



*Image by Mary Farrell*

# WINONA BASELINE REPORT

## of the 2045 COMPREHENSIVE PLAN

May 2024





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## CHAPTER 1: INTRODUCTION

The Winona Baseline Report is intended to provide a snapshot of the current conditions in the City of Winona and the region at large that influences it. This information then forms the foundation for Winona's 2045 Comprehensive Plan. The Report covers existing conditions including environmental conditions and land use, the municipal facilities and systems that make up Winona, and cultural and historic preservation priorities and points of interest. One addition that differs from the contents of the 2007 Baseline Report is a section on Accessible Government. This last chapter was added based on its inclusion as a priority in the 2045 Comprehensive Plan to encourage greater public involvement in Winona's government and decision making processes.

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## Need for Planning

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 comprehensive plan updates in 1995 and 2007. As with any plan, regular updates are needed to address changing growth patterns, market trends, and other key issues. In this case, a renewed interest in downtown and riverfront revitalization, concerns about the City's land base, and the City's continuing role as an intermodal port all created an impetus to update the plan. These and other key issues and questions were identified early in the process:

### Arts and Culture

- » How can the city strengthen, expand, and integrate its arts and culture assets to enhance Winonans' quality of life, attract and retain a talented workforce, draw visitors, and grow its economy?
- » Integrate arts and culture activities with the city's recreation, education, and business sectors.

### Downtown & Riverfront

- » How can the city continue to improve downtown Winona's image, best preserve and enhance the historic character of downtown, and attract building reuse and redevelopment?
- » Improve connections between downtown and the Mississippi River visually and physically.
- » Improve the design and management of downtown streets and parking to balance the needs of walking, bicycling, transit, and driving;
- » The need for additional housing options downtown.

### Housing

- » How to improve the overall condition of housing stock in the core of the city and accommodate more housing choices while maintaining neighborhood character.
- » Accommodate the growing trend towards smaller housing types and higher density in the core of the community and other appropriate locations.

### Community Growth and Economic Development

- » Expansion of the city's land base is limited by physical and environmental constraints.
- » Focus on growth and economic development that preserves the environment and effectively utilizes the city's limited land resources, which includes prioritizing vacant land, filling in underutilized sites, and redevelopment of certain areas.

### Complete Streets

- » Leverage the benefits of Winona's existing traditional street grid pattern.
- » Reinvest in Winona's streets to create Complete Streets that balance the needs of walking, bicycling, transit, automobiles, freight trucks, and emergency vehicles.

### Sustainability

- » The city began the important work of creating a more sustainable community with its Sustainability Plan efforts in 2021, which has not been adopted. The intent is to create a unified vision of Winona's future as a sustainable community. The

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United Nations defines sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs”. Winona’s sustainable planning is founded on three pillars of sustainability:

- » Environmental impact
- » Economic resilience
- » Equitable outcomes

The draft Winona Sustainability Plan is organized around six focus areas: Water, Natural Resources, Food, Energy, Transportation, and Waste. The plan contains goals and actions for each focus area that provide guidance for the Comprehensive Plan.

## Previous Planning Efforts

Many specific studies have been undertaken since the 2007 Comprehensive Plan update that have relevance for the current planning effort. These are listed below, and are discussed in greater detail under the topic areas to which they relate (transportation, housing, etc.).

### City Planning Documents

- » Comprehensive Plan (2007)
- » Developing a Preservation Education Plan for the Heritage Preservation Commission of the City of Winona Final Report (2015)
- » Engage Winona Community Conversations for a New Winona Community Report (2016)
- » Comprehensive Housing Needs Assessment (2016)
- » Housing Task Force Recommendations to the Winona City Council (2017)
- » Complete Streets Policy and Pedestrian and Bicycle Plan (2017)
- » The Bluffs Traverse Conservation and Recreation Area Master Plan (2018)
- » Winona Comprehensive Parks, Open Space, & Recreation System Plan (2018)
- » Engage Winona East End/Side Neighborhood Project (2019)
- » Winona Downtown Strategic Plan (2020)
- » Winona Sustainability Plan (DRAFT 2021)
- » Winona Arts and Culture Strategic Plan (2022)

### Other Agencies Planning Documents

- » Winona County Comprehensive Plan Update (2014)
- » Wilson Township Comprehensive Land Use Plan (2015)
- » Southeast Minnesota Regional Economic Study (2018)
- » City of Goodview Comprehensive Plan Update (DRAFT 2021)
- » Winona State University Comprehensive Facilities Plan 2022
- » Mississippi River Winona/La Crescent (WinLaC) Comprehensive Watershed Management Plan 2023-2033

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## CHAPTER 2: COMMUNITY PROFILE

The community profile provides basic demographic and economic data for the City of Winona to help the 2045 Comprehensive Plan establish the direction for the future. For projecting the City's population and number of households, a long view is taken that includes trends back to 1960 and looks out to 2045. Due to Winona being home to three post-secondary schools, trends in the student population are a key component of understanding Winona's overall population and household trends. The community profile also looks at the social and economic attributes of Winona's people, including the City's jobs base and workforce.

### Data Availability and Usability

In March of 2020, the COVID-19 pandemic spread across the United States and the world. The virus and measures to limit infection led to drastic changes in everyday life. The pandemic has had impacts on population totals, employment, income, commuting patterns, and educational attainment, to name just a few. As such, the data collected for the 2020 Census in April 2020 are snapshots of a changing world and community.

FIGURE 1. POPULATION AND NUMBER OF HOUSEHOLDS, 1960-2020

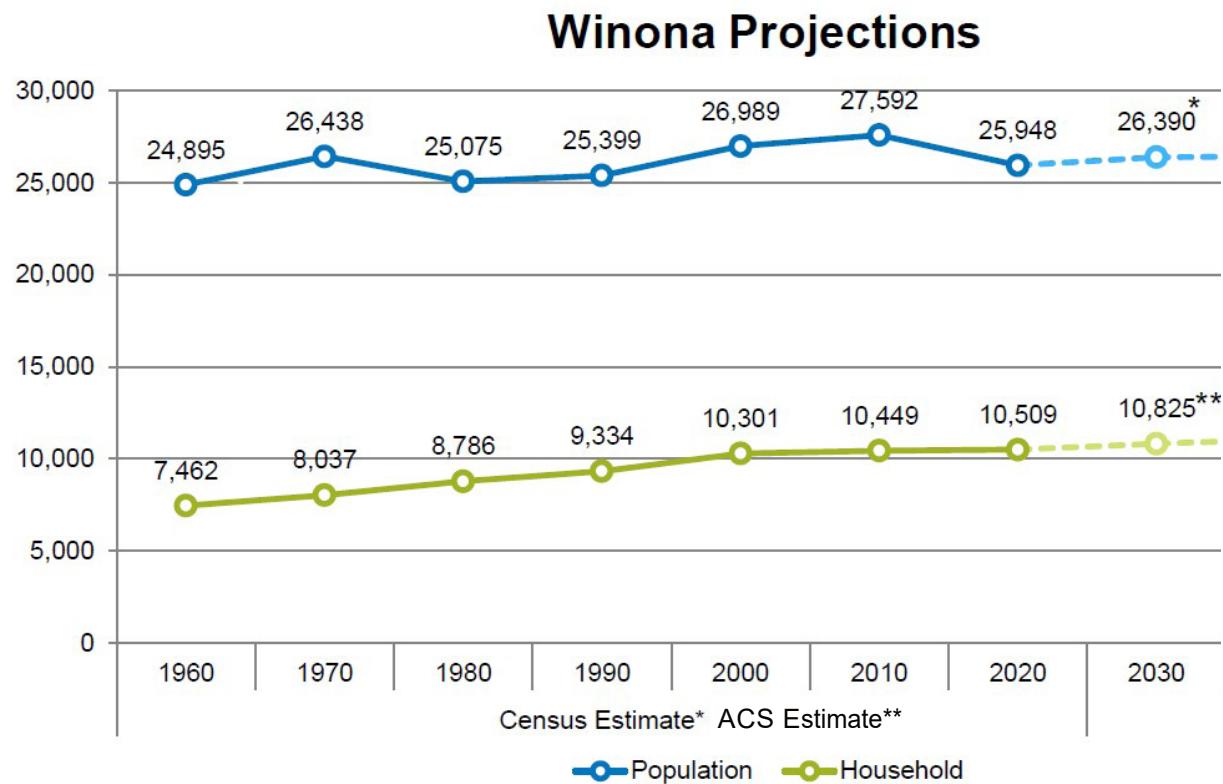


TABLE 1. AVERAGE HOUSEHOLD SIZE, 1960 - 2019

Year	Average Household Size	Change
1960	3.08	
1970	2.85	-0.23
1980	2.47	-0.39
1990	2.36	-0.11
2000	2.27	-0.10
2010	2.24	-0.03
2020 (est.)	2.21	-0.09

## Current Demographics

### Population

The U.S. Census estimated Winona's population to be 25,948 in 2020.

Over the past 60 years, Winona's population has not significantly grown or declined; fluctuating between 24,800 and 27,600.

### Households

There were an estimated 10,509 households in Winona in 2019 according to the American Community Survey (ACS).

Unlike population, the number of households in Winona has consistently increased over time. This follows national trends of smaller numbers of people per household, as seen in Table 1. This is likely due to an increase in the number of single-person households and families having fewer children over the last 60 years. It is important to note that students who live off campus are included in household population.

### Non-Household Population

Winona has a significant number of people who do not live in "households" as defined by the Census. Most of these non-household residents live in student housing on the college campuses located in the City. The amount of non-household population and percent of total population since 1960 can be found in Table 2.

TABLE 2. NON-HOUSEHOLD POPULATION, 1960 - 2019

Year	Non-Household Population	% of Total Population
1960	1,912	7.68%
1970	3,501	13.24%
1980	3,394	13.54%
1990	3,349	13.19%
2000	3,653	13.54%
2010	4,223	15.31%
2020 (est.)	3,372	13.00%

## Age Distribution

As seen in Figure 2, Winona's largest population age groups are 15 to 19 years and 20 to 24 years. The three colleges in Winona contribute to the significant size of these age categories.

Between 2010 and 2019, there was a reduction in population in the cohort between 40 to 54 years old, and an increase in the population of those 55 to 79 years old. This reflects the aging of Baby Boomers and the smaller numbers of Generation X after them. This trend is expected to continue, and in the next twenty years Baby Boomers will retire, decreasing the number of working-age individuals. This may have an impact on social services as well as economic development for the city.

## Race and Ethnicity

In Winona, the largest sector of the population is White (not Hispanic or Latino) at 91.2%, as seen in Figure 3. Also, 2.8% of the population identify as Hispanic or Latino of any race, while 2.7% identify as Asian, and 2.1% of the population are Black or African American (not Hispanic or Latino).

Winona has diversified in terms of race over the last decade. Since 2010, the number of people identifying as Hispanic or Latino of any race increased from 331 in 2010 to 751 people in 2019, a 127% increase. The number of people identifying as Black or African American alone increased from 221 people in 2010 to 572 in 2019, a 159% increase.

FIGURE 2. AGE DISTRIBUTION, 2010 & 2019

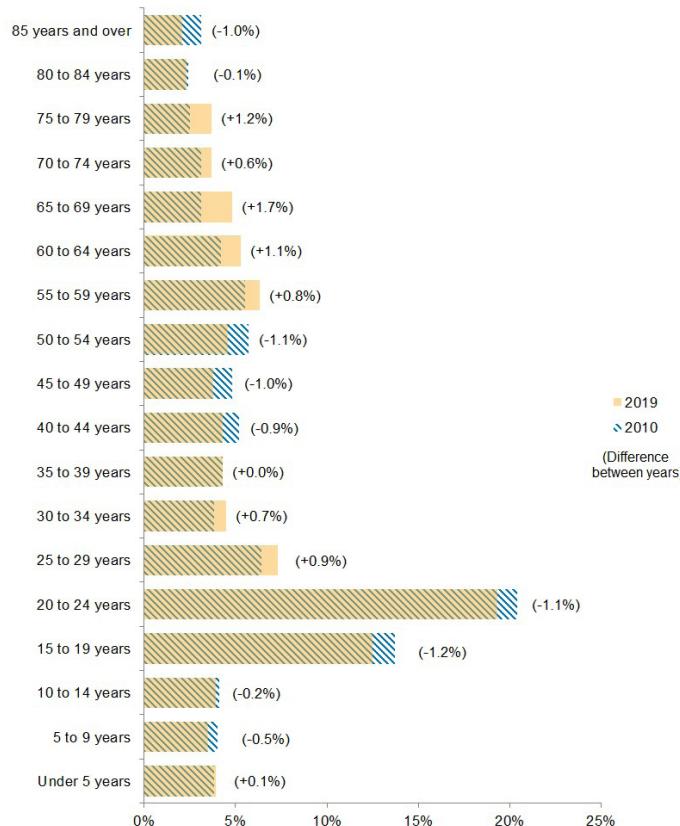


FIGURE 3. RACE & ETHNICITY, (% OF TOTAL POPULATION) 2019

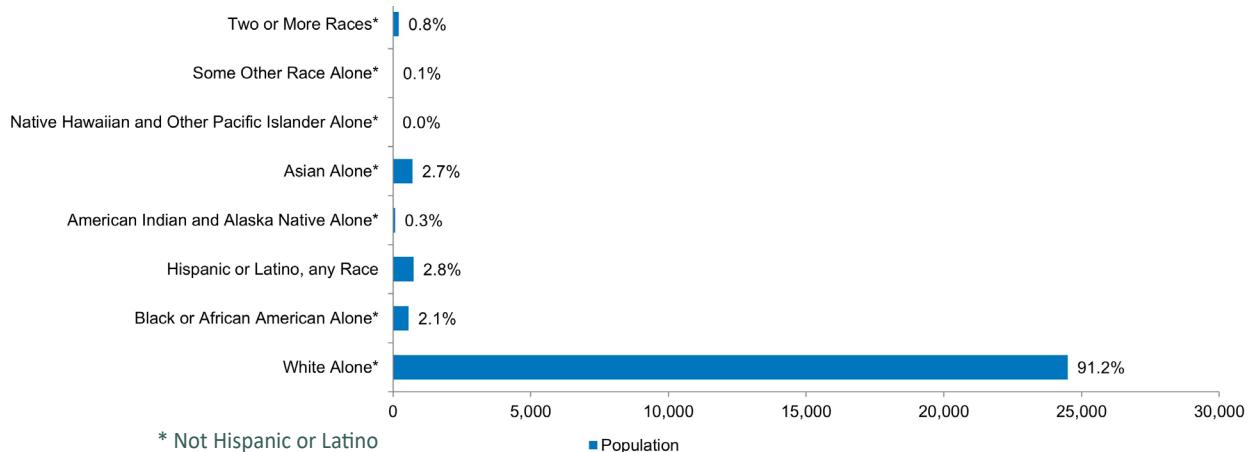
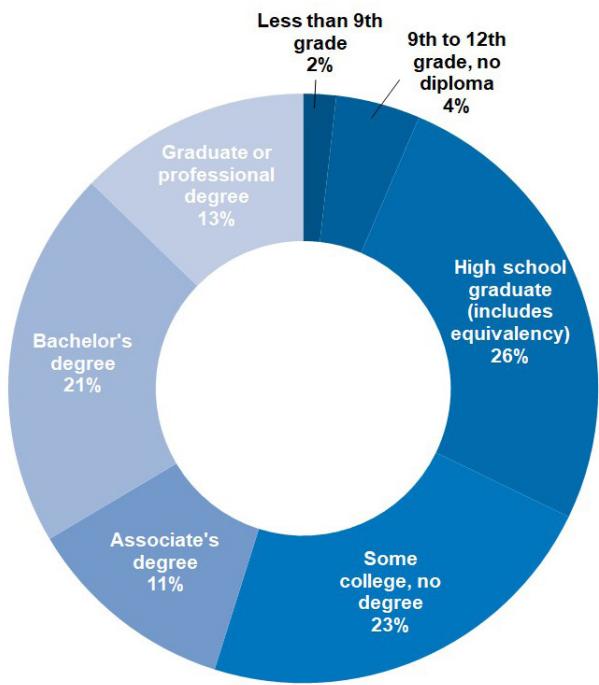


FIGURE 4. EDUCATIONAL ATTAINMENT OF POPULATION 25+ YEARS OLD, 2019



## Educational Attainment

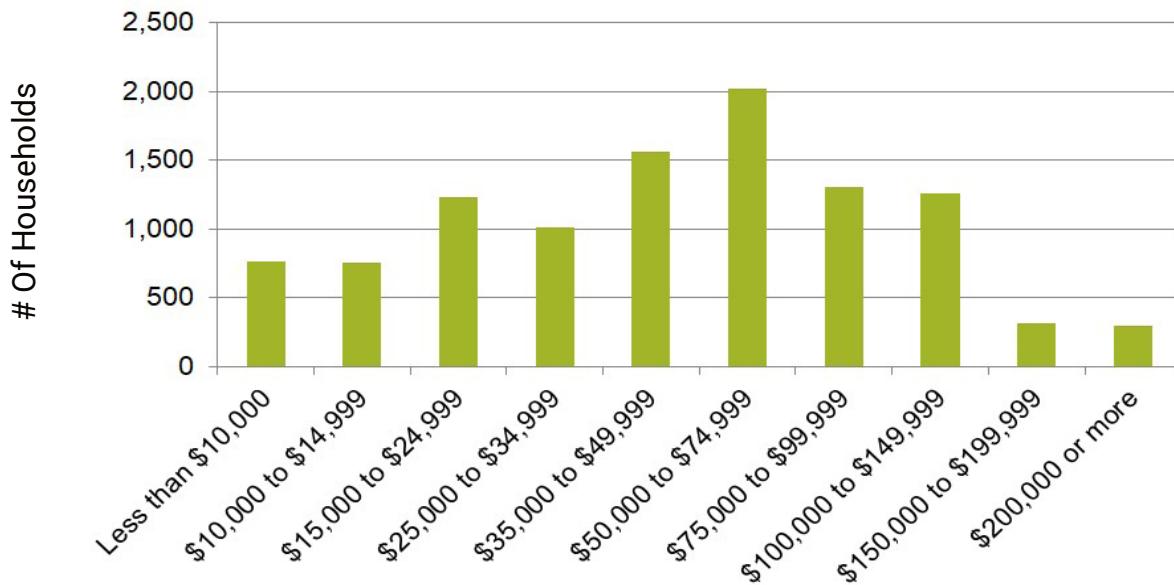
The percent of Winona residents aged 25 or older with a high school degree or higher level of education increased between 2010 and 2019, from 89.4% to 93.6% as seen in Figure 4. The mix of formal degrees obtained shifted toward higher-level degrees in the 1990s, however, local colleges are seeing enrollment decrease in 2020. The share of persons aged 25+ with a bachelor's degree or higher increased from 29.2% to 33.5%, and the share of such persons with an advanced degree increased marginally from 12.3% to 12.7% of the population.

## Income Characteristics

The estimated median household income for Winona in 2019 was \$48,677. This represents growth from 2010, when the median household income was equal to \$42,555 in 2019 dollars. Compared to Winona, the median incomes for the County and State in 2019 were \$59,329 and \$71,306, respectively. The difference from County and State medians can be explained by the number of university students living in individual households rather than college campus housing. Although these students are adults and contribute to the number of individuals in a household, they may not be employed while at school and contributing to household income. Household income distribution for 2019 can be seen in Figure 5.

FIGURE 5. HOUSEHOLD INCOME DISTRIBUTION

## Annual Household Income 2019



## Projections for Population and Households

### Methodology

In order to develop 2045 population and household projections for the City of Winona, historic population numbers were updated and analyzed at the city and county level for 1960 – 2020. Since the MN State Demographic Center has prepared population projections out to 2070 at the state and county level, these higher level population numbers were analyzed. Additional considerations for projecting Winona's future population include the declining U.S. college population trend and job growth trends. Population was analyzed first, followed by the number of households over time.

### Population History for the City and County

Initial Findings:

- The City's population grew from 24,895 in 1960 to 27,592 in 2010, an increase of 2,697 people or 11% over half a century
- The County's population grew by 10,497 people from 1960 – 2010 or 26%
- From 1960 – 2010, the County's population growth exceeded the City's growth for every 10-year period
- Both the City's and the County's populations peaked in 2012
- Since 2012 the County's population has declined by 733 and the City's population has declined by 530
- The 2020 Census population count for the City of Winona is 25,948, which is a substantial decline from 2010 (-1,644) and 2019 (-1,304)

## A Closer Look at Winona's Population History and WSU's Student Enrollment History

Table 3 shows Winona's population history and change by year 2000 – 2020. Winona's population has been very stable, with slight fluctuations up and down over the past 20 years. The table also shows Winona State University's (WSU) student enrollment and change over the past 10 years, 2010 -2020. While the City's population has grown slightly over 20 years, WSU's student enrollment has declined substantially. Nationally, college enrollment began to decline in 2012. The table shows that this trend also began at WSU in 2012. The relationship between WSU's student enrollment and the City's population is unclear. Students living in college campus housing are considered as part of the group quarters population by the U.S. Census, whereas, students living off-campus in Winona are considered as household population. Of course, some WSU students are not Winona residents. In general, the percentage declines in WSU student enrollment since 2012 are greater than the change in the City's population. According to the WSU student housing department, roughly 1,800 students lived on campus in 2023.

TABLE 3. POPULATION AND WSU STUDENT ENROLLMENT

Year	Population	Change	% Change	WSU Student Enrollment	Change	% Change
2000	27,069	-	-			
2001	27,100	+31	+0.1%			
2002	26,902	-198	-0.7%			
2003	27,018	+116	+0.4%			
2004	27,221	+203	+0.8%			
2005	27,295	+74	+0.3%			
2006	27,324	+29	+0.1%			
2007	27,458	+134	+0.5%			
2008	27,582	+124	+0.5%			
2009	27,474	-108	-0.4%			
2010	27,592	+118	+0.4%	8,543		
2000 -2010		+523				
2011	27,603	+11	0.0%	8,896	353	+4.1%
2012	27,782	+179	+0.6%	8,884	-12	-0.1%
2013	27,741	-41	-0.1%	8,755	-129	-1.5%
2014	27,581	-160	-0.6%	8,653	-102	-1.2%
2015	27,591	+10	0.0%	8,472	-181	-2.1%
2016	27,478	-113	-0.4%	8,126	-346	-4.1%
2017	27,271	-207	-0.8%	7,953	-173	-2.1%
2018	27,207	-64	-0.2%	7,788	-165	-2.1%
2019	27,252	+45	+0.2%	7,599	-189	-2.4%
2010 -2019		-340	-1.2%		-944	-11.0%
2000 -2019		+183	+0.7%			
2020	25,948	-1,304	-4.8%	7,119	-480	-6.3%
2021	Not Available			6,651	-558	-7.8%

TABLE 4. POPULATION CHANGE FOR MINNESOTA AND WINONA COUNTY, 2010- 2045

	2010	2015	2020	2025	2030	2035	2040	2045
<b>State of Minnesota</b>	5,303,925	5,482,435	5,687,161	5,844,466	5,974,304	6,089,935	6,189,207	6,278,094
<b>Change</b>	-	178,510	204,726	157,305	129,838	115,631	99,272	88,887
<b>% Change</b>	-	+3.4%	+3.7%	+2.8%	+2.2%	+1.9%	+1.6%	+1.4%
<b>Winona County</b>	51,434	50,808	50,521	49,829	48,895	47,691	46,249	44,633
<b>Change</b>	-	-626	-287	-692	-934	-1,204	-1,442	-1,616
<b>% Change</b>	-	-1.2%	-0.6%	-1.4%	-1.9%	-2.5%	-3.0%	-3.5%

## U.S. & County Population Projections

Building upon these historic population trends, future projections were analyzed for the State, County, and City out to 2045. The State Demographic Center has prepared State and County population projections out to 2070, which is informed by Census projections for the U.S. and each state. Population changes are essentially driven by three factors: births, deaths, and migration. The Census is projecting that the level of net international migration (the difference between immigrants arriving in the U.S. vs. U.S. residents leaving for other countries) will remain essentially flat in the future, which means the rate of net-migration will actually decline slightly.

At the same time as the U.S. population continues to become older on average, the number of deaths will increase. Around 2040, the number of deaths will begin to exceed the number of births, in the U.S. and in Minnesota. This shift will mean that Minnesota will experience a natural decrease in its population for a period of time. As a result, the State Demographic Center's projections for population 2020 – 2045 at the state level show small increases, between 1% and 3% every 5 years. While some counties and cities will see population growth during these decades, many will experience declining populations. The State Demographic Center shows Winona County's population declining about 5,900 people (-12%) over the next 25 years.

## Population and Household Projections

Our general approach for developing the 2045 population projections incorporates the City's recent historic trend through 2019, initial assumptions about the recent WSU enrollment declines, the projected declines at the state and Winona County levels, analysis of household vs. group quarters population, and analysis of average household size trends. Refer to Figure 6 and Table 5.

FIGURE 6. POPULATION AND HOUSEHOLDS, 1960- 2045

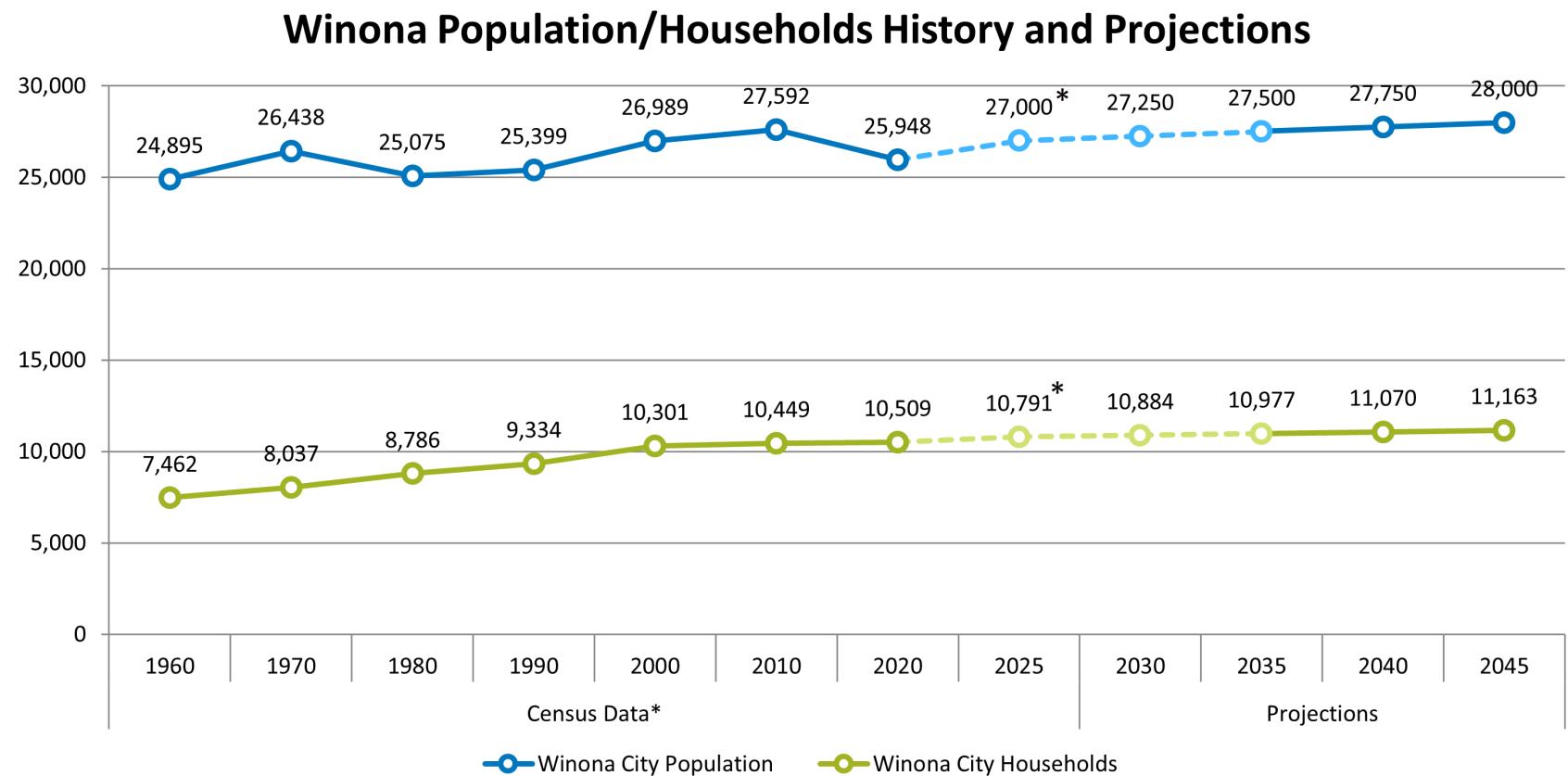


TABLE 5. POPULATION AND HOUSEHOLDS, 1960- 2045

## Population/Households History and Projections: Winona City and County

*Draft 2045 City Population & Household Projections - January 2022*

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

\*Data Source: Decennial Census Data, except Household Population for 2020, which is ACS estimate for 2019

## Job Growth Trends

The number of jobs in the City of Winona will also impact the 2045 population projections. The number of jobs first peaked at 20,876 in 2011, increasing by 2,450 jobs (+13%) over 2002. The number of jobs declined from 2011 to 2017. In 2018 and 2019, the City had healthy job increases that brought the total back up to 20,631. See Figure 8.

FIGURE 8. NUMBER OF JOBS IN WINONA

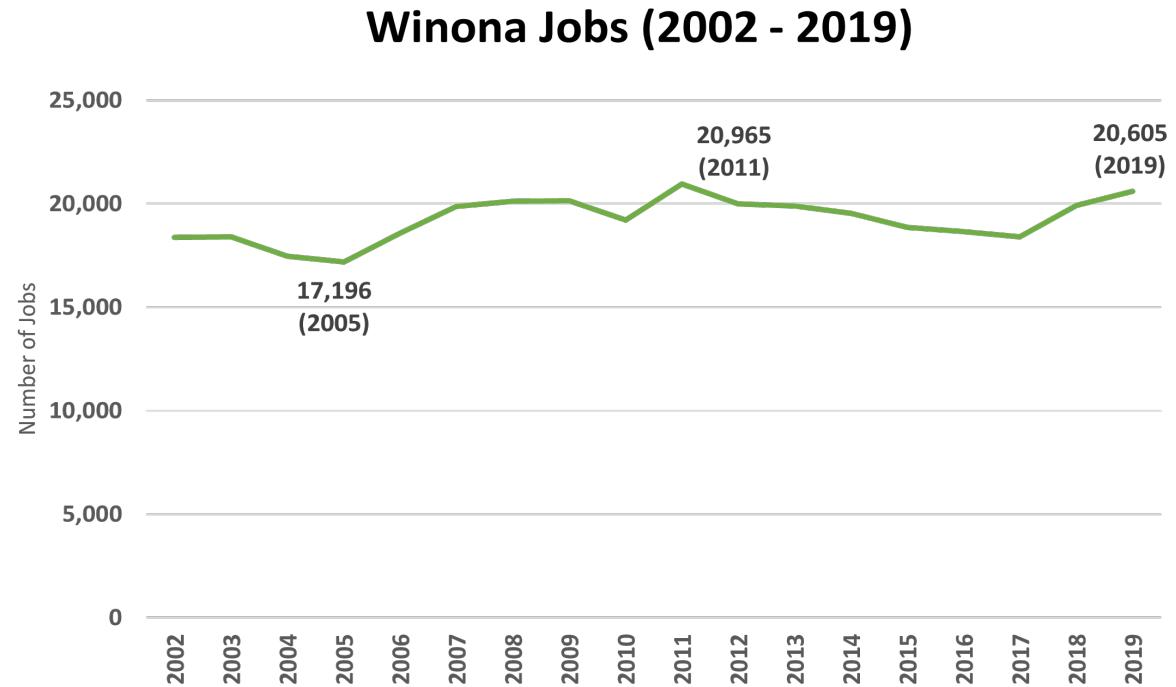
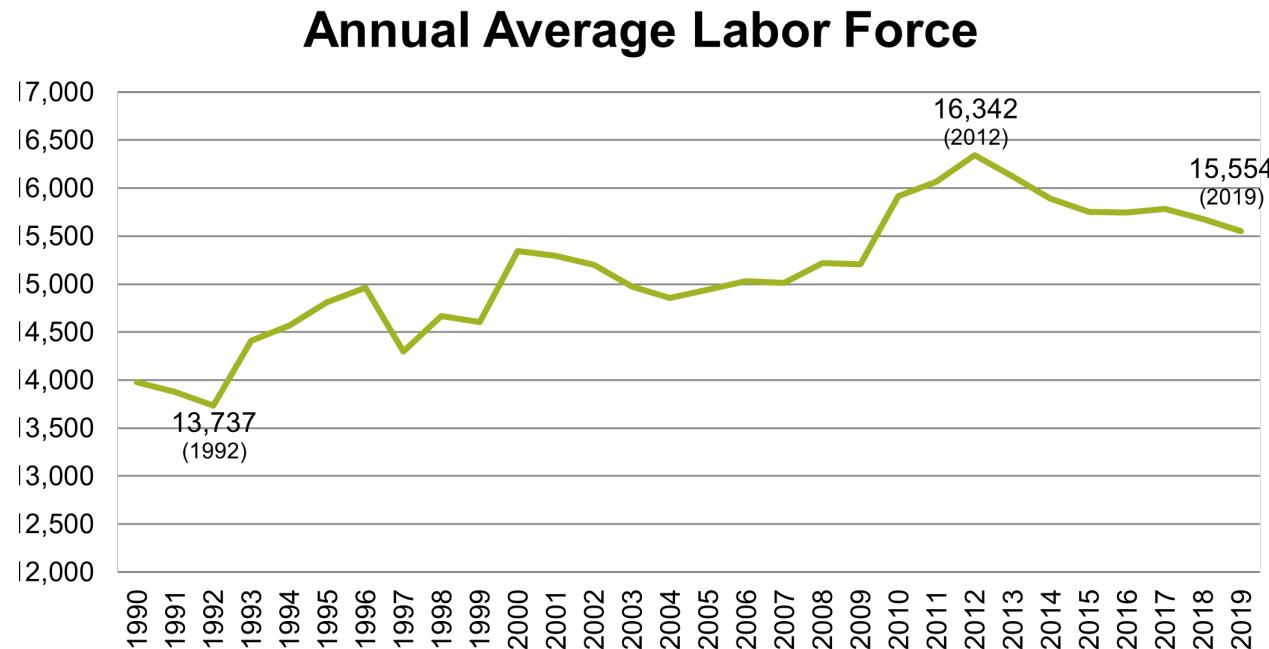


FIGURE 7. LABOR FORCE SIZE IN WINONA



## Winona's Labor Force

Minnesota's Department of Employment and Economic Development (DEED) collects Local Area Unemployment Statistics (LAUS) at various geographic levels, including micropolitan areas. According to DEED, between 1990 and 2019, the annual average labor force in Winona increased from 13,976 to 15,554, or an average annual growth rate of 54 workers. As seen in Figure 8, the labor force of Winona has generally grown in the last three decades. However, the labor force peaked in 2012 at 16,342 and has had a slow decline since then.

