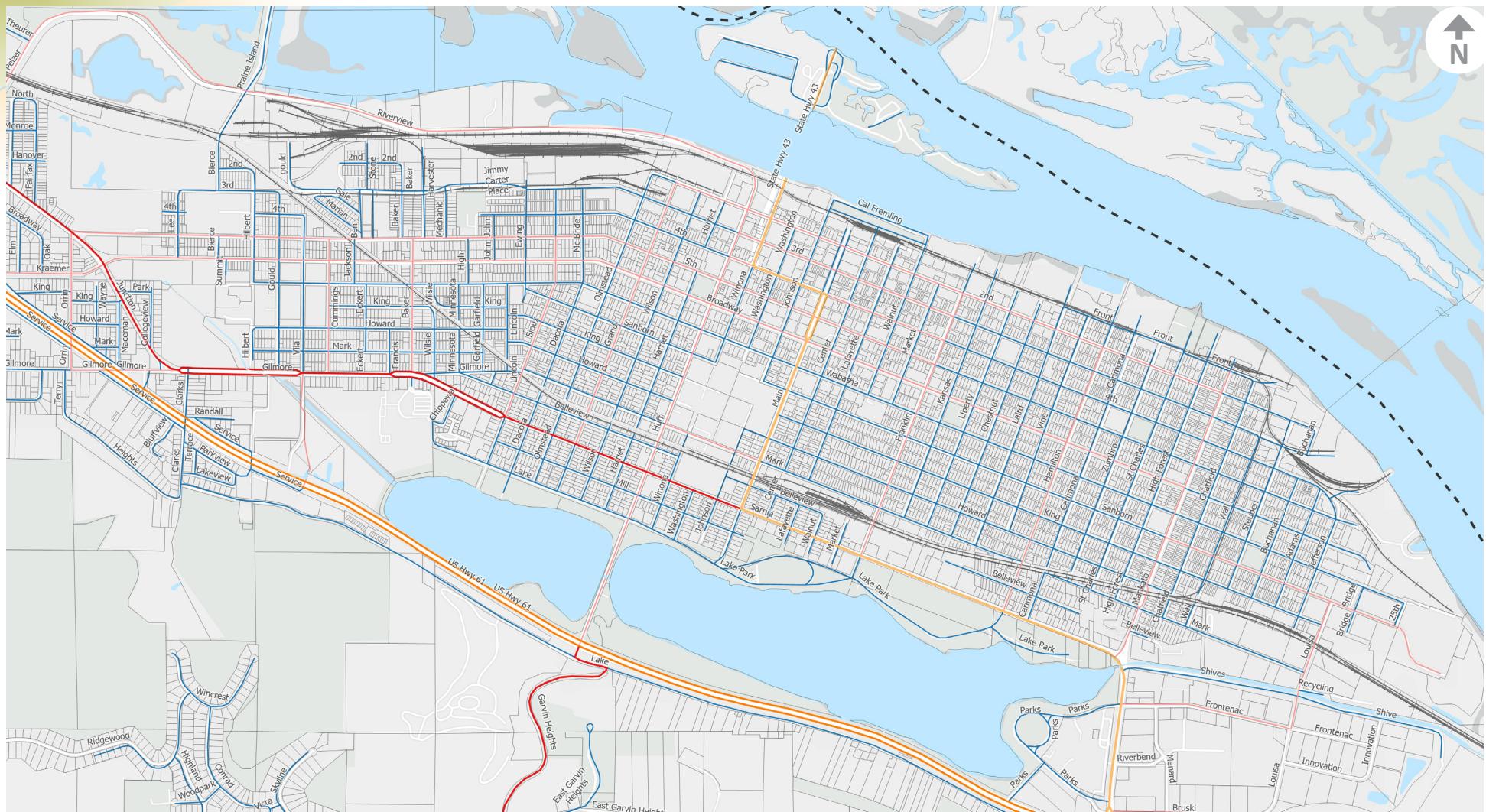
FIGURE 11.4 ROADWAY JURISDICTION MAP - ISLAND AREA

0   0.25   0.5   1 Miles

City Limits

Parcel

Railroads

Roadway Jurisdiction

US Highway

MN Highway

County State Aid Highway

Municipal State Aid Street

County Road

Township Road

Municipal Street

Other Roads

Walkways

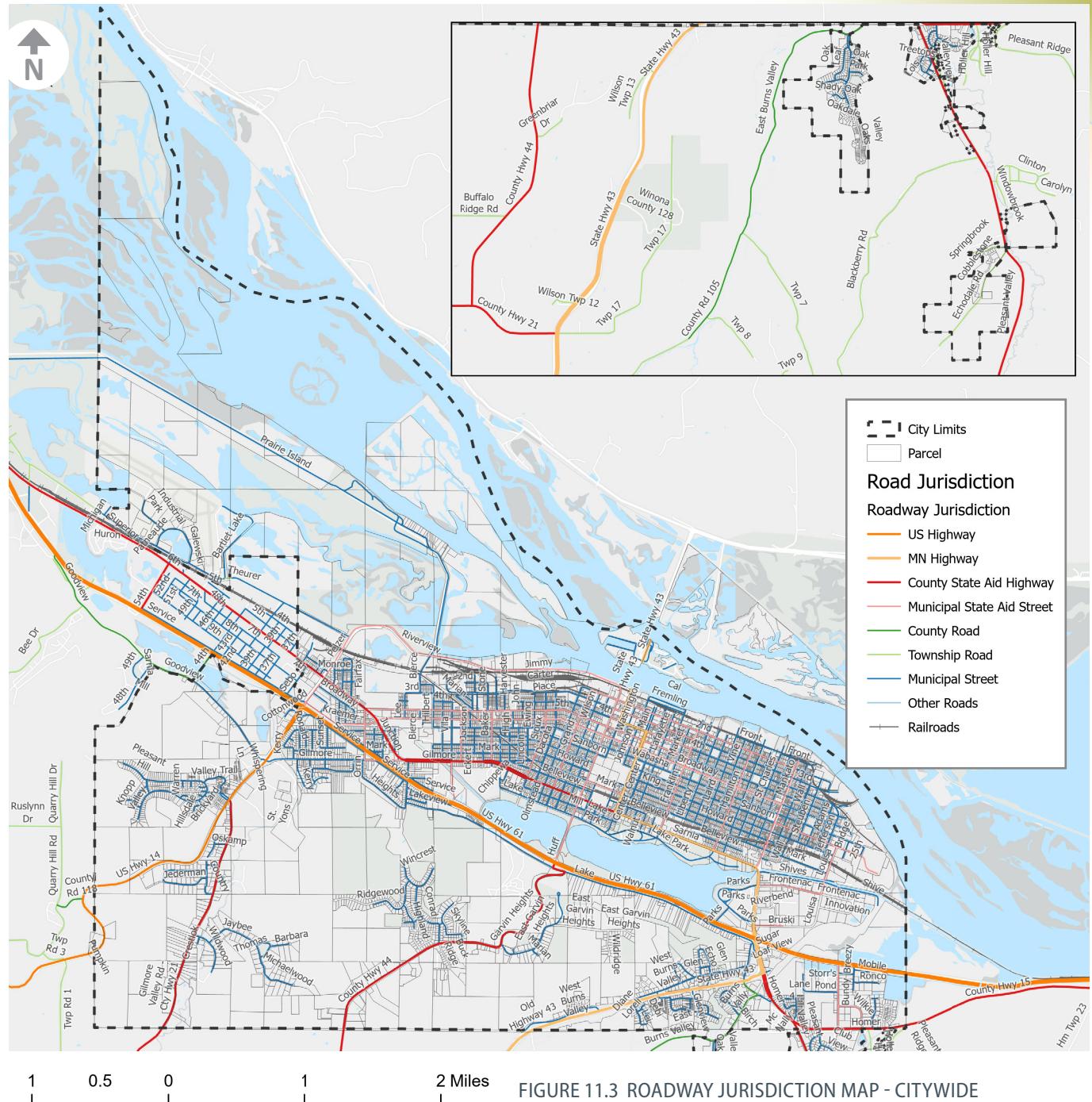Sidewalks, other walkways, and crosswalks are not currently mapped.

Bikeways

Limited network today but robust expansion planned. Current bikeways consist of:

» Lake Park loop trail (multi-purpose)

» Standard bicycle lanes – Huff St, Main St, Sarnia/ Gilmore/5th St

» Signed bicycle routes – Gilmore Ave to Prairie Island Drive

Types of Bikeways and Trails

- City Limits
- Parcel
- Railroads
- Existing Bike Lane/Shared Shoulder
- Existing Multi Purpose Trail
- Existing Bicycle Blouevard/Signed Bike Route
- Proposed Bike Lane/Shared Shoulder
- Proposed Multi Purpose Trail
- Proposed Bicycle Blouevard/Signed Bike Route
- Proposed Water Trail

0   0.25   0.5   1 Miles

FIGURE 11.5 BIKEWAYS MAP - ISLAND AREA
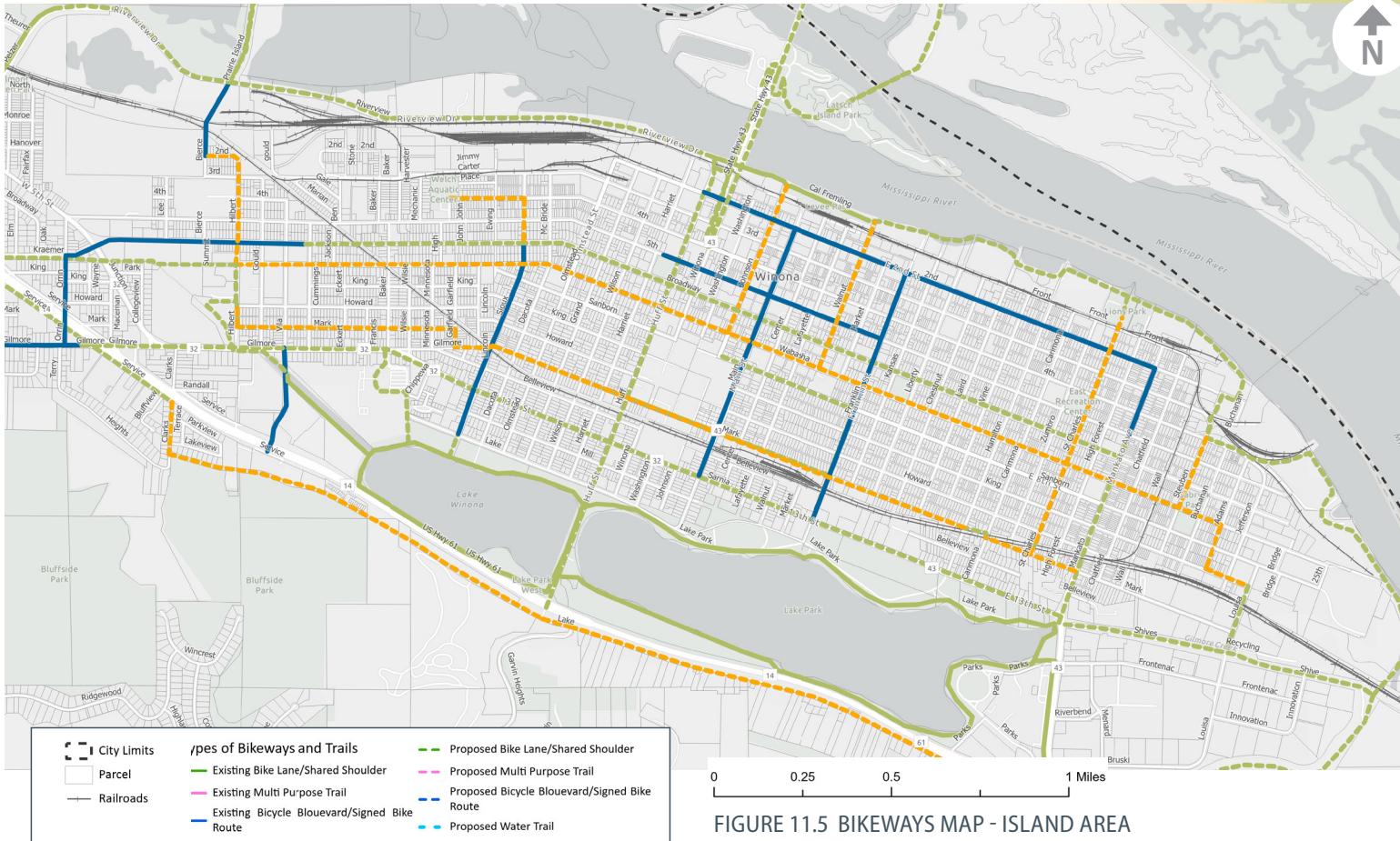
Blke Lanes

Sidewalks in downtown Winona

Hiking trails
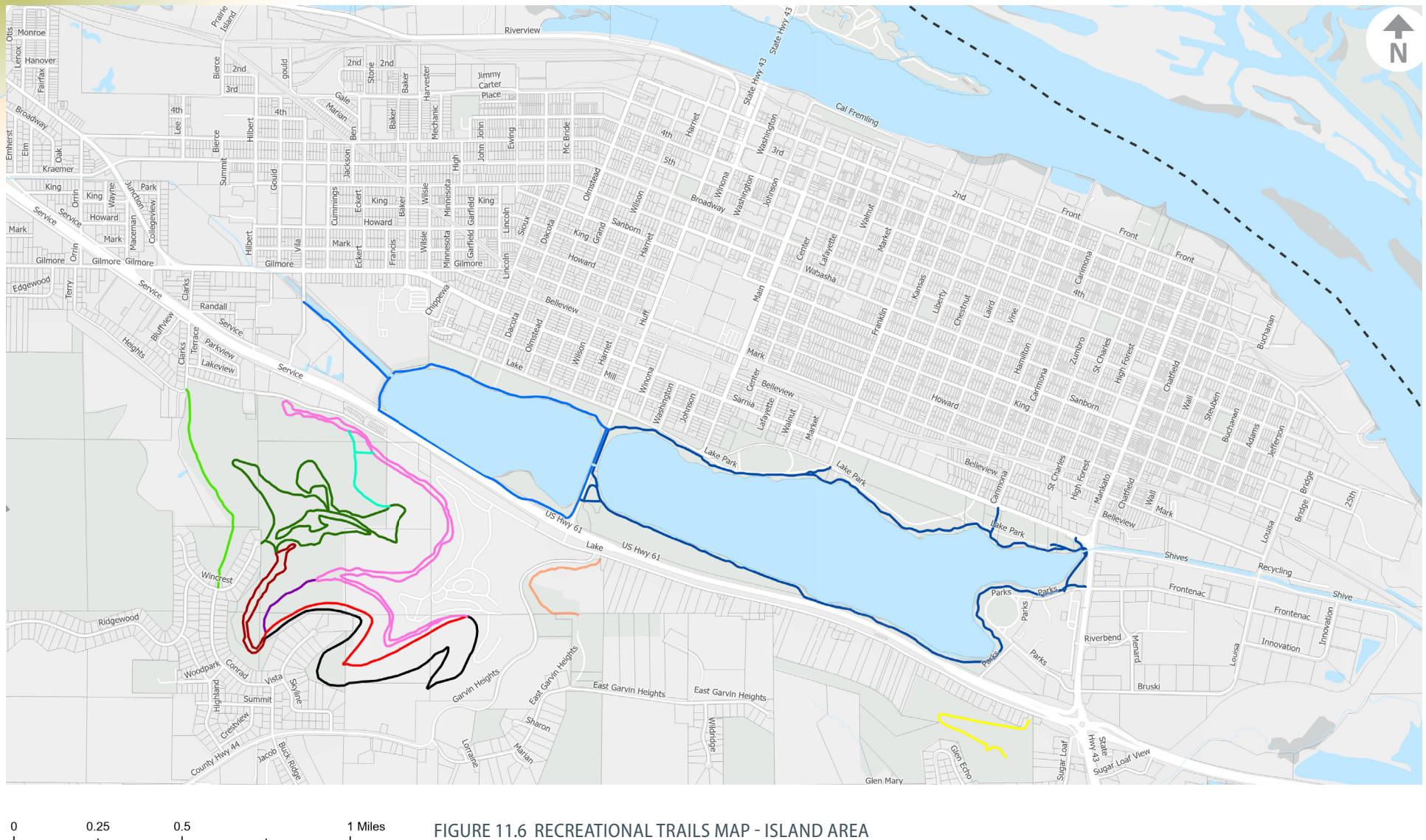
FIGURE 11.6 RECREATIONAL TRAILS MAP – ISLAND AREA

City Limits			
Parcels			

Recreational Trails

- Cistern
- Duluth's Run
- Garvin Heights Stairs
- Horse Trail
- East Lake Bike Path
- Low Rollers
- Quarry Trail
- SMU
- Salad Bar
- Sugarloaf
- Upper Connector
- West Lake Bike Path
- Wildwood

0   0.25   0.5   1 Miles
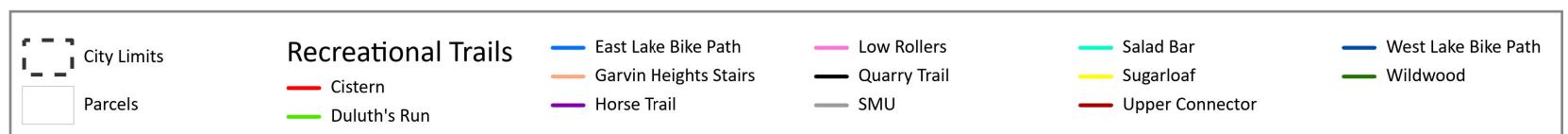
Transit

Four city bus routes that radiate out from the downtown.

