



# Winona

DOWNTOWN STRATEGIC PLAN

March 2020



## ACKNOWLEDGMENTS

The City of Winona is realizing a change in its Downtown. There is a new energy that is being driven by steadily increasing social and economic activity within Downtown. City leaders decided to take a strategic look at how to welcome and embrace change while maintaining Downtown Winona's strong values and history. This Strategic Plan complements the Comprehensive Plan, and provides guidance in the improvement and management of cleaning and beautification, placemaking, public infrastructure, (re)development, parking, and public safety in Downtown.

Recommendations are based on direct feedback from residents, community leaders, and other valued stakeholders, in addition to the oversight and expertise from the following acknowledged groups. Analysis of demographic changes, future trends, and Winona's current value and Downtown makeup were also key considerations.

With an emphasis on collaboration and engagement, the acknowledged teams ensured the Strategic Plan provides an unbiased, holistic approach to future community efforts in Downtown.

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*Mayor*

Allyn Thurley  
*First Ward*

Eileen Moeller  
*Second Ward*

Pamela Eyden  
*Third Ward*

George Borzyskowski  
*Fourth Ward*

Michelle Alexander  
*At Large*

Paul Schollmeier  
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Craig Porter

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# Executive Summary



Project Scope

# 80%

Of community members surveyed  
come to Downtown Winona on  
at least a weekly basis.

## CHAPTER 1 SUMMARY: INTRODUCTION

### Project Overview

Change is ever-present in Downtown Winona and has been driven by steadily increasing social and economic activity in the area. In response, City leaders are looking into opportunities to strategically welcome and embrace change while maintaining Downtown Winona's strong values and history. These efforts have culminated in this Strategic Plan, which is designed to complement the Comprehensive Plan in providing guidance in the improvement and management of cleaning and beautification, placemaking, public infrastructure, redevelopment, parking, and public safety in Downtown. The scope for this project includes Downtown Winona west to east between Huff Street and Kansas Street, and Broadway Street/ Sixth Street to the Mississippi River.

The recommendations in this Strategic Plan are based on direct feedback from residents, community leaders, and other valued stakeholders, in addition to oversight and expertise from the following acknowledged groups. The Strategic Plan also considers the analysis of demographic changes, future trends, Winona's current value, and Downtown makeup.

### Benefits of the Downtown Strategic Plan

- ✓ Creates road map for revitalization and vibrancy
- ✓ Provides defensible rationale for decision making
- ✓ Outlines strategic resource allocation (budgeting, time and effort)
- ✓ Allows for development of strong partnerships
- ✓ Provides a safer and more engaging Downtown area
- ✓ Provides enhanced accessibility and amenities for all
- ✓ Greater City connectivity and improves access to Downtown and the River
- ✓ Improves access to recreation
- ✓ Provides selective programming to meet gaps and needs
- ✓ Assists with long-term economic sustainability



## Public Engagement

Themes identified as part of public engagement:



Connections  
+ Access



Dining



Shopping



Entertainment



Housing



Outreach



Coordination

### Barriers and Challenges

- ☐ Lack of restaurant variety
- ☐ Lack of retail variety
- ☐ Stores not open late enough
- ☐ Walkability
- ☐ Bikeability
- ☐ Inconvenient parking

### Ideas to Increase Visits

- ☐ Increase dining options
- ☐ Increase retail options
- ☐ Increase entertainment options
- ☐ Prioritize walking and biking access
- ☐ Increase the impact of public space
- ☐ Active parking management

Priority initiatives were determined through a round of public engagement in December 2019. The following informs priorities for short and long term initiatives.

### Short Term Priority Initiatives

- 1 Green Space / Downtown Beautification
- 2 Night and Weekend Activities
- 3 Incentivize Improvements to Buildings
- 4 Parking Enforcement / Additional Wayfinding / Upgraded Lighting
- 5 60 Main Development

### Long Term Priority Initiatives

- 1 Infrastructure Upgrades and Public Restrooms
- 2 3rd Street Beautification
- 3 Riverfront and Levee Park
- 4 Pedestrian Improvements / Bumpouts
- 5 Long Term Parking Resolution

*closely ranked*

# 86%

Of Downtown Study Area Within  
1/4-Mile Walk of a Grocery Store

# 100%

Of Downtown Study Area Within  
1/4-Mile Walk of a Park

# 43%

Of Downtown Study Area Within  
1/4-Mile Walk of a Child Care Center  
*Covers Most Residential Areas*

# 20%

Of Downtown Study Area Within 1/4-Mile  
Walk of an Assisted Living Center



## CHAPTER 2 SUMMARY: VISION + GOALS

### Vision

The Plan's principles support a shared vision for the Downtown area, and they guide the goals of the Plan to ensure respect for the values of Downtown Winona and the entire community. The guiding principles for Winona's Downtown Strategic Plan are:

Vibrant | Accessible | Clean | Safe

These principles are the underlying framework for the entire Plan and provide a resource to reflect on as change is considered, decisions are made, and success is measured.

“Downtown Winona is the heart of the community and region where residents and visitors comfortably congregate, recreate and celebrate the arts. Our historic downtown will continue to evolve as an even more beautiful and exciting place live and work and celebrate new ideas, **in both historically preserved and dynamically modern settings.**”

### Goals

The overarching goals of this Plan represent the community's vision for the future of Downtown Winona. Each of these goals is focused on actionable changes that can yield impacts for the City within the Plan's horizon of 0-20 years.

- ✓ **Goal 1:** Take steps to **beautify and enhance** Downtown Winona
- ✓ **Goal 2:** Strengthen Downtown Winona's **sense of place**
- ✓ **Goal 3:** Make sound **infrastructure improvements** and make the most out of past investments
- ✓ **Goal 4:** Encourage (re)development that achieves infill, respects the historic nature of Downtown, and makes the highest and **best use of the limited land area**
- ✓ **Goal 5:** Change the perception of a parking problem by actively managing and incentivizing **best use of parking resources**
- ✓ **Goal 6:** Exhibit **safety and security** for a comfortable experience
- ✓ **Goal 7:** **Implement and fund** the recommendations in this Plan



Priority Evaluation Criteria

The following criteria is intended to support Winona's desire to offer the highest quality, most sustainable, and most desirable Downtown experience possible. The following questions are meant to formalize consideration for new initiatives and relevance of existing ones.

Do these changes . . .

- Bring more people to Downtown Winona?
- Allow for financially feasible implementation and long-term sustainability (or attract private partners for investment)?
- Meet environmental and sustainability goals for the community?
- Serve unmet needs?
- Enable accessibility and inclusivity?
- Engage people to lead planning, design, funding, action, and ongoing operations?
- Support the Downtown Strategic Plan's principles of Vibrant, Accessible, Clean, and Safe?



## CHAPTER 3 SUMMARY: CLEANING + BEAUTIFICATION

### Overview

Because of their often routine nature, it's easy to overlook the importance of the current cleaning and beautification efforts in the Downtown area. But by being more deliberate in the support and expansion of these efforts, the City can make the Downtown area an even more attractive and engaging location for residents and visitors.

Currently, the City regularly sweeps the streets for cleanliness and to meet environmental requirements. Building and business owners check and clean the sidewalk before opening, and they maintain their facilities and storefronts on a regular basis. Building on this important and routine work and expanding it will pay dividends for businesses and organizations that call Downtown Winona home. Once the cycle starts and more people are cognizant of cleaning and beautification practices, a system of continuous improvement can be sustained.