During the period between 1990 and 2019, the unemployment rate for the City averaged 4.5%. This rate was slightly higher than the average rate for Winona County (4.2%), but on-par with the State of Minnesota (4.5%), and lower than the US average (5.8%). As seen in Figure 9, the unemployment rate in Winona pretty closely followed the rate for the state and Winona County. All three have generally been lower than the US average for the last 30 years.

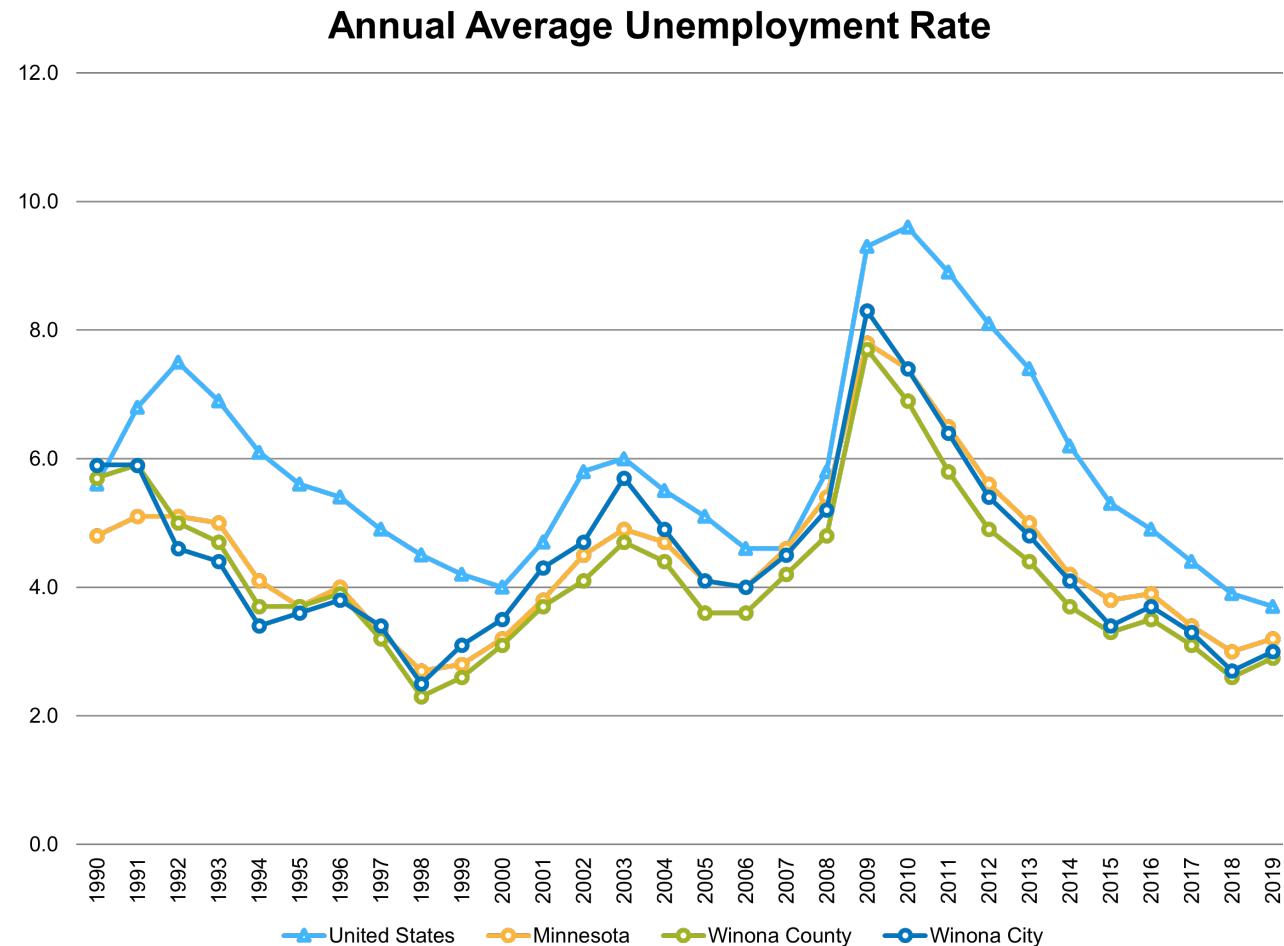
According to the 2020 American Community Survey, the majority of employed residents in Winona work in local establishments: 79.1% of this population worked within the City of Winona in 2019, and 87.3% worked within Winona County. Of the remainder, 4.8% worked in another Minnesota county, and 7.9% worked somewhere outside of Minnesota.

These percentage are comparable in scale to other similarly size local communities, including Owatonna, Minnesota. In Owatonna the majority of the workforce (72.6%) lives within the city. Of those who work in the city but do not live in the city 80.2% work within the county.

The majority of working Winonans drive to work alone (11,042 persons in 2019, or 74% of employed residents aged 16 or older who work outside their home.) There is some carpooling (9.0% of persons in 2019) but minimal use of public transportation, with 2.5% of workers utilizing transit to commute. Approximately 1,343 workers, or 9%, walked to work in 2019; this is a substantially higher percentage than the statewide percentage of 3.3%. Median commute time is between 10 and 14 minutes.

Eighty-seven percent of employed resident workers aged 16 or older residing in Winona were employed as private wage or salary workers. Government workers represent 9.7% of the workforce, and 3.0% of workers are self-employed.

FIGURE 9. UNEMPLOYMENT RATE, 1990-2019



## Workforce Location of Employment and Residence

Winona is the economic driver for Winona County and brings in workers from throughout the county, the southeast Minnesota region, areas of southwest Wisconsin, the Minneapolis-St. Paul metropolitan region, and beyond.

Figure 10 shows the balance between the inflow and outflow of workers. Winona draws a significant number of workers who live outside the city (13,203 people in 2019). Substantially fewer people are drawn out of Winona to work elsewhere. This ratio shows that Winona is a jobs hub for the region.

In 2019, 36% of employees (20,631) who worked in Winona also lived in Winona, meaning nearly two thirds of employees working in Winona live outside of the city. The two largest shares of employees who commute to the city for work are from Goodview, Winona's neighbor to the northwest, making up 7.4% and Rochester, making up 2.1%. Table 6 provides a breakdown of worker's place of residence. Winona has a significant daytime population; people who work in the city, but live elsewhere.

There were 12,054 Winona residents in the workforce in 2019. Nearly two-thirds of Winonans work in Winona, at 62%, or 7,455 people. The next two largest segments commute to Goodview, at 5.1%, and Rochester, at 4.8%. Nearly 4% of Winona residents work in LaCrosse, WI, 30 miles south. Table 7 shows the breakdown of locations where Winona's residents work.

FIGURE 10. INFLOW/OUTFLOW OF EMPLOYEES, 2019

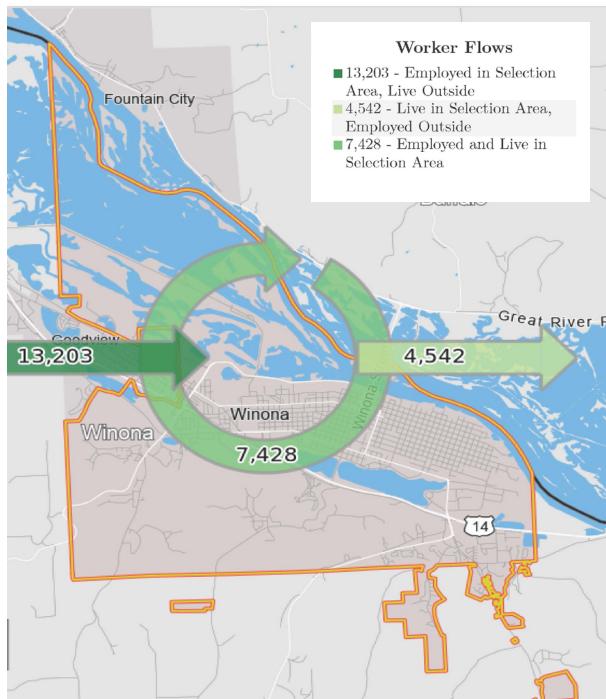


TABLE 6. WHERE WORKERS LIVE WHO ARE EMPLOYED IN WINONA, 2019

City	Number of Workers
Winona, MN	7,455 (36.2%)
Goodview, MN	1,475 (7.4%)
Rochester, MN	442 (2.1%)
La Crosse, WI	345 (1.7%)
Lewiston, MN	218 (1.1%)
Rushford, MN	174 (0.8%)
Stockton, MN	166 (0.8%)
St. Charles, MN	163 (0.8%)
Minneapolis, MN	155 (0.8%)
Fountain City, WI	155 (0.8%)
All Other Locations	9,857 (47.8%)
Total	20,631

TABLE 7. WHERE WINONA RESIDENTS WORK, 2019

City	Number of Workers
Winona, MN	7,455 (61.8%)
Goodview, MN	613 (5.1%)
Rochester, MN	580 (4.8%)
La Crosse, WI	447 (3.7%)
Minneapolis, MN	112 (0.9%)
Whitehall, WI	96 (0.8%)
Lewiston, MN	94 (0.8%)
Onalaska, WI	82 (0.7%)
St. Paul, MN	81 (0.7%)
La Crescent, MN	66 (0.5%)
All Other Locations	2,428 (20.1%)
Total	12,054

## Industry Snapshot

The number of businesses in a community is one indicator of the community's economic diversity. Within Winona County, the economic sectors with the largest presence (as measured by the number of establishments) in 2019 were Retail Trade, Accommodation / Food Services, and Health Care / Social Assistance, with 147, 135, and 134 establishments respectively.

Another measure of economic diversity is the number of employees within general economic categories. Winona has a fairly healthy diversity by this measure, with only one economic sector having 20% of the city's employees. The city's economic sectors with the largest employment base in 2019 were:

- Manufacturing, with 3,667 employees (19.6%)
- Educational Services, with 2,753 employees (14.7%)
- Health Care / Social Assistance, with 2,736 employees (14.6%)

The sectors that lost the largest number of employees between 2012 and 2019 were Wholesale Trade (-23 employees per year), Information (-12 employees per year), and Administration & Support, Waste Management and Remediation (-8 employees per year). The Health Care / Social Assistance sector added an average of 22 employees per year between 2012 and 2019, and Manufacturing added an average of 16 jobs per year during the same period.

FIGURE 11. SHARE OF EMPLOYMENT BY SECTOR PROJECTIONS

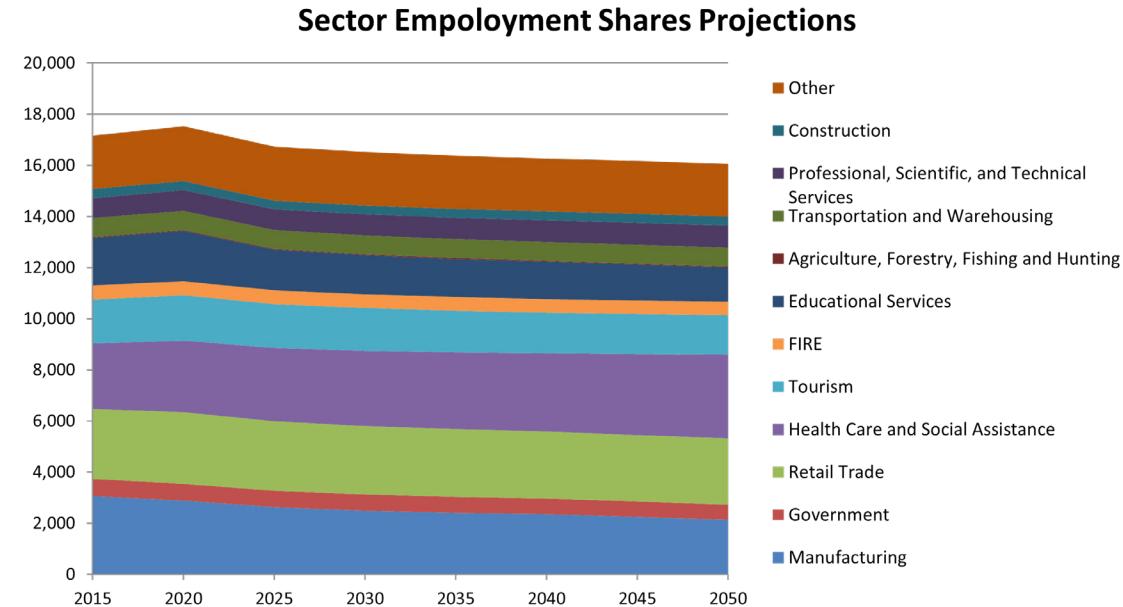


TABLE 8. SHARE OF EMPLOYMENT BY SECTOR, 2019

Sector	Number of Workers
Manufacturing	3,667
Educational Services	2,753
Health Care and Social Assistance	2,736
Retail Trade	2,303
Tourism	1,993
Transportation and Warehousing	845
Professional, Scientific, and Technical Services	774
Government	658
Fire	542
Construction	495
Agriculture, Forestry, Fishing and Hunting	10
Other	1,947
Total	18,723

TABLE 9. LARGEST EMPLOYERS BY NUMBER OF EMPLOYEES, 2019

Employer	Products/Services	Full Time Employees
Fastenal Company	Hardware and Supplies Merchandise	1,541
Winona State University	Colleges & Universities	896
Winona Health	Healthcare	890
RTP Company	Custom Compounding of Purchased Resins	464
WinCraft	Apparel Accessories	432
Winona Area Public Schools	Elementary & Secondary Schools	416
Saint Mary's University of MN	Colleges & Universities	395
Winona County	Local Government	286
Merchants Bank	Commercial Banking	240
Watlow Electric Mfg.	Manufacture Electronic Temperature Controls	240
Peerless Chain Company	Other Fabrication-Wire Product.	233
Hal Leonard	Music Publishers	221
City of Winona	Local Government	184
Solvay Group	Aerospace Products & Parts Manufacturing	171
BCS Automotive Interface Sol.	Manufacturing Other Electronic	144
Behrens	Steel Can Manufacturing	141
The Watkins Company	Manufacture of Personal Care, Homecare, Spices & Extracts	117
Thern, Inc.	Overhead Traveling Crane, Hoist, & Monorail System Mfg.	116
Bay State Milling	Flour Milling	108

## Winona's Largest Employers

Fastenal Company, an industrial equipment supplier, headquartered in Winona, contributed over 1,500 jobs, which makes it the city's largest employer. The other largest manufacturing employers include RTP Company, WinCraft, Watlow Electric Mfg., and Peerless Chain Company. See Table 7 for a list of the top employers in Winona in 2019.

Educational services were prevalent in the list of largest employers. Winona State University was the second-largest employer in the city, with 896 employees, Winona Area Public Schools employed 416 people, and Saint Mary's University had 395 employees.

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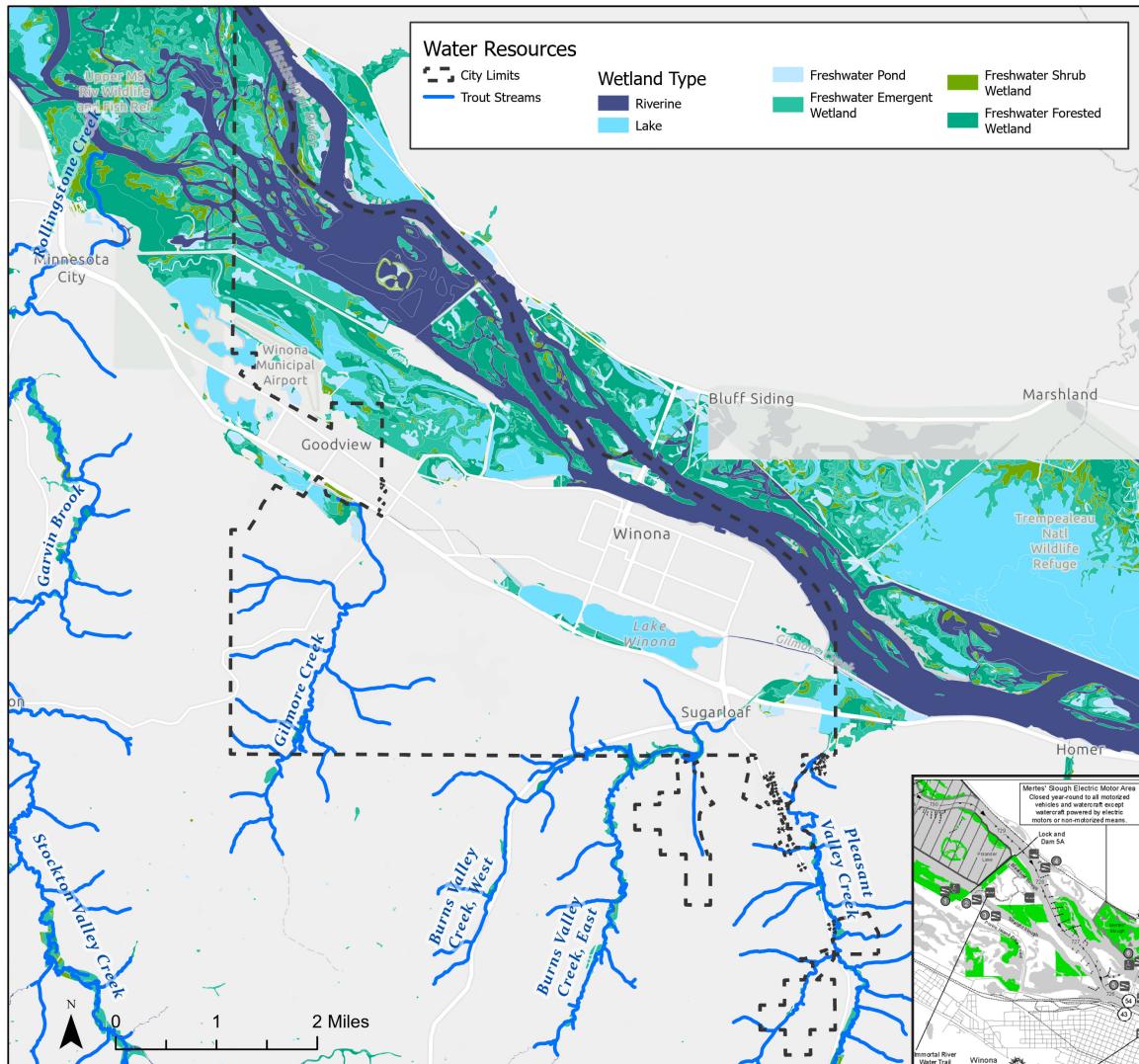
*Lake Winona, Image by Mary Farrell*

## CHAPTER 3. ENVIRONMENT AND SUSTAINABILITY

### Landscape & Ecology

Winona's dramatic landscape and high concentration of natural and scenic resources can be understood most broadly in terms of ecological classifications. The landscape of this part of Southeastern Minnesota is classified as part of the Eastern Broadleaf Forest Province, Paleozoic Plateau Section, Blufflands Subsection. The Blufflands Subsection is described as "an old plateau covered by loess (windblown silt) soil that has been extensively eroded along rivers and streams. It is characterized by highly dissected landscapes associated with major rivers in southeastern Minnesota. Bluffs and deep stream valleys (500 to 600 feet deep) are common. River bottom forests grew along major streams and rivers."

FIGURE 12. WATER RESOURCES



## Water Resources

Because the region was not covered by the last glacial advance (the Wisconsin glaciation, 10,000 to 70,000 years ago) it retained its rugged topography and contains no lakes.

The “island” on which the City was founded is actually a former sandbar that remains largely separated from the “mainland” by Lake Winona and a series of natural and man-made channels used for flood control, stormwater management and recreation. Floodplain areas in the City were once far more extensive, but have been modified by flood control structures such as the levee and channels.

Numerous cold-water trout streams feed major rivers such as the Mississippi, Root, and Whitewater. In Winona, virtually all the streams that flow into the City are designated trout streams: Gilmore Creek, West Burns Valley Creek, East Burns Valley Creek and Pleasant Valley Creek.

FIGURE 13. NATIONAL WILDLIFE & FISH REFUGE

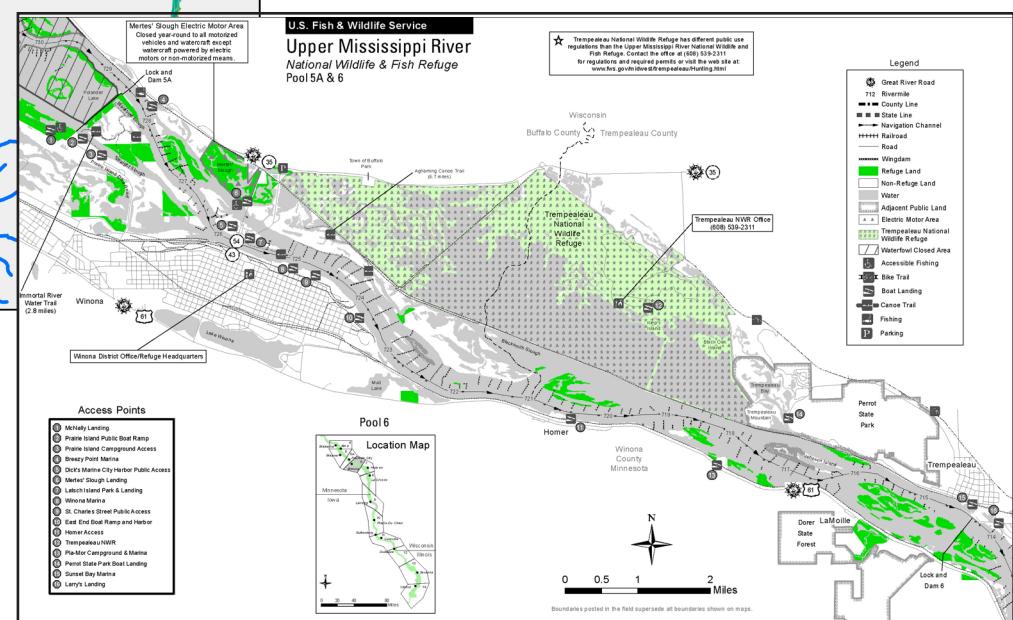
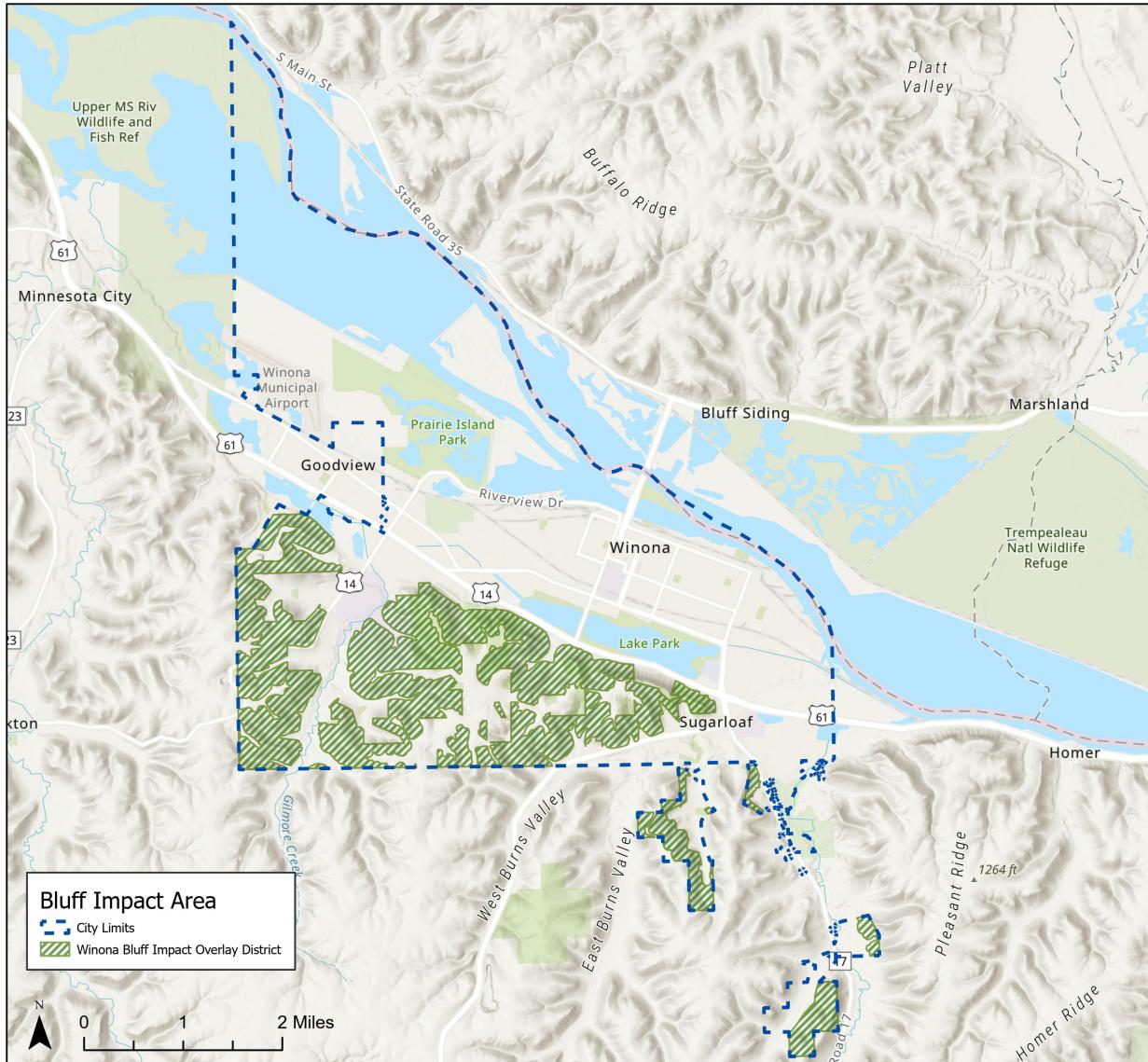


FIGURE 14. TOPOGRAPHY



## Topography

Much of the land area in southern Winona is defined by spectacular bluffs, as seen in Figure 14, which provide dramatic vistas as well as ecological challenges. Drastic elevation change makes this area difficult for development. The City has adopted policies within the Unified Development Code to protect steep slopes and prevent significant erosion through the Bluff Impact Zone Overlay District.

FIGURE 15. SOILS

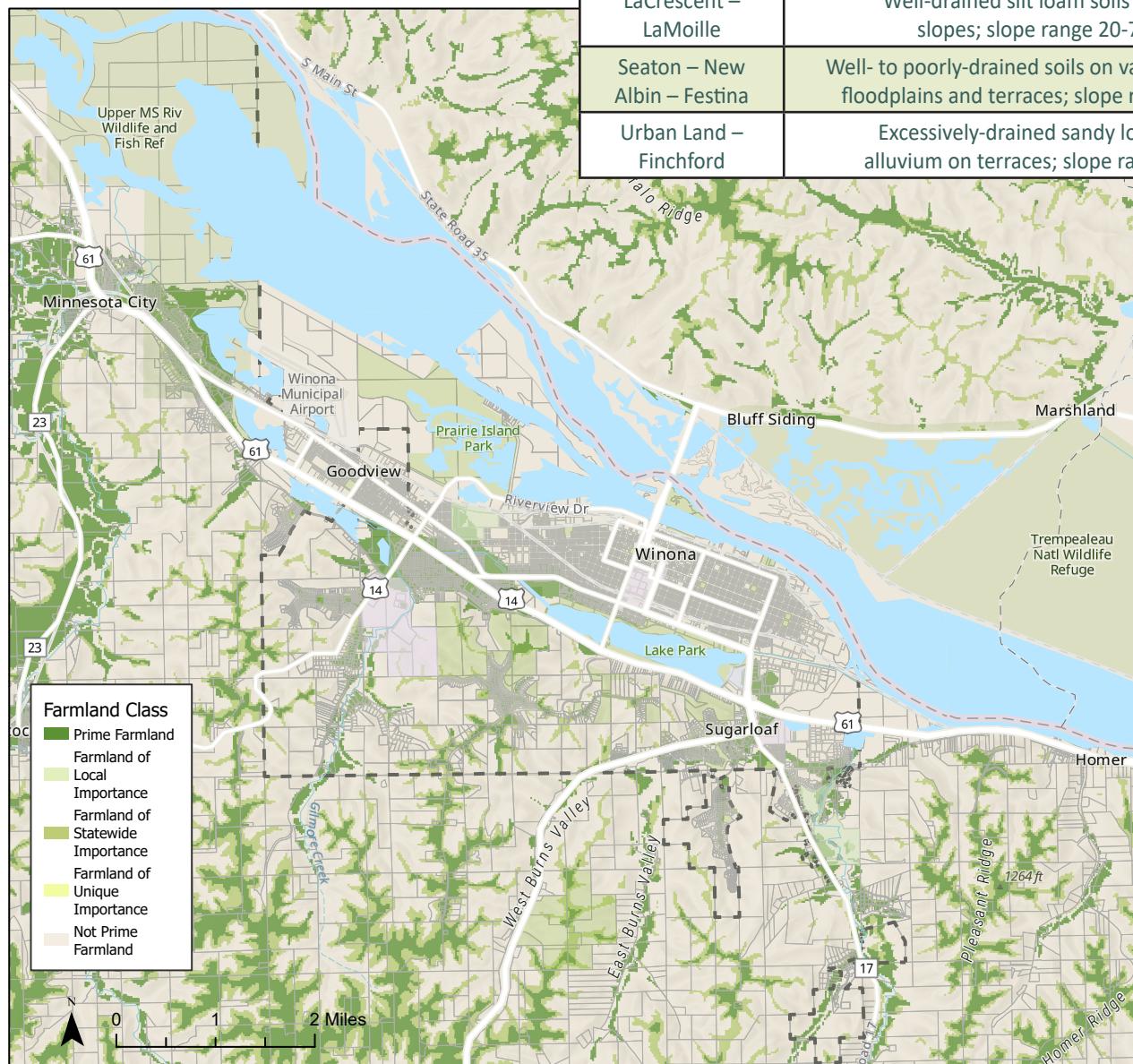


TABLE 10. MAJOR SOIL ASSOCIATIONS

Association	Description and Location in the Landscape	Major / Secondary Uses	Management Factors
Seaton – Southridge – Blackhammer	Well-drained silt loam soils on uplands; slope range 1- 45%	Cropland / Pasture, woodland	Water erosion
LaCrescent – LaMoille	Well-drained silt loam soils on side slopes; slope range 20-70%	Woodland / Pasture	Water erosion
Seaton – New Albin – Festina	Well- to poorly-drained soils on valley bottoms, floodplains and terraces; slope range 0-45%	Cropland / Pasture	Water erosion, flooding and wetness
Urban Land – Finchford	Excessively-drained sandy loam and alluvium on terraces; slope range 0-2%	Urban development	Not specified

## Soils

Soils in eastern Winona County generally share the same parent material: loess, or windblown silt. Soils can be grouped into four major associations, based on their position in the landscape and other characteristics, as summarized in Table 10. Most soils on relatively level uplands are classified as prime farmland soils, while most soils on valley slopes are classified as farmland of statewide importance. This classification indicates that the soil is nearly prime farmland and can produce the highest yield crops.

## Ecological Resources

### Vegetation

Pre-settlement vegetation included tallgrass prairie and bur oak savanna on ridge tops and dry upper slopes. Red oak- white oak-shagbark hickory-basswood forests were present on moister slopes, and red oak-basswood-black walnut forests in protected valleys. Prairie was restricted primarily to broader ridge tops, where fires could spread, but also occurred on steep slopes with south or southwest aspect. River bottoms were dominated by floodplain forests of silver maple and river birch and terrace forests of silver maple, elm, green ash, hackberry, cottonwood, basswood, and swamp white oak. River shore communities were present on sand bars and shorelines.