WINONA
TRANSIT SERVICE

Winona bus stop

Winona transit

Winona Amtrak Station

Legend

- City Limits
- Parcel
- Trout Streams
- Railroads

Transit Routes
- Broadway Green
- Goodview Blue
- Mankato Red
- Sarnia Gilmore Yellow

FIGURE 11.7 TRANSIT ROUTES MAP - CITYWIDE
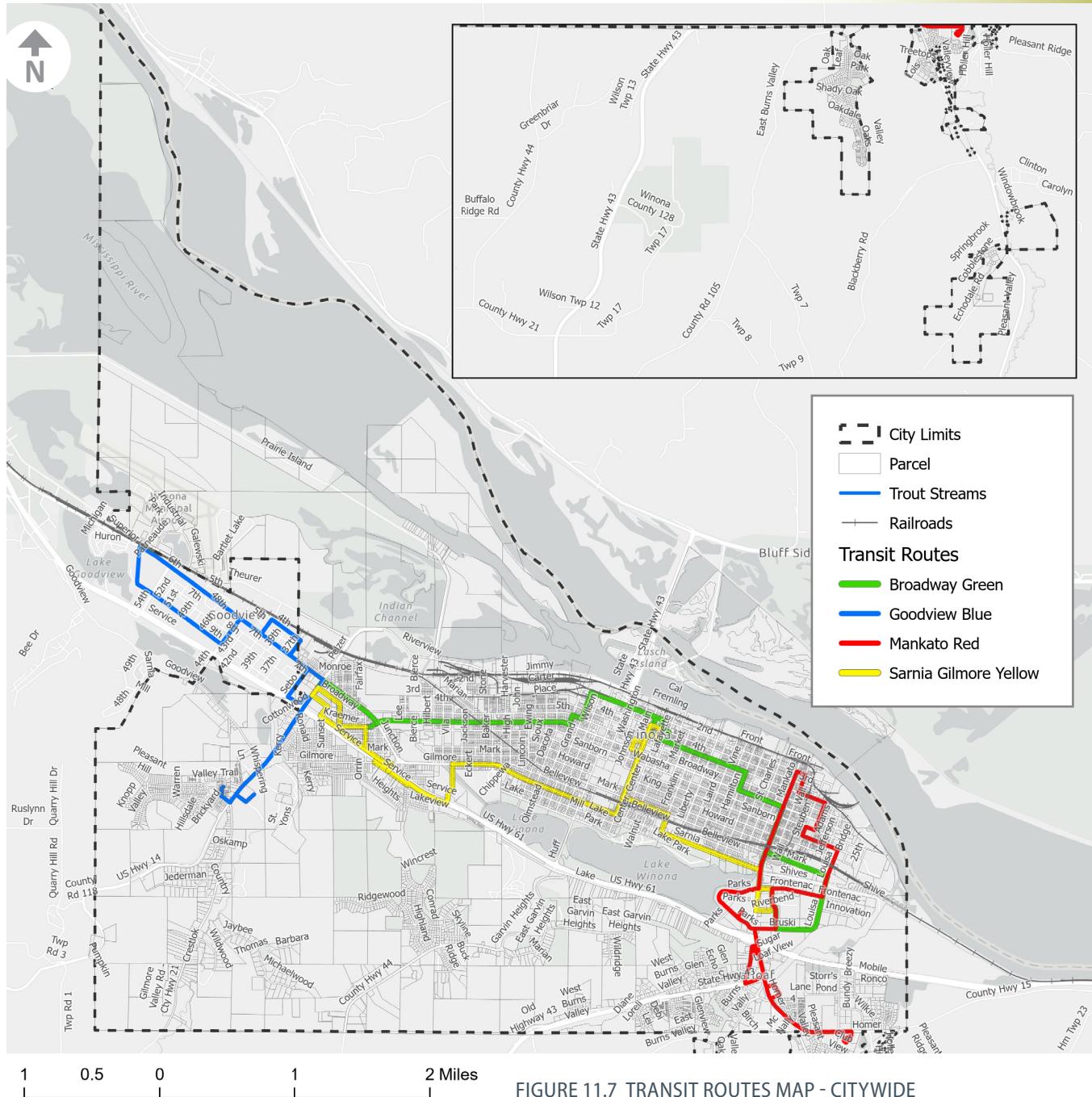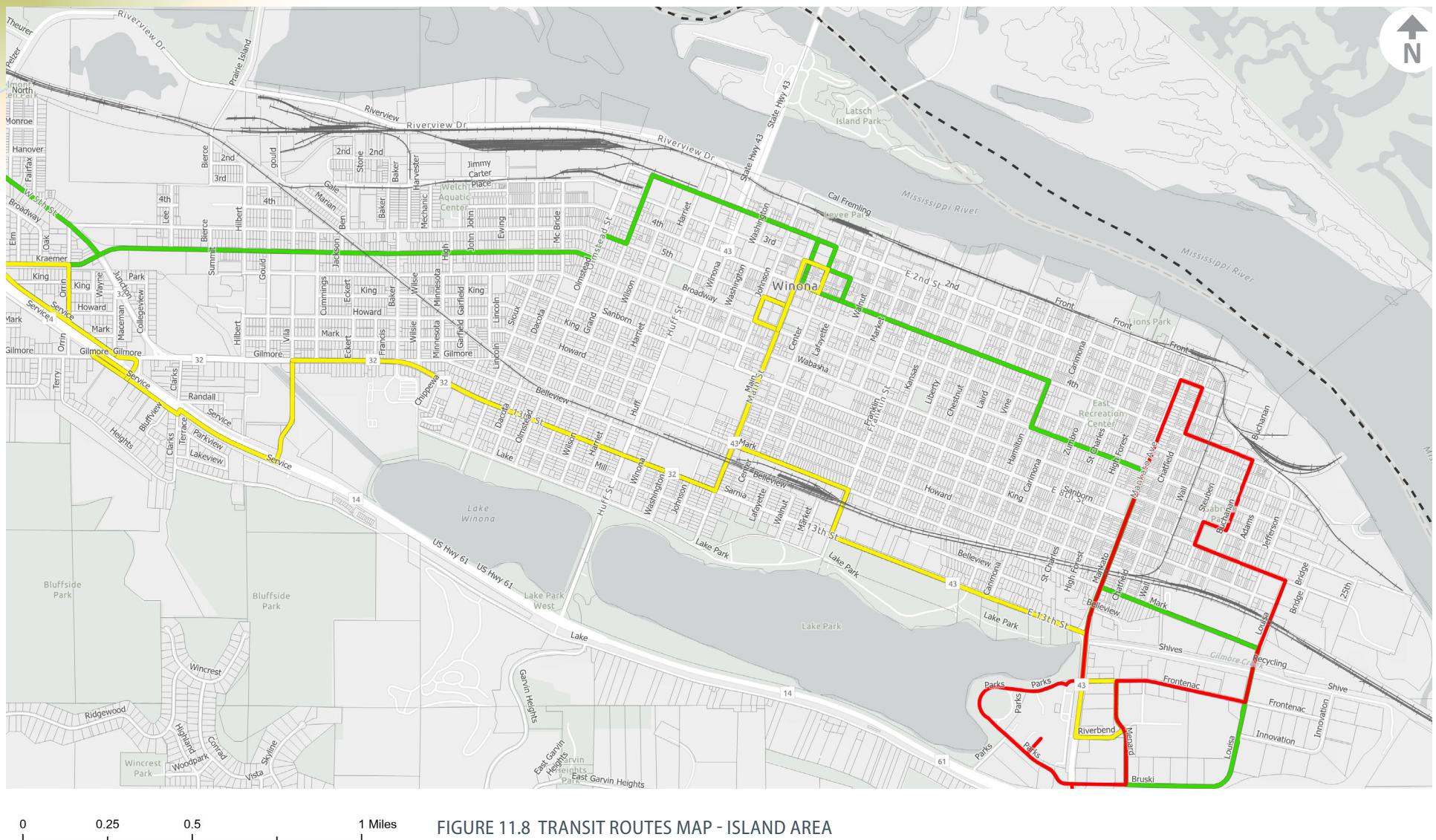
FIGURE 11.8 TRANSIT ROUTES MAP - ISLAND AREA

0   0.25   0.5   1 Miles

City Limits
Parcel
Railroads

Transit Routes
Broadway Green
Goodview Blue

Mankato Red
Sarnia Gilmore Yellow

Intermodal Networks

» Truck routes
» Rail corridors
» River harbor/port
» Airport

Intermodal Types

- [ ] City Limits
- Railroads
- [ ] Parcels

- ✈ Airport
- Ⓡ Amtrak Station

- ● Commercial Harbor
- • Industrial Port Facility
- — Truck Route

FIGURE 11.9 INTERMODAL TRANSPORTATION STATIONS AND TRUCK ROUTES MAP - ISLAND AREA
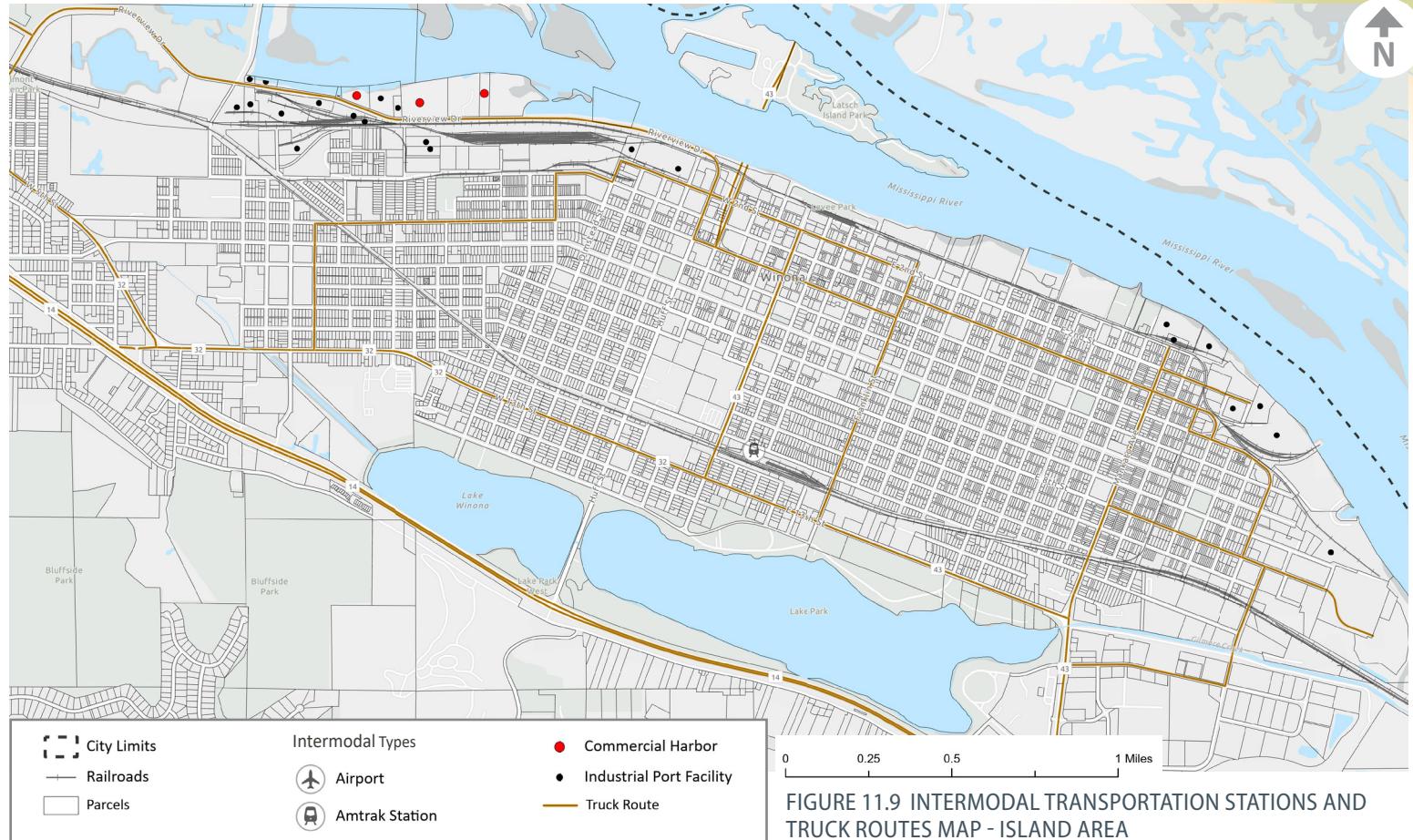
Barge passing under the Winona Bridge

Rail corridor

Winona airport

COMPLETE STREETS APPROACH

Winona's transportation planning is focused on creating a complete streets network. The City of Winona adopted its Complete Streets Policy in 2017. Complete Streets are an approach to the planning, designing, building, operating, and maintaining of streets that enable safe access for all people who need to use them, including pedestrians, bicyclists, motorists, and transit users of all ages and abilities, as well as the needs of freight and emergency vehicles. The Complete Streets approach ensures that the appropriate planning is in place to consider the needs of all types of transportation users when taking up a street project. The City's Bicycle and Pedestrian Plan, Parks Master Plan, ADA Transition Plan, and other plans establish priority streets for implementation of specific infrastructure supporting complete streets for all users.

Winona's Complete Street Policy, adopted in 2017 formalizes consideration of multi-modal transportation options by requiring application of the policy to all street project which involve new construction, reconstruction, retrofit, resurfacing, rehabilitation, and change in the allocation of pavement space on an existing street. The policy allows exemptions for things like routine maintenance and if a project is too expensive relative to the need, probable use, or original scope of a project.

WHAT IS A COMPLETE STREET?

Active Sidewalks | Public Space | Dedicated or Protected Bike Lanes | Vehicle Travel Lanes | Safe Crossings | Transit | Green Infrastructure

Future Trails and Bil

Click to learn more

PEOPLE MOVEMENT

Winona's transportation networks need to accommodate all the ways people travel in the city, including walking, bicycling, driving, riding transit, as well as the regional passenger rail line. Most of these transportation networks are focused on the city's streets network with the exceptions of trails located on public park or open space land and the regional passenger rail line. Since some of the city's major streets are under the jurisdiction of the state (MN DOT) and the county and involve funding from these agencies, the city needs to partner with them on future desires and needs for these streets. The city should also partner with schools in the development of safe routes to schools plans/programs that will identify needed improvements to the city's walking and biking system.

Street Network

Winona's street network consists of local streets, collector streets, and regional/arterial roadways. The city is committed to creating complete streets that balance the needs of all users, including sufficient traffic flow, traffic calming, and safe street crossings for walkers, bicyclists, and drivers.

Importantly, funding for local street improvements is the responsibility of the City of Winona unless designated as Municipal State Aid (MSA) streets and thus eligible for state funding. Many of the collector and regional/arterial roadways within the city are under the jurisdiction of Winona County, or the Minnesota Department of Transportation. In those cases funding for improvements comes primarily from the corresponding entity (State or County).

City Streets – Local, Collector, Minor Arterial Streets

Winona's local street network is based on a small-block street grid, typically 300' by 300' blocks, which creates a high level of connectivity for all transportation modes. Street grids allow for increased movement efficiency, enabling multiple routes to any destination for motorists, pedestrians, cyclists, and transit users. It also allows for increased accessibility, creating multiple points for crossing or changing direction. While constrained by water and topography in some instances, Winona's street grid remains the ideal way to allow multiple options for movement and to support the range of transportation modes.

Winona's street grid also serves two other purposes. The street grid is ideal for utility development, allowing for the efficient establishment and extension of utilities in the public right-of-way to reach new users. The street/utilities grid enables Winona to easily adapt and grow and has been a demonstrated success in the island portion of the city. In additional, an interconnected grid of rights-of-way helps establish the pattern of lots, street frontages, and the corresponding value of investment in private properties. By establishing narrower street rights-of-way with consistent and relatively small blocks, the City can continue to limit the amount of land area dedicated to streets and establish more land area for development while still supporting the efficient and convenient movement of people.

Small block sizes and regularly interspersed streets are ideal for walkability, creating a land use pattern that creates more destinations within easily accessible distances. Traditionally, Winona has supported mixed use commercial or recreational facilities approximately every four blocks (~.3 miles), well within a "walkshed" of a half mile, fostering connected neighborhoods and attracting high quality development. Winona's development pattern also created more value, allowing for access to more street frontage within a walkshed, supporting more corner lots, allowing for the easy subdivision of properties, and easy access to lots with its regular system of public alleys serving the rear of lots.

Most of the streets within the island portion of the city are local streets. The city is committed to upgrading these streets to complete streets design as they are reconstructed. A detailed Transportation System Plan is needed to evaluate these streets and identify the appropriate complete street designs for the range of local streets based on their function and context in Winona.

A key goal for improving the city's streets is traffic calming, which is the ability to use physical design of streets and other measures to improve safety for motorists, pedestrians, cyclists, transit, and other road users. Traffic calming is one approach to combat speeding and other unsafe behaviors of road users. It aims to encourage safer, more responsible driving. The best traffic calming strategies for a particular street will depend on a number of factors including the right-of-way width, the amount of traffic, the surrounding environment, character of the neighborhood, and intended use of the street. The benefits of traffic calming are numerous, including increased safety for pedestrians and cyclists, reduced traffic noise and pollution, reduced enforcement costs, and improved property values.

Context Sensitivity

The term context sensitivity in here refers to considering community livability, in addition to safety and mobility goals, in transportation projects. Examples of context sensitive solution include: lighting, buffering, and traffic calming measures that maintain or improve the quality of life for those impacted by transportation projects. A context sensitive approach is noted both in the 2017 Complete Streets policy as well as the Goals, Objectives, and Strategies section of this chapter.

FIGURE 11.10 WIDER TRAVEL LANES

Regional Roadways – Principal and Minor Arterial Streets

Winona's street network also includes a regional network of highways and other roadways providing connections to major activity centers in Winona as well as other cities in the region. Regional roadways in Winona include the following street types:

» Principal arterial roadways – US Hwy 61, MN Hwy 43 (south of Hwy 61)
» Minor arterial roadways – MN Hwy 43 (north of Hwy 61 to the river), Sarnia St/Gilmore Ave, Huff St, Mankato Ave, Broadway St/6th St, 5th St, Riverview Dr, Pelzer St, Homer Rd/Pleasant Valley Rd, US Hwy 14
» Truck routes

Regional roadways are critical for regional needs, including work commuters, long-distance travelers, and freight movement. With Winona's limited access points, regional roadways also serve as critical connections for local residents and businesses. The understandable focus on the traffic flow functions of regional roadways often results in less of a focus on local community needs. Regional roadways in Winona, e.g. Hwy 43 and Hwy 61, also serve as barriers for movement for local drivers, walkers, and bicyclists. While these roadways are under state or county jurisdiction often times, the city is committed to proactively partnering with these agencies to balance the regional and local needs of these roadways, including reducing their negative impacts and role as barriers to local people movement. Regional roadways can accommodate the needs of larger freight vehicles without being designed exclusively for regional freight traffic.