“Celebrate success to create greater awareness of efforts!”

### Cleaning + Beautification Initiatives

- ✓ Conduct Regular Downtown Summits.
  - Strategy: Meet with property owners, business owners, City staff, and residents to evaluate current policies, efforts, and resources for cleaning and beautification, as well as to recommend collaborations that improve the impact of efforts.
- ✓ Collaborate for Wintertime Accessibility.
  - Strategy: Collaborate between the City and Downtown stakeholders to find low-cost strategies that make curbs and sidewalks more accessible after periods of heavy snow and/or ice.
- ✓ Green-up the Downtown.
  - Strategy: Evaluate street tree locations, remove stumps, and add trees and other permanent plantings.
  - Strategy: Add seasonal plantings and decorations to create visual interest year-round.
- ✓ Incentivize Historic Building Restoration and leverage facade grant program.
  - Strategy: Re-evaluate and improve current programs; consider adding other programs through other funding sources.
  - Strategy: Evaluate existing program to ensure clarity, purpose, and effectiveness.
  - Strategy: Seek feedback from recent recipients as needed.

- ✓ Use Public Spaces as Venues for Temporary Events.
  - Strategy: Utilize existing spaces as venues to promote conversations about beautification. Examples include: sidewalk cafes, storefront displays, street fairs/vendors.
- ✓ Encourage Compliance.
  - Strategy: Provide friendly encouragement among neighbors and enforcement to maintain compliance with building codes and other ordinances that protect investments.
- ✓ Consider Staffing.
  - Strategy: Consider the viability of a public- or private-staffed position to assist in maintaining Downtown cleanliness.



## CHAPTER 4 SUMMARY: PLACEMAKING

### Overview

Placemaking is a process where communities reinvent public spaces to emphasize health, happiness, and wellness and to draw in residents and visitors. Place can be evaluated through a wide range of criteria, including traffic data, crime statistics, rent levels, and volunteerism. Once these evaluations are made, the City can chart out placemaking enhancements and track their impact over time.

### Placemaking Initiatives

- ✓ Create a mix of destinations to make Downtown one large destination.

- Strategy: Leverage Opportunity Winona to identify opportunity sites for creating density for the services and amenities desired.
- Strategy: Update ordinances as needed to ensure the density desired in downtown is supported by code.
- Strategy: Examine the development process as an outsider, or host a developer round-table, to understand the private sector's perspective on doing business in the City.
- Strategy: Ask for constructive feedback with each project.
- Strategy: Embrace history and culture by inviting local artists to apply their craft in the form of ephemeral art in public places. Partner with local historical and

cultural experts to ensure inclusivity and authenticity.

- ✓ Improve connectivity to downtown destinations by evaluating their access and linkages through the following questions:
  - Can you see the space from a distance? Is its interior visible from the outside?
  - Is there a good connection between this place and adjacent buildings? Or, is it surrounded by blank walls, surface parking lots, windowless buildings, or any other elements that discourage people from entering the space?
  - Can people easily walk there? Or are they intimidated by heavy traffic or bleak streetscapes?
  - Do sidewalks lead to and from the adjacent areas?
  - Does the space function well for people with disabilities and other special needs?
  - Can people use a variety of transportation options—bus, car, and bicycle—to reach the place?
- ✓ Create more activity during nights and weekends.
  - Strategy: Pilot a "Late Night Downtown" event, and expand it with regularity.
  - Strategy: Evaluate and update the City's use of public space/cafes, storefront displays, street fairs/vendors. Pilot private use of public space.

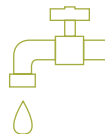
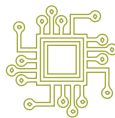
- Strategy: Evaluate and update ordinances for public space use to support what works for the community.
- Strategy: Evaluate the sociability of a place by asking: Is this a place where you would choose to meet your friends? Are others meeting friends here? Does the mix of ages and ethnic groups generally reflect the community at large?
- ✓ Evaluate design standards
  - Strategy: Ensure standards are clear in what the community wants to see when utilizing the natural environment and incorporating green infrastructure.
  - Strategy: Evaluate placement and orientation of street furniture. Add missing pieces and support a network of amenities. Avoid conflicts between furniture, critical views, and maintenance routes.
  - Strategy: Provide protections from extreme weather events. Such protections could be integrated into future street or transit improvements. It could also be incentivized in development projects.
- ✓ Evaluate the safety, comfort, image of downtown destinations.

## CHAPTER 5 SUMMARY: PUBLIC INFRASTRUCTURE

### Overview

As many similar communities, the City of Winona has developed a cycle of maintaining its aged existing Downtown infrastructure. Currently, there are no large public infrastructure projects scheduled for Downtown Winona, but there are major opportunities—and benefits—for long-term infrastructure planning in this area. Recognition that infrastructure is part of any public realm, and there is opportunity to leverage efficiency and funding when considering both in projects is critical to implementing desired improvements.

Beyond the Quick Wins initiatives that can and should be completed in the near future, most infrastructure improvements will occur in an orderly fashion over an extended period of time as maintenance and renovation are required. There is an opportunity during those scheduled long-term improvements to assess the project's ability to support the vision for Downtown—such as safety and accessibility improvements that cannot be delayed—with strategic infrastructure enhancements.



### Public Infrastructure Initiatives



#### Park improvements

- Strategy: Coordinate with Placemaking action items, and recommendations in the 2018 Park System Master Plan to reinforce community connections, activate and invest in the existing park system assets.
- Strategy: Implement completion of Levee Park.



#### Stormwater improvements

- Strategy: Coordinate with the Placemaking action of design standards evaluation to ensure a well-considered approach for on-site stormwater management.
- Strategy: Coordinate with Public Safety, Emergency Preparedness Action Items to ensure a well-considered holistic approach to stormwater.
- Strategy: Review the community stormwater management strategy regularly to ensure the City is utilizing the best, proven technologies.



#### Electricity improvements

- Strategy: Evaluate potential for solar energy including electric car charging, and public-private partnerships.
- Strategy: Work in coordination with Placemaking and Public Safety Action items to improve the quantity, quality, and efficiency of public lighting.
- Strategy: Review the community electrical strategy regularly to ensure the City is utilizing the best, proven technologies and sustainable solutions.



#### Communication improvements

- Strategy: Coordinate with the Public Safety action item of Emergency Preparedness to strengthen and reinforce communication throughout downtown.
- Strategy: Be aware of trends in new technologies and innovations for providing communications to public spaces and the community.



#### Water improvements

- Strategy: Evaluate and budget to replace insufficient areas in the water system.
- Strategy: Work in coordination with Public Safety Action items to maintain the quality, safety, and efficiency of the public water system.
- Strategy: Review the community water supply strategy regularly to ensure the City is utilizing the best, proven technologies and sustainable solutions.