Winona and the surrounding region include a variety of these environments, extending upwards from river shoreline to blufftop prairie. The landscape and its resources have been influenced by natural and human disturbances to varying degrees. Agricultural practices from the 19th through early 20th centuries caused widespread erosion and serious flooding. Better farming practices reduced erosion beginning in the 1930s, allowing vegetation to recover. Reduction in wildfires resulted in trees and shrubs encroaching into native savanna and blufftop prairie. More recently, suburban development in valleys and on blufftops has increased the fragmentation of natural habitat. This “edge effect” can affect a variety of plant and animal species, especially migratory songbirds.

FIGURE 16. NATIVE PLANT COMMUNITIES

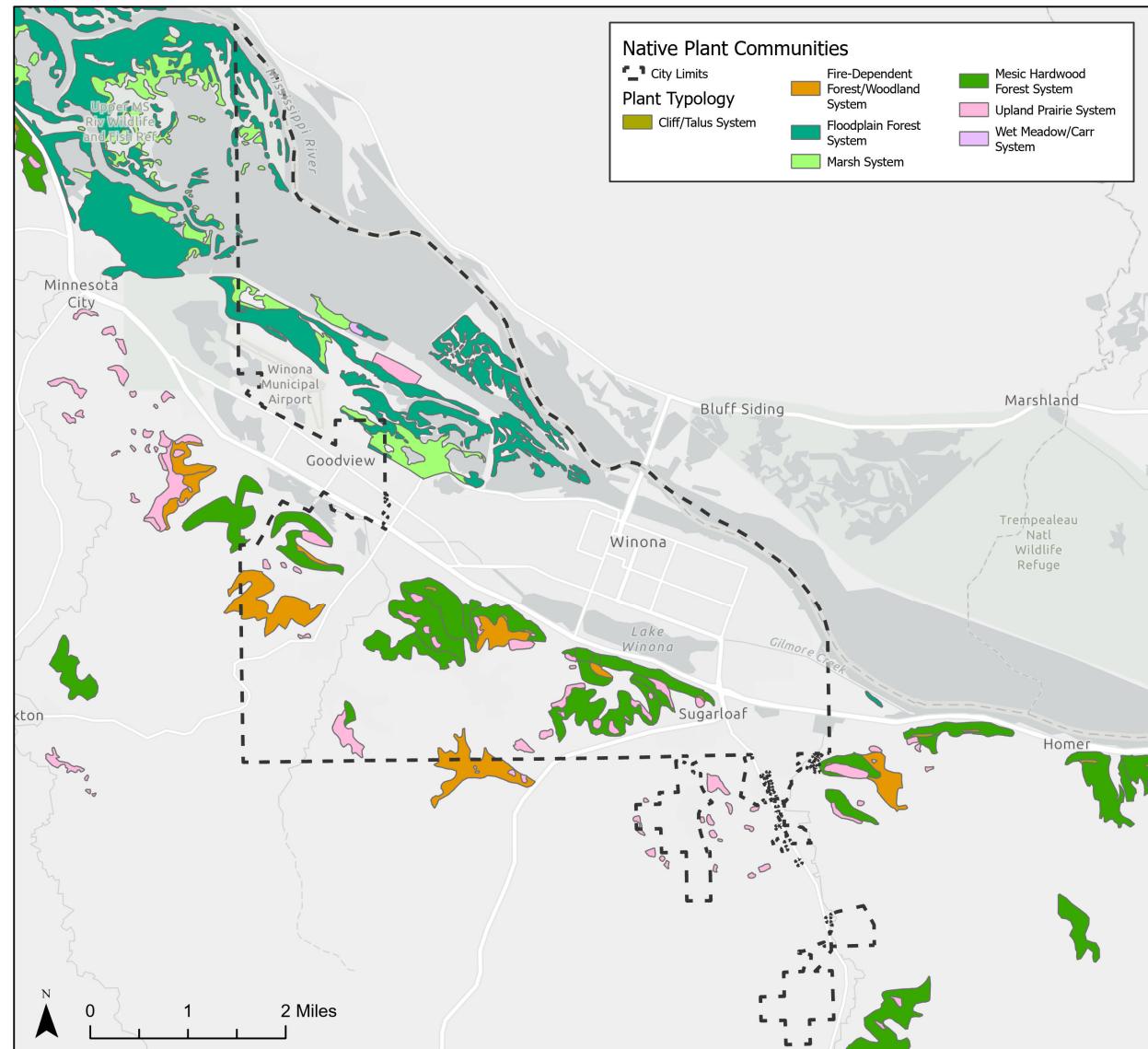
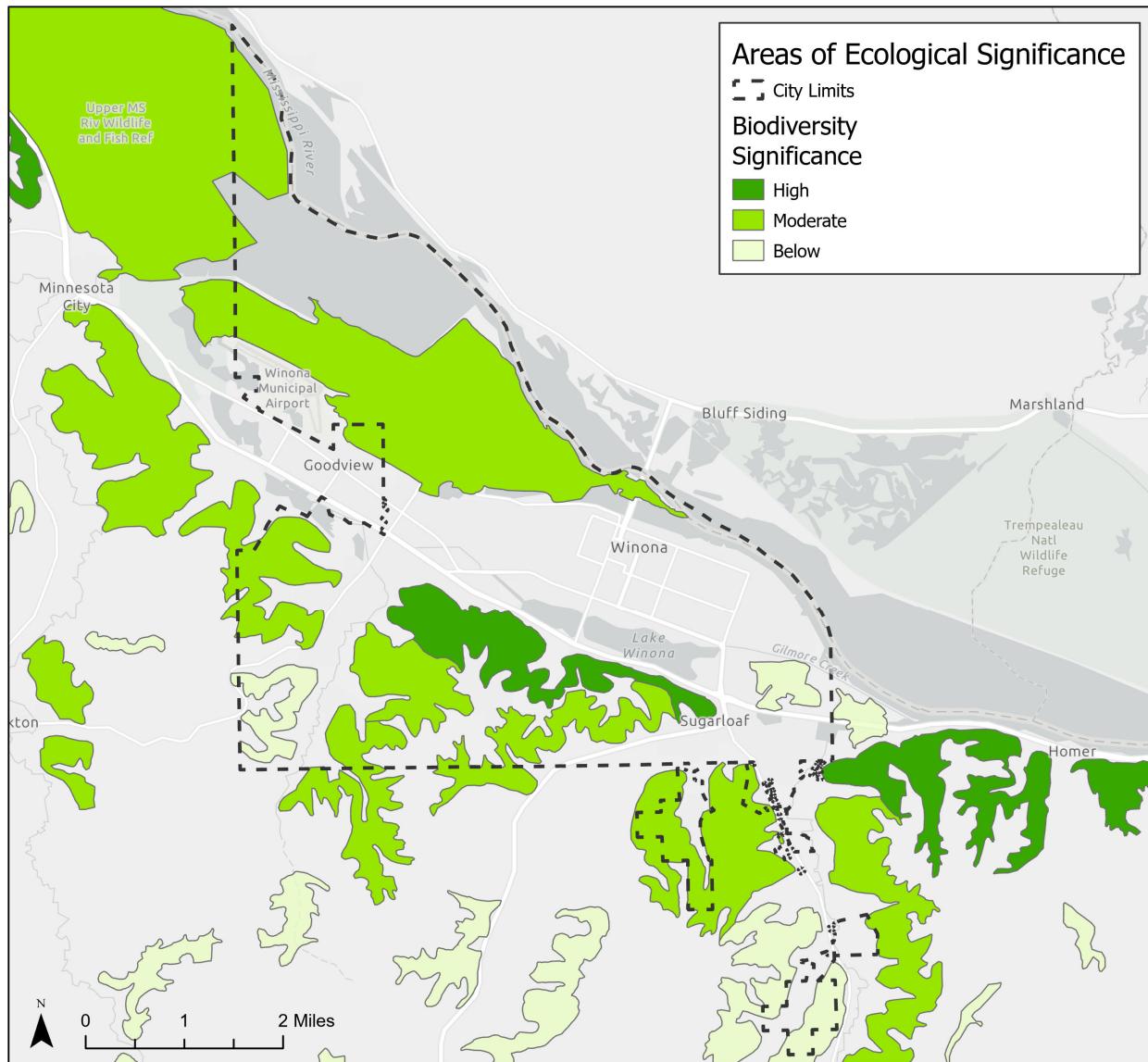


FIGURE 17. AREAS OF ECOLOGICAL SIGNIFICANCE



## Biodiversity

In spite of human disturbances, many native plant communities have persisted on steep slopes and within protected river bottoms in Winona and surrounding townships. As shown in Figure 15, these include various types of oak forests, floodplain forest, emergent marsh and dry prairie. Some of these plant communities have been identified by the Minnesota Department of Natural Resources through the Winona County Biological Study as being of particularly high quality, as shown in Figure 16.

## Sustainability

As Winona grows and changes, the city's future sustainability gains importance for residents, local businesses and industries, and city staff. The UN defines sustainable development as meeting present needs without compromising future generations' ability to meet their own needs. This goes beyond just environmental sustainability to include economic resilience and social equity, which also have a significant impact on a community's overall success.

## Energy Consumption

Energy Consumption is the largest source of greenhouse gas emissions in Winona.

Trends include:

- » Annual electricity consumption has decreased since 2016 and annual natural gas consumption has stayed relatively flat
  - *Commercial and industrial sector consumes 69% of all energy*
  - *Residential sector consumes 29% of all energy but comprises 85% of energy users*
- » Annual energy savings has avoided almost 15,000 MTCO2e in emissions since 2016
  - *Commercial savings larger than residential*
- » Renewable energy support primarily through subscription programs
  - *Community subscriptions to renewable energy for approximately 2% of electricity use*

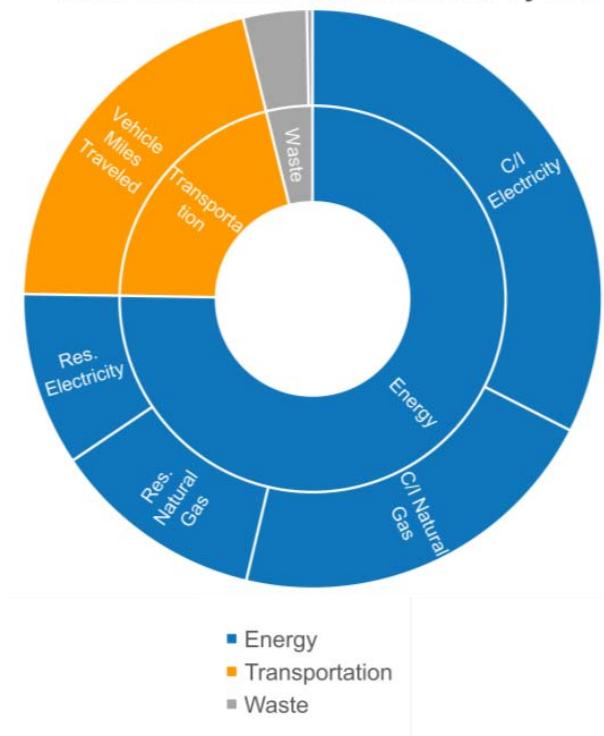
## Transportation

- » Vehicle miles traveled (VMT) have increased since 2014
- » 88% of households have access to at least one vehicle
  - *74% of workers drive alone to work*
  - *59% of commuters spend 14 minutes or less traveling to work*
  - *Only 52 electric vehicles are registered in Winona*

## Waste

- » Municipal solid waste generation is decreasing
  - *18,500 tons in 2019, down 4% from 2016 baseline*
- » About 34% of all waste was recycled in Winona in 2019 vs. 43.5% statewide
  - *Reliable recycling data is only available for 2019*

FIGURE 18. 2019 GREENHOUSE GAS EMISSIONS BY SOURCE, MTCO2E



## Water

- » Primary source of municipal water is groundwater
- » Trends from consumption data
  - *Average water use highest in summer months*
  - *Residential sector consumes the most water*
  - *Water use varies by geography*
- » Threats identified by Southeast Minnesota 25x25 report
  - *Nitrates*
  - *Chlorides*
  - *Overuse/depleting*
  - *Other source contaminants due to Karst*

## Natural Resources

- » Winona has 7.7 times the amount of parkland per 1,000 residents as peer communities
  - 1,871 acres
- » 49% of land use are natural areas (7,538 acres city-wide)
  - 11% of which are preserved parks (842 acres)
- » Many sites of biodiversity significance with almost 5,900 acres containing high-quality native plant communities, functional landscapes, and areas with potential restoration
- » Opportunities to transition managed turf to pollinator friendly vegetation

## Food

- » Food security is an issue of access and equity
  - *Supplemental food shelf visits are declining, including a decrease of 27% in average monthly visits 2016 to 2020*
  - *Emergency food requests also decreasing since 2016*
  - *Average of 7-8% of Winona households receive Supplemental Nutrition Assistance Program (SNAP)*

FIGURE 19. ANNUAL WATER CONSUMPTION BY SECTOR

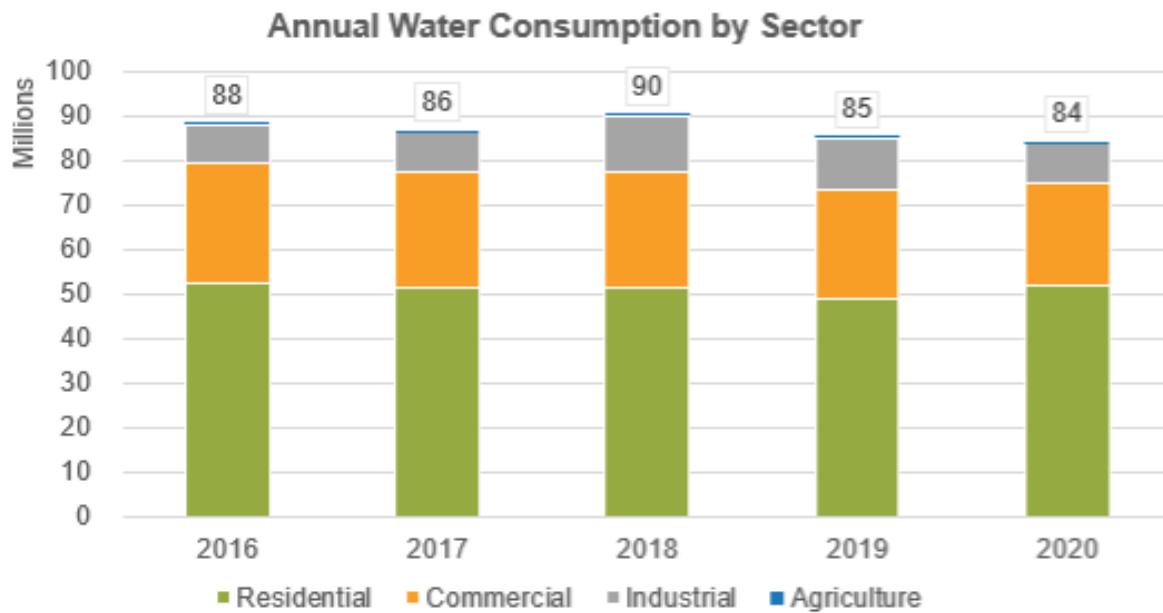
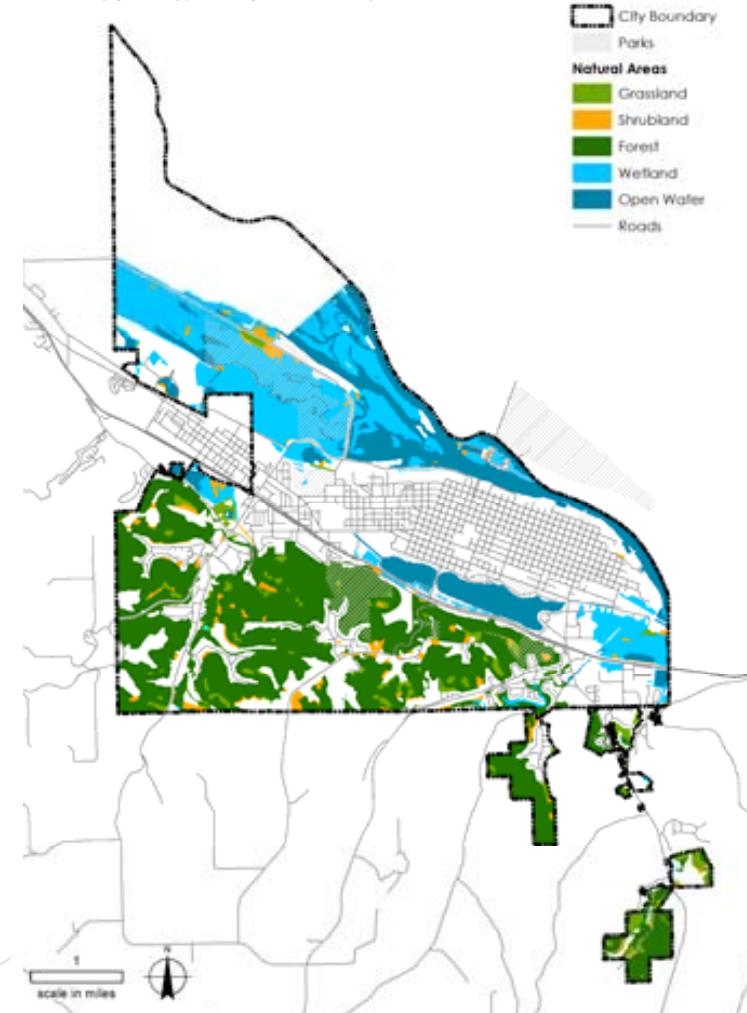


FIGURE 20. NATURAL AREAS



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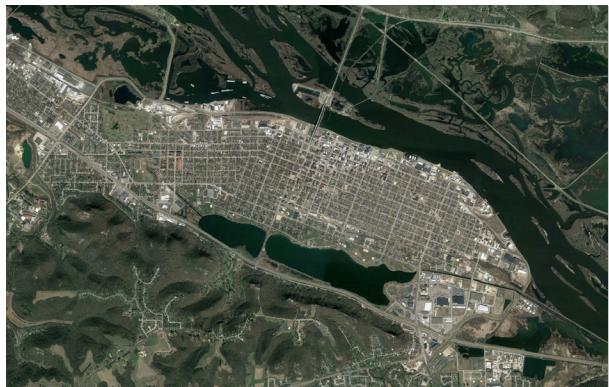
Downtown Winona, Image by Mary Farrell



## CHAPTER 4: LAND USE AND HOUSING

In order to determine the City's future needs for developable land, it is important to examine its current land base, and how much of this land is currently developed, should be protected from development, and potentially developable.. We can envision Winona as a "transect" or continuum of landscapes extending from the highly developed downtown core to the wooded bluffs and farmland that extend to the north and south of the Mississippi River valley. Development potential differs across this transect.

FIGURE 21. "THE ISLAND"



*Winona is primarily located on "the Island" between the Mississippi River (north), and Lake Winona (South).*

## Historical Development Trends

The City of Winona sits on the ancestral homeland of the native Dakota peoples who were the original inhabitants and stewards of the land. The urban core of the City rests on a sandbar (known informally as 'the Island') nestled between the Mississippi River to the north and Lake Winona to the south. This site served as the native Dakota People's summer village prior to European settlement. As White settlers moved to the area west of the St. Croix River, they encountered the Dakota. Influential settlers convinced the US government to negotiate the purchase of land from the Native people. For the Dakota, over-hunting had depleted the animals—particularly bison—that they relied on for food and trade. Some groups viewed selling their land as the only way to gain resources they needed to survive. They saw a land cession treaty, with guaranteed annuity payments, as a way to help them through these tough times and, for some Dakota, offered a way to rebuild their communities. The Dakota were in a very weak bargaining position because they believed that if they did not sell their land, the United States would take it. The deceptive bargaining tactics of the settlers during this process angered the Dakota and increased distrust in the federal government. In 1853 the area was formally ceded to the United States, and within four years, the City of Winona had been incorporated, with a population of 3,000, then the third largest city in Minnesota.

Winona's "Original Plat," conceived in 1852, organized the city's streets and blocks as a conventional grid, oriented east-west along the Mississippi River. The first commercial buildings were constructed along Front and Second streets, and were primarily one-story wooden structures; all were destroyed by a major fire that swept the city in 1862. After the fire, the downtown was rebuilt primarily using brick, and largely along Second and Third streets, thereby opening up the riverfront for other uses. In the 1870s, several flour mills were established in the City, the earliest by L.C. Porter Milling Company, the predecessor firm to Bay State Milling. Between 1870 and 1890, Winona was also one of the nation's major sawmilling and retail lumber centers.

Beginning in the 1850s, Winona attracted wealthier settlers from the East, who were attracted by the prospect of land speculation. Several of these settlers built grand residences along Broadway Street and the area around Windom Park, an area that has retained much of its historic character. The Huff-Lamberton House is one of these early mansions, now listed in the National Register of Historic Places as one of the State's best examples of Italian Villa architecture.

As the City continued to grow in the 1880-1900 period, new construction occurred in newly platted residential additions to the east and west of the downtown. A streetcar system was established in the 1880s to serve these outlying areas, extending from Jackson to Mankato streets and serving the Milwaukee and Northwestern railroad depots. The streetcar line ran along Third Street, contributing to this area's evolution as the core of the downtown commercial district. During this period, large areas of the East End were platted. Outlying areas around Lake Park and in the western part of the city saw major development in the 1920s.

(Source: Minnesota Historical Society)

FIGURE 22. DOWNTOWN WINONA - FROM DOWNTOWN STRATEGIC PLAN, 2020



## Existing Land Use Patterns

Existing land uses are interpreted from the parcel tax classification data and further informed by the existing zoning districts within the City (seen in Figures 15 and 16). This section also identifies the general land use types found within the City, in order to give a sense of their extent and character.

### Downtown Area

Downtown Winona is the historic and cultural center of the city. The 2020 *Winona Downtown Strategic Plan* defined the downtown as the area bound between the Mississippi River and Broadway Street on the north and south, and Kansas Street and Huff Street on the east and west. The approximate 50 square block area encompasses a wide range of historic and modern uses.

The downtown area combines commercial, service, and office uses, along with housing, in storefront buildings of two to four or five stories, often with parking in the rear that is accessed from the alley. Downtown is also a center for cultural and entertainment facilities (including a multi-screen movie theater and historical museum) and for local, county and some state and federal government facilities.

Much of the downtown riverfront remains in industrial and utility use, anchored on the east by the large Bay State Milling complex. West of Levee Park, Riverview Drive serves several industrial port terminals extending west to Prairie Island Road and the City boundary. To the east, the large Watkins complex and the Polish Museum are prominent landmarks and visitor attractions.

### Traditional Neighborhoods

The mixed residential neighborhoods located on the Island vary in size and character, but share a common orientation to a grid street pattern. Lots tend to be deeper than they are wide, and parking is located primarily in rear yards accessed by alleys. Housing ranges in age and style from modest vernacular working class housing in the East End, developed in the 1880s, to high-style dwellings along Lake Park Drive and in the Windom Park neighborhood. Many of the original homes in the East End were built on 'half-lots' 25 feet in width by Polish and Bohemian immigrants. The City's adopted zoning ordinances did not account for this traditional small lot development, making significant portions of available housing non-conforming. In some East End locations housing is negatively affected by the nearby presence of heavy industry and truck traffic. Most of the original plat – the "Island" – was built out by the 1950s, although infill construction after World War II added ramblers and modified Cape Cods to the East End streetscape.

### Suburban Neighborhoods

Most of the postwar new construction occurred south of Highway 61 in the Sugar Loaf area and along Gilmore Avenue. Since then, new residential development has expanded into the valleys and on bluffs. Streets are typically curvilinear and garages are front-loaded, as is typical of suburban residential development and also in response to the steep terrain. The University Village development near St. Mary's University is an exception to this trend, being built on a tight grid of narrow streets, with small cottage-style detached homes. Some newer developments have used conservation design, protecting sensitive land areas as permanent open space.

FIGURE 23. EXISTING LAND USE (2021)

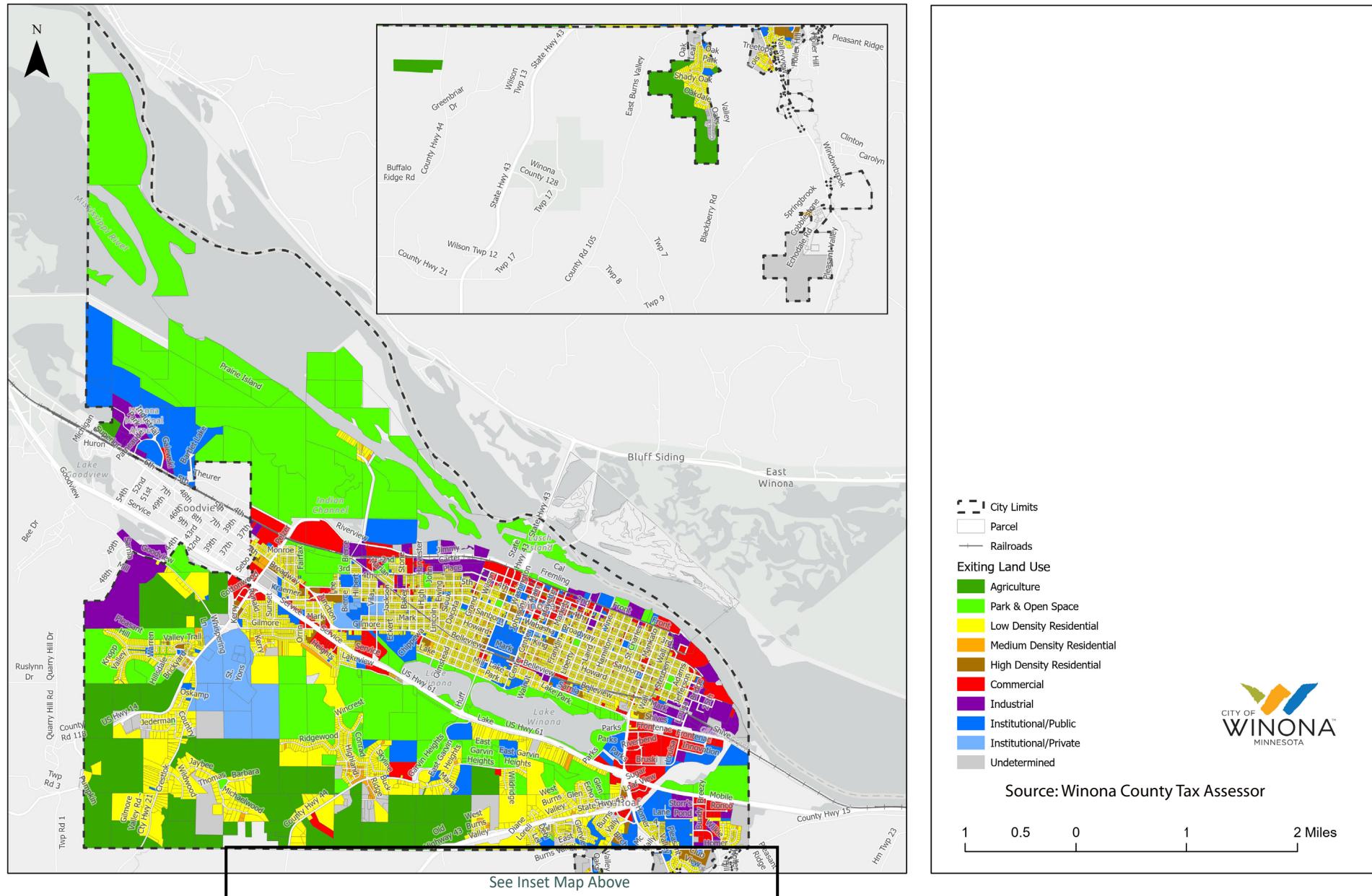
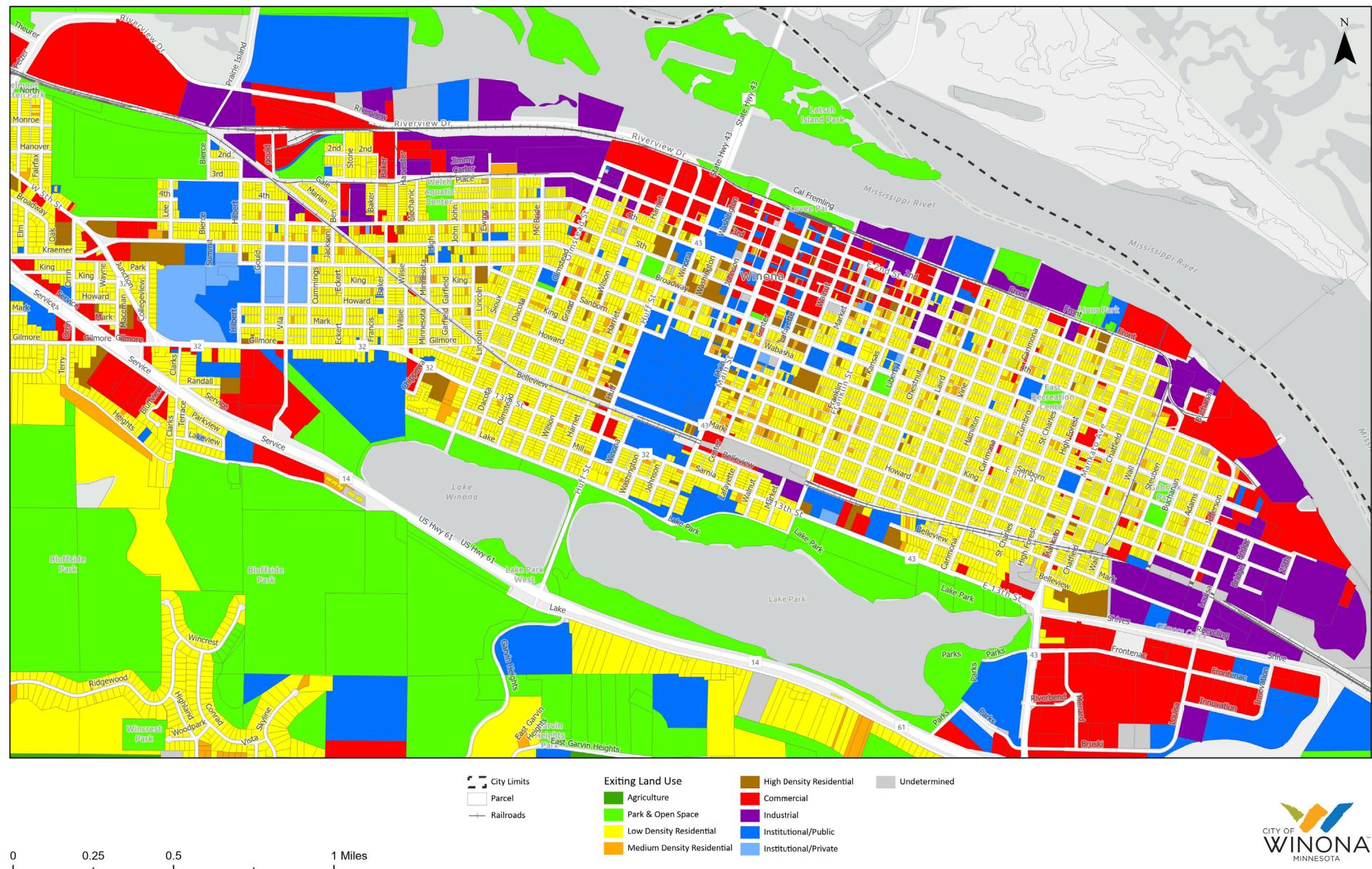


FIGURE 24. EXISTING LAND USE- ISLAND ZOOM (2021)