Walking and Bicycling Network
Sidewalks

The city's traditional street grid pattern of small blocks with sidewalks on both sides of most streets means the city currently has a comprehensive network of walkways. The city completed evaluations of its walkway system as part of the 2017 Complete Streets Policy and Pedestrian & Bicycle Plan and the 2018 ADA Transition Plan. The city has a sidewalk inspection and maintenance program that operates on a 12-year cycle. The city is divided into 12 sidewalk zones so each zone is inspected and receives major maintenance every 12 years. The city's 2018 ADA Transition Plan identified that the city has a significant number of non-compliant sidewalks (less than 5 ft. in width) and pedestrian curb ramps (not meeting current ADA requirements). Winona's relatively small block sizes mean the city has more street crossings than cities with larger blocks. Therefore, providing and maintaining high quality crosswalks and pedestrian curb ramps is an important component to a high quality walkway system. Having a robust sidewalk network is not enough to create a high quality walkway network if pedestrian street crossings are not comfortable and safe. The city's long-term opportunities for improving its walkway system include:

» Removal of tripping hazards;
» Minimum ADA sidewalk width of 5 ft.;
» Fill sidewalk gaps;
» ADA compliant pedestrian curb ramps;
» Crosswalk marking maintenance and improvements (e.g. wider, more visible where appropriate);
» Curb extensions/bumpouts on streets with on-street parking to reduce the pedestrian crossing distance;
» Reducing curb radii to slow down turning vehicles;
» Adding crossing islands/pedestrian refuges on wider, high traffic streets;
» Adding flashing beacons or in-street pedestrian crossing signs at crosswalks;
» Consider a sidewalk snow and ice clearing program.

Bikeways and Micromobility

The city's vision is to develop a comprehensive bicycle network that ensures all neighborhoods have convenient access to bikeways. Winona aspires to become a leader in Minnesota for bicycle infrastructure. The proposed future bicycle network is intended to create an "island bike loop" along the riverfront, the eastern and western segments of Gilmore Creek, and Lake Winona primarily. The network would connect the city's primary destinations including the downtown, riverfront, Hwy 61/Mankato Ave commercial area, schools, Winona State University campus, parks, river bluff recreation areas, employment areas, and hotels. The 2017 Pedestrian and Bicycle Plan proposes a future 69-mile bicycle network in Winona. This scale of bicycle network is comparable to other cities of similar size based on the proposed bicycle network miles as a percentage the city's street network miles.

In determining the appropriate type of bicycle facility for each segment of the bicycle network, a key goal is to create a low stress environment for bicyclists. To achieve this goal, the proposed future bicycle network could include a mix of separated bicycle lanes, shared use paths, bicycle boulevards, buffered bicycle lanes, standard bicycle lanes, advisory bicycle lanes, shared lane markings, paved shoulders, and green conflict zone pavement markings. The future bicycle network map is intended to be a guide for developing the network in terms of desired routes and facility types. As the network is being developed to create a low stress bicycling environment, alternative routes and facility types may need to be considered to balance out needs for vehicle movement, on-street parking, or right-of-way acquisition that is prohibitively expensive.

As the city improves and expands its bicycle network, it should consider accommodating a wider range of options for shorter trips and active transportation within the city. Often called micromobility, these options can include small, low-speed, human- or electric-powered transportation equipment, including bicycles, scooters, electric-assist bicycles, electric scooters (e-scooters), and other small, lightweight, wheeled equipment.

A phased approach for developing the future bicycle network will be needed based on prioritizing of trail/bikeway segments and street crossings, coordination with other public works projects, and costs. High level phasing, costs, and funding options are identified in the 2018 Pedestrian and Bicycle Plan.

Transit Network

Winona Transit serves the cities of Winona and Goodview with traditional and deviated routes as well as dial-a-ride services. Dial-a-ride also provides service up to two miles outside both cities. The system's four regular routes are:

» Goodview/West Corridor
» Broadway/Crosstown Corridor
» Mankato/East Corridor
» Sarnia/Crosstown Corridor

The city intends to improve and expand transit service to meet changing demand related to:

» Growth of employment areas
» Changes in development patterns, e.g. more mixed use areas with development of housing in current commercial areas
» Technology changes, e.g. web/mobile apps
» Integration of micromobility options, e.g. bikes and scooters, both human- and e-powered

Overall, Winona's transit service involves the State of Minnesota which provides funding, a 3rd party responsible for operations, and the City of Winona which provides administration. Improvements to the system require coordination among each entity.

FREIGHT MOVEMENT

Winona is a hub for freight transportation in Minnesota. Trucks, trains, barges, and planes all converge on the city to the benefit of the local and regional economy. The commerce from these modes comes with layers of logistical planning and safety hazards that must be navigated to keep each of the systems running smoothly.

Trucking

Winona is home to many industrial and commercial companies that collectively provide a large number of jobs for Winona and surrounding area residents. To survive and thrive, these companies rely on the network of roadways extending to/ from, and through the community. The federal and state highway system (i.e. U.S. 61, U.S. 14, and MN 43 in Winona) is the backbone of the truck route network. Minnesota highways that by law automatically allow truck traffic include U.S. Trunk Highways (UST), Minnesota Trunk Highways (MNT), County State Aid Highways (CSAH), and Municipal State Aid Streets (MSAS). Transportation of freight by truck is a key connector between other transportation modes: trains, barges, and aircraft. In many cases freight that leaves or comes to Winona must at some stage be transferred to trucks to get it to its final destination.

Designated Truck Routes have been established as roadway segments upon which trucks are legally allowed to operate (See Figure 11.9 the Intermodal Networks Map). The truck routes network is established by the City Council as the preferred roadway segments for trucks to travel within the city. While trucks can legally operate on other streets within the city, the purpose of designated truck routes is two-fold – to provide wayfinding for truck drivers to access the most efficient routes within the city and to reduce the amount of truck traffic on residential streets. The city's designated truck routes network was modified in 2019 to improve access to industrial areas and to address past issues regarding awareness and signage of the route. In addition, truck route designation can help elevate the importance of these road segments and increase their priority for roadway funding requests.

In some cases, existing truck routes have resulted in problems with loading operations, noise and congestion in residential neighborhoods and the downtown. The location of port and rail facilities along the waterfront within the city necessitates truck routing through the heart of the city and residential areas. This makes it essential that these routes continue to be designed and improved to minimize the disruption and hazards that they have the potential to create, especially through residential and mixed-use areas of the city.

Railways

Winona's railroad history dates all the way back to the 1860s. In the year 1862, local businessmen organized the Winona and St. Peter Railroad. While the development of the railroad helped people travel from place to place more efficiently, it also contributed to the import and export economy of Winona by providing new markets for both sending and receiving goods. Freight trains remain integral to the economy in Winona. A 2021 merger between Canadian Pacific Railway and Kansas City Southern increased train traffic in Winona and other Minnesota river towns by 50 percent, increasing the number of trains per day from 12 to 18 (Winona Post).

While they are economically important freight trains passing through or stopping in Winona can cause disruptions, and create safety hazards with other transportation modes. Disruptions caused by rail traffic include road traffic backups as trains pass through or when switching tracks. There are over a dozen at-grade crossings in Winona. This can be especially problematic for emergency vehicles which may be stalled or forced on to longer routes to get around trains and to their destinations. The city of Winona installed a system of warning lights in recent years intended to give drivers and emergency responders advance notice of switching trains, helping them avoid the blockage. Trains also present a safety hazard due in part to limited slight lines of operators and long stopping distances. It is important that future updates and maintenance of crossings, as well as potential conflict areas not designated as crossings, continue to prioritize minimizing conflicts with the City's motorized and non-motorized transportation modes in order to make crossings as safe as possible.

River Freight

The Mississippi River is an integral part of the character of Winona, historically, visually, and economically providing major commercial and recreational opportunities. Freight transportation over water on barges and other water craft is incredibly efficient and in 2019 over 1.5 million net tons of cargo passed through Winona. The U.S. Corps of Engineers maintains the Mississippi River System. They dredge the width and depth of the channel to accommodate 9-foot-deep barges, and they operate the 29 locks and dams on the Upper Mississippi. The most recent dredging project was completed in 2023. River sand that is dredged is transported to the Homer Beneficial Use Site, south of Winona and put to use as construction fill. There is a downward trend in total tonnage at all facilities as noted below, however the value of the products/commodities handled by the river businesses continues to increase.

While river fright does bring economic value it also brings with it potential for conflict between uses. Addressing potential conflict points between waterway uses for commerce and recreation is an important consideration. Both of these uses are of high value to the city and contribute to economically and to quality of life and must be considered both separately and in concert with one another. Investment into the port facilities improvements including signage and education can help to facilitate growing both sectors while increasing the safety and separation between uses.
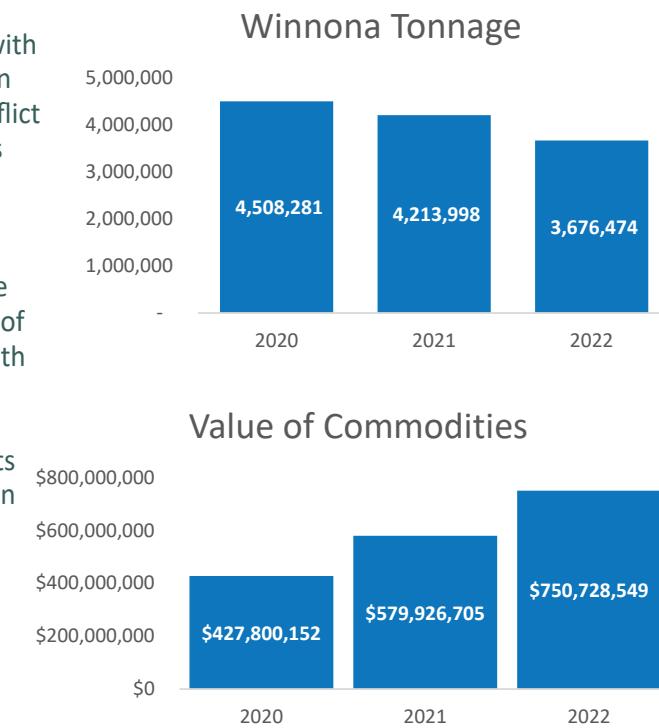
Winnona Tonnage

Year	Tonnage
2020	4,508,281
2021	4,213,998
2022	3,676,474

Value of Commodities

Year	Value
2020	$427,800,152
2021	$579,926,705
2022	$750,728,549

FIGURE 11.11 COMMERCIAL HARBOUR REPORT

Airport

Winona's Municipal Airport –Max Conrad Field (FAA ID: ONA), functions both as a people and freight mover for the City. In 2019 a Master Plan was completed for the airport. The report known as The Triggering Event Master Plan (TEMP) was developed to provide the Airport Sponsor (City of Winona) with a flexible roadmap for future building development based upon new building development opportunities, aviation demand, facility needs, and the Sponsor's airport goals and vision. ONA is part of the National Plan of Integrated Airport Systems (NPIAS) classified as a key system airport by the State of Minnesota. ONA recently reconstructed Runway 12-30 (5,679' x 100') and decommissioned the Crosswind Runway 17-35 and converted it into a taxiway. This reconfiguration resulted in additional non-runway land in the south building area.

ONA attracts a variety of aviation usage including corporate activity. New forecasts were developed as part of this plan. The airport is forecasted to have modest growth in based aircraft and operations over the next 20 years.

The Plan identified facility needs within the next 10 years but also acknowledged that the accomplishment of some of these projects are likely to shift depending on actual demand. The recommendation include:

» Remove the existing VOR facility to enable new main building area development.
» Redevelop the main building area to improve the flow and efficiency of traffic, as well as the overall aesthetics. Provide additional corporate hangar sites.
» Rehabilitate the old terminal building and provide public access.
» Focus non-commercial hangar development in the south building area. Preserve Taxiway C with T-hangars to the east, and box hangars to the west.
» Address taxiway geometry deficiencies through long-term reconfigurations.
» Rehabilitate airport pavements to preserve airport utility.
» Improve overall building area access and security.

Working towards these project goals while adjusting and pivoting based on changes to demand and use will help ONA to more effectively serve the needs of the Winona community for passenger and freight transportation by air.

Airport Operational Statistics	
Aircraft base on the field: 29	Aircraft operations: avg 29/day*
Single engine airplanes: 25	58% local general aviation
Multi engine airplanes: 2	33% transient general aviation
Jet airplanes: 1	8% air taxi
Gliders airplanes: 1	<1% military

TRANSPORTATION INVESTMENT AND FISCAL SUSTAINABILITY

Fiscal sustainability applied to transportation refers to the long-term financial viability and stability of Winona's transportation system. In particular, it means that transportation infrastructure and services can be maintained without placing an excessive burden on government budgets and taxpayers. Once a road is built, in most cases it must be maintained indefinitely. Given Winona's limited population growth projections over the effective period of this plan, it is especially important to consider sustainability when making transportation investments in the city.

As projects arise, Winona's transportation network represents opportunities for reinvestment to meet the needs and desires of the public. Winona's transportation network includes investments in infrastructure for movement of people and freight, and often other utility infrastructure serving residents such as sewer, water, and stormwater utilities. Winona continues to operate effective legacy infrastructure and new utility infrastructure lasting 50 to 100 years and streets can last a range of 30 to 50 years. Infrastructure projects represent an opportunity to reassess the needs of the community for a long-time horizon and implement practices that support the goals and desires of the public.
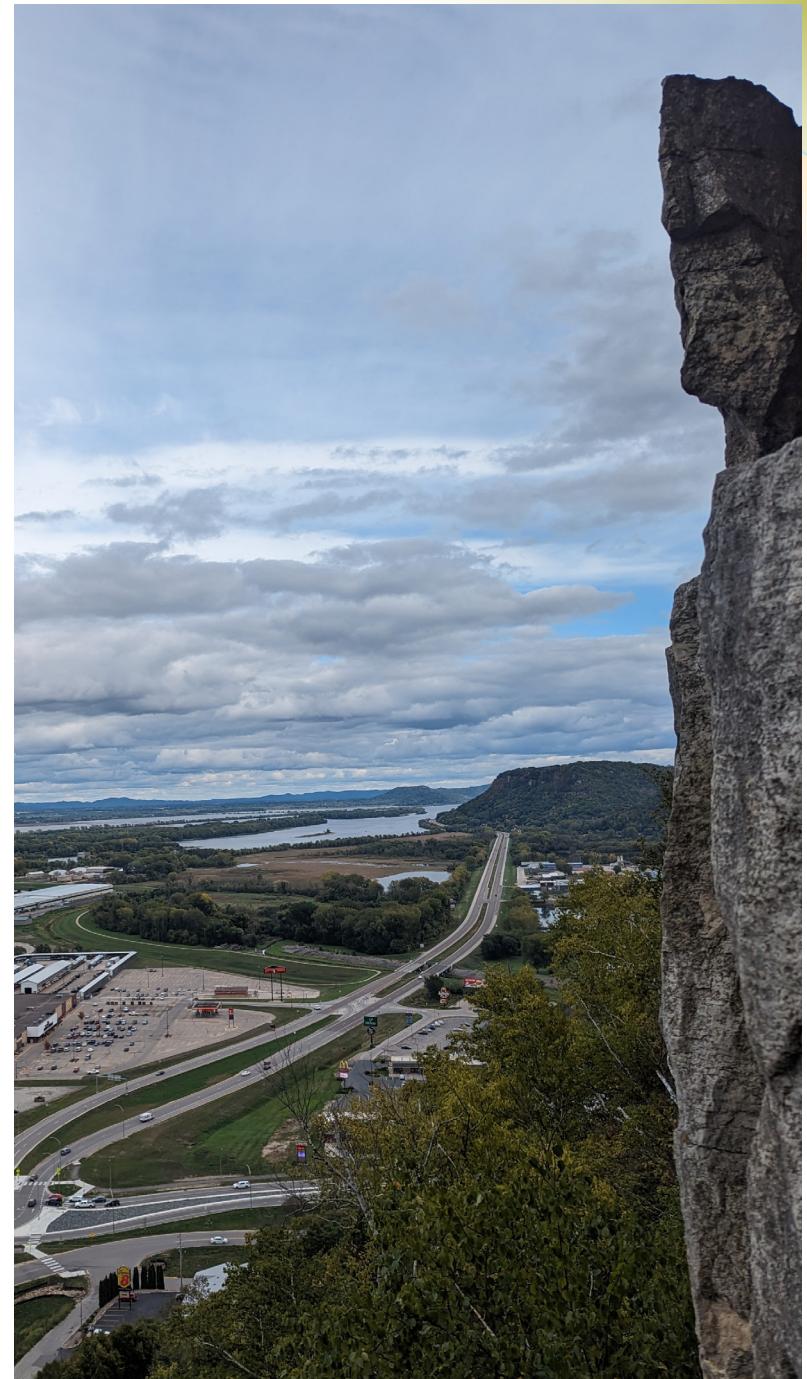
GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Transportation Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» **Short-term:** These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.

» **Long-term:** These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.

» **Ongoing**: These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It is important to note that while the following goals, objectives, and strategies give direction to City and community leaders, it is likely not all will be addressed during the effective period of this plan.