## CHAPTER 6 SUMMARY: REDEVELOPMENT

### Overview

Downtown Winona contains a mix of commercial, mixed-use, industrial, semi-public, and public venues and spaces. Winona's Comprehensive Plan, last updated in 2007, notes the Future Land Uses Downtown transitioning to Downtown Mixed-Use, Downtown Fringe, Historic Overlay District, Limited Industrial, Urban Residential, and Public and Open Space. This transition from current to future land use supports the Comprehensive Plan's goal for a "Strong Central City" via the following objectives:

- Ensure that the city's core remains a **viable and attractive option for business** location and economic development projects.
- **Maintain and increase livability** of central neighborhoods through housing improvement programs, infill, (re)development, and investment.
- Encourage employment and housing densities that will **support a viable transit system**, primarily within the City core.

### Redevelopment Initiatives

- ✓ Continue the momentum from Opportunity Winona
  - Strategy: Identify and improve under-performing land. Share opportunity sites for redevelopment broadly with the community and investment community.
  - Strategy: Implement completion of Levee Park.
- ✓ Encourage mixed-use and higher densities where appropriate
  - Strategy: Encourage redevelopment that builds on the recommendations in this plan. This includes seamless coordination with Placemaking, Public Infrastructure, Public Safety, and Parking Action Items.
  - Strategy: Re-evaluate ordinances and processes for barriers to redevelopment while respecting the historic nature of downtown.
  - Strategy: Encourage developments that reduce the reliance on parking through the use of shared parking agreements, and increased pedestrian and bicycling infrastructure.

# WORK

As a team to coordinate approval processes across all agencies, departments, elected offices, and investment partners.

## CHAPTER 7 SUMMARY: PARKING

### Overview

Ample, accessible, and affordable parking options are vital to a thriving downtown area. The following is a summary of conditions and observations documented in the 2018 Parking Study completed by Walker Consultants. Some content in this chapter has been supplemented by engagement with the public and staff as part of this project.

### Current system

The 42-block study area identified a total supply of +/- 4,030 spaces. Of those spaces, +/- 3,205 were available for public use. The City has "significant leverage in the parking market," as 56% of spaces were on-street or municipal surface lots. On-street parking and off-street municipal lots are enforced by the Winona Police Department by a half-time enforcement officer on weekdays between 8 a.m. and 5 p.m.

“The City of Winona has invested heavily in providing downtown parking, more so than the average city, with more than half of the available supply being City-owned and/or operated.”

*2018 Parking Study*

### Parking Initiatives

- ✓ Enhance quality and safety of facilities
  - Strategy: Review distribution of ADA spaces for on-street and municipal lots.
  - Strategy: Review city ordinances related to parking, and regulations within municipal lots.
  - Strategy: Coordinate with Placemaking, Public Infrastructure, Public Safety, and Redevelopment Initiative Items to ensure a holistic approach to quality and safety.
- ✓ Continue marketing the location and availability of public parking
  - Strategy: Compare walking distances to recognizable time periods or landmarks. For example, "1-minute walk to the Library".
  - Strategy: Improve parking directional wayfinding and signage.
- ✓ Consider innovative parking management strategies
  - Strategy: Pursue shared parking opportunities with privately-owned parking facilities.
  - Strategy: Increase enforcement of existing regulations through license plate recognition technology and more consistent staffing.

**+/- 4,030** Total Spaces

**+/- 3,205** Spaces Available for Public Use

**56%** of Spaces are On-Street or Municipal Lots

**42** Block Study Area

## CHAPTER 8 SUMMARY: PUBLIC SAFETY

### Overview

The 2016 Engage Winona report describes safety in four ways:

- Traditional safety, including the presence of crime and law enforcement
- Neighbors and communities supporting and looking out for each other
- General perception of safety (walking down the street at night, going to new neighborhoods)
- Pedestrian safety and other issues

This Plan expands that notion of safety to include moving as a pedestrian or cyclist through the City. It also considers emergency preparedness.

**“ You can't make people watch streets they do not want to watch. The safety of the street works best, most casually, and with least frequent taint of hostility or suspicion precisely where people are using and most enjoying the streets voluntarily and are least conscious that they are policing. ”**

*Jane Jacobs, The Death and Life of Great American Cities*

### Public Safety Initiatives

- ☒ Improve access and mobility
  - Strategy: Implement traffic calming measures in coordination with Placemaking and Public Infrastructure improvements.
- ☒ Emergency preparedness
  - Strategy: Assure that emergency management plans have strategies that are specific to the Downtown and regular educational efforts are made to keep the public aware.
- ☒ Encourage activity
  - Strategy: Improve lighting in coordination with Public Infrastructure and Placemaking Action Items.
- ☒ Activate buildings and increase transparency
  - Strategy: Coordinate with Placemaking, design standards evaluation to ensure visual connections between interior and exterior spaces.
  - Strategy: Support CPTED training or full certification of a city staff member.
- ☒ Public safety officer outreach
  - Strategy: Evaluate existing staffing level for public safety officer and increase capacity, if needed, to ensure the role is adequately supported.
  - Strategy: Plan and schedule information sessions and in-person representation at a wide-variety of community events.





## CHAPTER 9 SUMMARY: IMPLEMENTATION

### Overview

Efforts like the ones listed in the Strategic Plan require community support and participation to achieve the desired results. Implementation will ultimately be dependent on the will and energy of the individuals and organizations that will lead and support each effort, as well as the availability of resources. Starting with high-priority items that garner more interest and resources is a great way to kick off efforts through the resolution of community needs. Likewise, jumping into smaller projects can help show progress and create enthusiasm for an entire body of efforts, building the momentum and resources needed to complete larger projects.

No single agency or organization (public or private) can accomplish the recommendations in this plan alone. The greatest, most impactful successes can be realized when projects are focused on the goals and visions of the Plan implemented with community support. Therefore, each chapter of the Strategic Plan is a call to action for City departments, community organizations, businesses, and property owners to convey what each focus area means to them and where each entity can enhance the Downtown area for years to come.

### Implementation + Funding Initiatives

- ✓ Immediately put viable Quick Wins projects into action
  - Strategy: Look for Quick Win items throughout chapter action lists and the appendix for more guidance.
- ✓ Engage with champions of Downtown Winona
  - Strategy: Coordinate with Cleaning and Beautification action items to host a Downtown Summit.
  - Strategy: Utilize long-term outreach to foster public-private partnerships.
  - Strategy: Regularly review this plan and update the implementation matrix with outreach partners.
  - Strategy: Create portable elements of this plan for continued promotion of implementation with the public
- ✓ Fund projects the community and investors will support.
  - Strategy: Regularly review private, local, state, and federal funding sources for eligibility. Submit funding applications in a timely manner.
  - Strategy: Implement a local sales tax.

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### Benefits of the Winona Downtown Strategic Plan

- ✓ Road map for revitalization and vibrancy
- ✓ Rationale for decision-making
- ✓ Strategic resource allocation  
*Budgeting, time, and effort*
- ✓ Fosters strong partnerships
- ✓ Creates a safe and engaging Downtown
- ✓ Provides a mix of uses for accessibility and amenities for all
- ✓ Greater City connectivity and improved access to Downtown and the River
- ✓ Improved access to recreation
- ✓ Selective programming to meet gaps and needs
- ✓ Long-term economic sustainability

# 80%

Of community members surveyed  
come to Downtown Winona on  
at least a weekly basis.