CITY OF  
WINONA  
MINNESOTA

FIGURE 25. WINONA ZONING DISTRICTS, 2022

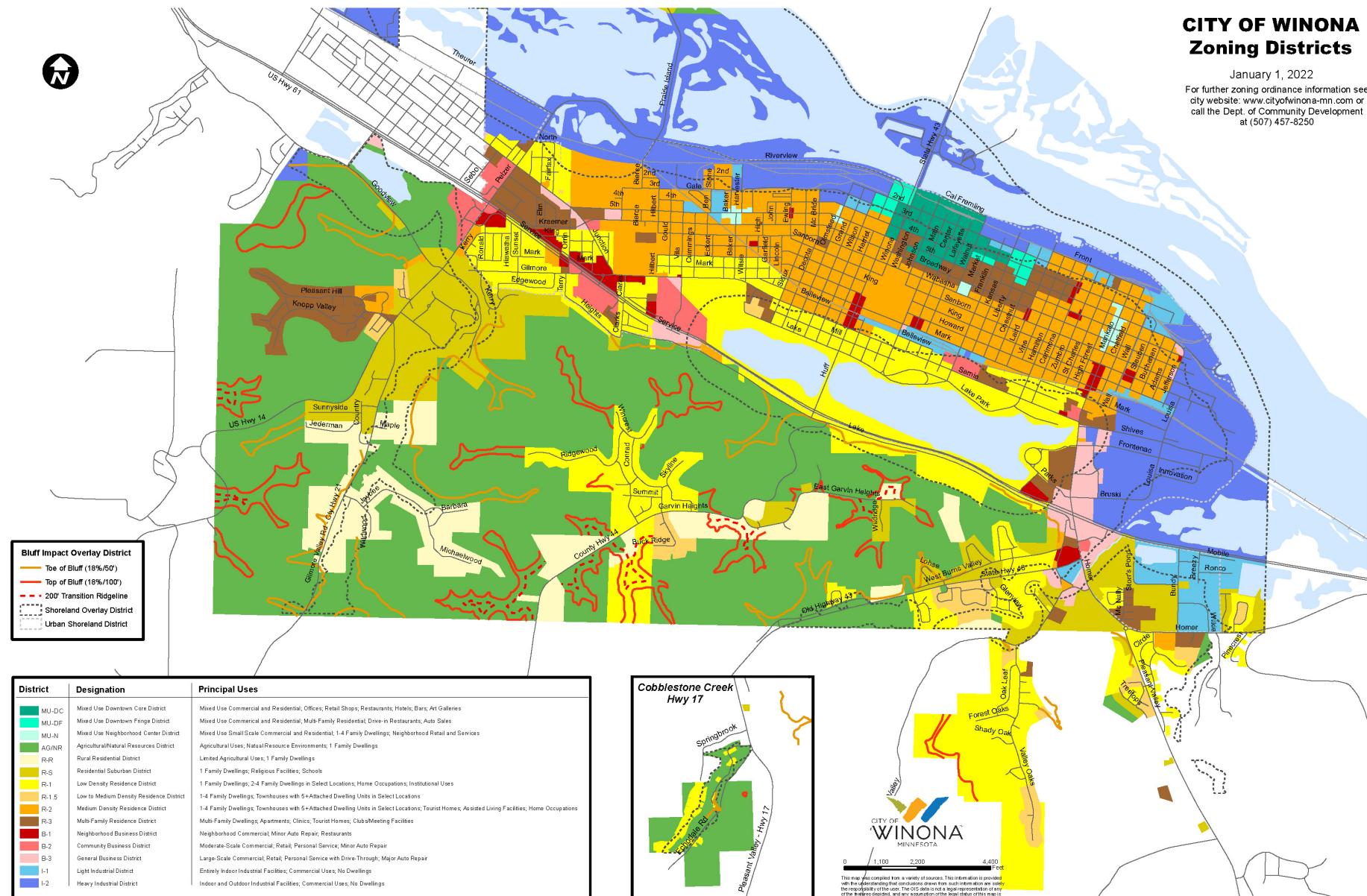
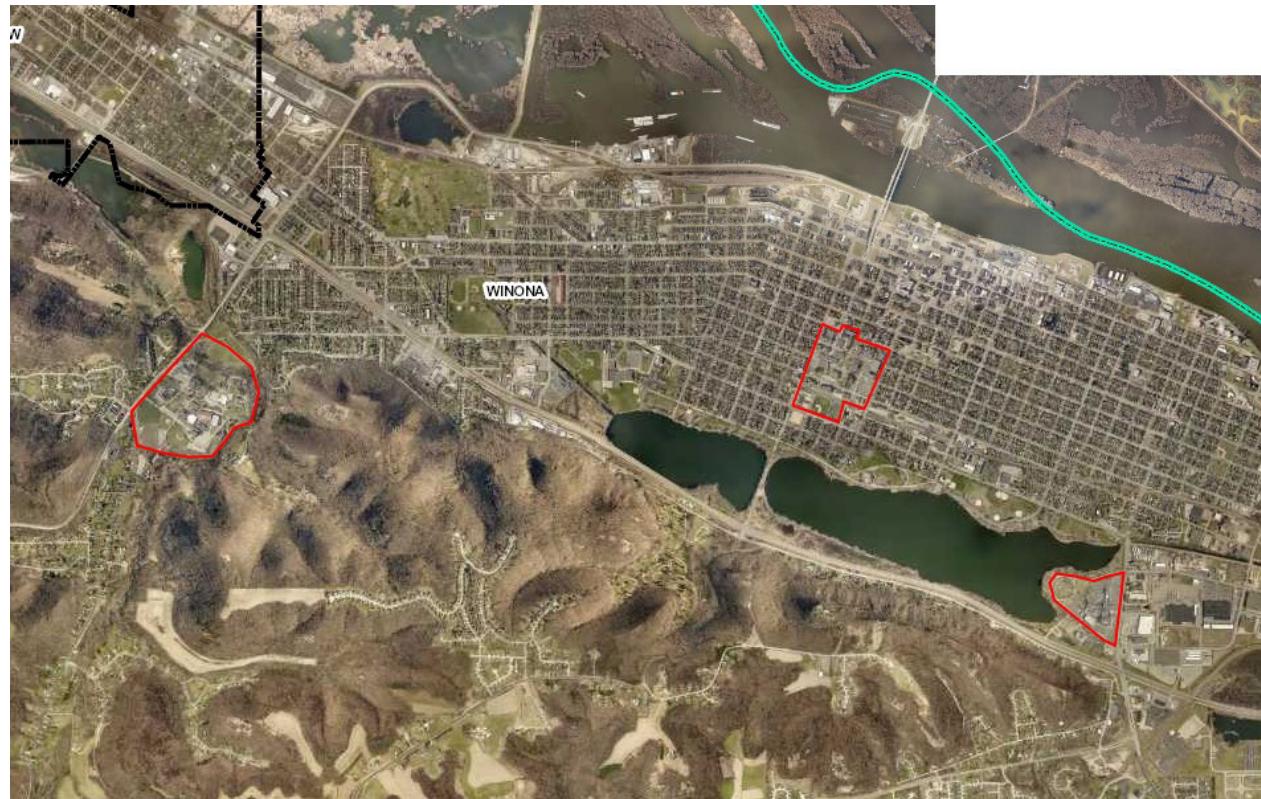


FIGURE 26. LOCATION OF UNIVERSITIES AND MEDICAL INSTITUTIONS



### University and Medical Institutions

Winona State University (WSU) and St. Mary's University are the City's largest educational institutions and occupy large districts in terms of land area. WSU, with an enrolled student population of 6,545 for the academic year 2021-2022 at its Winona campus, occupies approximately 10 square blocks, and is located within a ten-minute walk from downtown. Off-campus student housing occupies many single-family dwellings that have been converted into shared rentals or small apartment buildings in the neighborhoods adjacent to the WSU campus.

Saint Mary's University, located in the bluffs south of Highway 61, has an enrollment of

1,246 undergraduate students for the academic year 2021-2022, most of whom live on campus, although some live off-campus in neighborhoods closer to downtown. Another higher educational institution is Minnesota State College Southeast-Winona Campus, located at Homer Street and Highway 43 south of Highway 61.

The former College of Saint Theresa campus is now being used for a variety of uses by Winona State University, Saint Mary's University, Cotter High School and Junior High School, as well as a senior living and hospice facility. The former campus is located in the area between Broadway and Sarnia streets, west of Cummings Street.

The Community Memorial Hospital/Winona Health building is the major medical facility in Winona.

### Commercial Corridors and Nodes

The Highway 61 corridor historically developed as a highway-oriented commercial strip, anchored by the Winona Mall at the west end and a newer 'big box' district at the Highway 43 – Mankato Avenue intersection. The commercial corridor extends west through the City of Goodview. In general, older commercial development of this type is characterized by large parking lots in front of buildings, little landscaping, and extensive 'sign clutter,' leading to a generally poor visual image as perceived by the traveling public. The newer development east of Highway 43 is designed with improved internal circulation, controlled access points, and additional landscaping.

Smaller neighborhood-scale commercial nodes are located on Huff Street near the WSU campus, along 5th and 6th Streets, Mankato Street, and several other major streets. These nodes typically consist of one- to two-story storefront buildings with on-street or rear yard parking. The neighborhood-scale commercial nodes are located within easy walking distance from downtown with access to at least one neighborhood commercial node within 0.3 miles of the city core.

## **Industrial and Port Districts**

The City's traditional industrial district extends along much of the riverfront, encompassing the Commercial Harbor industrial and port facilities in the West End and a series of large industrial and shipping facilities throughout the East End, extending to the primary east-west CP rail line. The newer Riverbend Industrial Park has been developed between Bundy Boulevard, Shive Road, Highway 43 (Mankato Street) and Highway 61. Much of this area fronting on Highways 61 and 43 has been developed for big box retail, reducing the amount of land available for industrial development.

## **Rural Residential / Agricultural**

A significant portion of the land south of "the Island" is made up of large areas of blufflands which remain undeveloped because of their rock outcrops and extreme, heavily wooded slopes. Some cultivated cropland remains within this area, along with scattered large-lot residential development.

## **Parks and Open Space**

Due to Winona's unique location and geography, the City has significant areas dedicated to parks and open space, comprised both by City park facilities as well as extensive federal and state landholdings.

## Housing

As seen in Table 3 1-unit detached houses are the most common housing type, followed by structures with 20 or more units, both rental apartments and condominiums.

There were an estimated 11,504 housing units in Winona in 2019. As seen in Table 11. Owner occupied units make up more than half of all housing units at 56%. Renter occupied units make up 35% of units in the city. Approximately 9% of units are vacant.

The quantity of new construction housing has slowed since 2010; approximately 325 housing units were built between 2010 and 2019. As seen in Figure 27, this amount lags behind the number of units built in previous decades. Also very striking is the number of housing units built before 1940. More than 40% of all housing units in Winona are 80 years or older. This is much older than the average age of housing in the state of Minnesota. Only 16% of housing was built before 1940 and the average year built is 1978.

The median value of owner-occupied housing units in Winona in 2019 was \$148,800; this represents an increase from the median value in 2000 which was \$89,800 (\$ 133,322 in 2019 dollars).

Almost 30% of households are cost-burdened, meaning they spend 30% or more of their income on housing costs. When looking at the data further, it's revealed that 51% of renter-occupied households are cost-burdened, while only 16% of owner-occupied households are cost-burdened.

TABLE 11. NUMBER OF HOUSING UNITS IN STRUCTURE, 2019

Number of Units in Structure	Total Number of Units	% of Total Housing Units
1-unit, detached	6,994	60.80%
1-unit, attached	341	2.96%
2 units	744	6.47%
3 or 4 units	677	5.88%
5 to 9 units	496	4.31%
10 to 19 units	634	5.51%
20 or more units	1,587	13.80%
Mobile home	31	0.27%
<b>Total</b>	<b>11,504</b>	<b>100.00%</b>

FIGURE 27. HOUSING UNIT OCCUPANCY

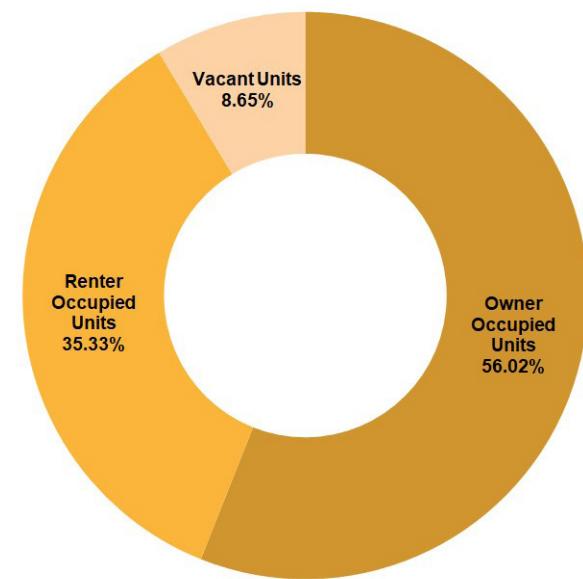
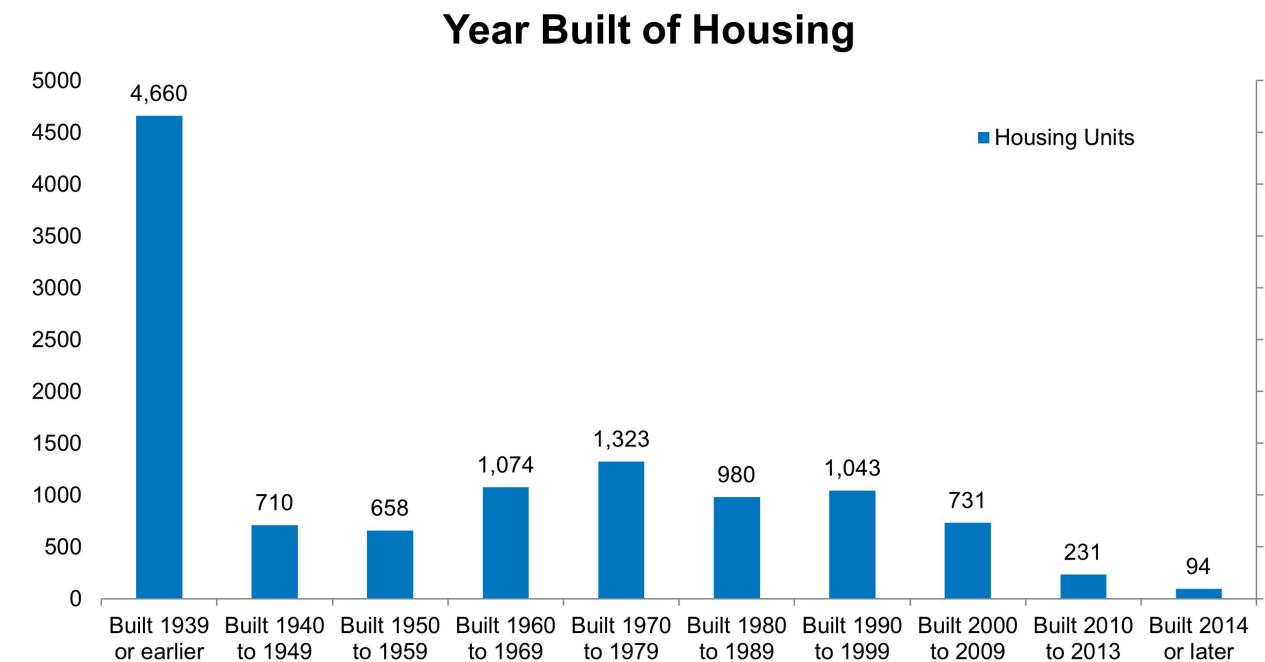


FIGURE 28. YEAR BUILT OF HOUSING





*University Village in Winona community of 36 single-family dwellings is focused on older adults*

## **Current Mix of Housing Types**

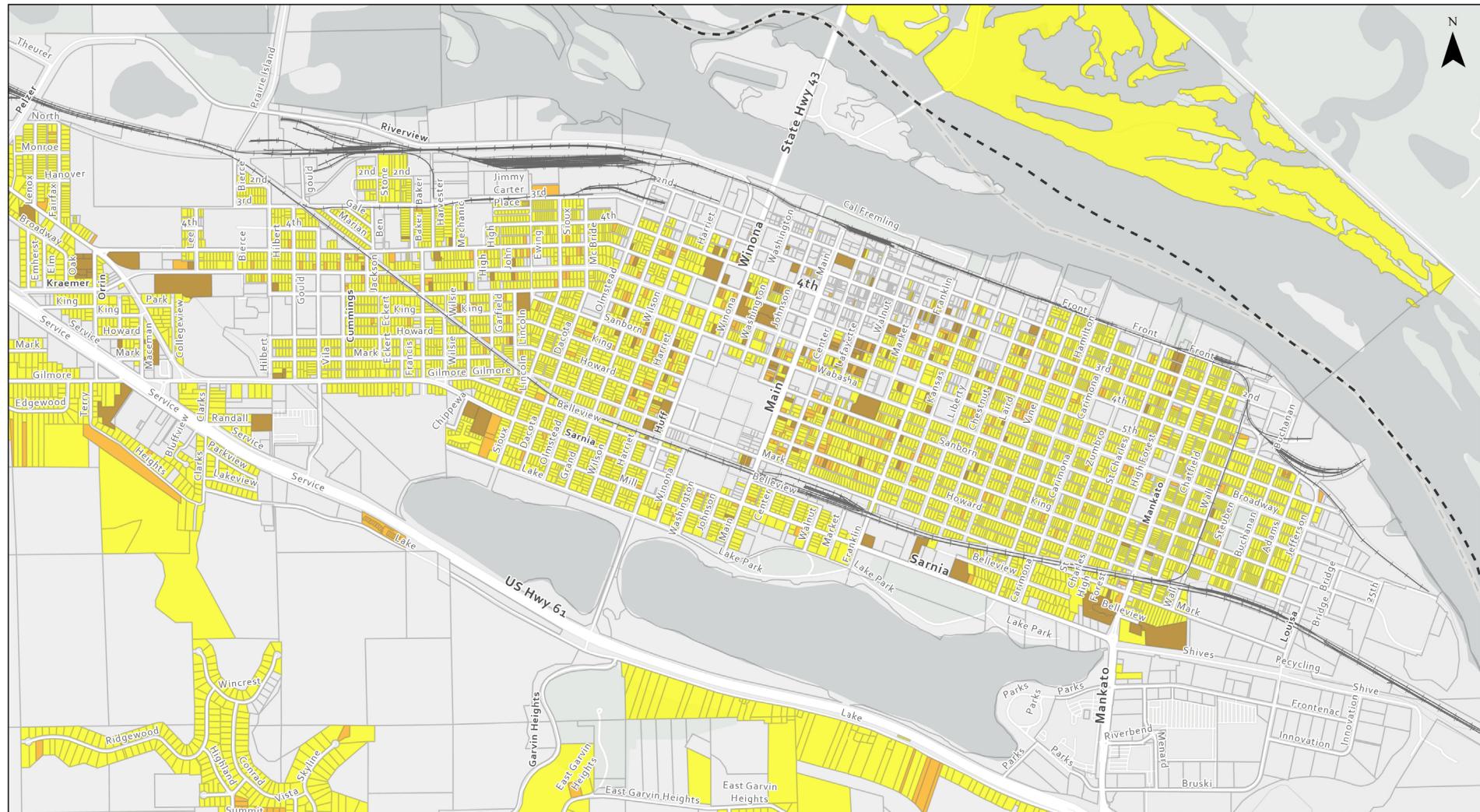
The map shown in Figure 29 shows housing types based on current tax classification data. The housing types on this map are divided into three density levels- Low Density Residential, Medium Density Residential, and High Density Residential. Low Density Residential is composed of parcels classified as Residential/Agricultural, Residential, and Miscellaneous- Not Reported. Medium Density Residential is composed of Residential 1-3 Units, Residential Duplex/Triplex, Seasonal Residential Recreational, and Student Housing. High Density Residential is composed of Residential parcels with four or more units.

The High Density Residential classification is found primarily in the downtown area, around Winona State University, along East Sarnia Street, and in the western end of the City. Medium Density Residential is scattered throughout the traditional neighborhoods. The areas with the greatest mix of housing densities and types are downtown and north, west, and east of Winona State University.

## **Winona's Rental Housing Policy**

Winona has a rental housing policy that prescribes a 30% per block maximum of rental lots. Current rental properties are shown in Figure 30. This is based on the zoning for the R-1 and R-2 districts. Many blocks near Winona State University and the downtown area are not allowed to add rental properties due to this maximum. Currently in Winona there are 1,692 rental units, of those 57% are single units housing, 24% are duplexes, 18% are multiple units, and 2% are sleeping rooms (referring to a single rented room without cooking facilities within an operator-occupied structure).

FIGURE 29. HOUSING TYPES BASED ON TAX CLASSIFICATION



## Existing Land Use

### Legend

- City Limits
- Railroads

0      0.25      0.5      1 Miles

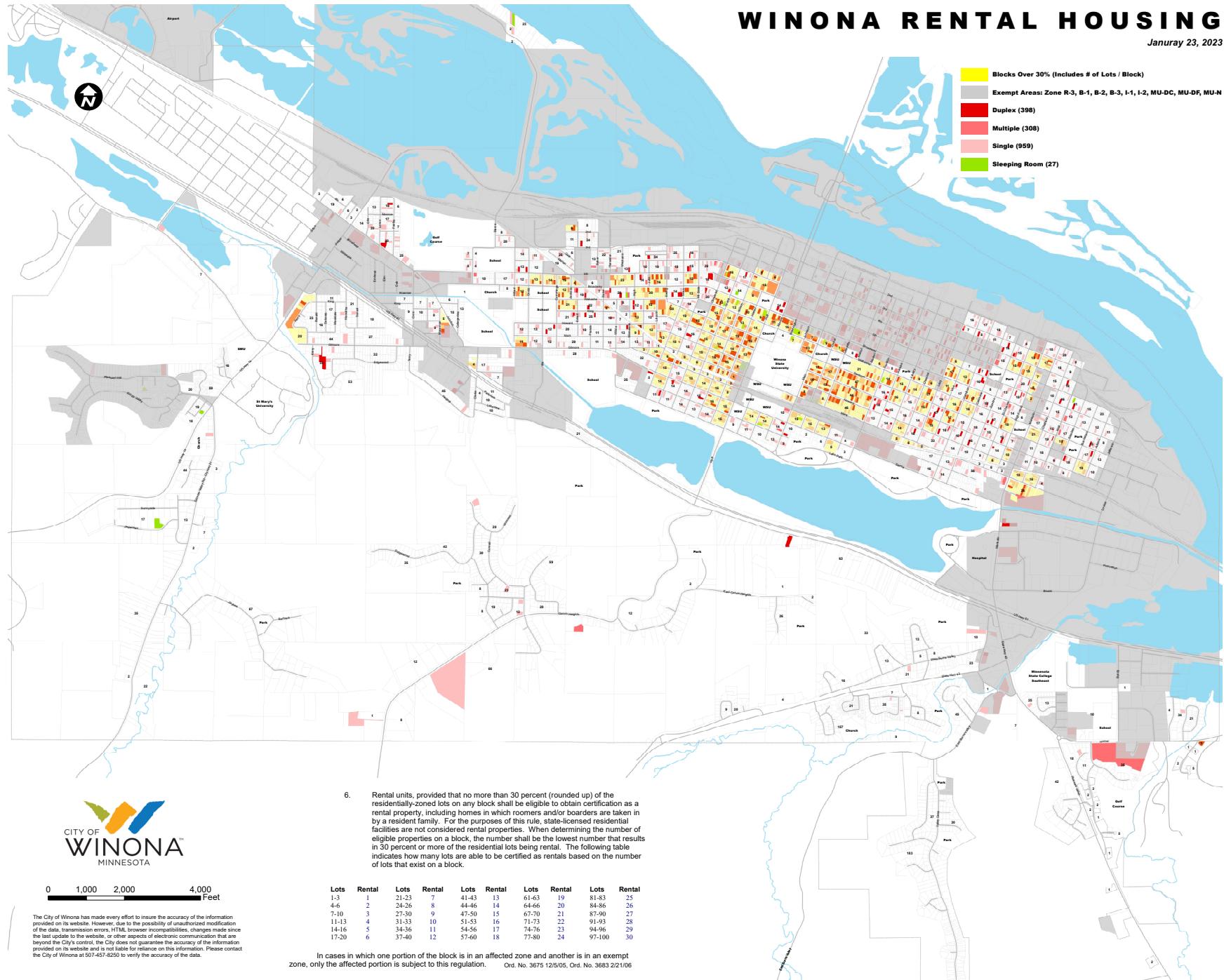
### Existing Land Use

- Yellow: Low Density Residential
- Orange: Medium Density Residential
- Brown: High Density Residential

(Based on tax classification)



FIGURE 30. WINONA RENTAL HOUSING



*View of the Winona Bridge from Riverview Drive, Image by Mary Farrell*



## CHAPTER 5: TRANSPORTATION

As a regional city, Winona's existing transportation system is multi-faceted and complex. Winona serves as an important regional transportation hub, with a Mississippi River port, active rail lines, an airport, Highways 61, 43, and 14, and the proximity of Interstate 90. This chapter outlines key characteristics of each of the existing transportation modes and networks, including roadways, rail (freight and passenger), river port, pedestrian, bicycle, transit, and the airport.

Transportation planning and responsibilities are distributed across multiple public jurisdictions, including federal, state, county, and city, as well as quasi-public and private entities. The community's various transportation networks intertwine and compete with each other, which demands that effective transportation planning involve all of these entities. Transportation is not an isolated planning component, but is directly related to land use decisions and other public policies. Thus, tackling transportation problems and improving transportation networks should be considered with respect to all aspects of the planning process.



Downtown, Image by Mary Farrell

## Roadways Network

Winona connects to the region via US Highway 61, Minnesota Highways 43, and 14 and Interstate 90 (seven miles to the southeast via Highway 43). US Highway 61 is designated as the Great River Road, a historic and scenic byway of the Mississippi River, stretching nearly 3,000 miles and running through 10 states. The Great River Road serves as a major attraction for visitors.

### Roadway Jurisdictions

Roadways may fall under Federal, State, County, or City jurisdiction, regardless of where they are located. Those roadways identified as Municipal State Aid (MSA) routes or County State Aid Highways (CSAH) are eligible for state transportation funds. Roadways in Winona that are fully or partially outside of the City's jurisdiction include the following:

- » **U.S.** - Hwy 61, Hwy 14
- » **State of MN** - Hwy 43
- » **CSAH** - Sarnia/Gilmore/5th W/6th W, Gilmore Valley Rd, Garvin Heights Rd, Homer Rd/Pleasant Valley Rd
- » **County Road** - Sugar Loaf Rd/E Burns Valley Rd

Roadway jurisdictions are shown in Figures 33 and 34.

### Roadway Functional Classifications

Federal regulations require that each state classify roadways in accordance with Federal Highway Administration criteria. Functional classification defines the role each road plays within the transportation network. The functional classification hierarchy of roadways in Winona consists of Principal Arterials, Minor Arterials, Major Collectors, Minor Collectors, and Local Roads.

Roadway functional classifications are shown in Figures 33 and 34.

#### Principal Arterials

A street primarily intended to provide for high volume, moderate speed traffic between major activity centers. Access to abutting property is subordinate to major traffic movement and is subject to necessary control of entrances and exits.

Principal Arterials are US Hwy 61 and MN Hwy 43 (south of Hwy 61) and are colored dark blue on Figures 33 and 34.

#### Minor Arterials

Provide service for trips of moderate length, serve geographic areas that are smaller than their higher Arterial counterparts and offer connectivity to the higher Arterial system. In an urban context, they interconnect and augment the higher Arterial system, provide intra-community continuity and may carry local bus routes.

Minor Arterials are colored yellow on Figures 33 and 34.

#### Major Collectors

A street that collects and distributes traffic to and from local and arterial streets. Collectors are intended for low to moderate volume, low speed, and short length trips while also providing access to abutting properties. At the time a collector street is platted, it may be designated as a residential or commercial/industrial collector, depending upon the predominant land use it will serve. A commercial/industrial collector must be constructed to higher standards in order to serve truck traffic.

Major Collectors are colored orange on Figures 33 and 34.

#### MAJOR COLLECTORS

##### Urban

- Serve both land access and traffic circulation in *higher* density residential, and commercial/industrial areas
- Penetrate residential neighborhoods, often for **significant** distances
- Distribute and channel trips between Local Roads and Arterials, usually over a distance of *greater than* three-quarters of a mile
- Operating characteristics include higher speeds and more signalized intersections

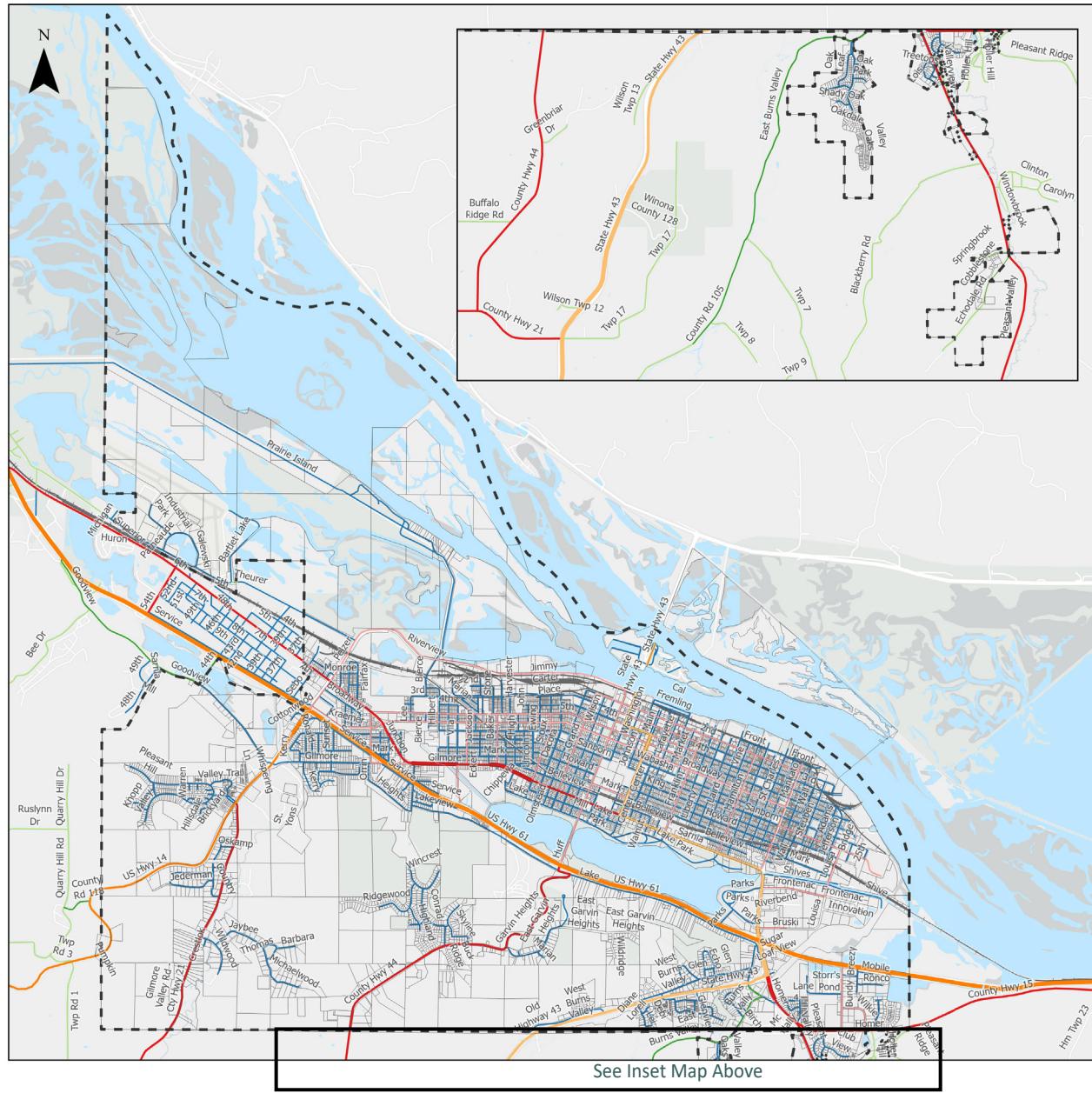
#### MINOR COLLECTORS

##### Urban

- Serve both land access and traffic circulation in *lower* density residential and commercial/industrial areas
- Penetrate residential neighborhoods, often only for a **short** distance
- Distribute and channel trips between Local Roads and Arterials, usually over a distance of **less than** three-quarters of a mile
- Operating characteristics include lower speeds and fewer signalized intersections

Source: FHWA, 2022

FIGURE 31. ROADWAY JURISDICTIONS, FULL CITY VIEW



## Roadway Jurisdictions

  City Limits  
  Parcel

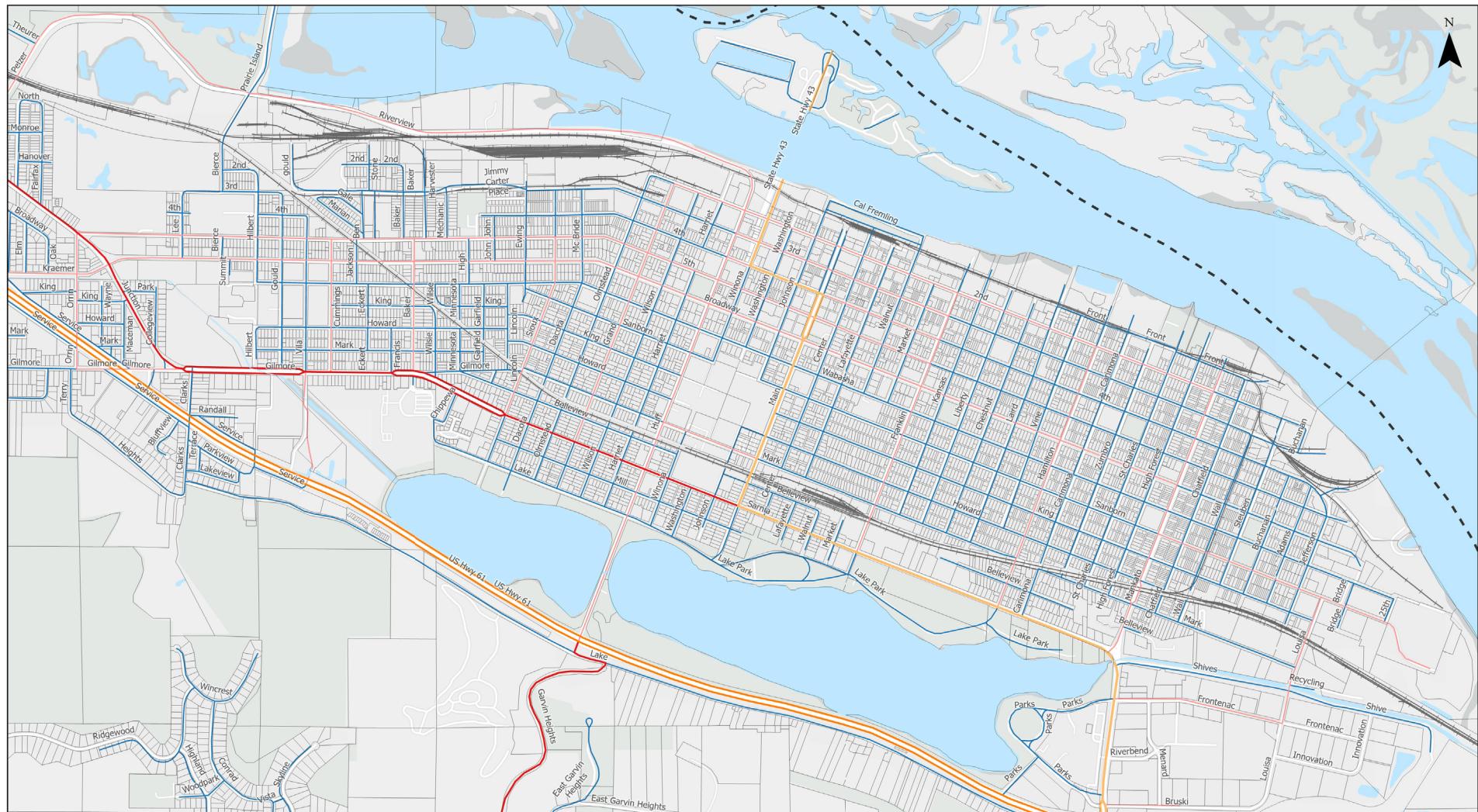
### Road Jurisdiction

**Roadway Jurisdiction**  
 — US Highway  
 — MN Highway  
 — County State Aid Highway  
 — Municipal State Aid Street  
 — County Road  
 — Township Road  
 — Municipal Street  
 — Other Roads  
 — Railroads