Goals

Twelve goals were identified for Transportation:

1. Ongoing Upgrades and Maintenance to Existing Streets
2. Network of Sidewalks that Connects All Areas of the City and to the Regional Trail Network
3. Well Connected Bicycle and Micromobility Network
4. Safe Routes to Schools
5. Public Transportation Improvements to Support Increased Use
6. Truck Routes Network Improvements
7. Street Design for Improvement Projects Incorporate Safety for All Travel Modes and the City's Complete Streets Policy

8. Commercial Harbor and Port Facilities Improvement and Expansion
9. Multi-Functional Mississippi River Corridor
10. Winona Municipal Airport Effectively Supports Winona's Freight and Passenger Needs
11. Improved Regional Freight System While Minimizing Conflicts with the City's Multi-Modal Transportation System
12. Passenger Rail Service Improvements and Expansion

PHASING KEY: **S** Short Term   **L** Long Term   **O** Ongoing

Goal 1: Ongoing Upgrades and Maintenance to Existing Streets

Objective:	1.1	Improve the aesthetics and cleanliness of streets through streetscape/landscape improvements and code enforcement		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
1.1.1	Review components proposed in the Complete Streets and Pedestrian & Bicycle Plan regarding snow removal.		S	**Community Development Department**
1.1.2	Consider human-scale elements that promote the friendly and unique spaces in public rights-of-way.		S	Public Works Department
1.1.3	Consider street design that promotes interesting connections between places.		S	Park and Recreation Department

Objective:	1.2	Pursue investments in upgrades and regular maintenance of streets that are consistent with the goals of the Complete Streets Policy and Pedestrian & Bicycle Plan as well as the Parks and Recreation Master Plan		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
1.2.1	Develop transportation infrastructure that clearly communicates the desire for slower speed movement through the city making it safe, convenient, and comfortable to do so for users.		O	
1.2.2	Consider context sensitive urban design elements that can be incorporated into funding for maintenance and improvements on existing streets.		S	**Public Works Department**
1.2.3	Seek grant funding (federal, state, county) and private partnerships and proactively program street improvements to be paired with grant funding cycles.		O	Community Development Department
1.2.4	Evaluate goals of supporting plan documents for consistency with available funding sources and priorities.		S	

Objective:	1.3	Allow for substitution of transit, bicycles, and other multi-modal systems when considering new developments' vehicular circulation needs		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
1.3.1	Reevaluate the Unified Development Code standards for parking and circulation.		S	**Community Development Department**
1.3.2	Consider re-wording the language for circulation regulations rather than explicitly naming parking for automobiles.		S	Planning Commission

Objective:	1.4	Evaluate the existing street network's connectivity for balancing access to businesses and ease of movement for users of all transportation modes within existing pavement widths and existing rights of way		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
1.4.1	Consider new streets/extensions to improve the street network's connectivity, including additional eastern access points to Highway 61.		L	**Public Works Department**
1.4.2	Consider opportunities for the conversion of signalized intersections to more appropriate traffic control methods, e.g. roundabout, 4-way stop.		O	Community Development Department

Objective: 1.5	Prioritize compliance for disabilities- and dementia-friendly facilities citywide (all topics, objectives, documents); become a destination for those who are differently abled		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.5.1	Develop basic and specialized transportation options for people with disabilities and ensure accessibility.	L	**Public Works Department**
1.5.2	Review dementia-friendly standards and implementation related to signage, traffic calming, and other street design (accessibility and dementia friendly street design).	S	
1.5.3	Implement the Americans with Disabilities Act (ADA) Transition Plan and update it regularly to reflect current standards.	O	
1.5.4	Leverage information and resources from advocacy organizations, such as the National Aging and Disability Transportation Center.	O	
1.5.5	Become a state leader in accessible transportation by considering accessibility in all transportation decision making.	O	

Objective: 1.6	Make rail crossing improvements that are safe, convenient, and comfortable		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
1.6.1	Improve at-grade crossings where needed to improve vehicular and multi-modal transportation across rail lines.	S	**Public Works Department** Park and Recreation Department Community Development Department
1.6.2	Work with railroads to prioritize improvements of at-grade crossings and implement a consistent plan to address them.	L	

Goal 2: Network of Sidewalks that Connects All Areas of the City and to the Regional Trail Network

Objective:	2.1	Expand and fill in the gaps in the network of sidewalks and crosswalks in order to provide safe, convenient, and comfortable pedestrian access throughout Winona		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
2.1.1		Develop infrastructure that clearly communicates where to go and how to access the river, making it safe, convenient, and comfortable to do so for recreation and commuter users.	L	**Public Works Department** Community Development Department
2.1.2		Consider updating the Unified Development Code to implement sidewalks on both sides of the street for new subdivision development.	S	
2.1.3		Incorporate shared use paths connecting new subdivisions to recreation trails networks.	S	
2.1.4		Promote shorter crossing distances at intersections (and narrower streets in general).	S	

Objective:	2.2	Continue to reinvest in sidewalk maintenance in a section-by-section approach under the Sidewalk Improvement Program		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
2.2.1		Consider additional funding sources for improvements detailed in supporting plan documents (e.g. Pedestrian & Bicycle Plan and Parks and Recreation Master Plan) as well as alternative sidewalk snow/ice removal treatments (e.g. low salt).	S	**Public Works Department** Community Development Department Port Authority
2.2.2		Implement the ADA Transition Plan outcomes for sidewalk improvements.	O	

Goal 3: Well Connected Bicycle and Micromobility Network

Objective:	3.1	Connect transit stops and destinations with bicycle/micromobility infrastructure where appropriate		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.1.1		Consider placement of transportation hubs that can act as connection points from biking/micromobility to other transportation options.	L	**City Clerk's Office**

Objective:	3.2	Achieve modern standards for bike/micromobility infrastructure and safety (e.g. NACTO urban bike design guidance)		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.2.1		Conduct a network analysis of Winona's existing and proposed bicycle/micromobility infrastructure network.	S	**Public Works Department** Community Development Department Park Maintenance Department
3.2.2		Evaluate and update existing signage and on-street markings for consistency and conformance with current standards.	S	
3.2.3		Develop safe biking and micromobility education programs and awareness.	L	
3.2.4		Consider a snow/ice removal and sweeping program for the bicycle/micromobility network.	L	

Objective:	3.3	Expand recreational bike paths along lakes to the West and East (e.g. Shives Road)		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.3.1		Consider on-street and additional trail connections.	S	**Park and Recreation Department** Public Works Department
3.3.2		Review proposals from the Complete Streets and Pedestrian & Bicycle Plan for implementation.	S	

Objective:	3.4	Establish improved bicycle/micromobility crossings of Highway 61 (e.g. Gilmore Ave, tunnel, or bridge)		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.4.1		Consider trail funding to implement priority crossing improvements from the Park and Recreation Master Plan.	S	**Public Works Department** Park and Recreation Department
3.4.2		Implement bicycle/micromobility infrastructure for crossing Highway 61 at Vila Street.	S	
3.4.3		Consider enhancements to other Highway 61 crossings besides Vila Street.	L	

Objective:	3.5	Expand the network of bicycle, micromobility, and pedestrian trails that provide transportation use along with recreation use		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.5.1		Improve the network to connect residents to schools, parks, retail areas, downtown, and houses of worship as well as existing trails within and near Winona.	L	**Park and Recreation Department**
3.5.2		Implement the Parks and Recreation Master Plan connection corridors and other trails.	L	Public Works Department

Objective:	3.6	Expand and improve the on-street bicycle/micromobility network in order to safely connect bicycle commuters and recreational riders with trails and destinations		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.6.1		Consider trail funding to implement proposals from the Park and Recreation Master Plan.	S	**Park and Recreation Department**

Objective:	3.7	Promote the use of multi-modal connections to recreational destinations (e.g. Lake Winona and the River) so that movement is safe, convenient, and comfortable and can be accomplished without a motor vehicle		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.7.1		Consider developing linear parks or parkways for multi-modal connections.	L	**Park and Recreation Department**
3.7.2		Develop infrastructure that clearly communicates where to go and how to access the river, making it safe, convenient, and comfortable to do so for recreation users.	O	Public Works Department

Objective:	3.8	Incorporate bicycle parking facilities in public rights-of-way and off-street parking areas		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.8.1		Reevaluate the Unified Development Code standards for bicycle parking implementation.	S	**Community Development Department**
3.8.2		Consider context-sensitive design elements for implementation of bicycle parking in public rights-of-way when performing regular maintenance activities.	O	Park Maintenance Department

Goal 4: Safe Routes to Schools

Objective:	4.1	Consider a Safe Routes to Schools program in coordination with Winona Area Public Schools (WAPS)		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.1.1	Improve access for children attending school.	S	**Public Works Department**
4.1.2	Discuss City/WAPS coordination on bus routing.	S	Winona Area Public Schools City Clerk's Office

Objective:	4.2	Connect schools with recreation areas via traffic calmed streets (e.g. Lake Street/Park Drive, 7th Street)		

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
4.2.1	Develop context-sensitive guidelines for street design around and connecting schools.	S	**Public Works Department**
4.2.2	Create safe, convenient, and comfortable connections for children on foot, bicycling, or using other transportation options to attend school.	S	Winona Area Public Schools

Goal 5: Public Transportation Improvements to Support Increased Use

Objective:	5.1	Lower cost barriers to use public transit

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.1.1	Examine and consider fare free transit, particularly for low-income residents.	S	**City Clerk's Office**

Objective:	5.2	Implement user-friendly technology to make transit use the easy option for movement in the city

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.2.1	Consider a mobile/web app that can assist potential riders in planning their trips when using public transit.	L	
5.2.2	Consider implementing electronic display boards at transit stations and shelters displaying the next buses' arrival times.	L	**City Clerk's Office**
5.2.3	Allow public transportation systems to be integrated (e.g. one pass to access multiple systems).	L	

Objective:	5.3	Consider increased support for public transit

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.3.1	Examine the establishment of a full-time position for a Transit Coordinator for the City of Winona.	S	**City Manager's Office** City Clerk's Office

Objective:	5.4	Lead as a transportation hub in the Southeast Minnesota region, connecting Winona to other locales with easy interurban to local access

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.4.1	Holistically consider the transit network beyond existing bus service to connect other transportation options.	L	
5.4.2	Integrate micro-mobility options in the City that seamlessly work with City of Winona Transit (help solve "last mile" problem), including bicycle parking facilities.	L	**City Clerk's Office**
5.4.3	Promote a transit hub connecting transit with easy to access long-range transportation options and micro-mobility options.	L	

Objective:	5.5	Promote land use development strategies that incorporate pedestrian, bicycle and transit access and reduce dependence on private vehicles

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.5.1	Examine the Unified Development Code to remove or relax regulatory barriers for investment along transit lines and other multi-modal corridors (Transit Oriented Development).	S	**Community Development Department**
5.5.2	Consider subdivision standards that promote options other than driving.	S	City Clerk's Office

Objective:	5.6	Encourage large employers to support the transit system		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.6.1		Consider financial partnerships to support transit users with subsidized, partial, or free transit, especially for lower-income users.	S	**City Clerk's Office**

Objective:	5.7	Analyze the existing transit network for service priorities and improvements to promote utilization in support of businesses		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.7.1		Explore the various autonomous electric vehicles suitable for public transit and commit to a pilot program for one or two of these vehicles.	L	**Public Works Department** City Clerk's Office
5.7.2		Partner with MnDOT or other appropriate agencies to promote a pilot program in Winona.	L	
5.7.3		Evaluate the days/hours of operation and frequency of transit service to meet users' needs.	O	

Goal 6: Truck Routes Network Improvements

Objective: 6.1	Improve safety and efficiency of truck traffic in Winona while minimizing impacts on residential neighborhoods, mixed use districts, and tourism attractions so as to improve overall quality of life		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.1.1	Reevaluate truck routes in Winona.	L	
6.1.2	Consider infrastructure such as modal filters, streetscaping, traffic calming, and signage that improves the safety of right-of-way users and the livability of neighborhoods along truck routes.	S	**Public Works Department**
6.1.3	Create appropriate design for truck routes to facilitate movement through the community on a case by case basis.	O	

Objective: 6.2	Assess the current truck routes in the city and pursue a truck routes management system and promote changes that will improve access through the community		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.2.1	Examine working with Global Positioning System (GPS) technology providers to provide truck route priorities through the Pelzer Street and Mankato Avenue corridors.	S	**Public Works Department**

Objective: 6.3	Improve livability along truck routes		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.3.1	Enforce vehicle noise laws on all routes and citywide to the extent feasible.	O	**Various Departments**

Goal 7: Street Design for Improvement Projects Incorporate Safety for All Travel Modes and the City's Complete Streets Policy

Objective: 7.1	Facilitate planning processes before design for streets programmed for improvements		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.1.1	Examine public participation methods for road projects.	S	**Public Works Department** Community Development Department
7.1.2	Evaluate the project proposal timeline for improvements to facilitate public involvement.	S	
7.1.3	Develop a street design manual for the inclusion of Complete Streets and placemaking elements in regular street improvements.	S	

Objective: 7.2	Promote narrower street widths, travel lane widths, parking lane widths, and intersection crossing distances by following urban street design guidance from appropriate transportation organizations		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.2.1	Consider adopting street design guidelines that promote context-sensitive street design adapted specifically to Winona's built pattern.	S	**Public Works Department** Community Development Department

Objective: 7.3	Promote context-sensitive street design consistent with Winona's built pattern while utilizing existing funding sources		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
7.3.1	Consider using the MN DOT design elements variance process and applying to the Municipal State Aid Roads program when funding street improvements with state funding.	S	**Public Works Department**
7.3.2	Emphasize traffic calming in considering street reconstruction projects.	S	
7.3.3	Emphasize a pedestrian-friendly street design for appropriate streets.	S	

Objective:	7.4	Incorporate traffic calming measures in future street reconstruction and resurfacing projects throughout the community to address identified neighborhood problems		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
7.4.1	Consider context-sensitive design for residential streets that promotes slow speeds.		S	**Public Works Department**
7.4.2	Design street reconstruction projects with narrower lane widths that discourage excessive traffic speeds where appropriate.		S	
7.4.3	Consider reducing lanes of traffic and improved pedestrian crossings for multi-lane roads when appropriate, as some corridors in Winona continue to be identified as barriers and safety concerns.		S	
7.4.4	Examine standards for emergency response vehicles' use of streets.		S	
7.4.5	Prioritize preferred separated/protected bicycle/micromobilitiy facilities and consider additional on-street facilities.		S	

Objective:	7.5	Respond to and implement the Complete Streets Policy and Pedestrian and Bicycle Plan when presenting items to governing bodies		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
7.5.1	Refrence the goals, network plan, and design elements in the Policy and Plan when considering public infrastructure projects at City Council and/or other applicable governing boards.		O	**Public Works Department**
7.5.2	Implement elements of the Policy and Plan when conducting other public infrastructure improvements where possible.		O	
7.5.3	Reevaluate and remove exceptions that limit implementation of adopted policy and plan.			

Objective:	7.6	Design streets in new subdivisions to reflect Winona's traditional connected street pattern		
Implementation Strategies:			Phasing	Lead and Coordinating Agencies
7.6.1	Emphasize connectivity of new streets to the existing street network and adjacent subdivisions where feasible.		O	**Community Development Department**
7.6.2	Design street networks that protect blufflands, water features, and other unique topography.		O	

Goal 8: Commercial Harbor and Port Facilities Improvement and Expansion

Objective:	8.1	Support and invest in the commercial harbor as the primary docking facility for the City of Winona while also balancing private interests and public recreation desires		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
8.1.1	Facilitate improvements to support and accommodate the Riverfront Trail and minimize interference with commercial traffic in the main shipping channel.		L	**Community Development Department**
8.1.2	Implement the Riverfront Trail network.		L	Public Works Department Port Authority

Objective:	8.2	Evaluate multi-modal facility needs and impacts on truck routes and traffic with the goal of not increasing truck volumes on non-truck routes		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
8.2.1	Survey and analyze the needs of users to promote the movement of goods and transportation in Winona.		L	**Port Authority** Public Works Department

Goal 9: Multi-Functional Mississippi River Corridor

Objective:	9.1	Balance the needs of transportation, commerce, recreation, and environment (e.g. mitigate conflict between commerce and other users)

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.1.1	Survey and analyze the needs of Mississippi River users on a regular basis to determine the desires of various users.	S	
9.1.2	Promote and continue the use of water-borne transportation.	O	**Port Authority**
9.1.3	Develop a strategic plan for Mississippi River use that can be updated regularly to help balance the uses of the Mississippi River.	L	

Objective:	9.2	Promote recreational use and opportunities along the Mississippi River

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.2.1	Improve signage for access to the Mississippi River for recreation users to improve accessibility.	S	**Port Authority**
9.2.2	Implement improved recreational river access infrastructure to facilitate ease of use.	L	Park and Recreation Department
9.2.3	Coordinate resources from private and public partners to ensure river access is easy to understand for the casual recreational user.	O	

Objective:	9.3	Support the Riverfront Trail and its associated shared use path network

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.3.1	Implement the Parks and Recreation Master Plan connections between the Riverfront Trail and other recreation destinations of the City.	L	**Park and Recreation Department**
9.3.2	Proactively seek funding to implement the Riverfront Trail network.	L	Public Works Department

Objective:	9.4	Signage and communications for river access and types of use

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
9.4.1	Implement a strategic communications plan that includes wayfinding and regular communications to promote river access and types of use.	S	**Community Development Department**
9.4.2	Develop infrastructure that clearly communicates where to go and how to access the river, making it safe, convenient, and comfortable to do so for recreation users.	S	Park and Recreation Department

Goal 10: Winona Municipal Airport Effectively Supports Winona's Freight and Passenger Needs

Objective:	10.1	Utilize the airport to maintain and expand services for Winona's industries		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
10.1.1	Survey and analyze the needs of airport users to promote the movement of goods and transportation in Winona.		S	**Port Authority**
10.1.2	Partner with private and public organizations that have the ability to implement programmatic and infrastructure improvements.		S	Public Works Department

Goal 11: Improved Regional Freight System While Minimizing Conflicts with the City's Multi-Modal Transportation System

Objective:	11.1	Support the rail industry as a viable means of goods movement into and out of Winona		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
11.1.1	Support the MN DOT freight surveys and analyze the needs of rail users to promote the movement of goods and transportation in Winona.		S	**Port Authority**
11.1.2	Partner with private and public organizations that have the ability to implement programmatic and infrastructure improvements.		S	