## Chapter 1: Project Overview

### IMPORTANCE OF DOWNTOWN

Downtowns are often the heart of our cities economically and socially. Historically, they have been the center of business. However, as economies from local to global scales change, so too downtowns must adapt. While downtowns have transitioned to the social centers of our cities, their importance has not decreased. They are the place from which social and economic strength radiate out to the larger region. Their characteristics of density and resiliency provide for better and more efficient access to services, employment, livability, diversity, sustainable growth, and entertainment.



#### Economics

Healthy downtowns have the right mix of ingredients to make for great economics. The density typically found in downtowns brings many advantages, including: better access to services, higher efficiency in providing goods and services, higher concentration of amenities attractive to visitors and a talented workforce, greater tax generation per acre of land, a diverse mix of uses, retailers, and entertainment that attracts people from all walks of life.



#### Livability

Downtowns provide options and choices. They provide safe and healthy transportation options like walking, biking, and transit. They provide diverse types of housing that can fit many different budgets and stages of life. They provide easy and convenient access to most of the everyday amenities that residents, workforce, and visitors need. They provide a variety of jobs that require a whole range of education and experience levels. They provide direct access to cultural and social amenities.





### Cultural + Social Amenities

Today, downtowns are transitioning from being the business center of cities to the social center of cities. People crave activity. Because downtowns can provide services and amenities to nearly all members of the community, their vibrancy leads to more vibrancy. They provide access to entertainment, gathering places, and government buildings. In addition, they still provide direct access to parks and the natural environment.



### Health

Walkable and livable downtowns encourage healthy habits. When residents and the workforce have the option to bike, walk, or take transit; have numerous socialization options; have convenient access to healthy food, health services, and social services; most aspects of their health improve. Additionally, streets are often safer for vulnerable users such as youth, the elderly, or disabled because speeds are slower and other users of the streets expect to see pedestrians.



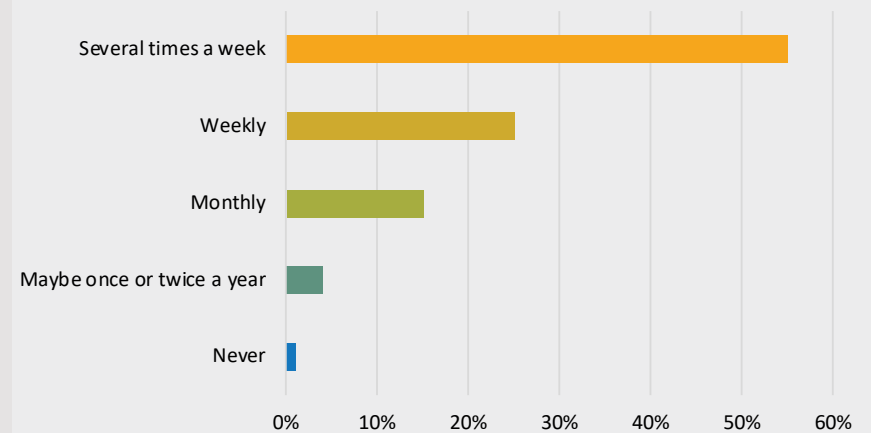
### Aesthetics

Downtowns contain a great mix of types of buildings, businesses, streets, parks, and other public spaces. Some of the best downtowns in America had the foresight to preserve their historic buildings and districts. Strategic historic preservation not only provides character, but is economical and sustainable. Now more than ever, residents, businesses, and visitors are attracted to cities with clean, beautiful, and well preserved downtowns with a distinct character.

## DOWNTOWN AS A DESTINATION

A healthy and strong downtown is important to community members, the City, and the region for all the reason on the adjacent page. For those surveyed, Downtown Winona is a frequent destination. The survey and public meetings also asked community members about barriers and challenges to coming downtown and ideas for how to increase ease of access.

How frequently do you come to Downtown Winona?

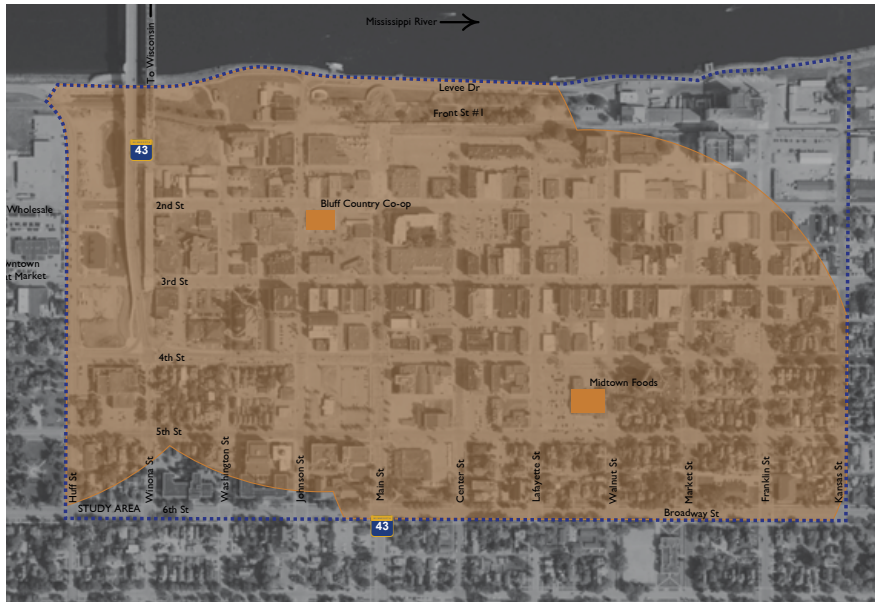


### Barriers and Challenges

- ☐ Lack of restaurant variety
- ☐ Lack of retail variety
- ☐ Consistent store business hours
- ☐ Walkability
- ☐ Bikeability
- ☐ Inconvenient parking

### Ideas to Increase Visits

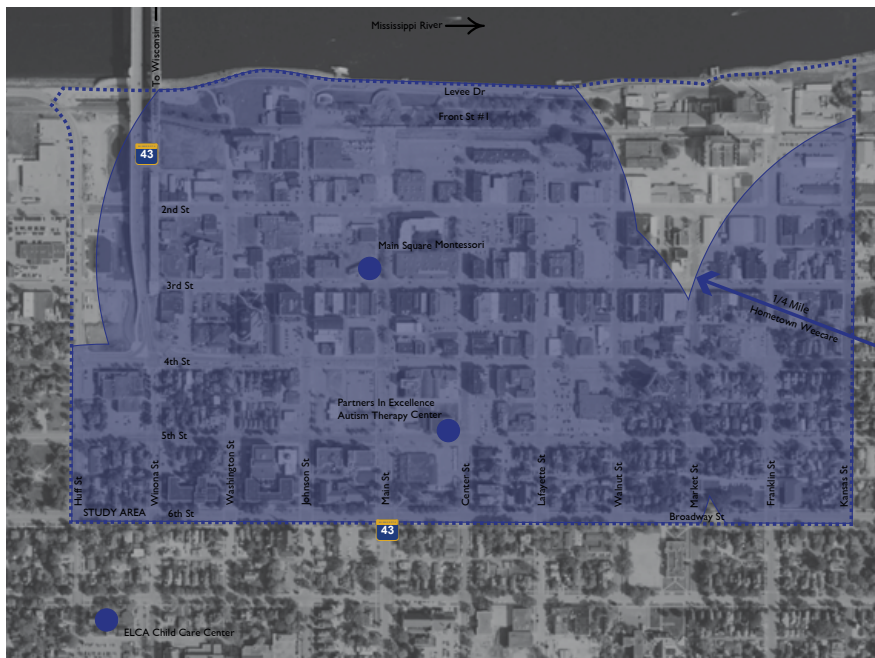
- ☐ Increase dining options
- ☐ Increase retail options
- ☐ Increase entertainment options
- ☐ Prioritize walking and biking access
- ☐ Increase the impact of public space
- ☐ Active parking management