1 0.5 0 1 2 Miles

FIGURE 32. ROADWAY JURISDICTIONS, ISLAND VIEW



## Roadway Jurisdictions

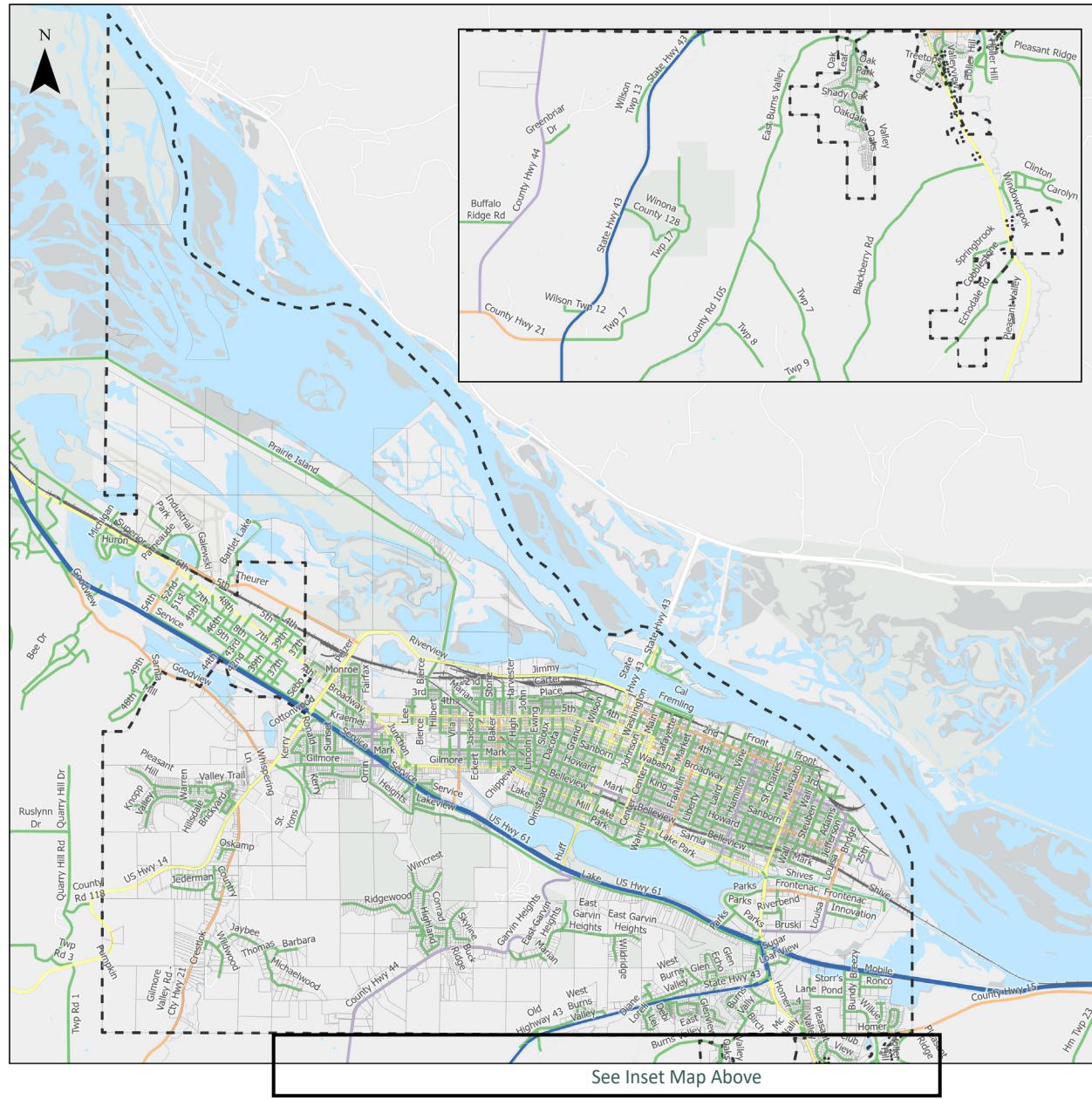
  City Limits  
  Parcel  
— Railroads

**Roadway Jurisdiction**  
— County State Aid Highway  
— US Highway  
— MN Highway  
— County Road  
— Municipal State Aid Street  
— Municipal Street  
— Township Road  
— Other Roads

0    0.25    0.5    1 Miles

  
**CITY OF**  
**WINONA**  
 MINNESOTA

FIGURE 33. ROADWAY FUNCTIONAL CLASSIFICATIONS, FULL CITY VIEW



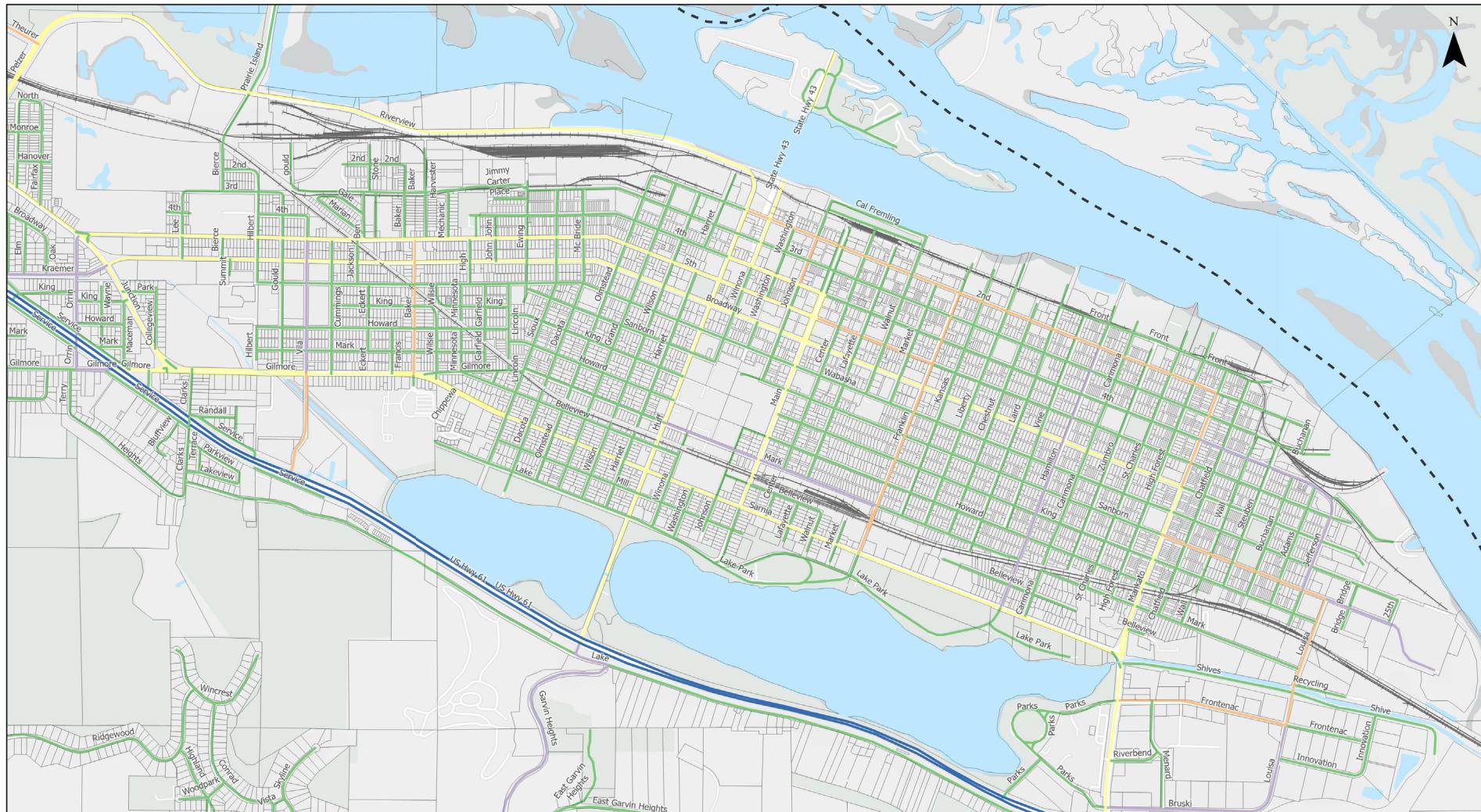
## Functional Classification

- City Limits
- Parcels
- Functional Classification
- Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Local
- Railroads



1 0.5 0 1 2 Miles

FIGURE 34. ROADWAY FUNCTIONAL CLASSIFICATIONS, ISLAND VIEW



## Functional Classification

0 0.25 0.5 1 Miles

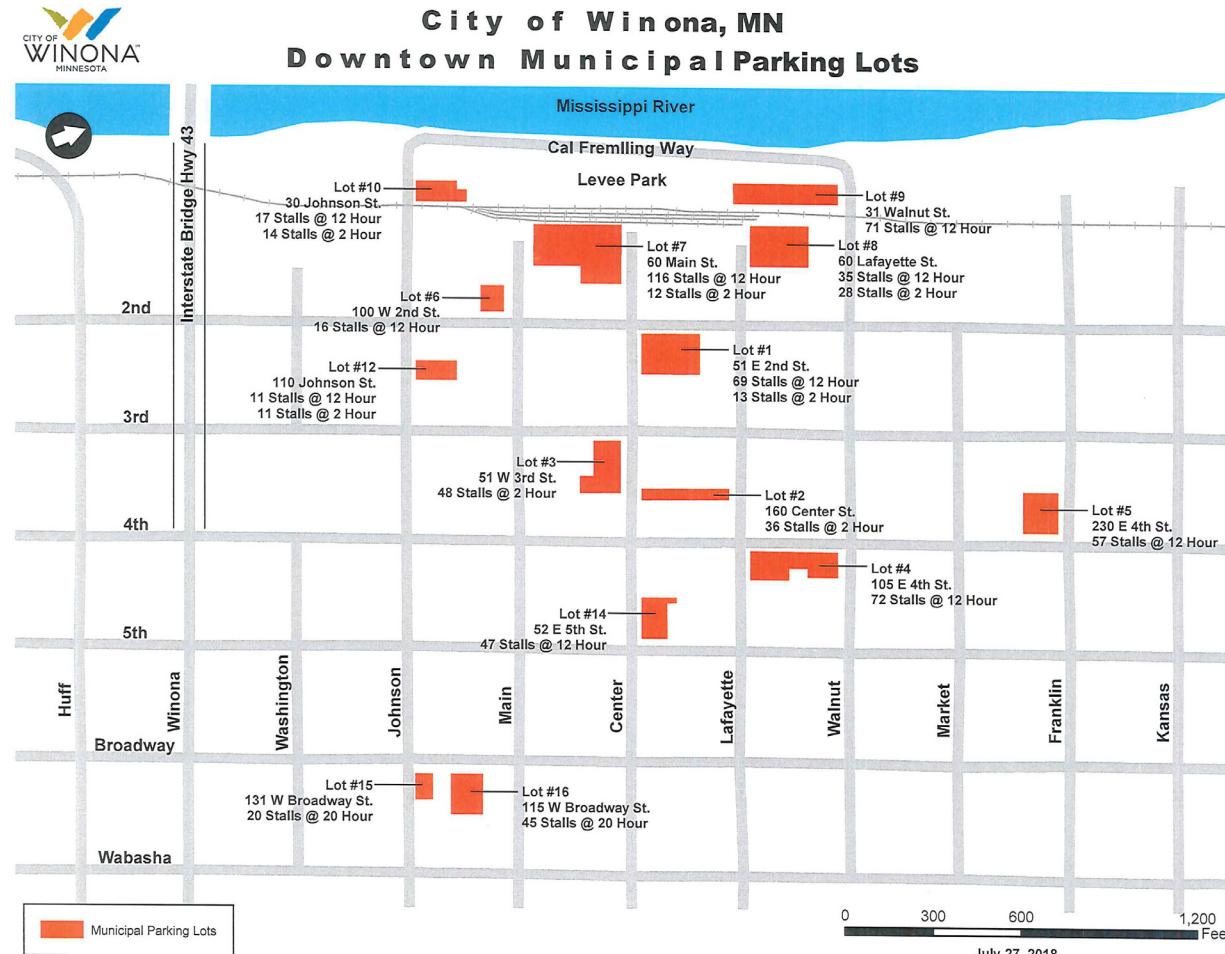
Functional Classification

Principal Arterial	Major Collector
Minor Arterial	Minor Collector
	Local



## Parking

According to a 2018 Downtown Parking Study by Walker Consultants, the downtown area contains about 4,030 parking spaces, with approximately 3,205 of those spaces available for public use. There are 14 municipal parking lots in the downtown area of Winona, providing 835 parking stalls. Over half (56%) of the parking spaces downtown are City-owned.



## Minor Collectors

A street for low volume, low speed, and short length trips to and from abutting properties. During the platting process a local street may be designated as an industrial, commercial, high-density residential, normal residential, or low volume residential street, depending upon the predominant land use it will serve.

Minor Collectors are colored purple on Figures 33 and 34.

## Local Roads

Local roads provide limited mobility and are the primary access to residential areas, businesses, farms, and other local areas. Local roads, with posted speed limits usually between 20 and 45 mi/h, are the majority of roads in the U.S. Previous planning efforts, including the 2007 Comprehensive Plan, have supported narrower, slower local streets to promote safety.

## Non-Motorized Transportation Network

### Pedestrian Network

According to the 2017 Complete Streets Policy and Pedestrian & Bicycle Plan, the City of Winona does not have a database of existing sidewalks/walkways. Since most streets in the core area of the city have sidewalks on both sides of the street, it is estimated that there could be almost 200 miles of sidewalks/walkways in the city. The pedestrian network also includes multi-purpose trails that exist in parks and open spaces. Crosswalks are a key component of the pedestrian network. The majority of street intersections in Winona have four crosswalks, whether they are marked or unmarked. Winona's pedestrian network constitutes a major community asset that most residents rely upon for some portion of their transportation needs.

### Bicycle Network

The existing bicycle network includes the following facilities:

- » Bicycle Boulevards- Wabasha Street
- » Shared-Use Paths- Lake Park loop trail
- » Bicycle lanes/shared shoulders - Huff St and Main St (north-south), Sarnia/Gilmore/Junction/5th St (east-west)
- » Signed bicycle routes - Existing and proposed signed bicycle routes are orange and purple in Figure 35.

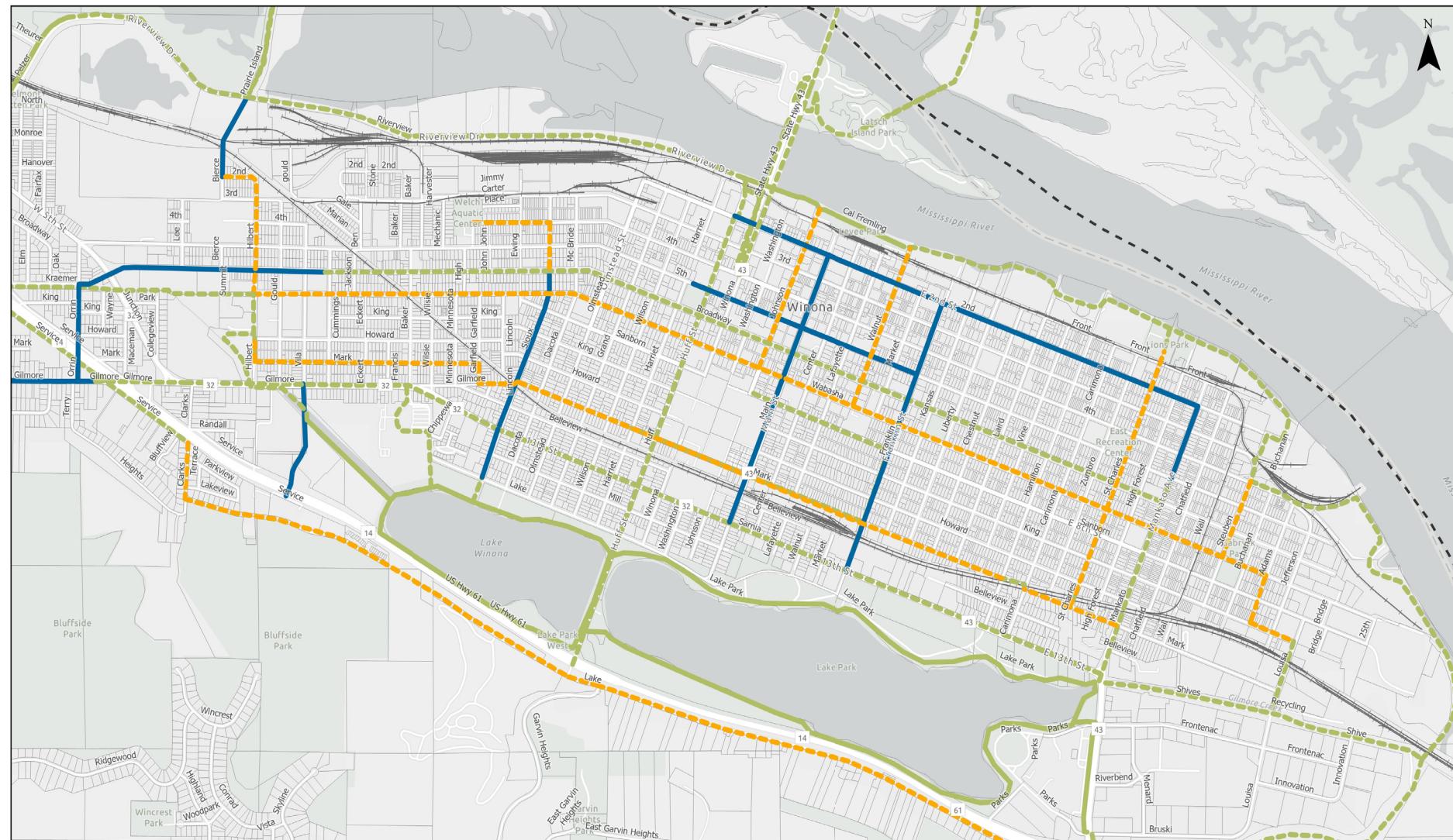
## Transit Network

Winona Transit Service was established in 1977 and serves the cities of Winona and Goodview. The program administration is conducted through the City Clerk's Office. The City owns the buses and the bus garage but a contractor provides all maintenance and repairs as well as dispatching and staffing. The vehicles are wheelchair accessible and are equipped with bike racks. The City also owns bus shelters and bus benches placed throughout the city.

The City runs four daily routes under the deviated route service program, as well as a Dial-a-Ride service under the demand response program. The City also runs three subscription routes for Winona State University, and one route for both WSU and Saint Mary's University.

The transit network routes are shown in Figure 36.

FIGURE 35. BIKEWAYS NETWORK



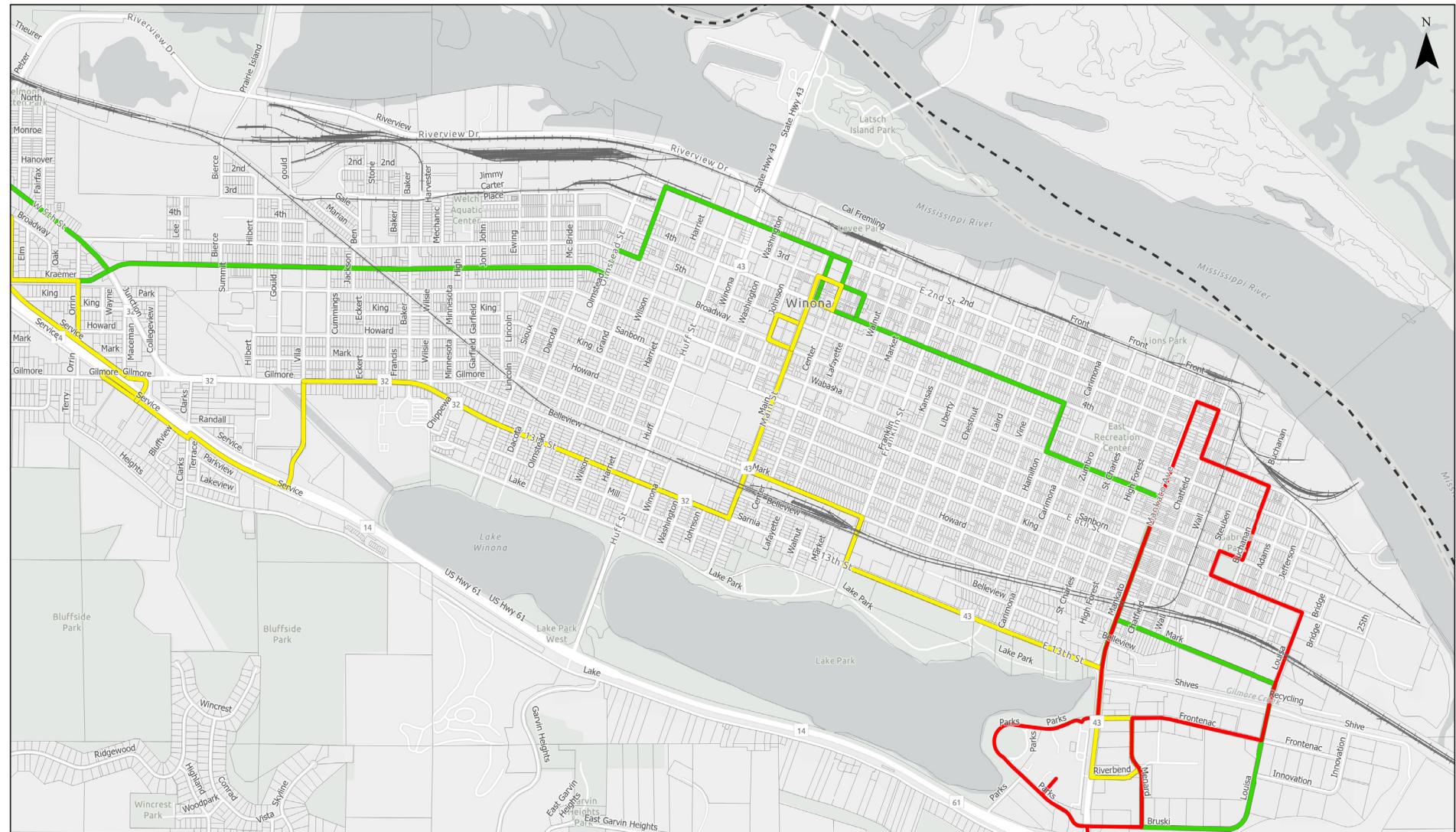
  City Limits  
  Parcel  
  Railroads

**Bikeways Network**  
— Existing Shared-Use Paths  
— Proposed Shared-Use Paths or Separated  
— Existing Buffered or Standard Bike Lanes  
— Proposed Buffered or Standard Bike Lanes  
— Existing Bicycle Boulevards  
— Proposed Bicycle Boulevards

0 0.25 0.5 1 Miles

CITY OF **WINONA**  
MINNESOTA

FIGURE 36. TRANSIT NETWORK



Transit Routes

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

0 0.25 0.5 1 Miles



## Intermodal Transportation Network

### Truck Routes

The truck route system was modified in 2019 to improve access to industrial areas within the City and to address past issues regarding wayfinding. The time delays created by the rail crossings adversely impact travel time for road freight, providing a competitive disadvantage for them. Existing truck routes are shown in Figures 37 and 38.

### Rail Corridors

The extensive rail network in Winona provides a significant competitive advantage for large shippers and key connections to the river port. City growth, development, and success is a result, in part, of the rail connectivity. Conflicts between rail and both motorized and non-motorized vehicles and movements create congestion issues and safety concerns; in addition, proximity to housing creates livability issues. Extant/ former rail sidings near Levee Park creates particular non-motorized access difficulties.

### Passenger Rail

Amtrak serves Winona on the daily Empire Builder route from Chicago to Seattle/Portland, about three hours traveling from Saint Paul or almost six hours from Chicago. There is a desire for an intermodal facility to allow smooth flow of passenger services from rail to all other modes, including bus services, taxi service, limousines and bicycles, etc. These services are expected to be expanded in the near future.

### Freight Rail

The Canadian Pacific Railway (CPR) and Union Pacific Railroad (UP) provide freight service to Winona. A major long-studied issue is the desire to move rail storage away from the Downtown and Levee Park areas.

The major freight lines and storage yards/ tracks are shown in Figures 37 and 38.

### River Port

The Mississippi River is an integral part of the character of Winona, historically and visually, and it also provides major commercial and recreational opportunities. The Port of Winona is the second largest commercial harbor in the state on the Mississippi River (after St. Paul) and the sixth largest harbor in the state (after Savage), according to MnDOT. Seven port terminals serving the river. The Port Authority generates revenue as a result of commercial activity and is an important local landholder/developer. Major port facilities are shown in Figures 37 and 38.

FIGURE 37. INTERMODAL TRANSPORTATION NETWORK

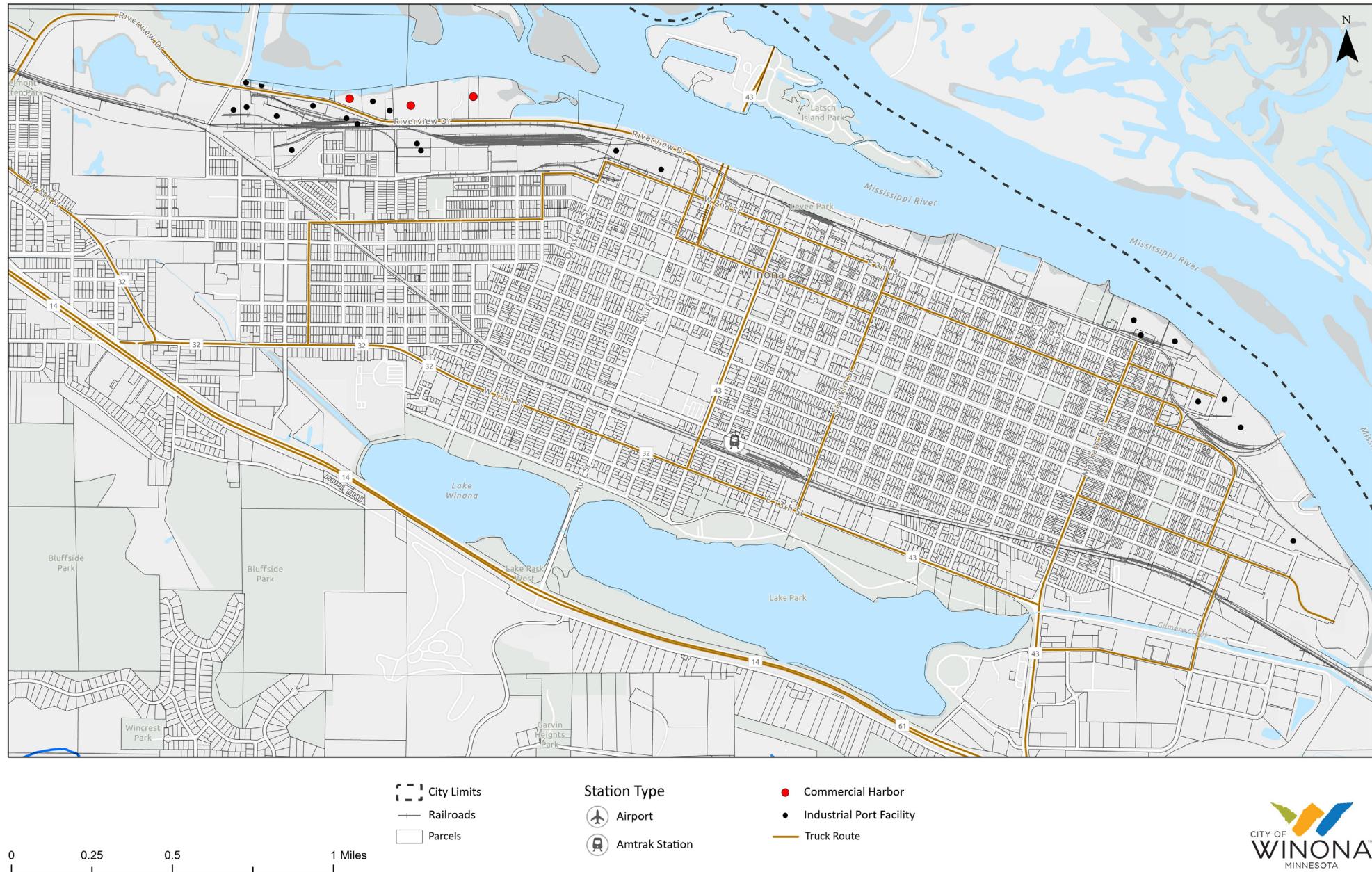
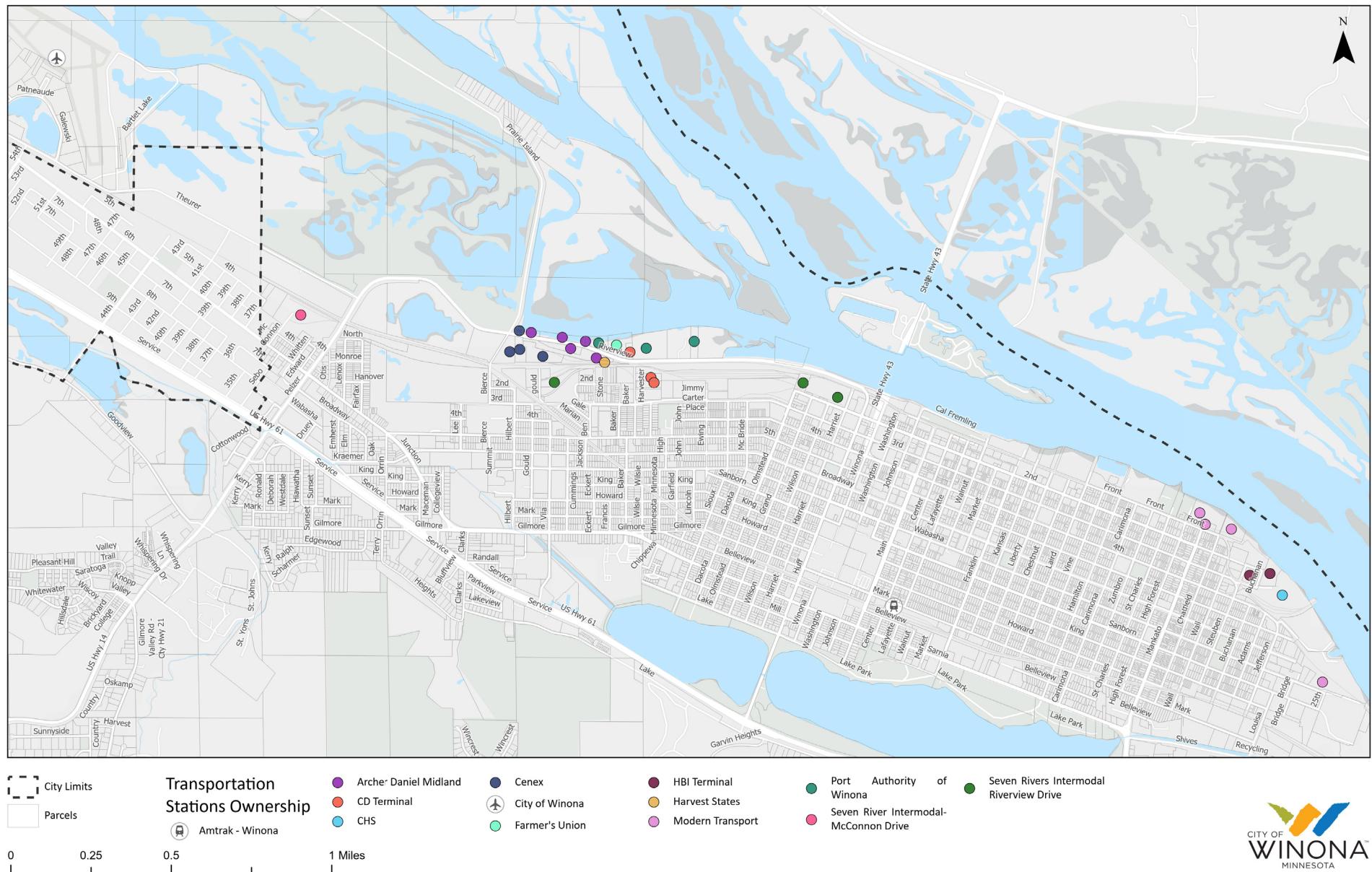


FIGURE 38. INTERMODAL TRANSPORTATION NETWORK - OWNERSHIP



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## Airport

The City-owned Winona Municipal Airport, also known as Max Conrad Field, serves passengers and cargo and is governed by MnDOT Aeronautics.