Objective:	11.2	Improve safety where there are potential conflict points between railroad functions and adjacent development or other forms of transportation		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
11.2.1	Implement improvements to at-grade crossings and consider grade-separated crossings (e.g. overpasses) where feasible.		L	**Community Development Department**
11.2.2	Ensure that rail related emergency response procedures are in place and residents/businesses are aware of them.		S	Public Works Department

Objective:	11.3	Levee Park Rail Yard relocation for the use of recreational space and developable land along the Levee Park area and to promote integration with downtown		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
11.3.1	Partner with private organizations to support the analysis and implementation of removal where feasible.		S	**Port Authority**
11.3.2	Analyze the areas affected for needed mitigation and support before reinvestment can occur.		L	

Objective:	11.4	Assess impact of railroads and street crossing backups on a regular basis (use existing website inquiry process)		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
11.4.1	Support limiting switching movements that negatively impact street crossings.		L	**Community Development Department**
11.4.2	Include impacts from railroads and street crossing backups in network analyses of transportation users.		O	
11.4.3	Reassess the Wall Street track and switching movements and work with railroads to improve efficiency and safety.		S	Public Works Department

Goal 12: Passenger Rail Service Improvements and Expansion

Objective:	12.1	Advocate for the Amtrak Station improvements and treat the Amtrak Station as a welcoming entrance to the City		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
12.1.1	Consider infrastructure reinvestment to support the Amtrak Station area.		L	**Community Development Department**
12.1.2	Reevaluate the area's land use patterns for future investment.		S	
12.1.3	Seek private partnerships for Amtrak Station area reinvestment that could help meet the City's housing and commercial demand.		L	
12.1.4	Reevaluate the Unified Development Code zoning regulations to promote housing and mixed use commercial reinvestment around the Amtrak Station.		S	

Objective:	12.2	Support and promote operational improvements to the Amtrak Station		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
12.2.1	Assess staffing needs (volunteer or paid) or new technology that can help address needs of visitors and users of the station.		S	**Community Development Department**
12.2.2	Implement a strategic communications plan that includes consistent signage connecting the Amtrak Station to the community.		L	

Objective:	12.3	Provide multi-modal access to the location around the Amtrak Station (e.g. bicycle and scooter share programs, rideshare apps, transit service, and rental car services, transportation hub)		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
12.3.1	Develop infrastructure that clearly communicates where to go and how to access the rest of the city making it safe, convenient, and comfortable to do so for visitors and other rail users.		L	**Community Development Department**
12.3.2	Consider a transit hub around the Amtrak Station.		S	City Clerk's Office

Objective:	12.4	Support historic rehabilitation of the Amtrak Station and provide additional interpretive signage		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
12.4.1	Provide improved wayfinding and informational signage at the Amtrak Station to act as a welcoming gateway for the City (e.g. regional kiosks for visitors and users).		L	**Community Development Department**

| Objective:	12.5	Support regional rail network planning in the surrounding region		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
12.5.1	Advocate for additional Twin Cities-Milwaukee-Chicago train service and support rail reinvestment efforts.		O	**Community Development Department**
				Port Authority

ARTS & CULTURE

PURPOSE

Arts and culture continues to be an integral part of Winona. The 2007 Comprehensive Plan included an Arts and Humanities chapter that identified the desire for increased participation in the community's arts and culture activities; the community's recognition of the arts as a valued part of daily life; and the opportunity for arts to be an economic development and tourism generator for the community. The community continued its arts and culture planning in 2022 with the creation of the city's first ever Arts and Culture Strategic Plan. The strategic plan was created by a community-wide steering committee and involved participation by more than 1,000 community members. This arts & culture chapter describes the role that arts and culture play in Winona; summarizes the city's role in arts and culture; and identifies the updated implementation strategies recommended in the comprehensive plan update process.

For more information about Arts and Culture, see the 2022 Arts and Culture Strategic Plan:

Click to learn more

Winona Arts and Culture Strategic Plan
Executive Summary
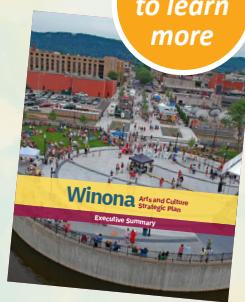
WHAT WE HEARD

» Art activities and education contribute to quality of life

» Public art, events and activities that appeal to all ages and include a variety of cultures

» Arts are a key attraction and valuable for downtown activation

» Performance venues that allow for year-round and indoor entertainment

» Public-private partnerships to support arts, with the city in a facilitative role

CONTEXT

Arts and culture significantly contribute to shaping the identity and character of Winona. They reflect the unique history, traditions, values, and creative expressions of the city. Winona's festivals, music, dance, theater, literature, and other cultural events contribute to the city's distinctiveness and charm. They create a sense of place by providing a tangible representation of Winona's cultural heritage and artistic achievements. This lively cultural environment is very attractive to visitors and residents alike, enriching their experiences and deepening their connections to the city.

Masonic stage (image credit: Mary Farrell)

HBC fence project (image credit: Mary Farrell)

Dine out downtown live music performers (image credit: Mary Farrell)

In Winona, arts and culture also serve as a community unifier by bringing people together, fostering social connections, and promoting a sense of belonging. They provide a platform for individuals from diverse backgrounds to engage in creative expression, dialogue, and collaboration. Arts and cultural activities help build bridges between different cultures, generations, and socioeconomic groups. Through supporting arts and culture, Winonans strengthen social bonds, nurture civic pride, and create spaces for shared experiences and dialogue that contribute to a vibrant and cohesive community fabric.

Arts and culture can manifest in various forms, including but not limited to visual arts, performing arts, music, literature, film, digital media, craft, design, and interdisciplinary practices. Winona's support for artistic and cultural development values both traditional and contemporary artistic expressions, as well as the fusion of different art forms and cultural influences.

As Winona's arts and cultural activities have grown, especially over the past 20 years, they have fostered a local creative economy. The term creative economy refers to the intersection of creativity, culture, and commerce, where ideas are transformed into economic value. Winona's burgeoning creative economy increasingly contributes to economic growth, job creation, cultural development, and social well-being.

ARTS AND CULTURE STRATEGIC PLAN VISION

"Winona is a community of entrepreneurs, creative workers, artists, industrial workers, farmers, and others who are connected through their love of Winona. "

ROLE OF THE CITY IN ARTS AND CULTURE

The City of Winona has supported arts and culture activities for a long time, including city staffing, programs, and capital investments. The city's recent investment in arts and culture planning enabled the development of the Arts and Culture Strategic Plan. The city provides financial and in-kind staff support to non-city arts and culture organizations and businesses to bolster their initiatives. The city has also secured grant funding and other outside funding to help support arts and culture initiatives. The city's investments are intended to generally provide support and coordination of, rather than supplant, community organizations' efforts.

In 2023, the city reestablished its Fine Arts Commission as the Creative Winona Commission in the City Code. The role of the Creative Winona Commission is to advise the City Council on the implementation of the Arts and Culture Strategic Plan and to advance arts and culture activities that foster the growth of entrepreneurialism and the economy and enhance the community's quality of life. While the strategic plan and commission provide a certain level of leadership by the city, they are generally intended to guide and facilitate the city's resources for supporting arts and culture organizations, businesses, and events within the community.

Discussions during both the Arts and Culture Strategic Plan and Comprehensive Plan processes highlighted a desire by the community for the city to continue to evolve its role to be more of a partner and supporter rather than a leader. For example, in the Arts and Culture Strategic Plan it identifies that the city will support arts organizations and businesses in producing cultural events rather than the city producing them. The goals, objectives, and implementation strategies identified in the Arts and Culture Strategic Plan are intended to clarify this recommended role in the community's arts and culture activities.

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity* – This chapter supports the development of arts and cultural activities for all with a specific focus on developing a community wide cultural equity and inclusion initiative, including diverse representation on the Creative Winona Commission.
» *Technology* – This chapter recommends utilizing new technology to expand access to creative economy facilities and spaces.
» *Sustainability* – This chapter recognizes the key roles arts and culture play in making Winona an attractive place and makes recommendations for long-term public arts planning and investment.

Island City sculpture (image credit: Mary Farrell)
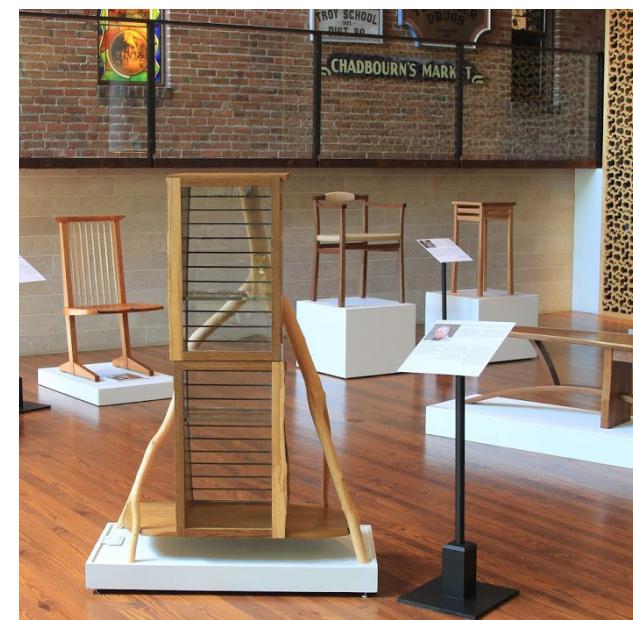
Art of Fine Furniture Exhibit (image credit: Mary Farrell)

GOALS & OBJECTIVES

The Arts and Culture Strategic Plan is the primary guiding document for the City of Winona. During the Comprehensive Planning process, the steering committee and Arts and Culture subcommittee reviewed and refined the Arts and Culture Strategic Plan goals and objectives. For more information about the strategies and implementation, see the *Arts and Culture Strategic Plan.* It is important to note that while the following goals, objectives, and strategies give direction to City and community leaders, it is likely not all will be addressed during the effective period of this plan.

Goal 1: Enhance City Support Systems for Winona's Creative Life

Objective:

1.1	Refocus the City's leadership role from direct programming to service, support, and leadership of the community's efforts.
1.2	Rebuild the Fine Arts Commission as the Creative Winona Commission with updated mission, qualifications, role and membership.
1.3	Establish an inaugural citywide public art program.
1.4	Develop a long-term public art master plan.
1.5	Collaborate with community partners to create an equitable, inclusive and transparent arts grants program open to all Winona nonprofit arts and cultural organizations and artists.
1.6	Expand the Creative Laureate program to have one or more artists work within City departments on collaborative projects.
1.7	Develop funding streams for Arts & Culture and for implementation of the Arts and Culture Strategic Plan.
1.8	Identify and work to eliminate or alleviate barriers to creative endeavors in the city.

Goal 2: Promote and Grow Winona's Creative Economy

Objective:

2.1	Increase Winona's capacity to attract and retain diverse creative talent.
2.2	Develop an arts and culture strategy to position Winona to attract all age groups, from college students through to retirees, to live and work in Winona.
2.3	Support growth in Winona's culinary sector.
2.4	Continue to promote arts and culture as an important asset for Winona.
2.5	Expand arts education and lifelong learning opportunities.
2.6	Provide accountability in implementation of the Arts & Culture Strategic Plan

Goal 3: Support Inclusive Creativity for All Residents and Visitors

Objective:

3.1   Collaborate with the creative community to develop and ensure inclusive new activities for all Winonans.

3.2   Partner with the community to develop and implement year-round arts and cultural programming.

3.3   Develop a community-wide cultural equity and inclusion initiative.

3.4   Incentivize cross-over activities for creative and outdoor recreation.

Goal 4: Expand Access (Physical and Financial) to Creative Sector Facilities and Spaces

Objective:

4.1   Complete the former Masonic Temple project as a multidisciplinary performing and visual arts center.

4.2   Inventory and make available existing public spaces for creative activities.

4.3   Develop live/work spaces for artists and creative, including mixed use projects.

4.4   Develop a creative space program to incentivize new facilities, spaces, and places.

> "Winona is a community of entrepreneurs, creative workers, artists, industrial workers, farmers, and others who are connected through their love of Winona."

CHAPTER 13
ENVIRONMENT & SUSTAINABILITY

PURPOSE

The Environment and Sustainability chapter is intended to guide the City in its efforts to protect the community's natural resources and ensure the community is able to thrive despite challenges that it may face. The intent is that residents, businesses, and visitors can meet their needs and maintain a high quality of life without compromising the ability of future generations to do the same. As this will be a community-wide effort, this chapter outlines both how the City can lead by example and where it can promote and partner with others to carry out their own sustainability actions. In its sustainability planning, the City identified the three pillars of sustainability and six areas of focus shown.
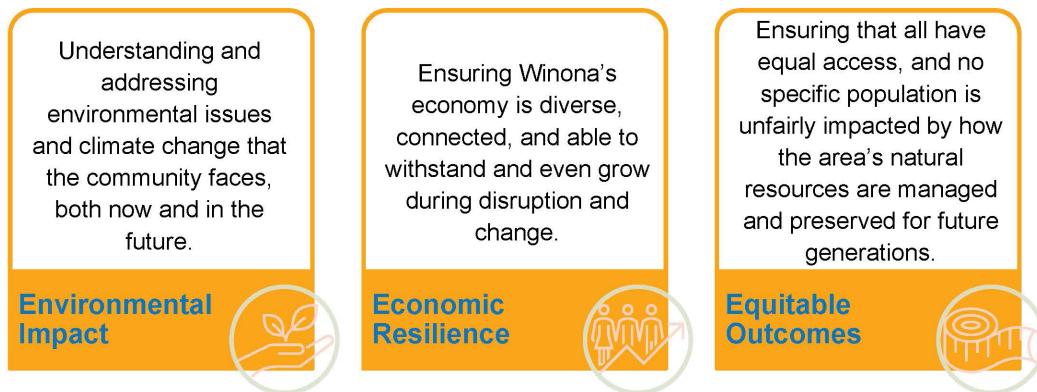
WHAT WE HEARD

» Protect and intentionally manage the health of the natural resources

» Create and connect green areas in future development

» Increase use of sustainable solutions, such as solar, native plantings, rain gardens, etc.

» Promote cooperative maintenance of community spaces to help protect natural resources and facilitate community connections

Three Pillars of Sustainability

Understanding and addressing environmental issues and climate change that the community faces, both now and in the future.

Environmental Impact

Ensuring Winona's economy is diverse, connected, and able to withstand and even grow during disruption and change.

Economic Resilience

Ensuring that all have equal access, and no specific population is unfairly impacted by how the area's natural resources are managed and preserved for future generations.

Equitable Outcomes

Six Areas of Focus

Energy

Transportation

Water

Areas of Focus

Food

Waste

Natural Resources

In 2020 the City of Winona began the development of its first ever Sustainability Plan. While ultimately not adopted, the background analysis, community conversations, and draft recommendations from that planning process formed the foundation for this chapter of the comprehensive plan. It was important that the comprehensive planning process build off the former sustainability plan efforts as that process included a steering committee, more than 50 stakeholder group conversations, a community survey with more than 500 responses, and a public event series that gathered more than 500 comments on draft recommendations. The Environment and Sustainability subcommittee of the comprehensive planning process reviewed and refined the recommendations from that planning process to form the goals, objectives, and strategies presented in this chapter.

Examples of the plan's overarching themes represented in this chapter are as follows:

» *Equity*: This chapter recommends considering environmental justice when evaluating new developments and when addressing existing environmental issues.

» *Technology*: This chapter recognizes the importance of technology to maintain the quality of Winona's natural environments.

» *Sustainability*: This chapter emphasizes sustainability by focusing on topics such as renewable energy, multi-modal transportation options, and stewardship of Winona's natural resources.

CONTEXT

Winona is uniquely situated on a sandbar in the middle of the Mississippi River Valley and is surrounded by bluffs, wetlands, floodplains, trout streams, a diverse bluffland ecosystem, and karst topography. This beautiful setting provides countless opportunities to experience nature, but also magnifies the importance of sustainability and resilience to ensure these resources are protected even as development occurs. One of the Comprehensive Plan's four core values is:

Environment & Recreation

We treasure our natural resources, parks, and trails as a source of enjoyment and recreation activities for all residents and visitors. We will actively preserve, enhance, and increase accessibility to our environment for future generations.

Winona's history of economic growth within its natural setting has shaped the city's current pattern of land use. Physical expansion of the city continues to be limited by all of the community's sensitive natural features. Given the City's limited projected population growth (and equally important values of Environment & Recreation and Entrepreneurship & Economy), a sustainable approach to future land use is prudent. Sustainable land use encourages compact and efficient city planning and promoting mixed-use development that minimizes the conversion of agricultural and natural lands. This type of land use is interwoven throughout this plan and is especially prominent in the land use chapter. The land use chapter and this chapter of the plan are meant to work together – identifying opportunities for future city growth while also respecting, preserving, and enhancing our natural resources.

ENERGY

Efforts to improve energy efficiency, increase conservation, and grow renewable energy usage have the potential to improve the City's ability to reach its goal of city-wide net zero by 2050. The baseline inventory found that the largest source of emissions in Winona are from electric and natural gas energy consumption to heat and power homes and businesses. The Comprehensive Plan recommends that first the City lead by example by reducing energy consumption, improve building energy efficiency, and subscribing to renewable energy options. Then, building on its successes and lessons learned, the City should directly engage businesses, and the broader community, around energy efficiency, conservation, and renewable energy. The Comprehensive Plan also notes the importance of connecting energy burdened community members with assistance programs.

Municipal or business energy efficiency strategies

» Ensuring building heating and cooling settings match use
» Setting auto-off for applicable equipment (computer monitors, printers, etc.)
» Turning off lights when leaving a room or for the day
» Convening employee teams to share and develop best practices
» Pursuing energy audits in buildings. Consideration of performance contracting as it is a low/no risk way to finance energy improvements
» Updating and expanding energy efficient buying guide. Energy star preference, or at least evaluation, in equipment purchases.
» Electrifying equipment when possible, such as heating and handheld equipment

TRANSPORTATION

Transportation is the second leading contributor to Winona's greenhouse gas emissions. Reducing vehicle miles traveled, expanding use of electric vehicles, and increasing use of more environmentally friendly modes of transportation, such as walking, biking, and transit, are all options to reduce emissions. As with energy, the City can model the use of more efficient forms of transportation by considering electrification of fleet vehicles, including the bus system. It can also directly support walking, bicycling, and transit use by making infrastructure investments that increase connectivity between community destinations. The Complete Streets approach described in the Transportation Chapter provides more information about how to make streets safe for all people who need to use them.