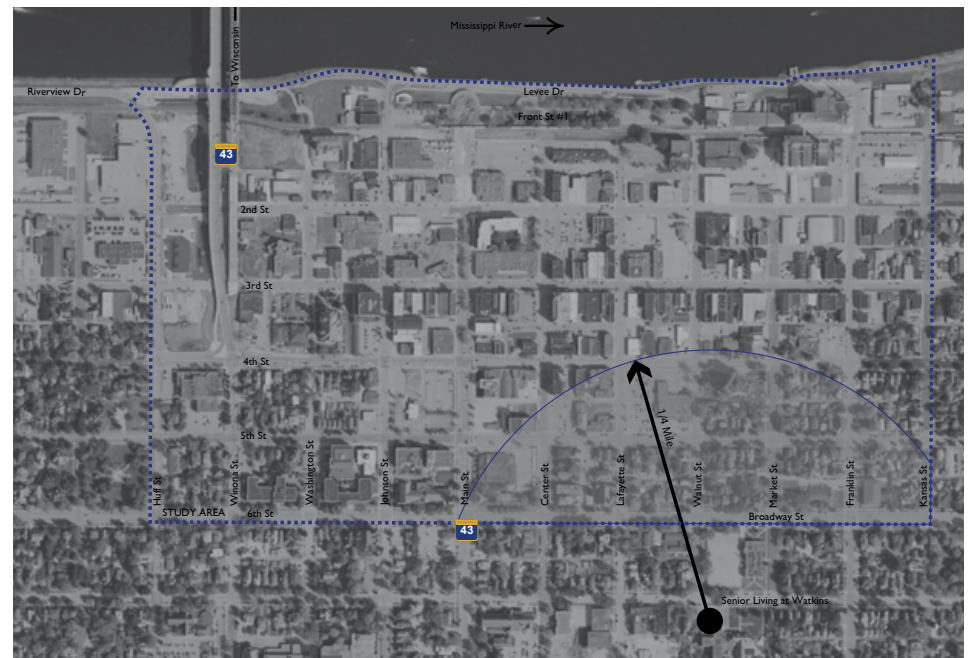
90% of downtown study area is within 1/4-mile walk of a grocery store



100% of downtown study area is within 1/4-mile walk of a park



80% of downtown study area is within 1/4-mile walk of a child care center.



20% of downtown study area within 1/4-mile walk of an assisted living center

## STRATEGIC ENGAGEMENT

Over the course of six months, Winona's Downtown Strategic Plan's community engagement strategy focused on fully understanding the assets of Winona's Downtown while aggressively and strategically connecting with those that live, work, and play in the Downtown regularly.

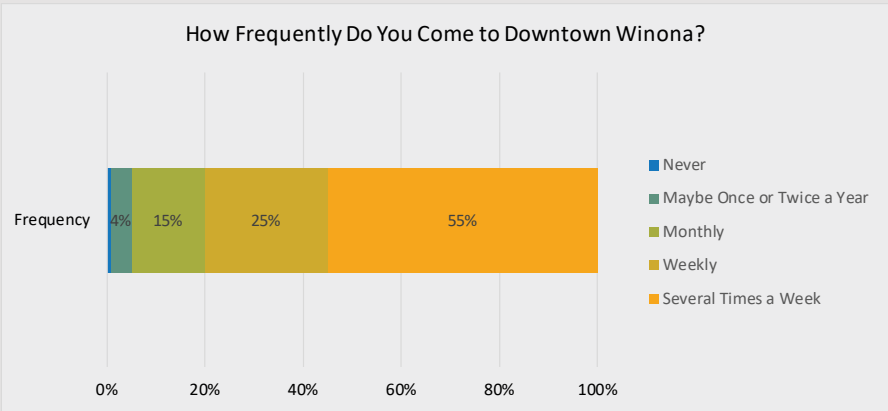
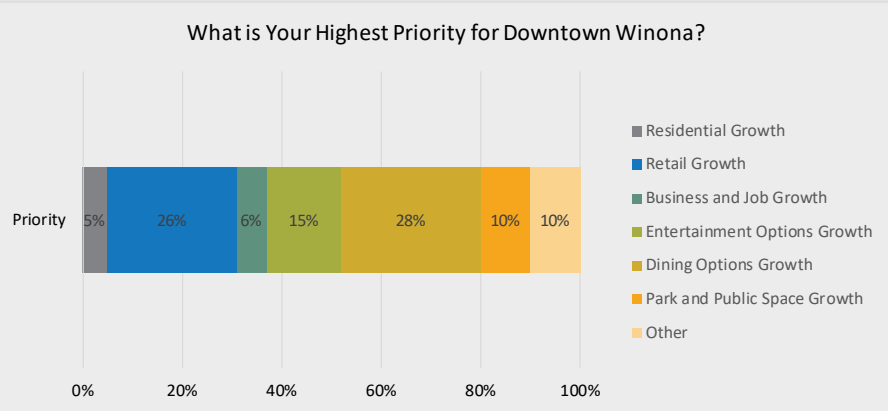
At the forefront of the Plan's engagement strategy was the need to sit down with key influencers, developers, partners, and the community to have one-on-one sessions regarding the shared vision for the Downtown. While surveys can provide a basic statistical overview of feedback, direct engagement within the community guided the planning process and recommendations.

Those that engaged with the process were asked to describe and rate Downtown Winona today, provide a vision for what they would like to see Downtown Winona be in five years, and suggest ideas that could be done quickly, easily, and inexpensively to improve Downtown Winona. The community meetings brought business owners, building owners, residents, university students, and employers together to realize that often they have common interests. Several of the meetings created an energy that prompted attendees to ask that similar sessions be facilitated in the future.



## SURVEY SUMMARY

- In summary of survey responses from 03/21/2019 - 05/07/2019, most respondents:
- Report coming to Downtown Winona several times a week
  - Give Downtown Winona three stars (from 1-5, 5 being the best)
  - Go to restaurants or retail shops and attend festivals and other community events
  - Would like to see greater growth in both dining options and retail



## ENGAGEMENT THEMES

Throughout the community engagement process, there was consensus that Winona's Downtown has a great structure from which to build upon, and an eager community to support it. Some themes emerged from the surveys, comment cards and group discussions which inform this plan:

### Connections + Access

In order to increase vibrancy and public safety the community would like to see the following Downtown:

- Better walking, biking, and transit connections between neighborhoods, university campuses, and Downtown.
- More seating and other street furniture for users.
- Accessibility for all ages and abilities.
- More and improved bicycle parking and an actively managed vehicular parking system.
- Street designs focused on ease of walking between places.
- More allowed uses of public space such as outdoor cafes.
- Increased wayfinding to public parking.