The airport has one runway, a 5,199-foot paved runway rated for both single and double-wheeled aircraft. A 2,553-foot paved runway is no longer operable as a runway and operates as a taxiway. Landside facilities consist of an arrival/departure building dating from 1949 that is used for aviation testing and training; it also contains a pilot's lounge and weather information. The fixed based operator (FBO) for the airport occupies another building nearby. Two conventional and three T-hangars are used for aircraft storage. Cargo is handled at the airport, but there are no specific facilities to accommodate. Parking for approximately 30 automobiles is provided.

The 2019 Airport Master Plan Update identified facility needs. The overall airport development strategy within the next 10 years includes:

- 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.

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## CHAPTER 6: PUBLIC UTILITIES

This chapter summarizes current conditions and plans for expansion or improvements to the City's major utility systems: water, sanitary sewer, storm sewer, and flood control.

### Water System

Winona's water supply and distribution system was inventoried in the 1995 Comprehensive Plan and improvements to the system were recommended in the 2002 Water Supply and Distribution Plan. Background information from the 1995 Comprehensive Plan and findings of the 2002 plan are summarized in this section.

The geology of the Winona area means that glacial drift aquifers are in short supply, except for areas near the river. Aquifers in blufftop areas tend to be deep and expensive to obtain. The karst, or limestone-dominated topography in these areas also increase the risk of contamination of aquifers via sinkholes, caves and springs.

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The City currently obtains its raw water supply from eleven municipal wells in three well fields:

- » Levee Park Well Field: six wells within Levee Park;
- » Westfield Well Field: three wells on the Westfield Golf Course;
- » Wincrest Well Field: two wells in the Wincrest subdivision on the bluff top above Highway 61.

Water from the Levee Park field is treated at the Johnson Street Water Treatment Facility and water from the Westfield Well Field is treated at the Westfield Water Treatment Facility. An update to the Wincrest Water Treatment Plant was completed in 2003.

Treated water is stored at one elevated and four ground storage facilities that have a combined capacity of 5.1 million gallons.

The existing water distribution system began in 1882, and consists of over 100 miles of water main. The system is divided into six (6) service areas:

- Lower service area, which encompasses the majority of the City;
- Four service areas on high ground, which are served by booster stations, pumps, and reservoirs - Knopp Valley, Valley Oaks, Sugar Loaf and Treetops/Cobblestone;
- Wincrest, which operates independently.

Problems with the existing system include low pressure in some locations, high pressure in others, as a result of ground elevations, as well as low fire flows in some locations.

Recommendations for improvements to the existing system in the Water Supply Plan include:

- » Replacement of four wells in Levee Park;
- » Replacement of older watermains;
- » Improvements to booster supply stations to increase water pressure;
- » Other improvements to increase storage capacity and improve water quality in specific service areas.

Many of these improvements have been accomplished.

The long-term water system plan includes potential extension of water service south along the County Road 44 and Highway 43 corridors. These improvements would be phased contingent on future population growth and expansion of the city boundary. Note that the "ultimate" system plan in the 2002 study was designed to serve a future population of 52,000, or almost double the City's current population. The medium-term projection in the plan indicated a population considerably higher than the projections of the 2045 Comprehensive Plan, which is 28,000 by 2045.

## Sanitary Sewer System

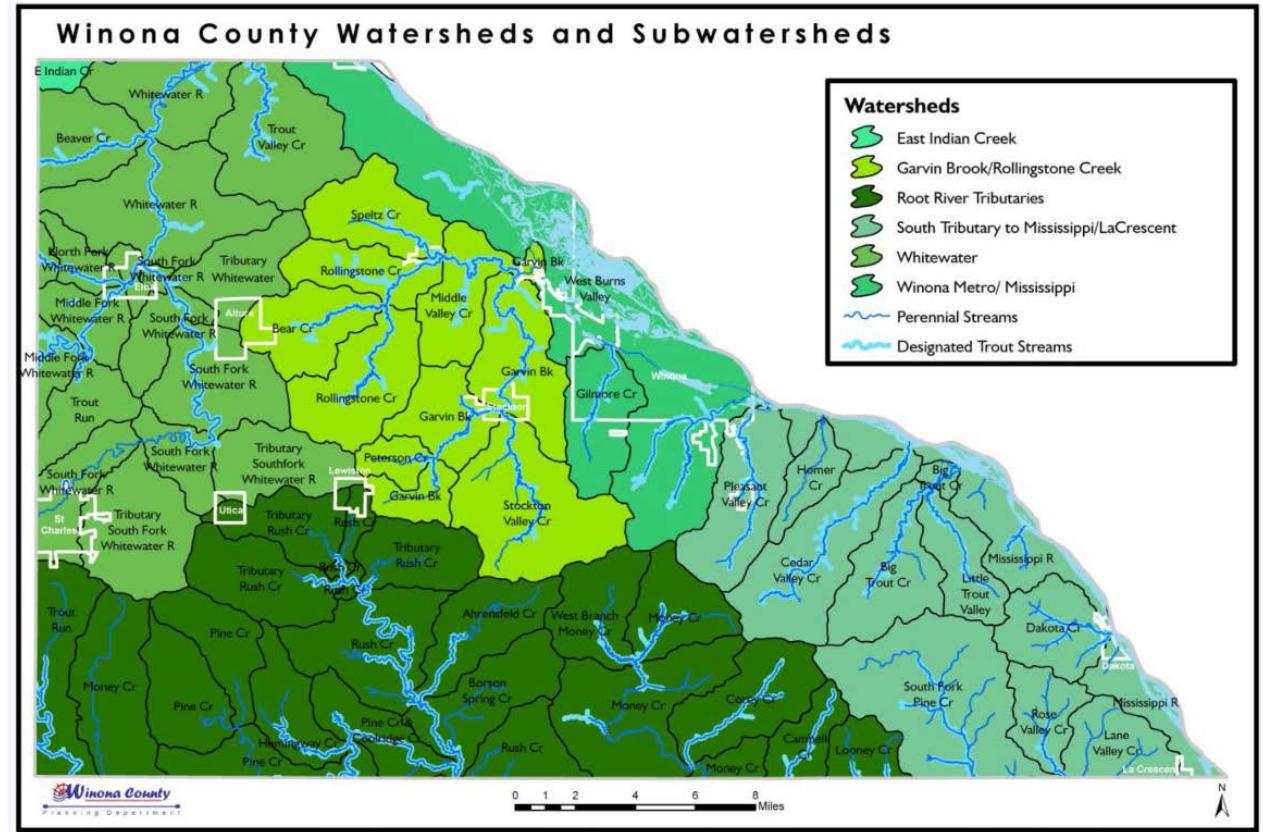
The Winona Wastewater Treatment Plant, located on Shives Road, serves the needs of both the City of Winona and the City of Goodview. From 1997 - 1999, the plant was upgraded at a cost of approximately \$5 million. The current plant has a design capacity of 9.6 MGD (million gallons per day), which allows room for current and future expansion. Winona's Wastewater Treatment Plant utilizes a trickling filter with activated sludge system to process influent. Treated sludge and wastewater are then discharged in accordance with the Plant's permit. An Industrial Pre-Treatment area handles large discharges from specific industries before they enter the treatment plant.

Like the water system, the City's sewer system was studied in 2002, in the Sanitary Sewer System Study prepared by Bonestroo, Rosene & Anderlik Associates. The study focused on expansion areas, rather than the existing system. These areas, all south of Highway 61, are currently divided into six major sanitary sewer districts, each defining the limits of service for a separate trunk system: Gilmore Valley, Wilson, Wincrest, West Burns Valley, East Burns Valley, and Pleasant Valley. Like the water plan, the sewer study envisioned an ultimate service area extending beyond the current limits of development within each service area and ultimately extending along the County Road 44 and Highway 43 corridors. Based on Winona's Wastewater Treatment Facility Plan (2022), the current facility's design capacity of 9.6 MGD could accommodate a 40% increase in population. Current flow rates have been below 7.0 MGD.

## Storm Sewer System

The City's storm sewer system is comprised of inlets, outlets, storm pipes, ponds, and other storm sewer structures that help convey stormwater throughout the city. The purpose of the City's storm sewer system is to reduce the amount of sediment and pollution that is collected before stormwater exits the city and flows into nearby surface and ground water resources. The City's stormwater management program is designed to reduce the pollution of surface water, such as lakes and ponds, including public waters such as streams, rivers and lakes. The City of Winona is classified as a Municipal Separate Storm Sewer System (MS4). Beginning in 2007, Winona created and implemented a Stormwater Pollution Prevention Program (SWPPP) as required by the Minnesota Pollution Control Agency (MPCA), including Best Management Practices (BMPs) appropriate to an MS4. An issue identified in previous comprehensive plans that remains unresolved is that of the discharge of storm sewers into Lake Winona and resulting impacts on water quality. Strategies to improve stormwater management include establishing regulations that limit impervious coverage, setting up Low Impact Development (LID) incentives, and implementing street design standards that use drainage swales rather than typical curb and gutter systems.

In addition, Winona County has a Comprehensive Local Water Management Plan, which was last amended in 2019. The intent of this Water Management Plan is to establish goals and a related set of objectives and actions for the period from 2011 – 2023 to protect, enhance, and manage water resources within Winona County in cooperation with local, regional and state partners.



## Flood Control System

The Phase II Mississippi River Flood Control Project, completed in 1985, protected the City from river flooding with eleven miles of permanent dikes and six storm sewer pumping stations. A U.S. Army Corps of Engineers project in the mid-1990s routed Gilmore Creek into Boller's Lake and added dikes for 100-year flood protection, thus removing much of the City's west end from the flood plain. Areas along Burns Creek above Homer Road and the area between Homer Road and Highway 61 remain in the flood plain. While most of the City is protected, issues remain regarding the potential for severe flooding in the stream valleys south of Highway 61. The City's flood control plan is the Emergency Management Plan adopted by Winona County.



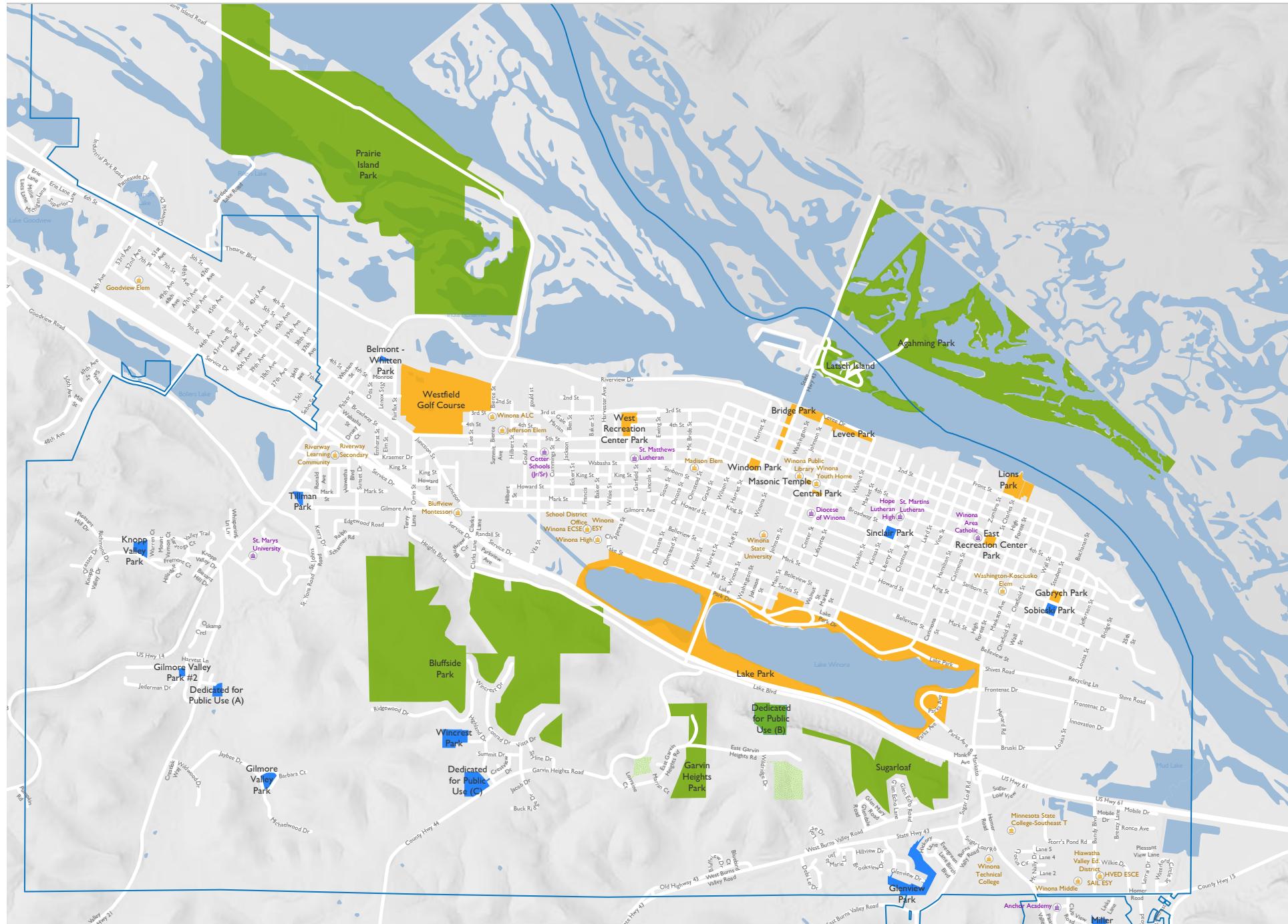
*Beach goers at Latsch Island Recreational Area, Image by Mary Farrell*

## CHAPTER 7. PARKS AND RECREATION

### History of Winona Parks and Open Space

Winona's parks and open space resources comprise both City parks and extensive federal and state landholdings, many of which were initially protected through generous donations by early business and civic leaders. The city's original 1852 plat dedicated four "Ward Parks," such as Windom Park, for public use. As the city's population grew, so did the park system, under a Board of Park Commissioners. In 1896, Levee Park was designed by landscape architect William A. Finkelnburg in a romantic style inspired by his travels in Europe. Bluffside Park – 290 acres along the Sugar Loaf bluffs – was purchased and designed in the 1890s to take advantage of the picturesque site. Lake Park, surrounding Lake Winona, was also designed during this period, although little is known about its designers. Today the park features a historic band shell, the Veterans Memorial park, a rose garden, playing fields, a picnic shelter, and a 5.5 mile multi-use path around East and West Lake Winona.

#### FIGURE 39. PARK AND OPEN SPACE CLASSIFICATIONS



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Many of the city's parklands were bequeathed to Winona by businessman and philanthropist John A. Latsch. Over the course of three decades, "Latsch bought and donated virtually all the river islands and bottomlands between Minnieska and Homer, totaling more than 18,000 acres, to city, state and federal governments. Latsch Island, Prairie Island, the properties that would become Westfield Golf Course and Gabrych Park, along with several smaller city parks were purchased by Latsch and donated to the City." Aghaming Park, over 1,200 acres of mainly floodplain forest and wetlands on the north bank of the Mississippi in Wisconsin, was another of Latsch's donations to the City.

Garvin Heights Park, one of the city's most prominent landmarks on the 550-foot bluff overlooking the city and Lake Winona, was the gift of another business leader, miller H. C. Garvin, in 1918. The original gift was to Winona State Teacher College (now WSU) as a recreation area. The park is still managed jointly by WSU and the City.

## Existing System

### **Parks, Open Space, and Recreation System**

The City completed the Comprehensive Parks, Open Space and Recreation System Plan in 2018. The system plan provides a framework to guide decision-making over a 5-15 year time frame. The system plan was intended to build upon "the City's tradition of protecting the environment and embracing outdoor recreation." This plan replaced the City's previous park system plan from 1978.

The system plan establishes a vision, four guiding principles, goals, and initiatives.

**Vision:** Provide accessible, flexible, and connected quality parks, facilities, and experiences for all.

**Guiding Principles:** Quality, Safety/Accessibility, Flexibility, Enhance/Protect

**Goals:**

Goal 1 - Provide a connected, accessible and recognizable network of park and recreation facilities that welcomes all ages and abilities.

Goal 2 - Follow government environmental regulations while being mindful of best practices.

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.

Goal 4 - Communicate clearly with the community, visitors and system partners.

Goal 5 - Improve the quality of experiences within the parks and recreation system as facilities are scheduled for improvement.

Goal 6 - Maintain and collect data about the park and recreation system to ensure assets are well managed and decisions well-informed.

Goal 7 - Identify and manage sustainable funding sources, partnerships and efficiencies.

Goal 8 - Ensure a quality series of programs that are available to all.

---

Three parks and open space classifications are established:

- » Neighborhood – includes 12 parks (including one undeveloped park), although just 3 parks located between the river and the lake
- » Community - includes 12 parks (including one undeveloped park)
- » Destination – includes 6 parks along the river and in the bluffs

The system plan provides a parks inventory that analyzes and assesses each park, including location, size, amenities, programmed uses, relationship to adjacent uses, access, parking, circulation, accessibility, character, recommendations, and opportunities.

Master plans are recommended for the following parks:

- » Bluffside Park
- » East Recreation Center
- » Gilmore Valley Park
- » Gilmore Valley Park # 2 (Country Drive Park)
- » Knopp Valley Park
- » Lake Park / Lake Lodge Recreation Center
- » Lions Park
- » Prairie Island Park
- » Tillman Park
- » Valley Oaks Park
- » Wincrest Park

Mini-Master Plans are recommended for the following parks:

- » Belmont-Whitten Park
- » Miller Park
- » Sinclair Park
- » Sobieski Park
- » Dedicated Parcel A, 109 Maple Lane, PID 325730110
- » Dedicated Parcel B, PID 323292141
- » Dedicated Parcel C, PID 320840481

Other components of the system plan are park system synergy (groupings of related, proximate parks), recreational programming and non-traditional recreation, trail system plan, natural and water stewardship plan (including additional goals and initiatives), maintenance and operations plan, implementation and funding plan.

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## Trail System

This chapter utilizes findings from the 2017 Complete Streets Policy & Pedestrian & Bicycle Plan (Figure 40) and builds upon them through the lens of parks and recreation. The system plan proposes seven (7) priority shared-use paths:

1. Bluff Traverse
2. The Lakes Area Corridors
3. Riverfront Corridor
4. Downtown West Corridors
5. Downtown East Corridors
6. Western Gateway Corridors
7. Riverfront West and Prairie Island Loop Corridors

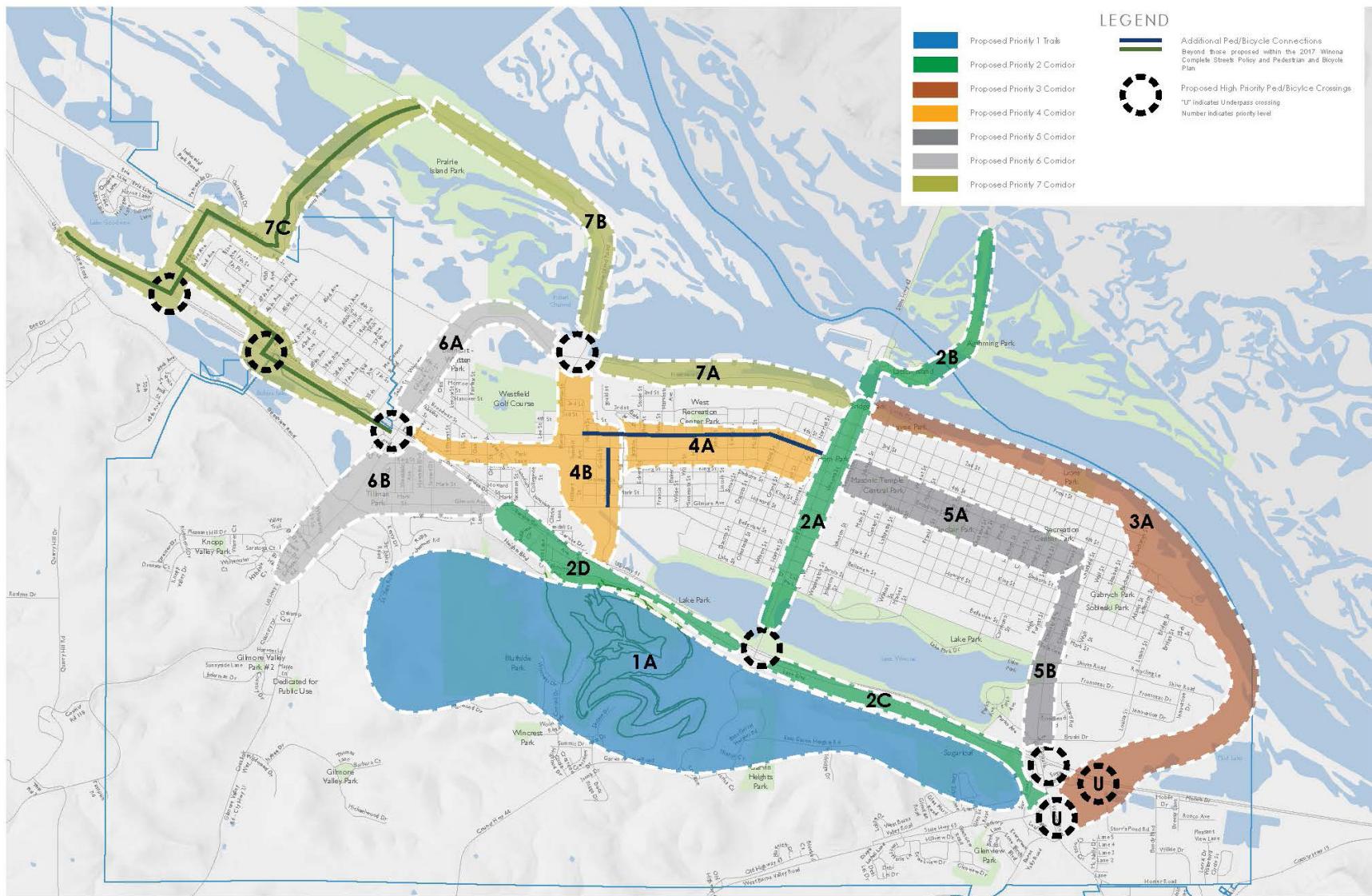
The system plan also proposes six (6) trailheads:

1. Holzinger Lodge Parking Lot
2. Sugar Loaf Parking Lot
3. Garvin Heights North Parking Lot
4. Garvin Heights South Parking Lot
5. Wincrest Cul-De-Sac Lot
6. Tower Trails Parking Lot

Finally, it proposes five high priority ped/bicycle crossings:

1. The Lakes Crossing - the intersection of Highway 61/ Highway 14 and Lake Boulevard to Huff Street
2. Eastern Gateway Crossings – the intersections of Highway 61, Highway 14, Highway 43, Mankato Ave, and Homer Road
3. Riverview Crossing – the intersection of Riverview Drive and Prairie Island Road
4. Western Gateway Crossing – the intersection of Highway 61/Highway 14 and Pelzer Street
5. West Loop Crossings – the intersections of Highway 61, 44th Ave, Service Drive, and CR 129

FIGURE 40. 2017 COMPLETE STREETS POLICY & PEDESTRIAN & BICYCLE PLAN



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## Federal and State Resource Areas

The entire Mississippi River and most of its islands, channels and shorelines are part of the Upper Mississippi River National Wildlife and Fish Refuge. Established in 1924, the 240,000-acre refuge covers 261 miles of the river valley from near Wabasha to near Rock Island, Illinois. The Refuge is divided into four districts, the Winona District (headquartered in downtown Winona), the LaCrosse District, McGregor District and Savanna District. The Refuge includes broad pools, islands, braided channels, extensive bottomland forest, floodplain marshes and occasional sand prairie. These habitats are critical to mammals, waterfowl, songbirds, raptors, amphibians and reptiles. Refuge facilities in Winona include McNally Landing, a public access site at the west end of Prairie Island with parking, a boat launch and an interpretive panel exhibit.

Beginning in 2002, the U.S. Fish and Wildlife Service developed an Environmental Impact Statement (EIS) that weighed several alternatives for the management of the Refuge. In August 2006, a Record of Decision was signed choosing Alternative E, the preferred alternative in the Final EIS, as the Comprehensive Conservation Plan for the Refuge. This alternative seeks to balance the needs of fish and wildlife with the needs of the public for recreation.

Alternative E outlines a broad range of actions to improve habitat for fish and wildlife, complete land acquisition within the refuge, address water quality issues, provide more effective rest areas for waterfowl and other birds, provide high quality wildlife-dependent recreation, and balance the needs of various user groups. Specific improvements proposed in the Winona area include:

- » An access point to the Great River State Trail2 on Wisconsin Highway 35/54 (trail access is currently about 4 miles east of the Interstate Bridge at the Trempealeau National Wildlife Refuge);
- » An observation tower at McNally Landing;
- » A bike/walking lane along the extension of Prairie Island Road, extending from McNally Landing to Verchota Landing, a distance of 2.9 miles;
- » A related refuge on the Wisconsin side of the river is the Trempealeau National Wildlife Refuge. This 6,200-acre refuge is an isolated backwater, cut off from the Mississippi and Trempealeau rivers by dikes, providing needed resting and feeding areas for waterfowl and other birds. Wetlands are a prominent feature. Before the railroads arrived and the locks and dams were built, the lands within the refuge were part of the Mississippi River. As such, these backwaters experienced floods and droughts. Today, using dikes and control structures, managers can mimic this natural cycle by lowering the water to expose mudflats and allow plants to germinate. Migratory waterfowl and marsh birds benefit.

TABLE 12. PARK FACILITIES INVENTORY

Park Name	Park Classification	Area	Amenities	
Aghaming Park	Destination	284.2 ac (w/in city) +/- 1,200 ac total	» No formal facilities	
Bob Welch Aquatic Center & West Recreation	Community Park	5.4 ac	» Aquatic Facility	» Playground » Walking Path
Belmont-Whitten Park	Neighborhood Park	0.8 ac	» Playground	» Open Lawn
Bluffside Park	Destination	453.9 ac	» Hiking » Mountain Biking » Cross-County Skiing » Snowshoeing	» Lodge » Horseshoes » Playground
Bridge Plaza	Community Park	9.2 ac	» None	
Central Park	Community Park	0.6 ac	» Walking Path » Benches	» Gardens » Historic Wall/Stairs
East Recreation Center	Community Park	2.1 ac	» Basketball (indoor & outdoor) » Open Gym » Volleyball (indoor)	» Raised Bed Community Garden » Natural Playground » Walking Path
Gabrych Park	Community Park	2.1 ac	» Baseball	
Garvin Heights Park	Destination	40.0 ac	» Nature Preserve » Scenic Overlook	» Hiking Trails
Gilmore Valley Park	Neighborhood Park	3.2 ac	» Tennis Court » Basketball Hoop » Sand Volleyball » Open Air Shelter and (closed) restroom	» Playground » Open Field with Small Backstop » Portable Restroom
Gilmore Valley Park #2 (Country Drive Park)	Neighborhood Park	1.1 ac	» Open-Air Shelter » Playground	» Open Field » Portable Restroom
Glenview Park	Neighborhood Park	15.0 ac	» None	
Knopp Valley Park	Neighborhood Park	3.4 ac	» Basketball » Tennis Courts with Pickleball » Playground » Benches	» Storage Shed » Open Field with Single Backstop

Park Name	Park Classification	Area	Amenities	
Lake Park	Community Park	179.6 ac	» Dakota Street Fields » Bambenek Fields (6) » Visitor Center » Lake Lodge » Multi-Use Trails » Picnic Shelters (2) » Bandshell » Veteran's Memorial » Rose Garden	» Piers / Boat Docks » Soccer » Disc Golf (2) » Ice Rink with Warming House » Cross Country Ski Trails » Tennis with Pickleball » Kayak and Paddleboarding
Latsch Island	Destination	88.4 ac	» Public Boat Dock (Municipal Harbor)	» Fishing » Bike Trails
Levee Park	Community Park	8.3 ac	» Public Boat Dock » Fishing » Multi-Use Trail	» Splash Pad » Amphitheater / Event Space » Picnicking and Seating
Lions Park	Community Park	9.1 ac	» Lions Field Complex » Playground » Bud King Ice Arena	» Boat Ramp » Fishing
Masonic Temple	Community Park	0.39 ac	» (Building)	
Miller Park	Neighborhood Park	1.2 ac	» Open Lawn	» Playground
Prairie Island Park	Destination	540.0 ac	» Campground » Picnic Shelter » Spillway Boat Ramp » Public Boat Dock » Cross-Country Ski Trails » Hiking Trails	» Playgrounds at Campground, Latsch Shelter, and Kiwanis Shelter » Volleyball Courts » Horseshoe Pits » Dog Park » Canoe/Kayak
Sinclair Park	Neighborhood Park	2.1 ac	» Basketball » Playground » Picnic Tables and Benches	» Portable Restroom » Walking Paths
Sobieski Park	Neighborhood Park	2.1 ac	» Basketball » Tennis Courts » Playground	» Rentable 4-Season Event Building (Gathering Room, Restrooms, Warming Kitchen, and Outdoor Patio Seating)

Park Name	Park Classification	Area	Amenities
Sugarload Park	Destination	69.8 ac	<ul style="list-style-type: none"> <li>» Overlook</li> <li>» Hiking Trails</li> <li>» Ice and Rock Climbing</li> </ul>
Tillman Park	Neighborhood Park	1.4 ac	<ul style="list-style-type: none"> <li>» Basketball</li> <li>» Tennis Court</li> <li>» Softball</li> <li>» Outdoor Ice Rink</li> <li>» Backstop Adjacent to Open Field</li> <li>» Playground</li> <li>» (Dogs are Prohibited)</li> </ul>
Valley Oaks Field	Neighborhood Park	1.9 ac	<ul style="list-style-type: none"> <li>» Softball Field</li> </ul>
Valley Oaks Park	Neighborhood Park	5.2 ac	<ul style="list-style-type: none"> <li>» Shelter</li> <li>» Basketball</li> <li>» Tennis Courts with Pickleball</li> <li>» Playground</li> <li>» Ice Rink</li> </ul>
Westfield Golf Course	Community Park	83.8 ac	<ul style="list-style-type: none"> <li>» 9-Hole Golf Course</li> <li>» Pro Shop, Rentals</li> </ul>
Wincrest Park	Neighborhood Park	22.6 ac	<ul style="list-style-type: none"> <li>» Woodland</li> <li>» Basketball</li> <li>» Tennis Court</li> <li>» Outdoor Ice Rink</li> <li>» Playground</li> <li>» Softball Field</li> </ul>
Windom Park	Community Park	2.1 ac	<ul style="list-style-type: none"> <li>» Gazebo</li> <li>» Perennial Gardens</li> <li>» Historic Fountain</li> <li>» Seating</li> <li>» Walking Path</li> <li>» (Dogs are Prohibited)</li> </ul>
Dedicated Parcel A, 109 Maple Lane, PID 325730110	Neighborhood Park (Proposed)	1.98 ac	<ul style="list-style-type: none"> <li>» Undeveloped</li> </ul>
Dedicated Parcel B, PID 323292141	Destination Park (Proposed)	15.58 ac	<ul style="list-style-type: none"> <li>» Undeveloped</li> </ul>
Dedicated Parcel C, PID 320840481	Neighborhood Park (Proposed)	7.92 ac	<ul style="list-style-type: none"> <li>» Undeveloped</li> </ul>