WATER

With its plentiful natural resources and karst topography, Winona has a variety of water bodies that need protection from pollutants to conserve drinking water and maintain healthy aquatic life. In addition, to ensure resiliency it is also important to recognize the impact that climate change may have on the community, including droughts or intense rainfall events. It is recommended that the City lead by example in this area, such as through water conserving measures in its building, use of native landscaping, implementation of stormwater best management techniques, and minimizing use of de-icing chemicals. Through public education, regulations, and incentives the City is also able to promote similar techniques being used by residents and businesses.

WinLac One Watershed, One Plan

The Mississippi River Winona La Crescent Watershed (WinLac) drain about 750 square miles in four counties. The four counties, as well as four soil and water conservation districts, the Stockton-Rollingstone-Minnesota City Watershed District, and the City of Winona are working together on the development and implementation of the Mississippi River Winona/La Crescent Comprehensive Watershed Management Plan.

WASTE REDUCTION

Waste reduction is needed not only to reduce the amount of the greenhouse gas methane that is produced, but also to decrease the need for more landfills, which are costly, have the potential for contamination, and is land that is hard to reclaim for other uses. Strategies that can be implemented to reduce waste include strengthening recycling, exploring a food composting program, and supporting local marketplace exchanges. The City could also add recycling containers in public spaces, including city building, parks, and in downtown.

NATURAL RESOURCES

Natural resources are so valued in Winona that protection, restoration, and management are woven through multiple chapters. As was noted earlier, the foundation of natural resource protection is thoughtful development and redevelopment with in the community, including ensuring best practices are implemented for stormwater management, maintenance of the urban tree canopy, management of invasive species, and the protection of shoreland, blufflands, and forestlands. In addition, with all of its parks and open spaces, the City needs to establish and implement long range plans for natural resource as discussed in the Parks and Recreation chapter.

FOOD

Ensuring a sustainable and accessible food system is important to the community's economic, social, and environmental health. Improving local agriculture and food production not only helps with reducing energy through reduced transportation costs, it also helps improve food access.

Food Access

Food access is a particular concern for some members of the Winona community. The 2022 Winona County Community Health Needs Assessment by Winona County and Winona County Health shows that while 3.3% of all respondents had used a community food shelf program in the last 12 months, 23.5% of those needing translation services did. Also while 7.6% of respondents have worried sometimes or often about running out of food, whereas 36.5% of those requiring translation services have. In addition to outreach to help connect community members with resources, strategies that could assist local food access include:

» Creating a map of locally grown products and additional community resources
» Supporting farmers' markets
» Expand access to community gardens
» Establishing foraging guidelines
» Developing edible landscapes
» Creating food libraries
» Ensuring city codes are not a barrier to local food production

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Environment & Sustainability Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» **Short-term:** These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.
» **Long-term:** These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.
» **Ongoing**: These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It is important to note that while the following goals, objectives, and strategies give direction to City and community leaders, it is likely not all will be addressed during the effective period of this plan.

Goals

Seven goals were identified for Transportation:

1. Increased Renewable Energy and Energy Efficiency, Resiliency, and Conservation
2. Access to Energy Efficient, Multi-Modal Transportation Options
3. Sustainable Water Resource Practices
4. Waste Reduction and Reuse
5. Sustainable Stewardship of Winona's Natural Resources
6. Local Food Production and Access
7. Communication, Implementation, and Evaluation of Sustainability Efforts

PHASING KEY: (S) **Short Term**   (L) **Long Term**   (O) **Ongoing**

Goal 1: Increased Renewable Energy and Energy Efficiency, Resiliency, and Conservation

Objective: 1.1	Expand renewable energy use		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.1.1	Employ direct outreach to the business community to help energy savings and renewable energy adoption measures.	S	**Natural Resources and Sustainability Office** Community Development Department

Objective: 1.2	Maximize energy efficiency and conservation measures		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.2.1	Lead by example as a city by reducing energy consumption, making our municipal buildings energy efficient, and subscribing to renewable energy options where possible.	S	**City Manager's Office**
1.2.2	Connect energy burdened community members with assistance programs intended to lower energy bills.	O	Natural Resources and Sustainability Office
1.2.3	Engage the community around available programs and grants that will assist energy conservation, efficiency, and renewable energy adoption.	O	Community Development Dept.

Objective: 1.3	Align actions to achieve city-wide net zero by 2050 goals		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.3.1	Evaluate and re-imagine policies that make both energy efficiency and renewable energy adoption more accessible by prioritizing city-wide net zero.	L	**Natural Resources and Sustainability Office** City Manager's Office Other City Departments

Goal 2: Access to Energy Efficient, Multi-Modal Transportation Options

Objective: 2.1 Reduce the community's dependence on automobiles and prioritize opportunities for other modes of transportation		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.1.1 Encourage walking and biking transportation options through infrastructure improvements and incentives.	L	**Engineering Department** Community Development Department

Objective: 2.2 More energy efficient forms of transportation are promoted and used whenever possible		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.2.1 Make improvements to the transportation network and programs through partnerships with state and non-profit organizations, neighboring communities, and residents.	S	**City Clerk's Office** Engineering Department Central Garage/Street Department Natural Resources and Sustainability Office
2.2.2 Expand electric vehicle adoption and access while considering unique impacts of electric vehicles on roads.	S	
2.2.3 Consider energy efficient alternatives such as electrification or alternative fuels for the City's bus system.	O	
2.2.4 Include public electric vehicle charging stations and explore incentives for private electric vehicle charging stations.	O	

Objective: 2.3 Winona residents and visitors are able to get around town via the mode of transportation of their choice. Points of interest are connected via transit and trail networks		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.3.1 Balance transportation needs with protection of recreational areas and the environment through efficiencies, route evaluations, and limiting pollutants on the roads.	O	**City Clerk's Office** Central Garage/Street Department Community Development Department

Objective: 2.4 Those with limited mobility or transportation options are included in the decision making related to energy-efficient multi-modal transportation		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
2.4.1 Become a state leader in accessible transportation by considering accessibility in all transportation decision making	S	**City Clerk's Office** Community Development Department Engineering Department

Goal 3: Sustainable Water Resource Practices

Objective:	3.1	Work to ensure sustainable use of aquifers		

Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.1.1	Protect our groundwater aquifers and drinking water from overuse and pollutants through reduction of use measures and protection of source waters.		O	**Natural Resources and Sustainability Office** Water Department Finance Department
3.1.2	Coordinate efforts with local partners, including meeting WinLac One Watershed, One Plan objectives.		L	
3.1.3	Clarify water bills to be more understandable.		S	
3.1.4	Consider tiering of pricing structures.		S	

Objective:	3.2	Protect water resources such as streams, rivers, lakes, springs, seeps and wetlands to maintain the quality of the natural environment		

Implementation Strategies:			Phasing	Lead and Coordinating Agencies
3.2.1	Expand use of native landscaping techniques, educate on the value of water smart plantings, and facilitate incentives for water smart plant installation.		S	**Natural Resources and Sustainability Office** Park & Rec Department Public Works Streets Department
3.2.2	Protect surface waters from pollutants carried in stormwater runoff by implementing and incentivising best practices for infiltration of stormwater, restoring lakeshores, and reducing impervious surfaces.		L	
3.2.3	Provide public education on runoff impacts- particularly related to surface water resources such as Lake Winona and the Mississippi River		O	
3.2.4	Work to minimize the use of de-icing chemicals, and monitor chloride levels in water bodies receiving chloride runoff.		L	
3.2.5	Implement best practices for snow removal to minimize contaminants that affect water resources.		L	
3.2.6	Examine potential for reducing stormwater fees for stormwater improvements that are made over and above City requirements.		S	

Objective: 3.3 Lead by example with city facilities and operations best practices

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.3.1	Implement water saving fixtures at all City buildings.	O	**Public Works Department**
3.3.2	Implement industry-leading best practices for managing stormwater infrastructure budgeting.	L	City Manager's Office Building Maintenance Department

Objective: 3.4 Improve Lake Winona's water quality to achieve state standards or better

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
3.4.1	Reduce the phosphorus loads within Lake Winona and its watershed in accordance with the total maximum daily load developed for the lake.	L	
3.4.2	Improve management of Lake Park by increasing native plant buffers, reducing the amount of mowed lawn, and protecting the wetlands.	S	**Natural Resources and Sustainability Office**
3.4.3	Provide training to City staff on relevant best practices to reduce runoff.	O	Park Maintenance Department
3.4.4	Control shoreline erosion and restore shoreline in priority areas.	L	
3.4.5	Implement the waterfowl management plan to control the goose population.	L	

Goal 4: Waste Reduction and Reuse

Objective: 4.1 Follow the reduce > reuse >recycle hierarchy to minimize waste for residential, institutional, and commercial users		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
4.1.1 Support strengthening of Winona County's recycling programs.	L	**Natural Resources and Sustainability Office** Community Development Department Park Maintenance Department Building Maintenance Department
4.1.2 Improve disposal processes and compliance.	S	
4.1.3 Reduce waste production through re-use of materials and material exchange.	S	
4.1.4 Reduce construction and demolition waste and implement reuse initiatives.	L	
4.1.5 Add recycling containers in city buildings, parks, and the downtown.	O	

Objective: 4.2 Options for management of organic waste and compost materials will become more available		
Implementation Strategies:	**Phasing**	**Lead and Coordinating Agencies**
4.2.1 Explore and implement a food composting program or campaign.	L	**Natural Resources and Sustainability Office**

Goal 5: Sustainable Stewardship of Winona's Natural Resources

Objective:	5.1	Work cooperatively with other units of government, institutions and organizations to manage growth without compromising the natural environment		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.1.1	Manage wildlife and invasive species with local partners.		L	**Natural Resources and Sustainability Office**

Objective:	5.2	Protect the ecological integrity of the river corridor, bluff land areas and steep slopes, and other valued resources		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.2.1	Establish long range plans for natural resources in public spaces and work with landowners on natural resource plans for private spaces.		L	**Natural Resources and Sustainability Office**
5.2.2	Allocate funds to maintain and protect existing natural areas.		O	Planning Office Park & Recreation Department City Manager's Office

Objective:	5.3	Lead in environmental protection standards		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
5.3.1	Utilize best practices to protect or enhance ecosystems and bluff land, waterways, and shoreline restoration.		L	**Natural Resources and Sustainability Office**
5.3.2	Meet or exceed state standards for environmental protection.		O	Planning Office

Objective: 5.4	Increase and restore natural ecosystems		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.4.1	Restore urban tree canopy through tree planting.	O	**Natural Resources and Sustainability Office** Tree Crew
5.4.2	Maintain existing trees in line with industry best practices to ensure a healthy tree canopy.	O	
5.4.3	Establish protective ordinances and public education for maintaining a healthy tree canopy on private land.	S	

Objective: 5.5	Educate the community about sustainable stewardship		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.5.1	Utilize park programming, sessions in schools, and other community events to meet people where they are and provide valuable education connections.	L	**Natural Resources and Sustainability Office** Park & Rec Department

Goal 6: Local Food Production and Access

Objective: 6.1 Support local food for health, food scarcity, economic, and environmental benefits

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.1.1	Support the creation of resource hubs and food libraries to access locally grown foods and connect local vendors to market opportunities.	L	**Natural Resources and Sustainability Office**
6.1.2	Evaluate and improve city codes to make local food, gardening, individual foraging, and harvesting more accessible.	S	Community Development Department
			Park & Rec Department

Objective: 6.2 Any utilization of public land for community gardening should follow sustainable principles

Implementation Strategies:		Phasing	Lead and Coordinating Agencies
6.2.1	Partner to expand access to community gardening.	S	**Natural Resources and Sustainability Office**
6.2.2	Provide education to build residents' knowledge of community gardening.	O	Park and Recreation Department

Goal 7: Communication, Implementation, and Evaluation of Sustainability Efforts

Objective:	7.1	Foster environmental stewardship		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
7.1.1	Public communication about sustainability and resilience.		O	**Natural Resources and Sustainability Office**

Objective:	7.2	Accountability and engagement, within the city and externally, to promote plan implementation and behavior change		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
7.2.1	Review and refine Sustainability Plan implementation through an annual or biennial review.		S	**City Manager's Office** Natural Resources and Sustainability Office
7.2.2	Expand sustainability education, training, and practices among city employees.		S	
7.2.3	Re-examine the creation of a City of Winona Sustainability Commission.		L	

Objective:	7.3	Bolster the resilience of physical infrastructure and awareness about how to prepare and act in the event of shocks or stressors		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
7.3.1	Develop extreme weather preparation strategies in response to climate change.		L	**Public Works Department** Fire Department Natural Resources and Sustainability Office
7.3.2	Proactively pursue projects to promote infrastructure resiliency.		L	
7.3.3	Conduct a community climate change and resiliency assessment.		S	

Objective:	7.4	Evaluate potential environment justice issues		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
7.4.1	Define environmental justice in a manner that is relevant, specific and meaningful to Winona.		S	**Community Development Department** City Manager's Office Natural Resources and Sustainability Office
7.4.2	Evaluate new developments through the lens of environmental justice to gain an understanding of the environmental impacts of development.		O	
7.4.3	Consider ways to address environmental justice issues (such as inequitable tree cover, affordable and adequate housing access, drainage and pollutants) by budgeting for planning, remediation, and implementation.		S	

"We treasure our natural resources, parks, and trails as a source of enjoyment and recreation activities for all residents and visitors. We will actively preserve, enhance, and increase accessibility to our environment for future generations."

COMMUNITY SERVICES & INSTITUTIONS

PURPOSE

Community discussions stressed the importance of physical health, mental health, and education to Winona's long-term prosperity. Included in this topic are a wide range of issues, including poverty, food insecurity, homelessness, substance abuse, healthcare access, and intergenerational and community connections. This chapter focuses on community service providers and institutions that work in these areas and what can be done at a high level to better meet residents' needs.

During the development of the goals, objectives, and strategies for this chapter, the importance of a holistic approach to health was emphasized. Holistic health recognizes that individuals are complex beings with interconnected physical, mental, emotional, social, environmental, and spiritual needs. In other words, true health involves not just physical well-being but also mental clarity, emotional resilience, a sense of purpose, healthy relationships, and a connection to something greater than oneself.

WHAT WE HEARD

» More community spaces are needed to serve early childhood through teen, as well as older adults. The community needs them to be open more hours, be more distributed across the City, and include programming

» Increased collaborations and partnerships to address mental health, substance abuse, and poverty

» Improved partnerships and shared planning with educational institutions

» Excellence in city programming, with metrics to track outcomes

» Better citizen involvement in city programming and decision making

ADDRESSING COMMUNITY-WIDE MENTAL HEALTH

This chapter has focus on mental health which is a direct response to input received during the public engagement process. The need for better mental health resources was cited more than any other topic related to this section. People were focused on enhancing services for individuals, environmental factors that improve mental health, and the capacity for the community to respond to and prevent mental health crises.

Recent collaborations related to community services include efforts to address community-wide mental health needs and the community needs assessment conducted every 3 years by the Winona Health and Winona County. To address mental health, the City has recently been meeting with representatives from Winona Health, Family and Children's Center, Hiawatha Valley Mental Health Center, Winona County, and local law enforcement. This group has been meeting primarily to discuss community data around mental health with a goal of recommending the allocation of funds to an initiative with $180,000 in federal funding from the American Rescue Plan Act. This initiative would likely build off the efforts of proposed Alternative Response Team. The Community Needs Assessment examines community demographics, socio-economic factors and health service utilization trends to help guide County-wide health efforts. The 2022 plans prioritized mental health, health equity, and healthy behaviors.

CONTEXT

Conversations around community services highlighted the need for improved awareness within the broader community. It was noted that general lack of awareness of community service providers prevents those who need them most from accessing needed services. It was also noted that increased awareness of community needs and services providers may also help service providers with fundraising and volunteer recruitment. Increased awareness and improved informal connections was also identified as a way to increase the capacity of neighbors helping neighbors in Winona.

In addition to increased communication within the broader community, an increased need for communication and coordination was also an identified need for service providers, community institutions, and funders. This includes formal and informal opportunities for sharing about their services, successes, and needs, as well as ongoing discussions about funding to support potential cross-community funding strategies.

ROLE OF THE CITY IN COMMUNITY SERVICES & INSTITUTIONS

The City of Winona is one of many institutions and organizations in the community that contributes to the overall well-being of residents. In addition to parks and recreation services, which are more fully described in chapter 10, City services that support residents' physical, mental, emotional, social, environmental, and spiritual needs include:

» Library
» Friendship Center, which is intended to support the quality of life for older adults
» East Recreation Center Community Garden
» Indoor and outdoor space rentals for informal and formal community gatherings
» Public wireless internet access

In addition to suggesting the City expand its public services including public facilities, hours, and programming, community members who worked on the goals for this topic asked that the City expand its role as a connector for the many service providers and institutions that contribute to well-being in the community.

Examples of the plan's overarching themes represented in this section are as follows:

» *Equity*: This section supports enhanced awareness of community resources for people who need them the most.

» *Technology*: This section recommends use of current technology in order to reach out to people about resource availability and digitally deliver services where possible.