### Dining

Downtown dining is a growing market as more Americans eat out regularly. Comments on the Winona dining scene included:

- The need for more restaurants, especially those that have extended hours.
- The need for more diverse offerings from restaurants, including a range of cuisine, price, and scales.
- Encourage outdoor seating including rooftop, patio, and sidewalk cafes.
- Creation of an ordinance that expands network of food trucks.



## What are Downtown Winona's Greatest Strengths?

Mississippi River Events Walkability  
History Architecture Shopping Restaurants  
Bars Historic Buildings Levee Park

### Shopping

The challenges for retail in downtowns continues to increase. Comments from shoppers were:

- Extend business hours into nights and weekends.
- Work together to promote other businesses—we're all in it together!
- Have contests between businesses to draw attention, e.g. holiday storefronts, fundraising drives.
- Allow more use of public space for sidewalk sale and sandwich boards.

### Entertainment

Winona has a great tradition of festivals with themes around heritage and community. Suggestions for continuing the tradition included:

- Create a stronger connection between Downtown and area events and festivals.
- Find creative ways for Downtown businesses to promote local events and vice versa.
- Create a mix of smaller, more frequent events that are both spontaneous (exciting) and regular, e.g. First Fridays, Second Saturdays, Third Thursdays.

### Outreach + Communication

Create a system to act as a feedback loop so this plan can remain a living document:

- START NOW! - Build upon the momentum from this plan.
- Annual engagement sessions that keep the energy of this plan going and allow for adjustments to be made as situations change.
- Use similar strategies to continue increasing engagement and social capital

### Arts

Enrich the community with art:

- Consider public art as part of infrastructure projects.
- Increase visibility of the arts community within Winona.
- Strengthen connection between Library, Parks, and the arts community.

### Housing

Residents want housing that is attainable for anybody at any stage of life and recommend:

- Owner occupied and rental housing that fits all levels of affordability.
- A mix of housing sizes, with room for families to singles.
- More Downtown living opportunities to support local business and have great access to amenities.
- Maximize upper floor living to make the best use of resources and continue to grow the built-in customer base for businesses.

## INITIATIVES SURVEY

Priority initiatives were determined through a round of public engagement in December 2019. The following informs priorities for short and long term initiatives.

### Short Term Priority Initiatives

- 1 Green Space / Downtown Beautification
- 2 Night and Weekend Activities
- 3 Incentivize Improvements to Buildings
- 4 Parking Enforcement / Additional Wayfinding / Upgraded Lighting
- 5 60 Main Development

### Long Term Priority Initiatives

- 1 Infrastructure Upgrades and Public Restrooms
- 2 3rd Street Beautification
- 3 Riverfront and Levee Park
- 4 Pedestrian Improvements / Bumpouts
- 5 Long Term Parking Resolution

*closely ranked*

*"...invest public money to polish the jewel."*

## EXISTING PLANS

There are several previous planning efforts that helped guide the development of this document.

Existing Plans		
Date	Title	Description
2019	Comprehensive Parks, Open Space, and Recreation System Plan	Guide park and recreation system investment and developments over the next 15 years.
2018	Community Center Facility Study	Focus on program and amenity needs.
2018	Downtown Winona Parking Study	A supply-demand analysis, assessment of future parking conditions, alternative analysis and recommendations on parking management strategies.
2017	Complete Streets Policy and Pedestrian and Bicycle Plan	Citywide plan to formalize the process of considering bicycle and pedestrian improvements for local road projects.
2017	State Highway 43 Bridge Plan	Plan for park development under new river bridge.
2007 + 2016	Comprehensive Plan and Engage Winona	Once per decade plans to benchmark city needs, goals and policies.
2017	2017 Retail Trade Analysis, Winona and Winona County	A tool used to measure the economic health of the local retail economy.
2015	Downtown Winona Streetscape Plan	Summary of urban design improvements for public space.
2014	Levee Park Design Plan	Master Plan/Preliminary Design for renovating Levee Park.
2007	Riverfront Revitalization Plan	Identifies and prioritizes improvements to Winona's riverfront.
2007	Downtown Revitalization Plan	Establishes a framework for actions to strengthen downtown.
2007	Historic District Design Guidelines	Outlines design, review and maintenance processes for structures within Winona's Historic District.

## DOWNTOWN PARTNERS

The success of Downtown Winona is predicated on partnerships. Some of these partnerships are formal, as with Mainstreet and Opportunity Winona, but many are not. One of the main reasons for this Plan is to verify the communities values, create a unified vision, and provide a guide for the following groups to work together for a strong, sustainable, and resilient Downtown: residents, business owners, building owners, community groups, government, employers, visitors, and others. The City also has agreements with private entities to run major events supported by City infrastructure and services. These major events are held annually within Levee Park and other parts of the City and include the Big Muddy Brew 'n Que, Steamboat Days, Midwest Music Fest, and Trinona to name a few.

## COMMON GOALS

The City of Winona can be a great facilitator, but with changes in budgets, technology, and communities desires, they cannot do it all. Therefore, the success of this Plan requires accountability at many different levels and from many different groups. It requires public-private partnerships in places where there maybe didn't use to be one. It requires all of these groups working together to leverage each others strengths and resources to achieve the quality of life and goals that are outlined in this plan.

## CITY INITIATIVES

The following are city-wide initiatives that align and/or support the vision of this plan.

### Welcoming City

In 2018 Winona became the first City in Minnesota to be a "Welcome City". A Welcoming City is one that joins Welcoming America and that: All sectors work together to create a welcoming community climate that supports long-term integration, municipalities commit to institutionalize strategies ensuring the ongoing inclusion and long-term economic and social integration of newcomers.



### Minnesota Green Step Cities

Minnesota GreenStep Cities is a voluntary challenge, assistance and recognition program to help cities achieve their sustainability and quality-of-life goals. This free continuous improvement program, managed by a public-private partnership, is based upon 29 best practices with actions focused on cost savings and energy use reduction, and encourage civic innovation.



### Sister City Initiative

A cultural exchange program that Winonans have been participating in for over 20-years that fosters mutual understanding, friendship, and peace.



### Dementia Friendly Community

Since 2016, the city of Winona has been taking steps to become a dementia friendly community. According to the Alzheimer's Association, a dementia-friendly community is a place where people living with dementia and their care partners are supported to live a high quality life with meaning, value, and purpose. Businesses and law enforcement officials will be trained on how to interact with people with dementia, clinics will promote early Alzheimer's diagnoses and provide support options to patients, faith communities will engage congregation members with dementia, and residential facilities will offer services and activities adapted for people with Alzheimer's and dementia.