FIGURE 41. EXISTING TRAILS

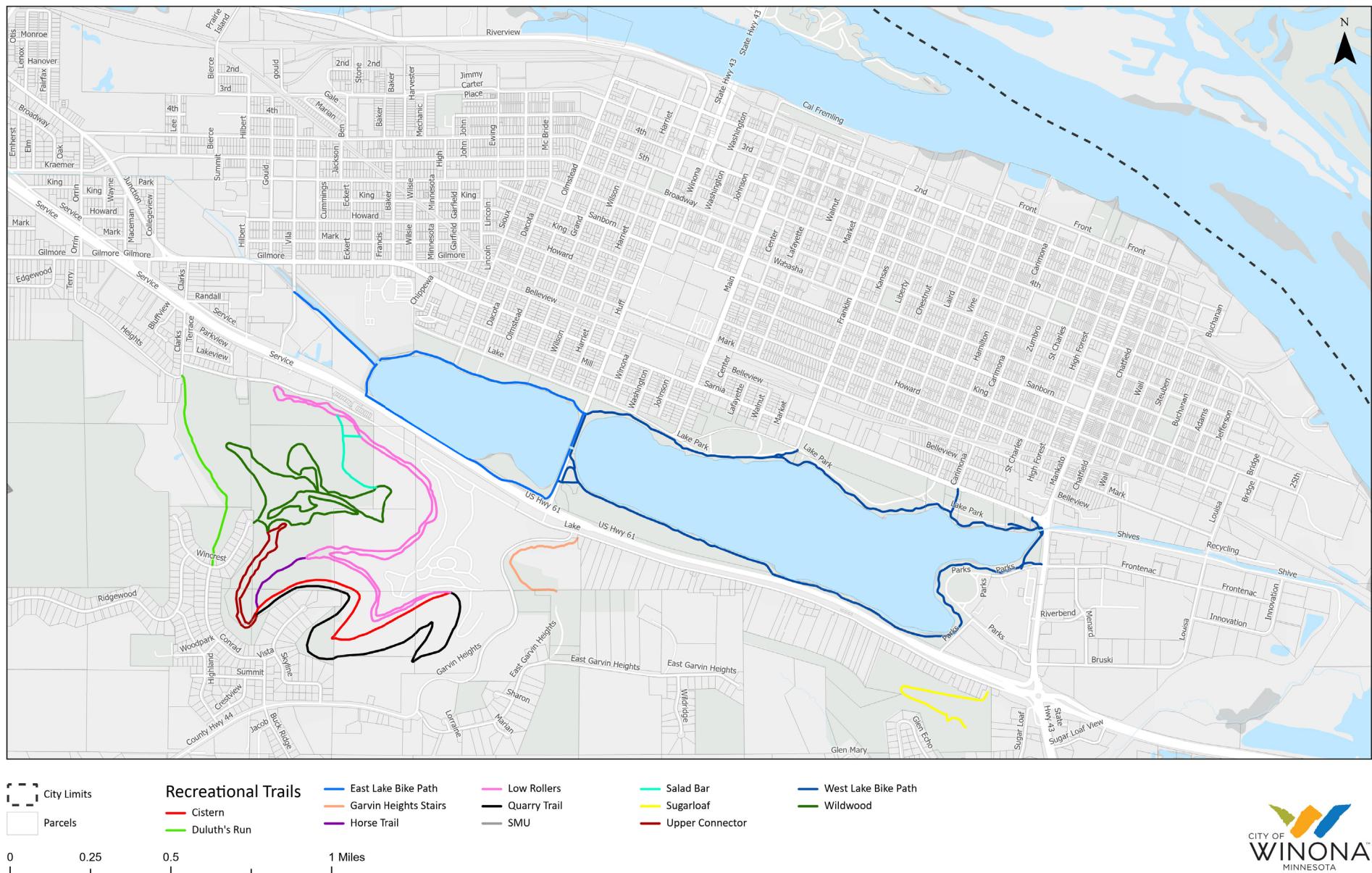
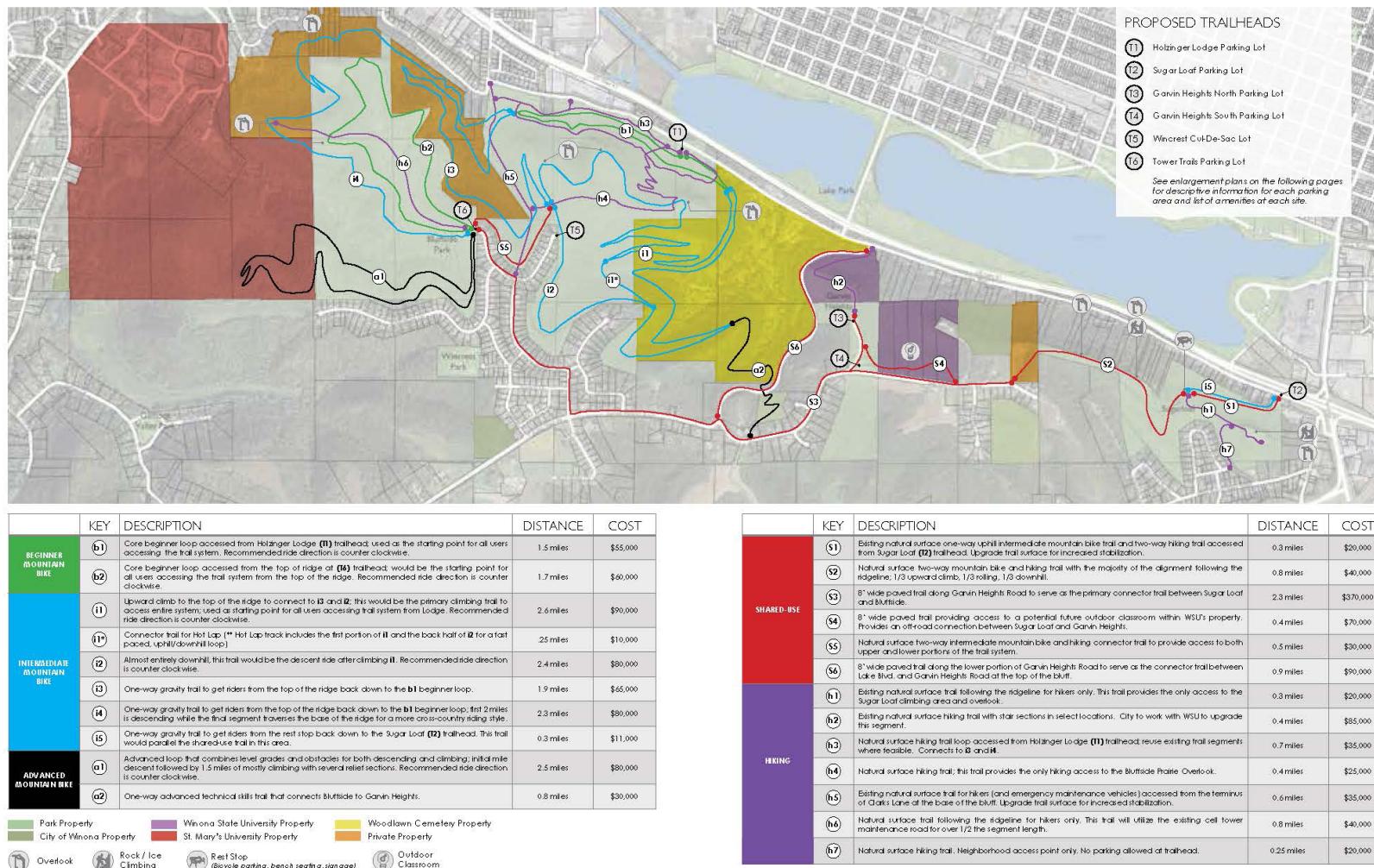
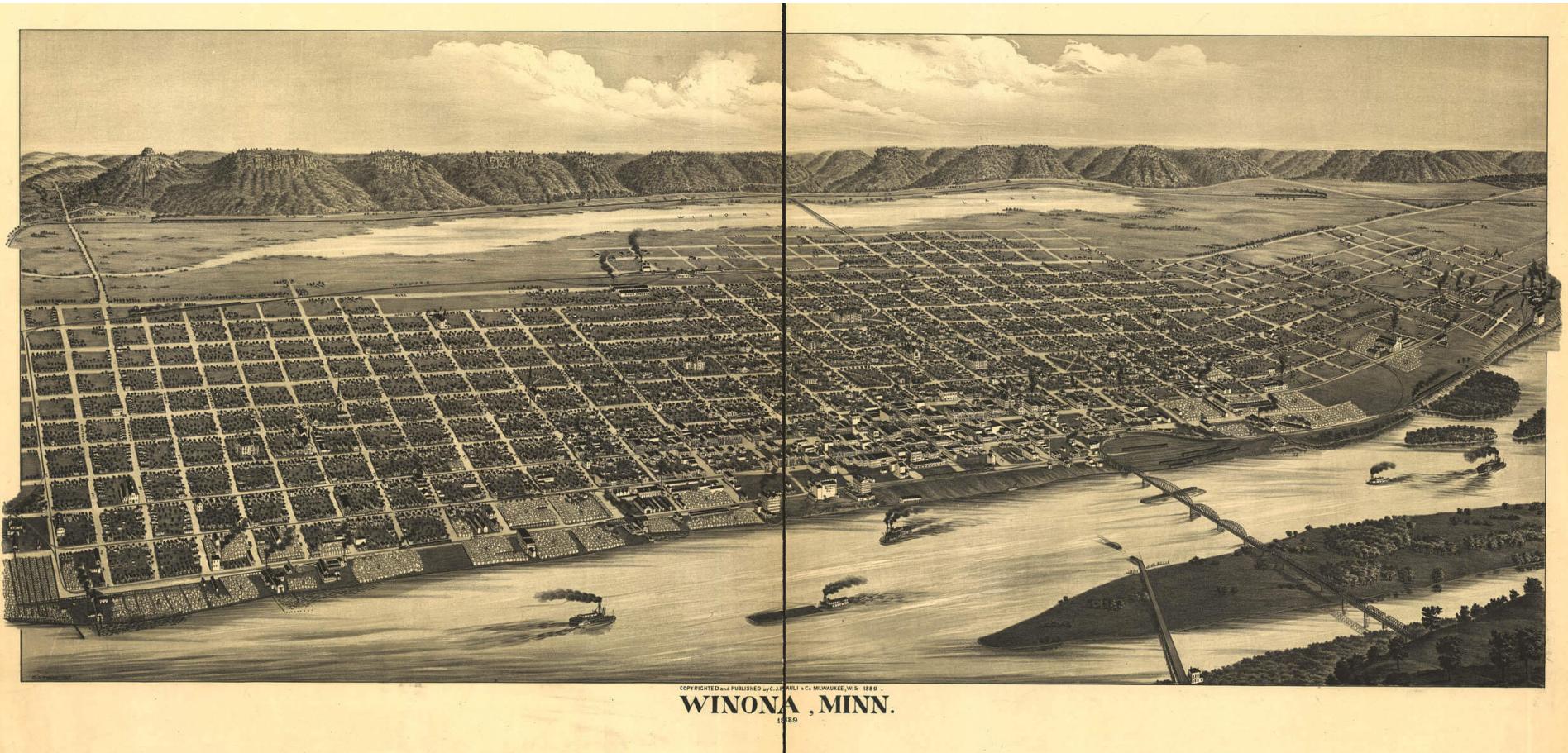


FIGURE 42. PROPOSED TRAILS

Trails + Trailheads Plan - Proposed





## CHAPTER 8. HERITAGE PRESERVATION

Winona's historic preservation efforts have a long track record. Significant preservation activities can be traced back to at least the 1950s, when there was a federal plan to replace the Post Office and County Courthouse buildings. Indicative of Winona's history of preservation successes and failures, the County Courthouse was preserved while the Post Office was lost in 1963. The National Historic Preservation Act of 1966 established the National Register of Historic Places (NRHP) and Winona began designating historic properties on the NRHP in 1970. Twelve properties were designated in the 1970s with a total of 35 properties listed on the NRHP as of 2021. In addition, three historic districts are listed on the NRHP: East 2nd Street Commercial Historic District (1991), Winona Commercial Historic District along 3rd Street (1998, boundary expanded in 2020), and Windom Park (2021).

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The City's Heritage Preservation Ordinance (HPO) was adopted in 1989, which also created the Heritage Preservation Commission (HPC). As of 2021, the HPC has designated 25 properties as local heritage preservation sites which are subject to the preservation standards of the HPO. In addition, the three NRHP districts are also locally designated historic districts subject to the HPO: East 2nd Street Commercial Historic District (2008), Winona Commercial Historic District along 3rd Street (2008), and Windom Park (2016).

Winona was certified as a member community of the federal Certified Local Government (CLG) program in 1990. CLG status enables the City of Winona to apply for federal matching grants to preserve historic properties.

The following provides background information on the key components of the City's existing historic preservation plans, regulations, and programs.

## **Winona's Heritage Preservation Ordinance**

The City's Heritage Preservation Ordinance (HPO) was established by the City Council in 1989. The HPO is Section 22.27 of the City Code. The key components of the HPO are the public policy and purpose statement, the Heritage Preservation Commission, the designation or change of heritage preservation sites/districts, and Certificate of Appropriateness requirements.

### **Public Policy and Purpose of the HPO**

“The City Council finds that the historical, architectural, archaeological, engineering and cultural heritage of this City is among its important assets. Therefore, the purpose of this section is to establish a municipal program of heritage preservation, as authorized by Minnesota Statutes 471.193, to promote the rehabilitation and conservation of historic properties for the education, inspiration, pleasure and enrichment of the citizens and visitors of Winona.”

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## Establishment of the Historic Preservation Commission

- » What do they do?
  - *The Heritage Preservation Commission (HPC) was created by the City Council in 1989 to promote the rehabilitation and conservation of historic properties for the education, inspiration, pleasure and enrichment of the citizens and visitors of Winona.*
- » Who are they?
  - *The Heritage Preservation Commission consists of eleven members who serve three-year terms and are appointed by the Mayor, with approval of the City Council. The commission is overseen by a City Planner. Members must be residents of Winona not holding a paid position within the City.*
- » The members must include:
  - *At least one architect or person experienced in the building trades*
  - *At least one professional in the areas of Archaeology, Architectural History, Building Trades, Design, History, Landscape Architecture or Law, Planning*
  - *One member from the City Planning Commission*
  - *One member from each voting ward in the City*
  - *One member from the Winona County Historical Society*
  - *Three members with a demonstrated interest and/or expertise in historic preservation*
- » What are the responsibilities of the HPC?
  - *Conduct continuing surveys and research to identify properties with historical, architectural, archaeological, engineering or cultural significance*
  - *Recommend the designation of heritage preservation sites to the City Council*
  - *Review proposed changes by property owners to heritage preservation sites*
  - *Advise property owners of heritage preservation sites*
  - *Educate the public*
  - *Review and comment on development applications on heritage preservation sites when referred by the Planning Commission or City Council*
  - *Advise the Planning Commission and/or City Council on appropriate development requirements in the City Code for heritage preservation sites*
  - *Promote public recognition and appreciation of heritage preservation sites, including publishing a register of designated and potential heritage preservation sites/districts, guidelines, and programs*
  - *Contract the services of technical experts as may be required*
  - *Accept gifts and contributions made to the City for the purpose of identifying, preserving, and promoting historic properties*
  - *Facilitate the application for and administration of grants*
  - *Make applications for NRHP designations which requires the consent of the City Council*

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## **Designation or Change of Heritage Preservation Sites/Districts Requirements**

Establishes the requirements and procedure for local designation of heritage preservation sites/districts.

### **Certificate of Appropriateness Requirements**

Section 22.27(l)(6)(i)(a) establishes that a Certificate of Appropriateness is required for some specified alterations and additions to a heritage preservation site, including standards, application requirements, and the review procedure. Reviews of alterations and additions are guided by the Secretary of the Interior's Standards for Rehabilitation, as well as any local standards or guidelines adopted by the Heritage Preservation Commission. The Secretary of the Interior's Standards are federal guidelines for the treatment of historic properties.

### **Winona is a Certified Local Government**

The Certified Local Government (CLG) program facilitates State and local government cooperation with Federal partners to promote nationwide preservation initiatives. Through the certification process with the National Park Service, local communities make a commitment to national historic preservation standards.

» Requirements for a Certified Local Government:

- *Establish a qualified historic preservation commission.*
- *Enforce appropriate State or local legislation for the designation and protection of historic properties. In most cases this is done in the form of a local ordinance.*
- *Maintain a system for the survey and inventory of local historic resources.*
- *Facilitate public participation in the local preservation, including participation in the National Register listing process.*

### **Designated Historic Resources**

The City of Winona has both NRHP and locally designated sites and districts. See Figure 43 for a map of the three historic districts. All three districts have both NRHP and local designation. See Tables 13 and Table 14 for individually-listed NRHP properties and local landmarks. See Figures 44 and 45 for maps of local designated sites and NRHP sites.

### **What is local designation?**

According to the Minnesota Department of Administration State Historic Preservation Office, local designation is made through a municipality's heritage preservation commission under provisions specified in a local preservation ordinance. Local designation means that a property has met the criteria of a local preservation ordinance. Protection of such properties falls under the auspices of the local HPC.

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## Local Heritage Preservation Sites and Districts

- » East 2nd Street Commercial Historic District (2008)
- » Winona Commercial Historic District (2008)
- » Windom Park (2016)

See Table 13 for a list of individually listed heritage preservation sites.

## What is National Register of Historic Places designation?

Listing on the National Register of Historic Places (NRHP) means that a property joins the nation's official list of properties deemed worthy of preservation. The National Register is directed by the National Park Service of the U.S. Department of the Interior and administered in Minnesota by the State Historic Preservation Office. It is possible for a property to have both local and National Register designation or to have either one without the other.

## NRHP Designated Districts and Sites

- » East 2nd Street Commercial Historic District (1991)
- » Winona Commercial Historic District (1998; boundary expansion 2020)
- » Windom Park (2021)

See Table 14 for a list of individually listed sites in the NRHP.

## Historic District Design Guidelines

The Historic District Design Guidelines (established in 2007) apply to the Winona Commercial Historic District along 3rd Street and the East 2nd Street Commercial Historic District. There are design guidelines for alterations and expansions to existing historic buildings as well as specific design guidelines for new construction within the historic districts. The City's Unified Development Code includes a requirement that all additions and new buildings within a historic district shall be in substantial conformance with the Historic District Design Guidelines (UDC Section 43.03.64). Reviews of alterations and new construction in historic districts are guided by the Secretary of the Interior's Standards for Rehabilitation, as well as Historic District Design Guidelines.

## What else do we know about Winona's history?

### Historic Resource Survey (1992- 1994)

This three-part study was prepared by Hess, Roise and Company, covering East, Central and West Winona. Study areas were 1) the "East End," 180 city blocks between Liberty Street and the eastern city limits; also including the east part of Lake Winona and areas south of 61; 2) the central portion, east of Olmsted and west of Liberty, extending to the rail lines closest to the river; and 3) the west portion, extending from Huff/Olmsted west and south to the city boundary. The survey offers excellent background on the city's historical development patterns.

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## Additional Studies

Arnott, Sigrid, Jeff Hess, and Jacqueline Sluss. HAER No. MN-91, Bridge 5900 (Main Channel Bridge) and Bridge 5930 (North Channel Bridge). 1997. SHPO Report No. WN-97-1H.

Gaut, Greg. "Developing a Preservation Education Plan for the Heritage Preservation Commission of the City of Winona." 2015

Gaut, Greg. "National Register of Historic Places Evaluation: Winona Athletic Club: 773 E. Fifth Street, Winona, Minnesota, Winona County, WN-WAC-0711." 2019. SHPO Report No. WN-2019-1H.

Gemini Research. "Winona's Historic Contexts: Final Report of a Historic Preservation Planning Project." 1991.

Landscape Research LLC. "Downtown Winona Historic District Study." 2018

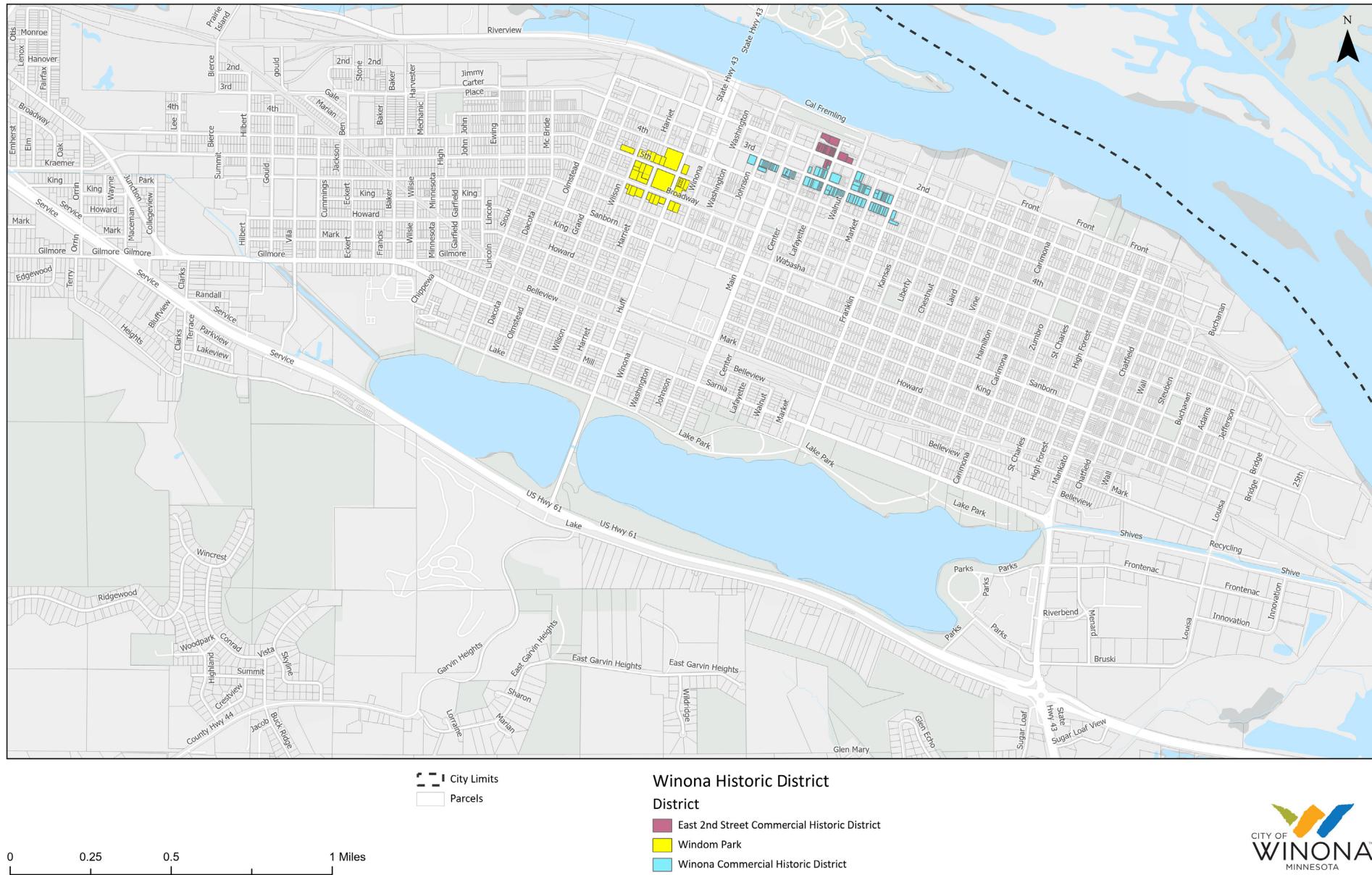
"Phase II Evaluation: Trunk Highway 61, XX-ROD-006." 2018. SHPO Report No. XX-2018-4H.

"Phase II Evaluation: Trunk Highway 14, XX-ROD-016." 2018. SHPO Report No. XX-2018-5H.

Trnka, Joseph. "Minnesota Army National Guard Inventory of Late Cold War Era Properties (1961-1989): Multiple Counties, Minnesota." 2012. SHPO Report No. XX-2012-12H.

Zellie, Carole. "From Palisade Head to Sugar Loaf: An Inventory of Minnesota's Geographic Features of Historic and Cultural Significance." 1989. SHPO Report No. xx-89-2H.

FIGURE 43. HISTORIC DISTRICTS



#### FIGURE 44. NHRP PROPERTIES AND LOCAL LANDMARKS

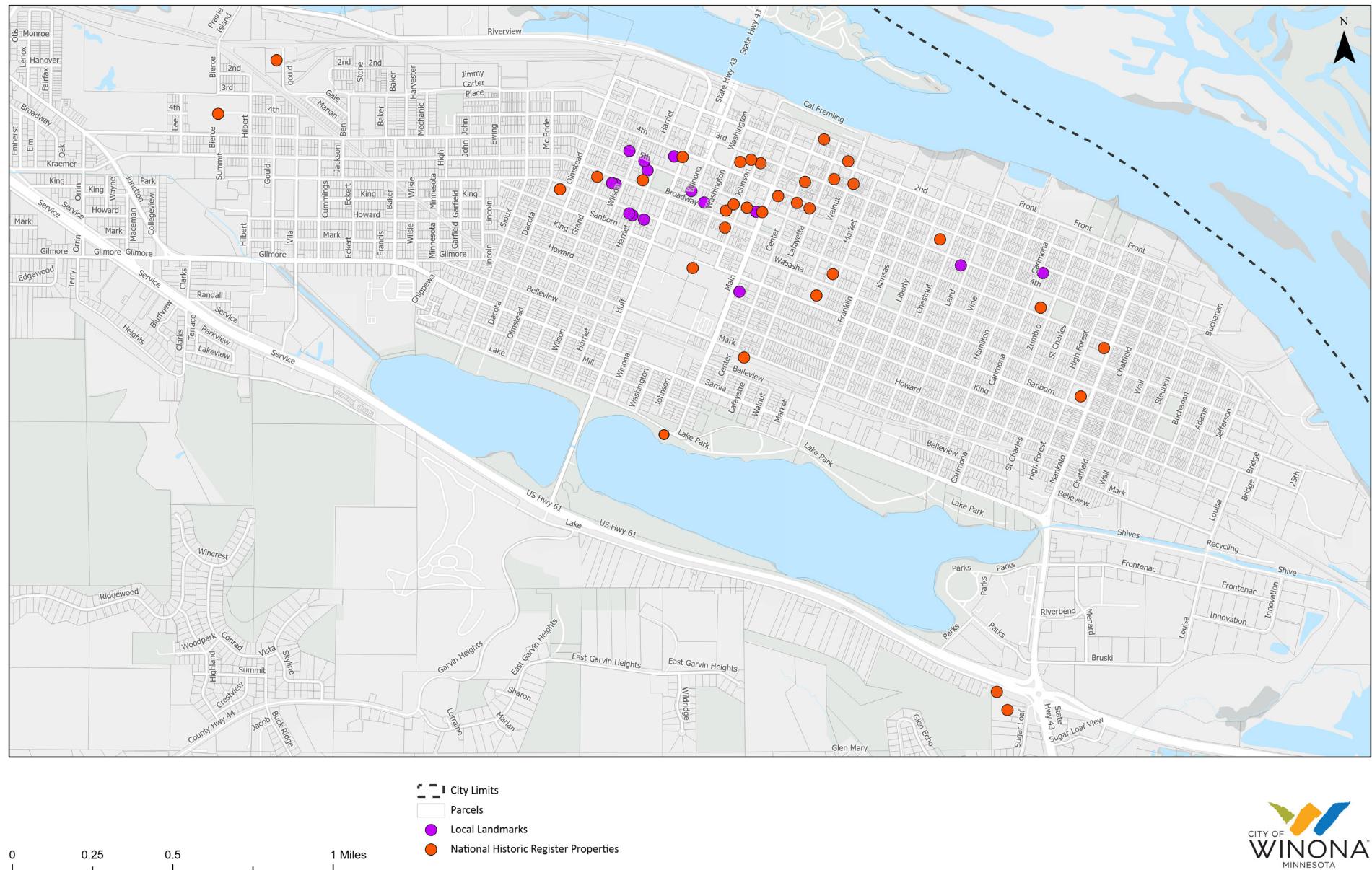


FIGURE 45. NHRP PROPERTIES

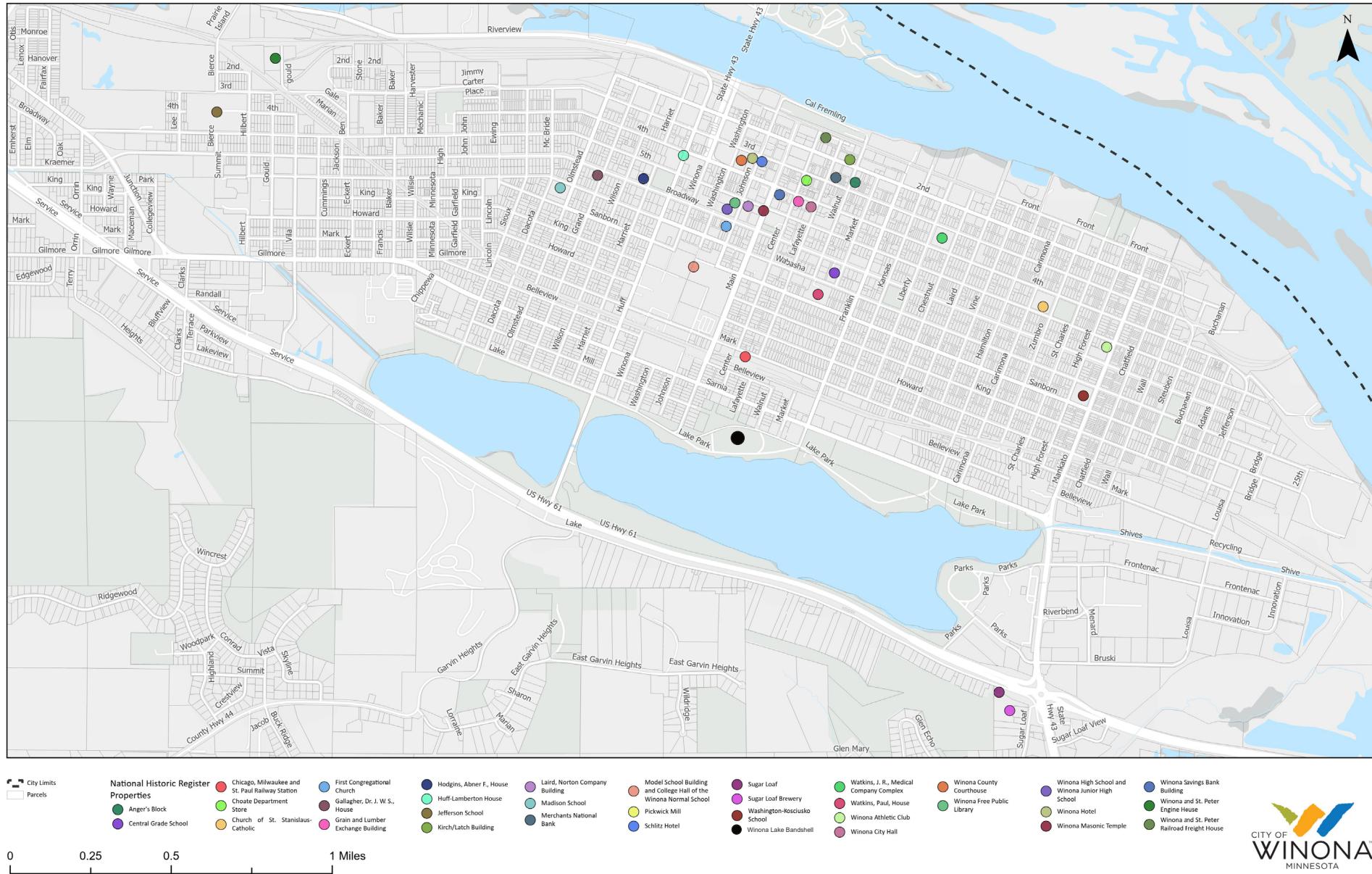


TABLE 13. LOCAL HERITAGE PRESERVATION SITES

## Local Landmarks (as of December 2021)

Name	Address
Library (also NRHP Property)	151 West Fifth Street
Watkins Home (also NRHP Property)	175 East Wabasha Street
City Hall (also NRHP Property)	207 Lafayette Street
Huff/Lamberton (also NRHP Property)	211 Huff Street
C.H. Youmans House	227 Wilson Street
Masonic Temple/Senior Center (also NRHP Property)	251 Main Street
F.S. Bell House	255 Harriet Street
Abner F. Hodgins House	275 Harriet Street
	265 Winona Street
	319 West Wabasha Street
	351 West Wabasha Street
	357 West Wabasha Street
	376 West Fifth Street
	409 West Broadway Street
	415 West Broadway Street
Conrad Bohn House	420 Main Street
Hartmann House	423 East Fourth Street
East Side Fire Station	601 East Third Street
Jefferson School (also NRHP Property)	1268 West Fifth Street
Washington-Kosciusko School (also NRHP Property)	365 Mankato Avenue
Central School (also NRHP Property)	317 Market Street
Madison School (also NRHP Property)	515 West Wabasha Street
Winona High School and Junior High School (also NRHP Property)	218 West Broadway Street
Winona High School and Junior High School (also NRHP Property)	166 West Broadway Street

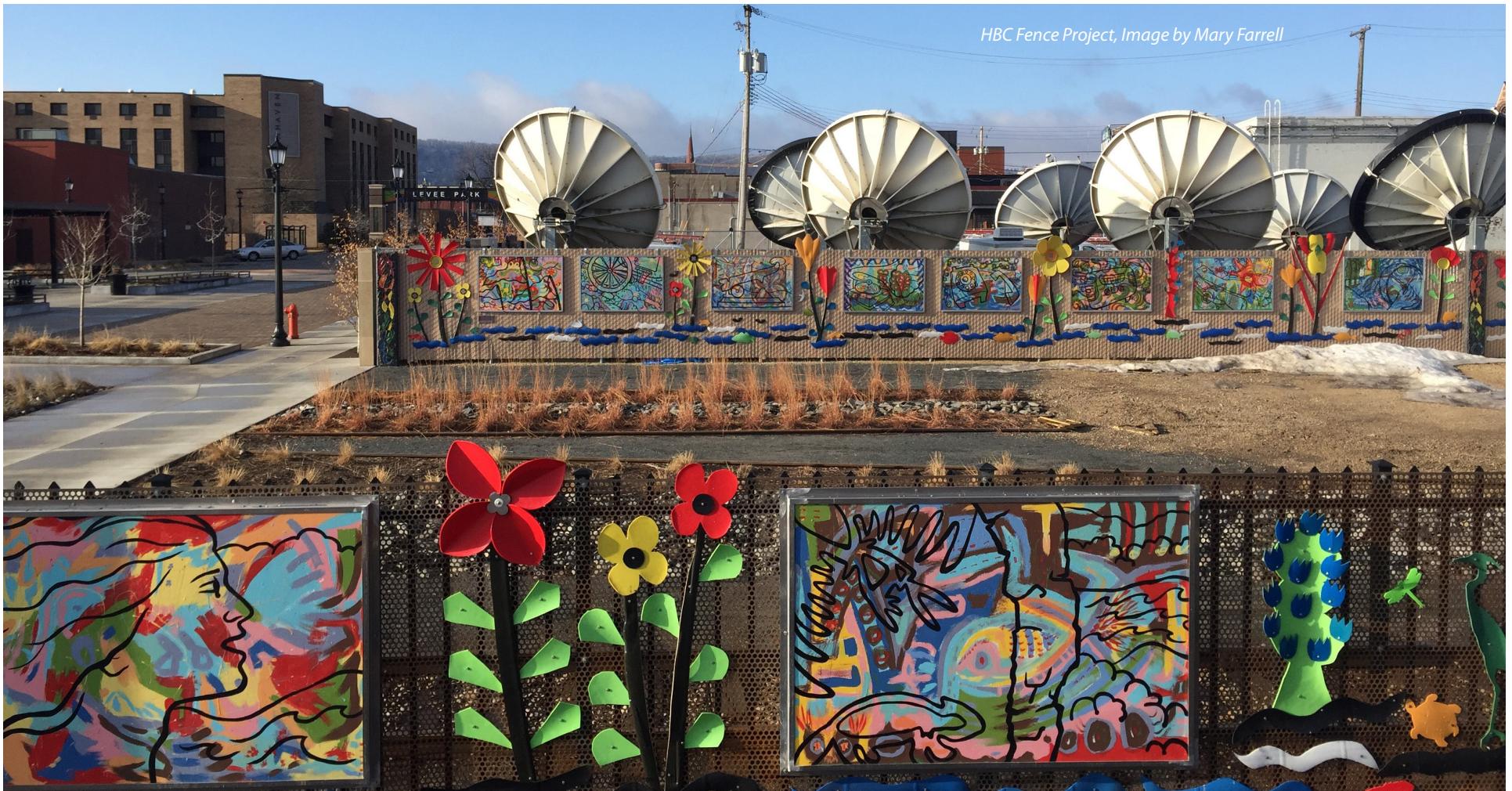
\* Where no name is provided, the heritage preservation site is typically a privately owned residence.