» *Sustainability*: This section recognizes community services are vital to the overall health and resilience of the community.
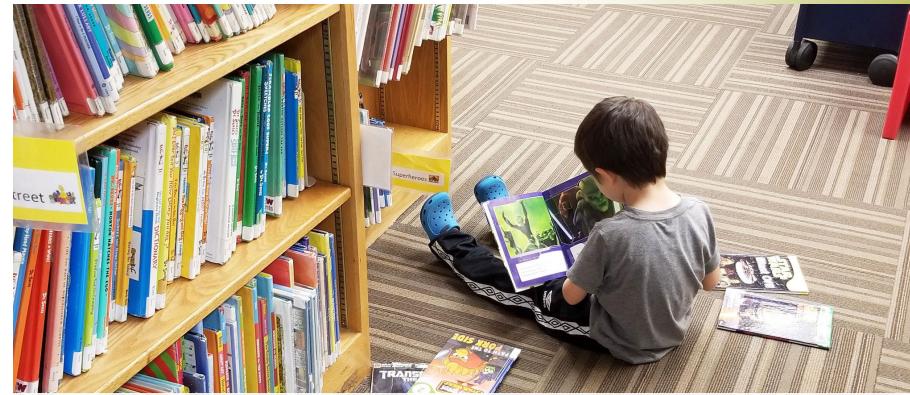
Winona Public Library

Winona Friendship Center

East Recreation Center Community Garden

GOALS, OBJECTIVES, & STRATEGIES

Goals, objectives, and strategies were developed by the Community Services and Institutions Subcommittee with input from the public and review by the Steering Committee, Planning Commission, and City Council. Goals are broad statements that describe the desired outcomes for this topic. Objectives describe the measurable results needed to achieve the goal. Implementation strategies identify the actions to be undertaken to achieve the objectives and goals.

The table of implementation strategies for each objective includes phasing, as well as lead and coordination agencies. Phasing has been broken into the following three categories:

» *Short-term:* These are implementation strategies recommended to be completed in the next one to five years. Generally these strategies are either higher priority or lower cost.

» *Long-term:* These strategies are likely to take longer than five years to accomplish. These are generally higher cost or more complicated, thus requiring more time to implement, find funding, or build the collaboration and partnerships needed.

» *Ongoing*: These are strategies that do not have a specific timeframe but will be implemented as needed over time.

The lead and coordinate agencies column provides additional information about what entities will potentially be involved in implementation. Lead coordinating agencies, which are bolded, are entities which are potential leaders for a specific strategy due to their work, staffing, funding, or other leadership in the community. During implementation, it is possible that another entity may emerge as a specific strategy leader. Coordinating agencies are those organizations that are anticipated to provide assistance to the lead agencies. They may collaborate, provide staff time or financial support, assist with volunteer implementation, or help promote implementation actions. It is important to note that while the following goals, objectives, and strategies give direction to City and community leaders, it is likely not all will be addressed during the effective period of this plan.

Goals

Five goals were identified for Community Services and Institutions:

1. Enhance Awareness of Community Services and Where to Access
2. Increased Communication Among Service Providers
3. Funding Needs & Outcomes are Better Understood
4. Better Mental Health Resources for Residents
5. Coordinated Planning of Physical Spaces and Facilities Among Community Institutions

PHASING KEY: **S** Short Term **L** Long Term **O** Ongoing

Goal 1: Enhance Awareness of Community Services and Where to Access

Objective: 1.1	Increase the frequency of messaging about programs.		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.1.1	Utilize digital and non-digital resources for messaging.	O	**Various Community Organizations and Institutions**
1.1.2	Utilize inserts in utility bills to provide information to all residents.	O	City Manager's Office
			Finance Department

Objective: 1.2	Communicate across multiple platforms to reach desired populations.		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.2.1	Create a communications strategy to identify and implement communication via platforms that are widely used among target populations.	S	**Various Community Organizations and Institutions**
			Project FINE
			Winona HRA

Objective: 1.3	Utilize a common platform to direct people toward resources.		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.3.1	Use existing resources where possible to fully build-out a regularly updated service directory.	O	**Winona Community Hub**
1.3.2	Provide a link to the Winona Community Hub on the City's website.	O	

Objective: 1.4	Increase capacity for neighbors to help neighbors.		
Implementation Strategies:		**Phasing**	**Lead and Coordinating Agencies**
1.4.1	Facilitate social media connections between residents.	O	**Various Community Organizations and Institutions**
1.4.2	Facilitate neighborhood gatherings with special attention to neighborhoods where there is demographic turn-over among residents.	O	Engage Winona

Goal 2: Increased Communication Among Service Providers

Objective: 2.1 Promote cross-education among service providers.		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
2.1.1 Seek out a central organization such as the Winona Area Non-Profit Alliance to connect service providers and provide education about what they offer.	S	**City Manager's Office** Winona Area Non-Profit Alliance

Objective: 2.2 Create communications plan for formal and informal gatherings		
Implementation Strategies:	Phasing	Lead and Coordinating Agencies
2.2.1 Organize "share out" events attended by multiple organizations and identify an organization to present or "spotlight" their services.	O	**Winona Area Non-Profit Alliance**

Goal 3:   Funding Needs & Outcomes are Better Understood

Objective:	3.1	Increase public education about individual providers' funding needs and outcomes.

Implementation Strategies:	Phasing	Lead and Coordinating Agencies
3.1.1 Organize a messaging campaign to publicize funding needs and outcomes.	S	**Winona Area Non-Profit Alliance**
3.1.2 Utilize infographics to assist in communication.	O	

Objective:	3.2	Increase amount of education for public officials and department heads across agencies about funding needs and outcomes.

Implementation Strategies:	Phasing	Lead and Coordinating Agencies
3.2.1 Organize a service organizations' summit attended by public officials and department heads.	S	**Winona Area Non-Profit Alliance** City of Winona Winona County Local and State Representatives

Objective:	3.3	Create a cross-community funding request strategy

Implementation Strategies:	Phasing	Lead and Coordinating Agencies
3.3.1 Utilize connections made through shared events to create cross-community funding request strategy.	L	**Winona Area Non-Profit Alliance**
3.3.2 Work with Winona Community Foundation on asks that fit into their giving parameters.	L	Winona Community Foundation

Goal 4: Better Mental Health Resources for Residents

Objective:	4.1	Support community efforts to enhance mental health resources and supports.		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
4.1.1	Hold a brainstorming event to generate ideas to address the issue.		S	**Winona Health** Various Community Organizations and Institutions
4.1.2	Incorporate non-employment considerations such as housing and childcare to enhance the attractiveness of Winona.		S	
4.1.3	Explore solutions implemented by other communities similar to Winona.		S	

Objective:	4.2	Enhance the capacity of organizations, businesses, and individuals to recognize and address mental health crises.		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
4.2.1	Implement a training for mental health first aid targeted toward people who are not professional counselors but interact with a variety of individuals in work or non-work settings.		S	**Hiawatha Valley Mental Health** Winona County SHIP Winona Health
4.2.2	Explore a potential community care model using a collaborative learning team that focuses on building healthy behaviors and environments, and facilitating connections between people.		L	

Objective:	4.3	Enhance the capacity of organizations, businesses, and individuals to recognize and address mental health crises.		
Implementation Strategies:			**Phasing**	**Lead and Coordinating Agencies**
4.3.1	Consider adding a social worker to 911 emergency dispatch center staff.		S	**City Manager's Office** Winona County Sheriff's Department

Goal 5: Coordinated Planning of Physical Spaces and Facilities Among Community Institutions

Objective: 5.1	Regular meetings among community institution leaders.		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.1.1	Schedule and implement regular meetings among community institution leaders.	O	**City Manager's Office**

Objective: 5.2	Regular meetings among department heads across agencies.		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.2.1	Work with organization leaders to schedule and implement regular meetings among department heads across agencies.	O	**City Manager's Office** Various Community Organizations and Institutions

Objective: 5.3	Create a cross-community funding request strategy for capital projects.		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.3.1	Create a timeline for anticipated funding requests and share amongst leaders at regular meetings.	S	**Various Community Organizations and Institutions**

Objective: 5.4	Increase opportunities for informal community groups to rent facilities.		
Implementation Strategies:		Phasing	Lead and Coordinating Agencies
5.4.1	Identify and share information with the general public about meeting spaces that are publicly available.	O	**City Manager's Office**

> "Holistic health recognizes that individuals are complex beings with interconnected physical, mental, emotional, social, environmental, and spiritual needs. In other words, true health involves not just physical well-being but also mental clarity, emotional resilience, a sense of purpose, healthy relationships, and a connection to something greater than oneself."

CHAPTER 15
INFLUENTIAL PROJECTS

PURPOSE

This chapter identifies projects that will significantly influence how Winona grows and develops over time. The projects highlighted in this chapter were chosen out of 37 potential projects identified by subcommittee members and City Staff. While the projects highlighted in this chapter are mentioned in other chapters, they are included in this chapter to better capture the level of effort, partnerships, and financial investments that it will take to accomplish the initiatives.

Additional Plan References:

Click on the icons below to jump to the relevant chapters in this plan

CHAPTER 9
DOWNTOWN AND RIVERFRONT

Click to View Chapter

Riverfront Trail is part of the Downtown and Riverfront chapter

CHAPTER 6
ECONOMIC DEVELOPMENT

Click to View Chapter

Incubator Spaces is part of the Economic Development chapter

CHAPTER 5
HOMES & NEIGHBORHOODS

Click to View Chapter

Additional Housing Choices is part of Housing Chapter

City view from Sugarloaf

Riverfront trail

Riverfront trail

Riverfront Trail

A "Riverfront Trail" along the Mississippi River is detailed in the 2007 Comprehensive Plan as a major project that would help re-connect Winona to the river. Due to flooding and construction of the levee system, there is a sentiment that Winona has historically "turned its back" on the Mississippi River. The Riverfront Trail seeks to change that. The trail would run along the river from Pelzer Street on the west end to the east end of the City. It is seen as a trail of regional importance – attracting Winona residents and visitors to the banks of the river. It was the highest rated "influential project" identified by the subcommittee working on this section of the Comprehensive Plan. City staff has been working on the Riverfront Trail for the last 15 years. At this time, the focus is on the portion of trail between Levee Park and Lions Park.

Considerations

Considerations related to development of the Riverfront Trail include:

» It is exclusively a "City" project – execution and management of the project is the City's responsibility.
» The number of landowners within the trail corridor will involve significant negotiation and coordination.
» Existing industrial businesses will continue to need access to the river, so there will be challenges with planning and designing for the co-existence of industrial and recreational uses.
» Federal flood system (dike) regulations will likely present constraints on the design of the trail.
» There is reliance on availability of state bond funds.
» Locating the trail as close to the Mississippi River as possible so that it offers a true "riverfront" experience.
» Future plans for Lions Park in coordination with improvements to the Bud King Ice Arena and property.
» Design elements that are common to Winona parks and trails resources should be incorporated.
» Current use of the trail area for dog walking.
» Due to these considerations and others, it is anticipated that work on this trail project will continue through the effective time period of this Comprehensive Plan and perhaps into the next.

Partnerships

Partnerships for this project include the US Army Corps of Engineers, individual property owners, the state of Minnesota, and potentially both the Lions organization as well as the Winona Area Youth Hockey Association.

FIGURE 15.1 RIVERFRONT TRAIL VISUALIZATION FROM OPPORTUNITY
WINONA INFORMATION SHEET FROM OPPORTUNITY WINONA

Riverfront view

Incubator Spaces

Incubator spaces and/or programs provide support to new businesses, such as access to office space, makerspaces, or commercial kitchens; mentorship; business education classes; and networking events. Incubator spaces and/or programs in Winona would help people get their business ideas off the ground and help create new local businesses. Incubator spaces that share resources could also create efficiencies and solve problems for community members. Overall, incubators lower barriers for people to bring their great ideas to fruition.

In addition to being a recommendation in the Economic Development chapter, incubators are directly in-line with the vision and values stated in the 2045 Comprehensive Plan. In particular, they are related to our vision for Winona "leading with entrepreneurial spirit and creativity" and the following core value:

Chippewa Valley Innovation Center

Entrepreneurship & Economy

Our entrepreneurial spirit and industrial heritage are the foundation for growth of our robust, diverse economy. We invest in our downtown and other physical assets, and we create the conditions for bold and innovative ideas to flourish.

There are numerous examples of successful incubators throughout the country, and even regionally in the cities of La Crosse and Eau Claire, Wisconsin, and Red Wing and Rochester, Minnesota. Winona previously created a co-working space named "The Garage", which functioned between 2018 and 2020 but closed due to financial difficulties. It will be prudent for Winona to learn from successful efforts in other cities when creating local incubator spaces or programs.

Future incubator efforts could be key in creating the next generation of local entrepreneurs and businesses. Winona has historically benefitted from local innovation and creation of businesses that sell products and services well beyond the local area.

CHIPPEWA VALLEY INNOVATION CENTER

Since 1986, the Chippewa Valley Innovation Center (Eau Claire, WI) has been a resource for new businesses with low cost space, programs, and assistance for manufacturing and service related businesses for their first three to five years.

Considerations

Considerations related to establishment of local incubators include:

» What incubator style resources does Winona already have? Perhaps the idea of local incubators is less about creating something new versus building on or bringing together existing resources.
» Does Winona have commercial kitchens that could be accessible to entrepreneurs? Many of the local faith organizations and the Masonic Temple (owned by the City) have kitchens.
» Future investments in Winona's Masonic Temple will make it a good potential site for a makerspace (where tools are shared) and/or a food related incubator.

» Incubator efforts may be a combination of physical improvements and non-physical strategies or programs (e.g. start-up financing, loan guarantees, resource center, etc.)

» Incubator efforts need to incorporate an effective amount of marketing and advertising to attract buy-in and use of resources.

» In addition to the general population, a source for new ideas and creativity are students at the local universities. There has long been the desire to retain more student talent in Winona and incubator resources could be an avenue for assisting with this effort.

» An Incubator should be considered an economic development activity with City involvement through staff and/or the Port Authority, but partnerships will be required to make a project successful.

» The City's role in an incubator should primarily be as a connector versus a driver.

» "Lessons" from The Garage experience should be considered in future efforts.

Partnerships

Partnerships with local businesses, economic development agencies, and potential funding sources will be key in creating sustainable incubators. Referencing other successful incubator models will help define what might work locally. In general, the more community partners, the better.

COULEE REGION BUSINESS CENTER

The Coulee Region Business Center (La Crosse, WI) is a mixed-use incubator offering a range office and industrial spaces with a commercial kitchen and shared conference room. Businesses are able to access a range of tools and services, including networking, coaching, workshops, and seminars.

Coulee Region Business Center
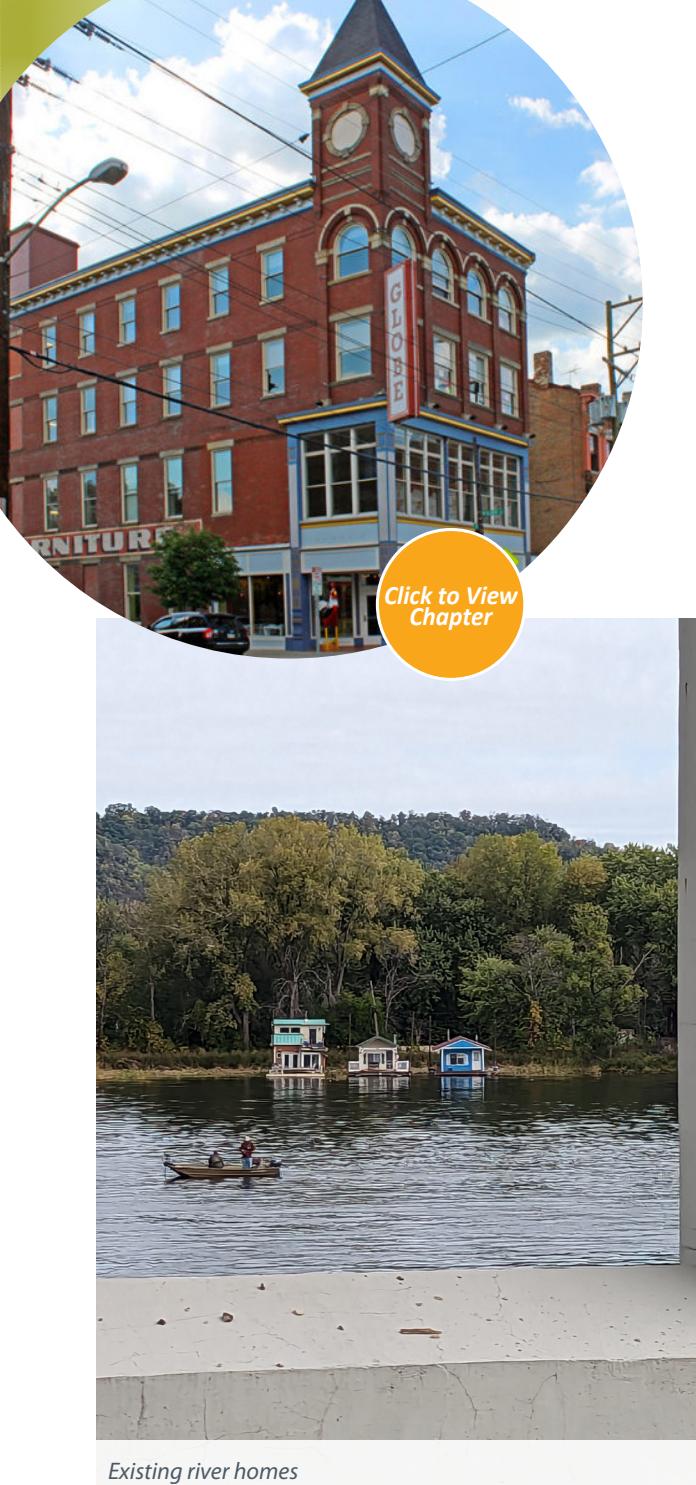
Click to View Chapter

Additional Housing Choices

Having a place to call home is a basic human need and attainable housing is a foundational element in sustaining a successful city. Throughout the creation of the 2045 Comprehensive Plan, the need for increased housing choices in Winona has been a common theme among all participants (e.g. general public, subcommittees, and the steering committee). People want to live in Winona, but many have a hard time finding a home. This initiative encompasses housing of all types and for all income levels.

A broad range of housing choices is important in maintaining and enhancing livability in Winona, and livability is fast becoming a city's most important attribute for attracting and retaining employees. Additionally, with the growth of remote working, many people have greater flexibility in deciding where to live. Thus, providing more housing choices is key to Winona's future growth and sustainability.