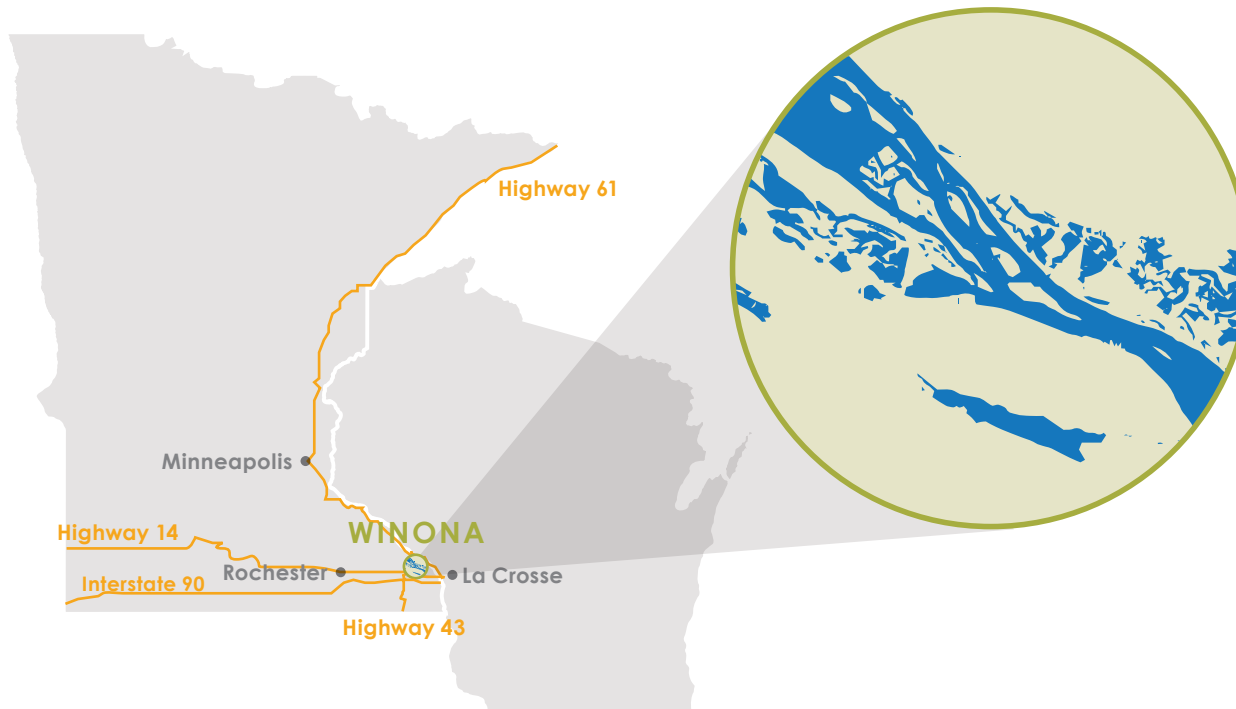
### Pollinators

Resolution supporting pollinator friendly environments city-wide.

## COMMUNITY CONTEXT

Founded by a steamboat captain in 1851, and said to have been named after the first-born daughter of Chief Wapasha, Winona's location on an island in the Mississippi River in the southeast corner of Minnesota made it a transportation hub and one of the world's richest cities by 1900. This legacy remains in the form of historic buildings, an ongoing harmony with the river, and economy that still thrives.

Winona is the county seat of Winona County, encompassing approximately 24 square miles and surrounded by bluffs and water, the beauty of Winona reflects the high quality of employment, education, and recreation its residents enjoy and value.