TABLE 14. NRHP INDIVIDUALLY-LISTED PROPERTIES

## National Register of Historic Places (NRHP) Individually-Listed Properties (as of June 17, 2021)

NRHP Reference No.	Name	Address	Date Listed	Nomination Link
78001571	Anger's Block	116--120 Walnut St.	1/31/1978	<a href="https://catalog.archives.gov/id/93203265">https://catalog.archives.gov/id/93203265</a>
90000978	Bridge No. L1409	Twp. Rd. 62 over Garvin Brook	7/5/1990	<a href="https://catalog.archives.gov/id/93201206">https://catalog.archives.gov/id/93201206</a>
73000998	Bunnell, Willard, House	Homer and Matilde Sts.	4/23/1973	<a href="https://catalog.archives.gov/id/93203267">https://catalog.archives.gov/id/93203267</a>
12000071	Central Grade School	317 Market St.	3/6/2012	<a href="https://catalog.archives.gov/id/93203269">https://catalog.archives.gov/id/93203269</a>
13000327	Chicago, Milwaukee and St. Paul Railway Station	65 E. Mark St.	5/28/2013	
76001079	Choate Department Store	51 E. 3rd St.	6/3/1976	<a href="https://catalog.archives.gov/id/93203272">https://catalog.archives.gov/id/93203272</a>
84000251	Church of St. Stanislaus-Catholic	601 E. 4th St.	11/8/1984	<a href="https://catalog.archives.gov/id/93203274">https://catalog.archives.gov/id/93203274</a>
100006440	First Congregational Church	161 West Broadway St.	4/30/2021	
84000245	Gallagher, Dr. J. W. S., House	451 W. Broadway St.	11/8/1984	<a href="https://catalog.archives.gov/id/93203282">https://catalog.archives.gov/id/93203282</a>
77000774	Grain and Lumber Exchange Building	51 E. 4th St.	12/2/1977	<a href="https://catalog.archives.gov/id/93203284">https://catalog.archives.gov/id/93203284</a>
84000248	Hodgins, Abner F., House	275 Harriet St.	11/8/1984	<a href="https://catalog.archives.gov/id/93203288">https://catalog.archives.gov/id/93203288</a>
76001080	Huff-Lamberton House	207 Huff St.	12/12/1976	<a href="https://catalog.archives.gov/id/93203290">https://catalog.archives.gov/id/93203290</a>
12000072	Jefferson School	1268 W. 5th St.	3/6/2012	<a href="https://catalog.archives.gov/id/93201208">https://catalog.archives.gov/id/93201208</a>
75001036	Kirch/Latch Building	114--122 E. 2nd St.	5/21/1975	<a href="https://catalog.archives.gov/id/93203292">https://catalog.archives.gov/id/93203292</a>
14000392	Laird, Norton Company Building	125 W. 5th St.	7/11/2014	
12000073	Madison School	515 W. Wabasha St.	3/6/2012	<a href="https://catalog.archives.gov/id/93203294">https://catalog.archives.gov/id/93203294</a>
74001045	Merchants National Bank	102 E. 3rd St.	10/16/1974	<a href="https://catalog.archives.gov/id/93203297">https://catalog.archives.gov/id/93203297</a>
13000884	Model School Building and College Hall of the Winona Normal School	416 Washington & 151 W. Sanborn Sts.	12/3/2013	

NRHP Reference No.	Name	Address	Date Listed	Nomination Link
70000314	Pickwick Mill	Co. Hwy. 7	9/22/1970	<a href="https://catalog.archives.gov/id/93203299">https://catalog.archives.gov/id/93203299</a>
82003087	Schlitz Hotel	129 W. 3rd St.	8/26/1982	<a href="https://catalog.archives.gov/id/93203301">https://catalog.archives.gov/id/93203301</a>
90001164	Sugar Loaf	SW of jct. of US 61 and MN 43	8/3/1990	<a href="https://catalog.archives.gov/id/93203305">https://catalog.archives.gov/id/93203305</a>
78001572	Sugar Loaf Brewery	Lake Blvd. and Sugar Loaf Rd.	3/31/1978	<a href="https://catalog.archives.gov/id/93203307">https://catalog.archives.gov/id/93203307</a>
12000074	Washington-Kosciusko School	365 Mankato Ave.	3/6/2012	<a href="https://catalog.archives.gov/id/93201210">https://catalog.archives.gov/id/93201210</a>
84003940	Watkins, J. R., Medical Company Complex	150 Liberty St.	12/4/2004	<a href="https://catalog.archives.gov/id/93203313">https://catalog.archives.gov/id/93203313</a>
84000255	Watkins, Paul, House	175 E. Wabasha St.	11/8/1984	<a href="https://catalog.archives.gov/id/93203315">https://catalog.archives.gov/id/93203315</a>
84001730	Winona and St. Peter Engine House	75 Gould St.	1/12/1984	<a href="https://catalog.archives.gov/id/93203319">https://catalog.archives.gov/id/93203319</a>
84001733	Winona and St. Peter Railroad Freight House	Front and Center Sts.	1/26/1984	<a href="https://catalog.archives.gov/id/93203321">https://catalog.archives.gov/id/93203321</a>
100005359	Winona Athletic Club	773 East 5th St.	7/24/2020	
99000806	Winona City Hall	207 Lafayette St.	7/8/1999	<a href="https://catalog.archives.gov/id/93201214">https://catalog.archives.gov/id/93201214</a>
70000313	Winona County Courthouse	171 W. 3rd St.	12/2/1970	<a href="https://catalog.archives.gov/id/93203326">https://catalog.archives.gov/id/93203326</a>
77000775	Winona Free Public Library	151 W. 5th St.	7/29/1977	<a href="https://catalog.archives.gov/id/93203328">https://catalog.archives.gov/id/93203328</a>
03001350	Winona High School and Winona Junior High School	166 and 218 W. Broadway St.	1/2/2004	<a href="https://catalog.archives.gov/id/93203330">https://catalog.archives.gov/id/93203330</a>
83000947	Winona Hotel	157 W. 3rd St.	3/31/1983	<a href="https://catalog.archives.gov/id/93203332">https://catalog.archives.gov/id/93203332</a>
98000152	Winona Masonic Temple	255 Main St.	2/26/1998	<a href="https://catalog.archives.gov/id/93203334">https://catalog.archives.gov/id/93203334</a>
77000776	Winona Savings Bank Building	204 Main St.	9/15/1977	<a href="https://catalog.archives.gov/id/93203336">https://catalog.archives.gov/id/93203336</a>
100009129	Lake Park Bandshell	Lake Park Drive East of intersection with Main St.	7/18/2023	



*HBC Fence Project, Image by Mary Farrell*

## CHAPTER 9. ARTS AND CULTURE

In February 2022, the City adopted its first-ever citywide plan for arts and culture – Winona Arts and Culture Strategic Plan. The plan is based on the community's vision for arts and culture and the role it should play in Winona's future. The process of creating the plan involved input from more than 1,000 Winonans.

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**Plan Vision:** “Winona is a community of entrepreneurs, creative workers, artists, industrial workers, farmers, and others who are connected through their love of Winona.”

**Plan Goals:**

- » Goal 1: Enhance City support systems for Winona’s creative life.
- » Goal 2: Promote and grow Winona’s creative economy.
- » Goal 3: Support inclusive creativity for all residents and visitors.
- » Goal 4. Expand access to creative sector facilities and spaces.

**Arts & Cultural Assets Inventory**

As part of the development of the Winona Arts and Culture Strategic Plan, a cultural assets inventory was assembled related to creative businesses, venues, and non-profit arts and cultural organizations. Winona has a rich ecosystem of cultural assets, surprisingly numerous and diverse, especially for a city of its size. They are geographically spread throughout downtown and other areas of the city, with a concentration downtown. The cultural assets inventory lists and maps three categories of assets:

- » 119 creative businesses, including for profit businesses, nonprofit arts and cultural organizations and religious organizations.
- » 47 venues, including theaters, galleries, park venues, churches, clubs, and other locations for the performing arts, visual arts, film, community events, etc.
- » 39 nonprofit arts and cultural organizations of all disciplines.

Figures 45 to 47 show the distribution of arts and cultural assets in the city.

**City Arts and Cultural Investments Inventory**

The plan also contains an inventory of the City’s current arts and cultural investments.

**Programming, Organizations and Staff (2020/21)**

- » Fine Arts Commission \$3,000 annual budget (grants, Creative Laureate, public art, annual awards, promotion)
- » City Arts Programs \$9,000 (Poetry Walk, Sister Cities)
- » Annual Support to Arts and Cultural Organizations
  - \$5,500 - \$7,000 annual operating support (Project FINE, Polish Cultural Institute, Winona County Historical Society)
  - \$17,000 Municipal Band

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- » Staff
  - \$85,000 Arts Coordinator (Salary plus benefits)
  - Inkind support in the form of City staff coordination for events (Frozen River Film Festival, Great River Shakespeare Festival)

### **Capital (Cumulative)**

- » Masonic Temple Building/Masonic Theatre
  - \$2+ million renovations to date
  - \$1.8 million additional renovations budgeted

### **One-time Support (2020/21)**

- » Portion of \$2.5 million park upgrade for outdoor event space

FIGURE 46. ARTS VENUES IN WINONA

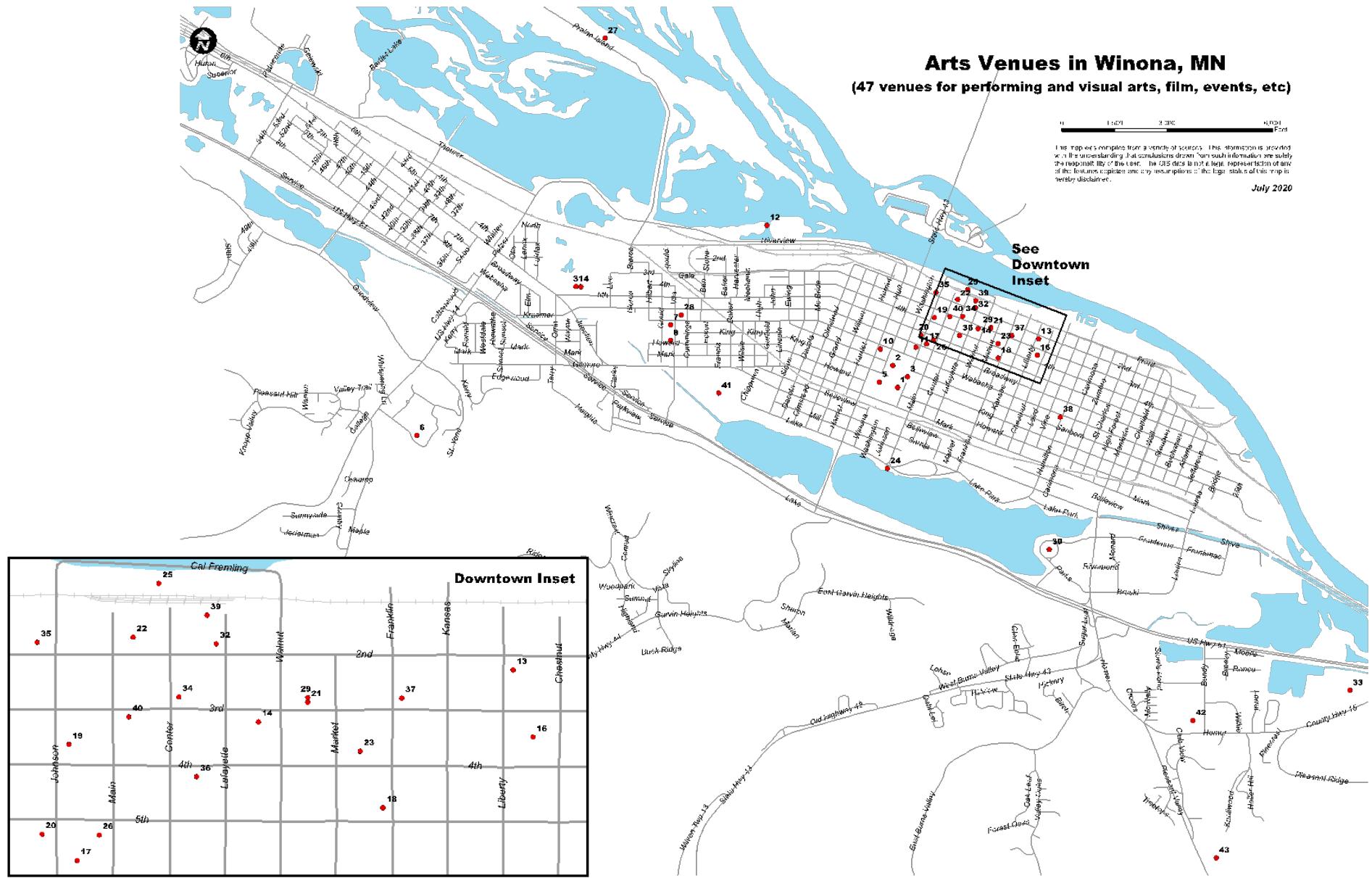


FIGURE 47. CREATIVE BUSINESSES IN WINONA

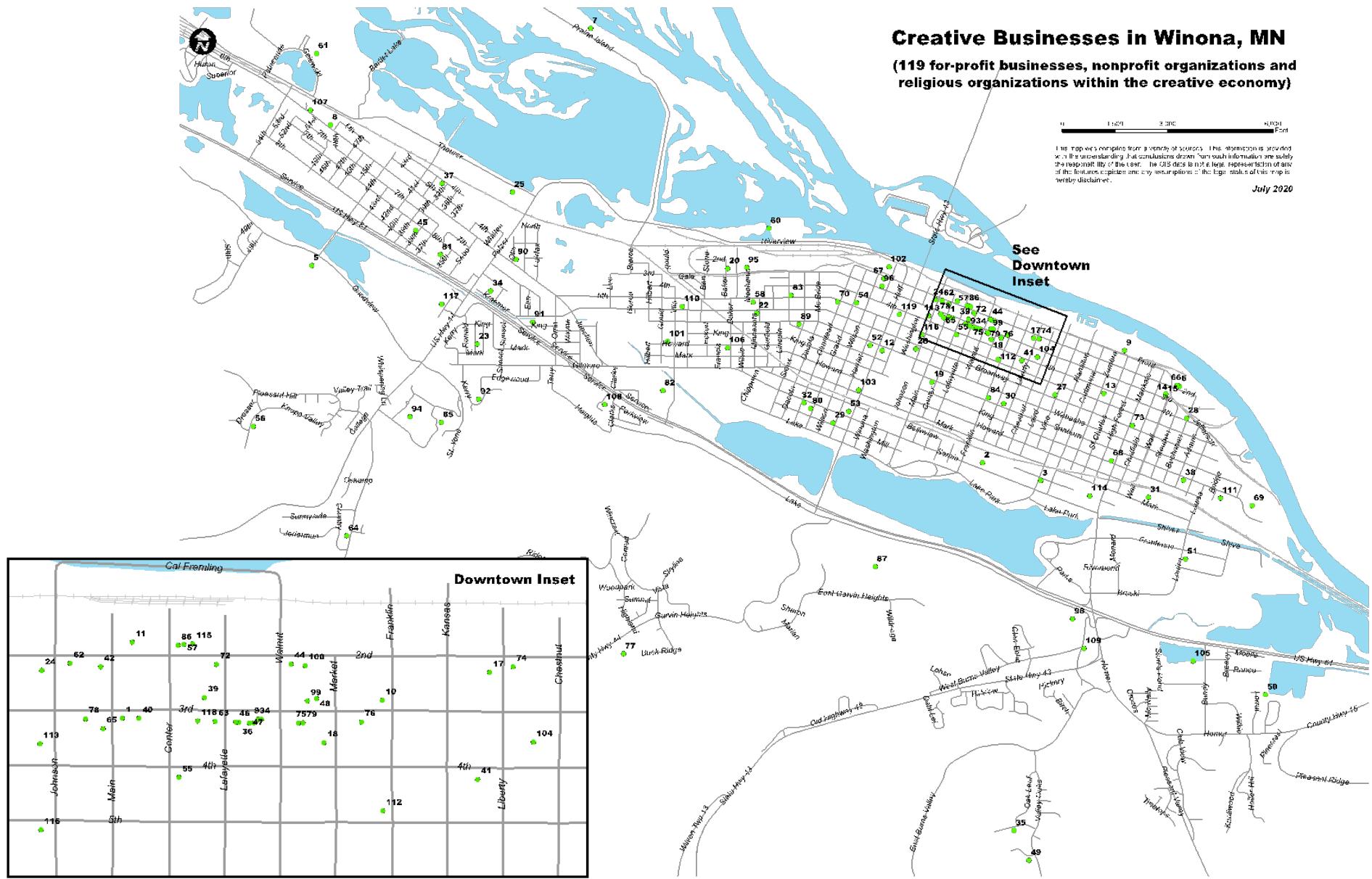
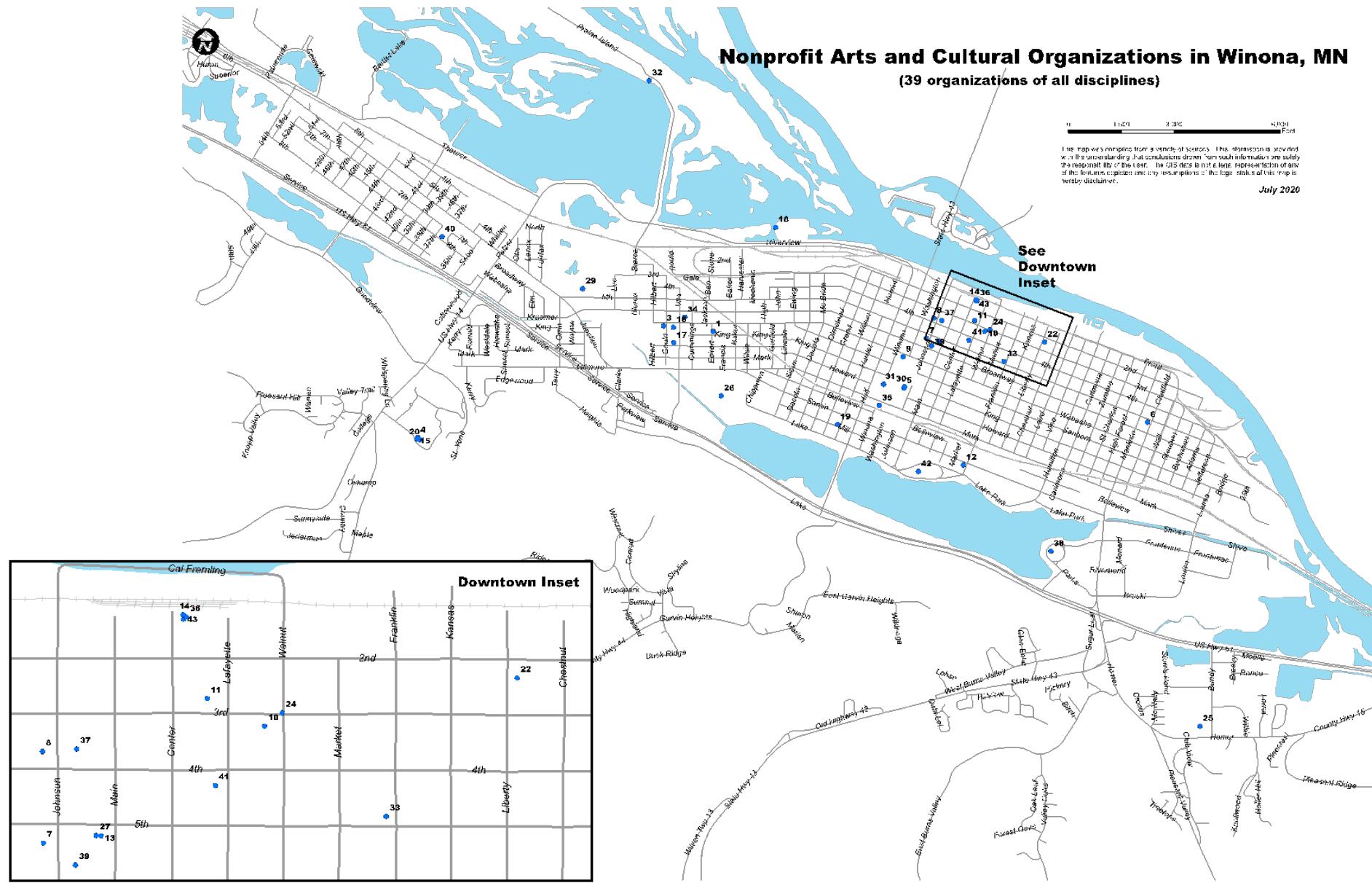
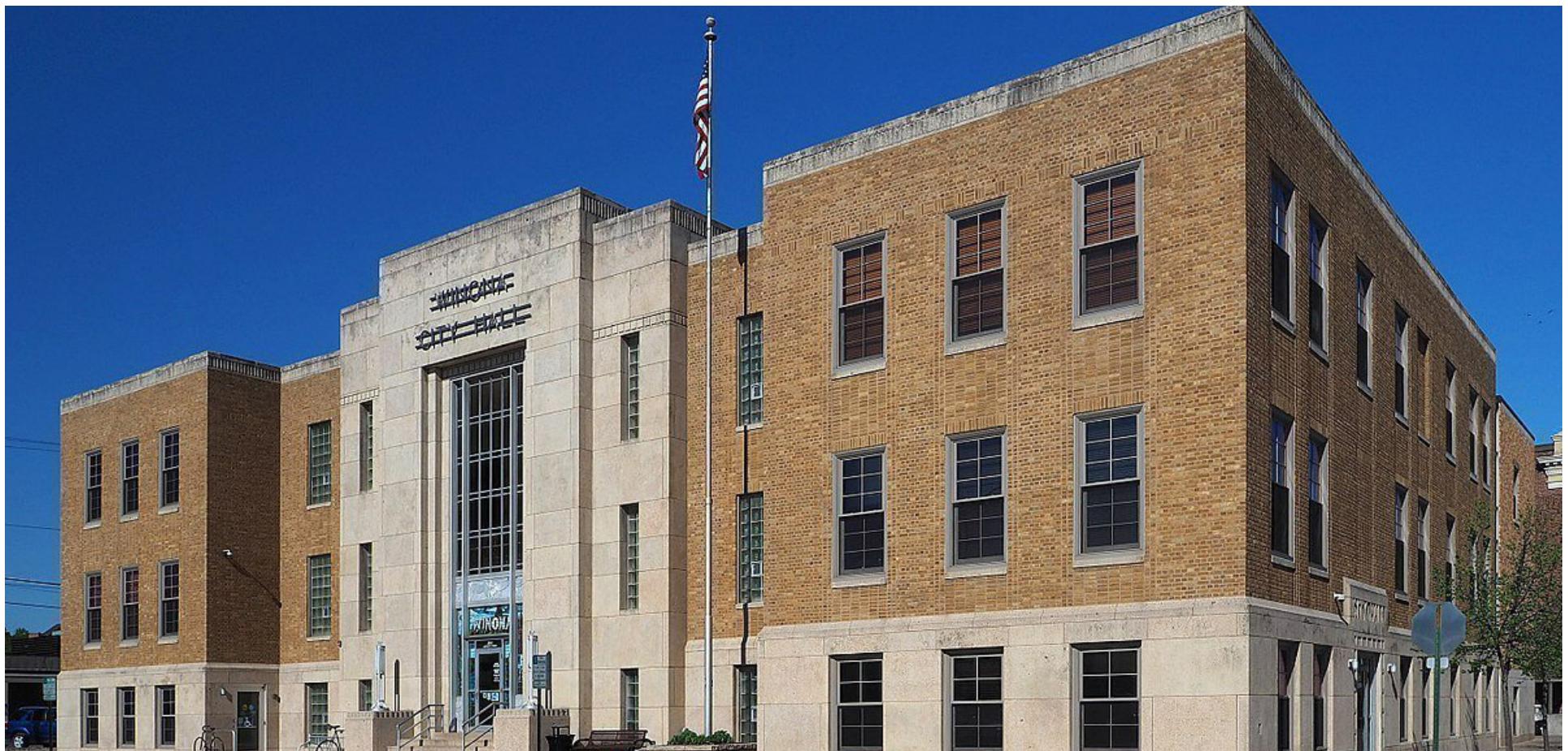


FIGURE 48. NONPROFIT ARTS AND CULTURAL ORGANIZATIONS IN WINONA





## CHAPTER 10. ACCESSIBLE GOVERNMENT

Accessible Government has been identified as a new key topic for the 2045 Comprehensive Plan as a way of better connecting residents to our local government and encouraging residents' involvement. It is important for all community members to have access to our local government, including public information, avenues to provide input, and opportunities for city elected/appointed positions. Diversity of access and involvement should consider gender, race, age, income, education, disability, home ownership/rental, etc.

Since the accessible government topic is new for Winona, the baseline information available is somewhat limited. Some of the information that is available includes local government involvement opportunities, voting participation, public notification/hearing requirements, access to city government information, and city communication methods.

## City Council

The City of Winona has a seven member City Council comprised of the mayor, four members representing Winona's four wards, and two at-large members. Council members serve 4-year terms and meet bi-weekly. The current Council is represented by three women and four men.

## City Boards and Commissions

The City of Winona has many boards, commissions, authorities, and committees that are comprised of volunteers from the community, which provide opportunities for residents to get involved in local government. Any resident interested in serving on a board or commission is welcome to fill out a short application and submit it to the City Clerk's Office. The City Council reviews the applications and appoints board and commission members. Currently, the City has established the following boards and commissions. Each board/commission has a required number of members, length of office term, and frequency of meetings. Table 12 summarizes this information.

## Findings:

- » Most boards/commissions have filled their membership requirements, however, some of the larger boards/commissions have vacancies.
- » Number of members per board or commission ranges from three (Merit Board) to 15 (Human Rights Commission)
- » Length of office term ranges from two (Merit Board) to seven (Winona Athletic Board)
- » Meeting frequency ranges varies: many groups meet monthly, Planning Commission and Board of Adjustment meet bi-weekly, and six groups meet depending upon need

TABLE 15. CITY BOARDS AND COMMISSIONS

City Boards and Commissions	Number of Members	Length of Office Terms	Meeting Frequency
Board of Adjustments	7	3	Bi-weekly
Board of Gas Examiners	5	3	Variable
Building & Fire Code Board of Appeals	5	3	Variable
Cable Television Commission	5	3	Quarterly
Citizens Env. Quality Committee	7	3	Monthly
Creative Winona Commission	9	3	Monthly
Heritage Preservation Commission	11	3	Monthly
Housing & Redevelopment Authority	5	5	Monthly
Human Rights Commission	15	3	Monthly
John Latsch Memorial Board	5	4	Bi-annually
Merit Board	3	2	Variable
Planning Commission	9	3	Bi-weekly
Port Authority	7	6	Monthly
Winona Athletic Board	7	7	Variable
Joint Airport Zoning Board	10	2	Variable

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## Voting Participation

In 2020, the City's voter participation rate was 90.0% of pre-registered voters. This rate compares to 90.8% (2016), 94.0% (2012), and 90.8% (2008). The 2020 voter participation rate varied by ward:

1st Ward – 92.9%

2nd Ward – 89.8%

3rd Ward – 85.3%

4th Ward – 91.8%

Minnesota Compass, a project of Wilder Research, shows that 60.1% of Winona's voting-age population voted in the 2020 election. Winona ranks #98 among cities in the state of Minnesota. Eight cities in MN achieved a 90% or higher rate of voting-age population voting in the 2020 election.

Winona State University is involved in the national American Democracy Project. Recently, WSU was recognized at the state and national levels for its 2020 voting participation. WSU was awarded the 2020 Democracy Cup for having the highest voting rate in Minnesota among 4-year public state universities. WSU also was awarded the Gold Seal for student voter registration and turnout in the ALL IN Campus Democracy Challenge.

## City Communication and Engagement

The City's current communication and engagement efforts include the following:

- » City website
- » Social media, including Facebook, Twitter, Instagram, YouTube
- » Partnerships with Engage Winona to gain consistent and equitable input for City initiatives

## Access to City Government Information

The City's website provides access to the following information:

- » Meeting calendar, agendas, and minutes for the Council, boards, and commissions
- » Video, live streaming and recordings, of Council meetings
- » City Code regulations
- » Licenses, permits, applications, and fees
- » Plans, policies, studies, and annual City budget
- » Planned improvement/construction projects

## Public Notifications and Hearings

The City's Unified Development Code (UDC) establishes the procedures for review and approval of land use and development applications. These procedures include opportunities for public input. Table 16 (from the UDC) summarizes the City's procedures for the various types of development application reviews, including public notifications and hearings. In addition, residents can submit nuisance complaints via phone or email messages.

TABLE 16. DEVELOPMENT APPLICATION REVIEW PROCEDURES

Type of Application	Pre-Application Meeting with Staff Required	Public Notice Required <i>P=published M=mailed</i>	Public Notice Mailing Notification Distance (feet)	Administrative	Board of Adjustment	Planning Commission	City Council	Final Action
<b>Site Related</b>								
Appeal of UDC Interpretation – Form Based Design Standards		P, M	350		D PH		A PH	Resolution
Appeal of UDC Interpretation – Non Form Based Design Standards		P, M	350		D PH	A PH	Resolution	
Site Plan Approval	Yes	M	150	D		A		Letter
Conditional Use Permit and Interim Use Permit		P, M	350		D PH	A PH	Resolution	
Conditional Use Permit and Interim Use Permit– Major Amendment		P, M	350		D PH	A PH	Resolution	
Conditional Use Permit and Interim Use Permit – Minor Amendment					D	A PH	Resolution	
Variance		P, M	150	D PH		A PH	Resolution	
<b>Subdivision Related</b>								
Minor Subdivision - Final Plat	Yes	P, M	350		R PH	D	Resolution	
Major Subdivision - Preliminary Plat	Yes	P, M	350		R PH	D	Resolution	
Major Subdivision - Final Plat					D	Resolution		
Cluster Development Plan	Yes	P, M	350	R PH	D PH	Resolution		
<b>Ordinance or Plan Amendment Related</b>								
UDC Text Amendment		P			R PH	D PH	Ordinance	
UDC Map Amendment		P, M	350		R PH	D PH	Ordinance	
Comprehensive Plan Text Amendment		P			R PH	D PH	Resolution	
Comprehensive Plan Map Amendment		P, M	350	R PH	D PH	Resolution		
<b>Environmental Review</b>								
Wetland/WCA Determination	Yes	P		D		D PH	Resolution	
Environmental Review				R	D	Resolution		

FIGURE 49. PRECINCT BOUNDARIES