Although housing at all income levels is needed, the need is especially pronounced for homes affordable to people with low to moderate incomes. New detached single-unit homes are becoming increasingly cost prohibitive even for those who have higher incomes. Additionally, land is limited in Winona due to the city's geographical constraints. As a result, facilitating the improvement of existing homes and adding accessory units to existing structures are key strategies for assisting people seeking a home in Winona.

The Homes & Neighborhoods chapter of this plan details specific goals, objectives, and strategies related to housing. Housing is also included in this chapter due to its importance to community growth and creating a sustainable future for Winona.

Existing river homes

Existing apartment building

Considerations

Considerations related to additional housing choices include:

» Incorporating direction from previous housing efforts such as the Mayor's Housing Taskforce report adopted in January of 2018.
» Housing for single people and single-parent households, which can be especially difficult to find in Winona.
» Allowing additional housing units on an existing property with an owner occupancy requirement may help more people to find affordable homes.
» Reducing or eliminating parking minimums and allowing more flexibility for off-site parking should be examined as a strategy to allow more housing development.
» In addition to the creation of new housing units, a healthy housing market and naturally occurring affordable housing should be examined and better understood.
» More public funding dedicated to housing would have a significant impact on maintaining and/or creating affordable housing options.
» Working with the adjacent townships to identify and assess potentially developable land adjacent to existing infrastructure.
» Providing city resources (economic development) focused on housing and facilitating federal and state housing programs in Winona.
» Considering the creation of a housing land trust to remove land costs from home purchase price.

Partnerships

Partnerships between the City of Winona and state agencies, as well as non-profit organizations, are crucial in facilitating the creation of affordable housing. State agencies such as the Minnesota Housing Finance Agency help fund affordable housing projects while the City can partner with non-profits such as Habitat for Humanity to renovate existing housing and build new housing.

It is also important for the City to adjust its regulatory framework to make the creation of additional housing units easier for property owners. Amending regulations such as zoning will help to facilitate the creation of additional housing options in the city. Such regulations can and should be amended to allow greater housing choices while also preserving neighborhood character.

Existing homes
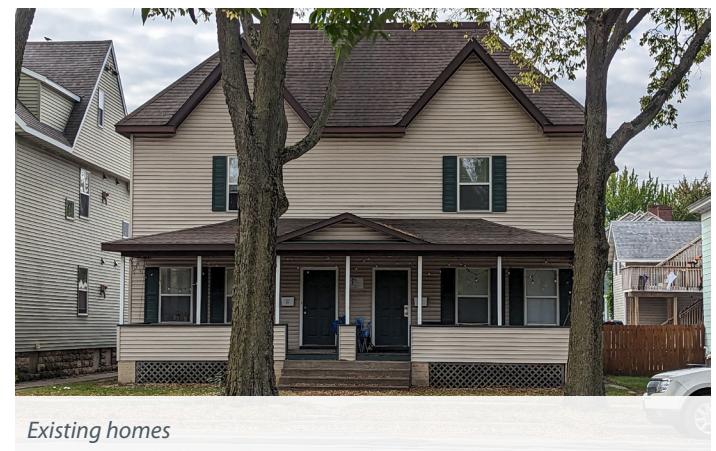
Existing homes

Winona police and fire facilities

New City Police, Fire, and Community Center Facilities

New facilities for the Fire Department, Police Department, and Friendship Center are future priority projects for the City of Winona. In summary, the Fire Department needs new facilities due to inadequate space for equipment and training, as well as maintaining the health of firefighters; the Police Department needs new facilities space for essential departmental functions; and a new home for the Friendship Center is needed due to aging current facilities and a desire to connect seniors with youth in a combined Community Center project. Substantial public input during the summer of 2022 emphasized the need to keep future Police Facilities separate and spaced apart from the Community Center. Additional detail on the need for these new facilities can be found in reports and analyses related to each project.

Considerations

Considerations for the facilities include:

» How the facilities will interact with the surrounding neighborhood. Such as:
  - *Activity levels and times*
  - *Traffic patterns and parking*
  - *Accessibility of facility to surrounding neighborhoods*
  - *Impact of Police and/or Fire presence in the surrounding area*
» Needs of Community Center patrons. Such as:
  - *Welcoming and safe place for youth – especially BIPOC youth*
  - *Welcoming and safe place for older adults*
  - *Greenspace for outdoor activities*
  - *Gym space for indoor activities*
  - *Walkable access to the facility*
» Needs of the Police Department Facility. Such as:
  - *Sufficient space for department functions*
  - *Attractive facility for recruiting and retention of officers*
» Needs of the Fire Department Facility. Such as:
  - *Response Times*
  - *Adequate space for Firefighter safe and health*
  - *A sufficient size to accommodate new fire vehicles*
» Cost of Facilities.

Partnerships

Partnerships in this project include the affected City departments, Winona County, Winona Area Ambulance, the state of Minnesota, adjacent neighborhoods and users of the future Community Center.

WSU Fieldhouse

The Winona State University fieldhouse is a large indoor athletics and event facility proposed for the blocks between Huff Street and Main Street, and from Sarnia Street to the railroad tracks. The facility could also accommodate large gatherings such as concerts, trade shows, and auto or boat shows. This project is identified as a top need in WSU's Comprehensive Facilities Plan.

Although the facility would primarily serve WSU, the building would be unique to the state of Minnesota in that it has the potential to house a 300-meter track. The closest indoor 300-meter field houses are located in Brookings, South Dakota, Fargo, North Dakota, and Ames, Iowa. Minnesota does not currently have an indoor facility of this size to meet the needs of its citizens. Due to this characteristic, the fieldhouse will likely play a key role in bringing thousands of people to Winona each year and enhancing the university's competitiveness for new students. Both are a direct benefit to Winona's businesses and overall economy. Attracting new students is also crucial for supporting WSU as an institution which is Winona's second largest employer.

Considerations

Considerations for the project related to the City and Winona and community include:

» What is the impact to the adjacent neighborhood? How can the facility best fit in to the area from an architectural and functional perspective?
» Can parking for the facility be handled by the existing Lincoln lot? Perhaps a parking structure combined with mixed use development is appropriate for this area.
» How can pedestrian circulation be enhanced surrounding the facility?
» What is the facility's interaction with adjacent streets?
» How can the facility benefit the overall community in addition to WSU?
» How are existing facilities reallocated when the fieldhouse is constructed?

Partnerships

In addition to athletics or event uses, allowing community use of the fieldhouse spaces would enhance the overall benefit to all those who live in Winona. Therefore, partnerships with the City of Winona, schools, and local non-profits should be explored. Expanded public use of the facility will help this project to have a stronger impact on the greater community.

Other partnerships are related to the potential for conference facilities to be added to the project. There has been a documented need for a conference center in Winona for a number of years. Examples of a conference center combined with a university athletics facility currently existing in Mankato and Bemidji, Minnesota. Partnerships related to this concept include the City of Winona, Visit Winona, the Winona Chamber of Commerce, and local businesses with the need for meeting or trade show space.

Another potential partnership is with local lodging business who may stand to benefit from the additional draw produced by the facility.

FIGURE 15.1 WSU FIELDHOUSE DIAGRAMS
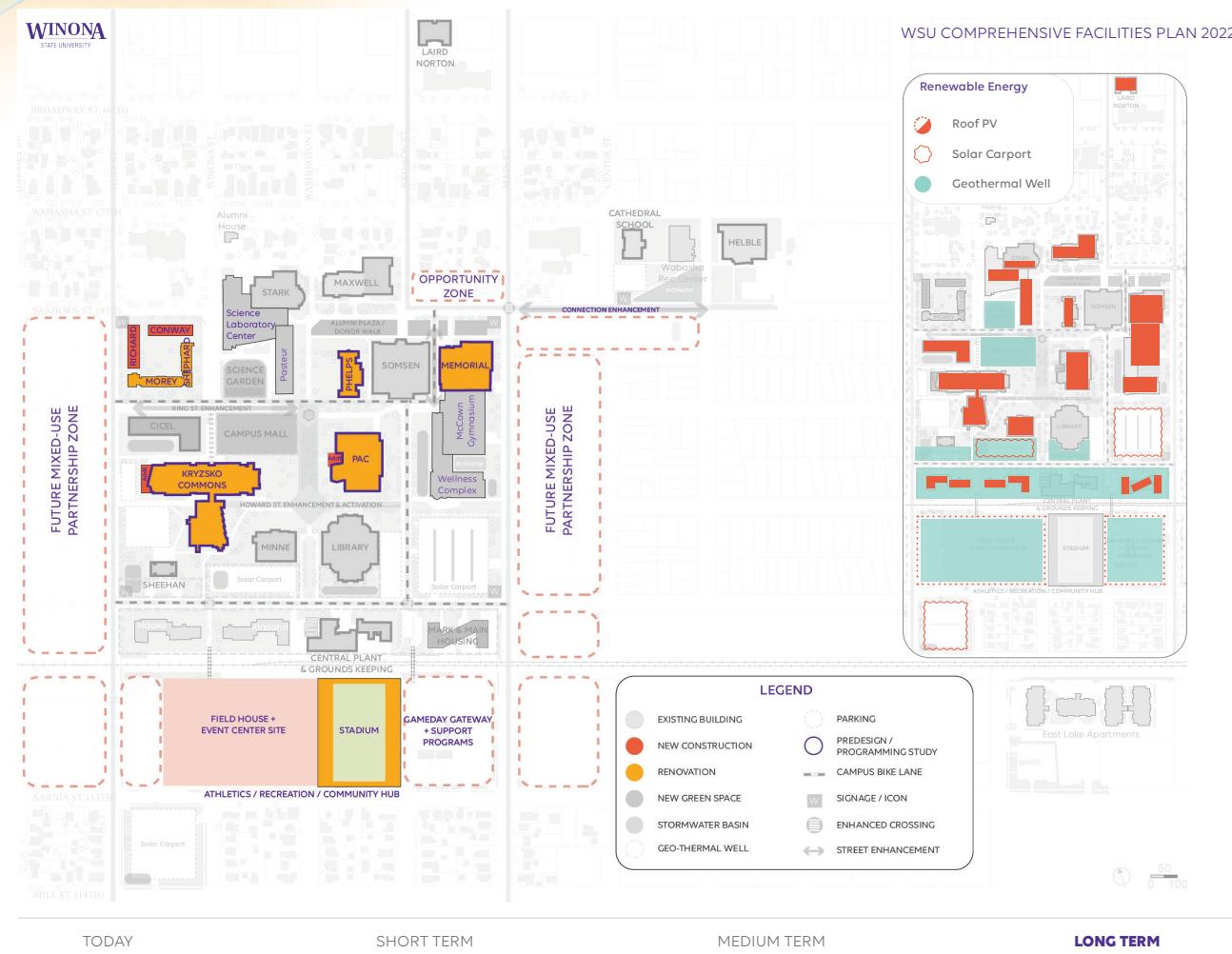
LONG-TERM RECOMMENDATIONS
SUMMARY

FACILITIES

- Performing Arts Center Renovation
- Phelps Hall Renovation
- Memorial Hall Renovation / Replacement
- Maxwell Stadium Renovation
- Kryzsko Commons Renovation
- Richards, Morey, Shepard, and Conway Halls Renovation / Replacement
- New Field House & Event Center

SITE

- Stormwater infiltration basins (Parking lots near Sheehan, Minne, and Library)
- Parking Demand Study
- Huff Street and Main Street Enhancement
- GameDay Gateway

ENERGY INFRASTRUCTURE

- Existing Building Energy Improvements (various buildings)
- PV and Geothermal Wells (various buildings)
- Central Plant Replacement and System Upgrade

CLICK TO VIEW

FACILITIES	SITE

ENERGY INFRASTRUCTURE

HGA

CHAPTER 16
IMPLEMENTATION

INTRODUCTION

The successful implementation of the Comprehensive Plan will take continued community investment and engagement similar to the effort to create the plan. Support will be needed from government agencies, schools, businesses, nonprofits, advocacy groups, foundations, residents, and many other interest groups. The community's continued strong partnerships will be key in moving priority strategies forward, using this comprehensive plan as a guide and its implementation tools. This plan replaces the City's 2007 Comprehensive Plan and will remain in effect until another is adopted - likely in 10 to 15 years.

HOW WE WILL IMPLEMENT THE PLAN

The City of Winona is committed to being the leader and facilitator in the implementation of the Comprehensive Plan. The following strategies provide a framework for how the City will incorporate the Comprehensive Plans goals, objectives, and strategies in its operations:

1. **Promote the Comprehensive Plan for use by community partners**

   The Comprehensive Plan should not only be used by the City Council, the City's boards, commissions, and committees, and City staff, it is a foundational community plan. Therefore, the implementation of the Comprehensive Plan should also be incorporated into the work of community stakeholders, including the school districts, business community, developers, and other special interest organizations. The Plan should be promoted to these groups as a resource for their future or the development of their own plans.

2. **Regularly recognize and celebrate implementation successes**

In order to maintain momentum and strengthen the use of the Comprehensive Plan in decision-making, it is important to cite when a goal, objective, or strategy is being implemented that was identified in the Comprehensive Plan. In addition, initiatives and successes coming from the Comprehensive Plan should be publicized and celebrated so that community members can see the direct result of their engagement in the comprehensive planning process.

3. **Incorporate the Comprehensive Plan in annual work plans and budgets**

Communities that refer to their Comprehensive Plans when developing their annual work plans, and related budgets, for their departments, councils, commissions, committees, and boards are likely to have better success in accomplishing their goals to their desired future. The importance of prioritizing and scheduling projects into work flows will ensure that those projects and initiatives will have a solid chance at getting achieved in a timely and organized manner aligning with the mission and vision of the Comprehensive Plan.

4. **Use the Comprehensive Plan in the development of the Capital Improvement Program (CIP)**

The CIP is the fundamental financial plan the City uses to allocate specific funding for capital projects. The Comprehensive Plan should be a primary source of project ideas for the CIP. Given that many of the Comprehensive Plan projects will require funding and partnerships outside of the City, early identification of projects is important to provide the time needed for broader coordination to occur.

5. **Evaluate projects and initiatives against the direction in the Comprehensive Plan**

As development or improvement projects emerge it will be necessary to review the Comprehensive Plan to determine alignment with the community's vision, goals, objectives, and strategies. This will help assess if the projects are on track with the priorities of the community, maintaining accountability for growth and development. Public recognition and discussion about how projects and initiatives align or don't align with the Comprehensive Plan is important is maintaining the relevance of the Comprehensive Plan.

6. **Host an annual community meeting to celebrate, evaluate, and plan for the implementation of the Comprehensive Plan**

A community annual meeting or gathering should be a recurring event to celebrate successes, evaluate failures or inaction, and build momentum for the upcoming year. Important aspects of the annual meeting will include discussions about highpoints of the prior year, emerging trends or lessons learned, looking ahead to the new year, and networking. The event will be the responsibility of the Community Development Department to coordinate. All community members will be welcome, with specific stakeholder invites to those working on specific projects. This will present an opportunity to build community trust, share insights and evaluate progress.

7. **Evaluate and update the zoning code**

Land use is an important component of the Comprehensive Plan. The ever changing population and development patterns have created a cyclical process of what zoning is or should be for growth and land uses. Some zoning requirements can be changed piecemeal while other sections may need overhauls. Biannual reviews of the zoning code are an effective process to ensuring that it is serving its purpose for health, safety and welfare for the community and decision makers to maintain orderly growth.

TOOLS FOR IMPLEMENTATION

Developing tools for implementation will further aid the implementation process and be a valuable reference for implementing projects and initiatives in the Plan. The implementation strategies shall have distinct tools that can be applied to different circumstances. The tools the city will utilize for implementation include:

» *City Ordinances and regulations:* The City has the authority to enforce and create ordinances, including zoning, subdivision, other regulations, and administrative approval processes in order to maintain health safety and welfare in the community. These controls should be consistent with the Comprehensive Plan, as the Comprehensive Plan provides the broad policy framework.

» *Partnerships:* Creating and maintaining partnerships within and outside the community will strengthen opportunities to accomplish projects and ease understanding of complex situations.

» *Communication and transparency:* Having user friendly and accessible information for the community to be informed and opportunities to be involved will be necessary for achieving goals and build trust.

» *Management of existing and new planning documents:* Planning documents should build upon each other and be effective in the process of moving the City to its desired future. Monitoring the initiatives in related planning documents will be necessary for cohesive implementation actions.

» *Enhancement of volunteerism, philanthropy, and leadership:* The City should continue to boost civic engagement as there are many individuals, grass-roots or non-profit organizations that have a passion for helping their community. This can be a pillar to accomplishing implementation better and faster. Civic engagement can contribute to a high quality of life; creating a sense of place, building strong community bonds and achieving objectives.

» *Incentives and incentive regulation:* Inducements offered by the City or in conjunction with the City to elicit actions by individuals or businesses that move the City toward its desired future. The inducements or incentives can include:
- *Direct financial assistance such as cost sharing*
- *Indirect financial assistance such as assistance in applying for grants, or with infrastructure improvements*
- *Regulatory incentives such as density bonuses or flexible regulation*
- *Professional assistance incentives such as technical assistance in façade or infrastructure design, integration of historic elements, or meeting State or Federal regulatory standards*

SUMMARY OF IMPLEMENTATION STRATEGIES

Prioritization of strategies will be important because implementation for every strategy will not happen right away. Each chapter has its own list of implementation strategies within it goals, objectives, and strategies section. The following list references the corresponding pages for the strategies contained in each element chapter:

	Land Use	Pages 4-1 to 4-26
	Homes and Neighborhoods	Pages 5-1 to 5-18
	Economic Development	Pages 6-1 to 6-12
	Accessible Government	Pages 7-1 to 7-10
	Heritage Preservation	Pages 8-1 to 8-14
	Downtown and Riverfront	Pages 9-1 to 9-24
	Parks, Open Space, and Recreation System Plan	Pages 10-1 to 10-14
	Transportation	Pages 11-1 to 11-38
	Arts and Culture	Pages 12-1 to 12-6
	Environment and Sustainability	Pages 13-1 to 13-16
	Community Service and Institutions	Pages 14-1 to 14-10
	Influential Projects	Pages 15-1 to 15-10