**30** miles from La Crosse, WI

**45** miles from Rochester, MN

**120** miles from Minneapolis, MN



Home to **Highways 14, 61, and 43**

**Key** vehicular connection  
between Minnesota + Wisconsin



**27,200+** Residents



**23** Public + Private Schools

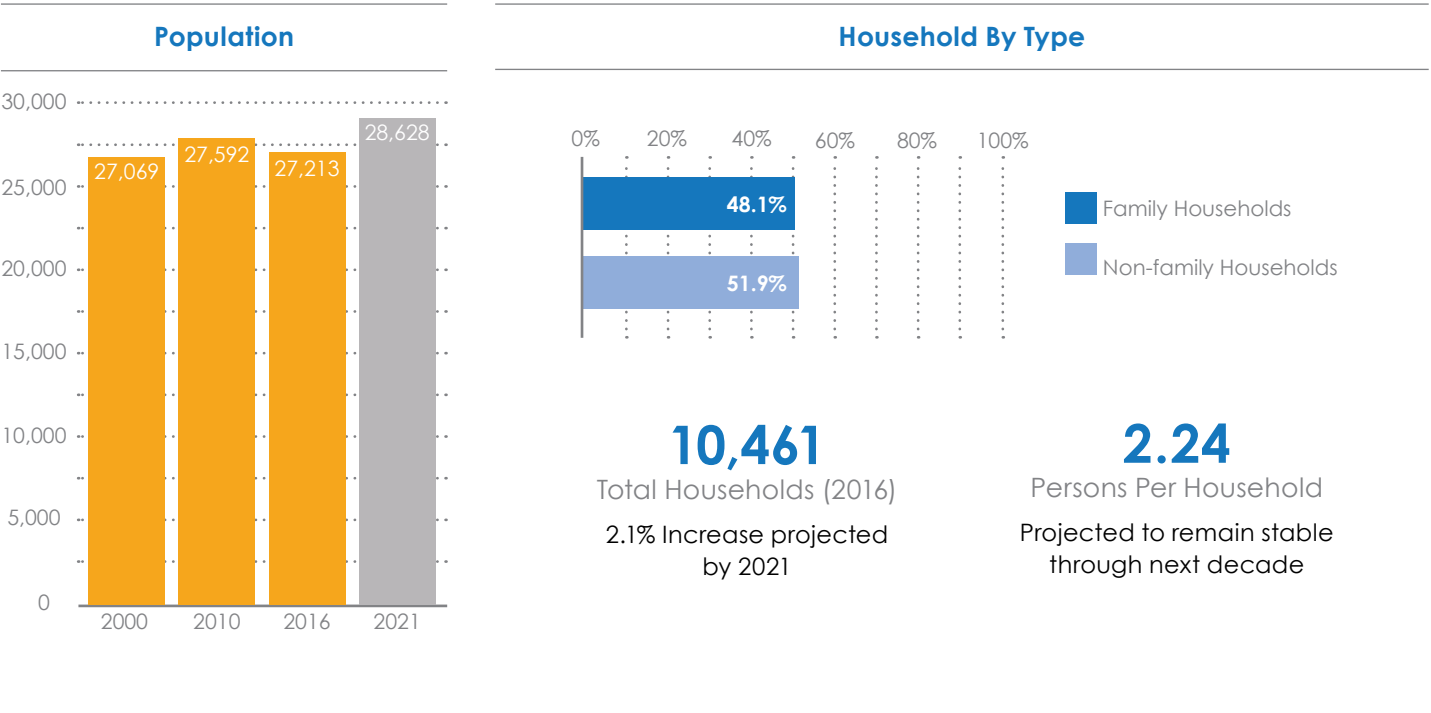
**3** Post-Secondary schools

Total of **12,769 students**



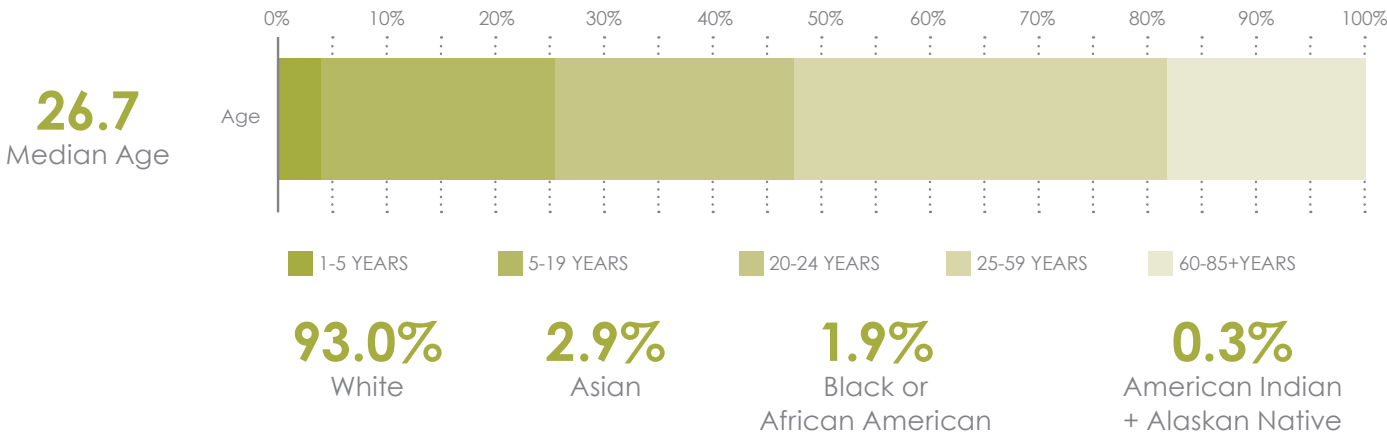
WINONA  
DEMOGRAPHICS

Through general City information, Census Data, and a 2016 Housing Needs Assessment Study, which included a detailed demographic analysis, a demographic summary was prepared. The following information gathered and presented explores characteristics of the existing city-wide population base, and served as a guide in identifying and aligning recommendations of outreach efforts and Plan goals.



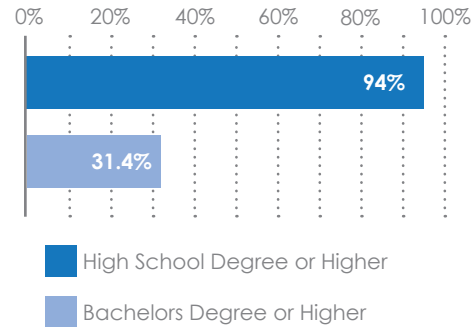
Age Distribution

The 18-34 and 65-84 age cohorts are projected to increase by 4.5% and 32.3% respectively by 2031.  
The city became more racially diverse between 2000 and 2010.





## Education attainment



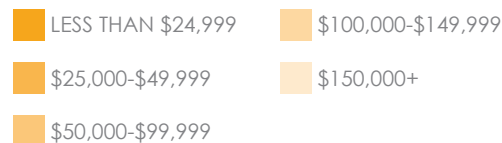
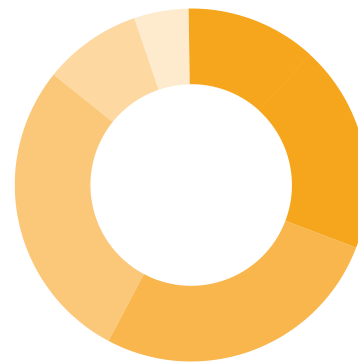
## Commuting Patterns

Top three area employers include: Fastenal Company, Winona Health, and Winona State University.

The top three employers account for 20% of the city employment.



## Household Income



**\$41,023**

Median Household Income (2016)

Projected to increase 12.8% By 2021

**19.5%**

Percent in Poverty

**\$152,297**

Median Home Value









## Chapter 2: Vision, Principles, and Goals



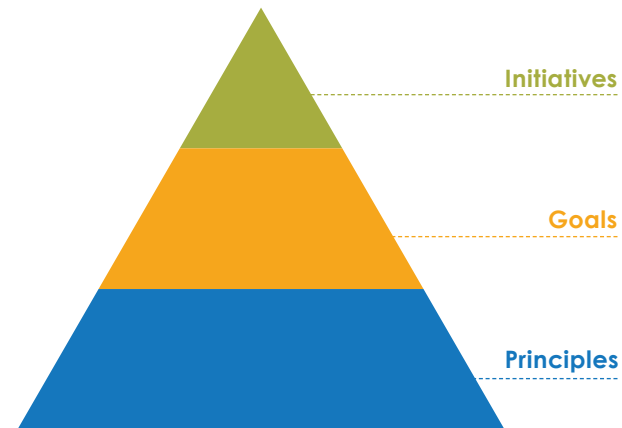
“Downtown Winona is the heart of the community and region where residents and visitors comfortably congregate, recreate and celebrate the arts. Our historic downtown will continue to evolve as an even more beautiful and exciting place live and work and celebrate new ideas, **in both historically preserved and dynamically modern settings.**”

*Vision Statement*

### PRINCIPLES

A solid plan is based on principles. Plan principles support the vision guiding the goals of the plan to ensure respect for the values of Downtown Winona, and the community as a whole. Principles for Winona's Downtown Strategic Plan are: Vibrant, Accessible, Clean, and Safe.

These principles are the underlying framework to the entire plan, and are a resource upon which to reflect as decisions are made, success is measured, and change is considered.





## PRINCIPLES

### Vibrant

Winona has a great structure to it's Downtown. It's assets include:

- A gridded street layout
- Historic buildings that have withstood the test of time
- Unique, sustainable, and successful community-supported businesses
- Access to the River and recreation
- Grocery stores
- Residential uses
- New investment at many levels
- Entrepreneurial spirit and history

### Accessible

Winona is an inclusive community. The Downtown should be welcoming to all, complying with ADA standards and striving to exceed those standards where practicable.

Offerings should balance the needs and desires of all members of the community. Diverse options related to shopping, services, entertainment, recreation, transportation, and housing will create economic and social environments that are both sustainable and resilient.

Downtown Winona should be attractive and accessible to all.

### Clean

First impressions are everything. Cleanliness and noticeable efforts to maintain public and private investments send a message that the community cares.

For Downtown residents, streets, sidewalks, and other public spaces are their backyards. The Downtown is for all, and therefore, all should play a part in keeping it clean and well-maintained.

Businesses are again moving into downtowns to attract and retain talent that want the amenities and energy of Downtown within walking distance of their office or shop.

Visitors will keep coming back to clean and up-kept destinations that provide them with a great experience

### Safe

Community members and visitors expect to be in a safe environment when visiting a destination like Downtown Winona. Winona is a very safe community. A key to a vibrant downtown is making sure that community members and visitors perceive and experience that.

## GOALS + INITIATIVES

Goals and initiatives direct actions within Downtown Winona that the community wishes to accomplish. These actions are intended to occur within this plan's horizon, 0-20 years. The goals and initiatives on the following pages are a snapshot. Specific strategies for each initiative are laid out in the chapters that follow.



### GOAL 1

#### Take steps to beautify and enhance Downtown Winona

- ☒ Conduct Regular Downtown Summits.
- ☒ Collaborate for Wintertime Accessibility.
- ☒ Green-up the Downtown.
- ☒ Incentivize Historic Building Restoration and leverage facade grant program.
- ☒ Use Public Spaces as Venues for Temporary Events.
- ☒ Encourage Compliance.
- ☒ Consider Staffing.

### GOAL 2

#### Strengthen Downtown Winona's sense of place

- ☒ Create a mix of destinations to make Downtown one large destination.
- ☒ Improve connectivity to downtown destinations by evaluating their access and linkages.
- ☒ Create more activity during nights and weekends.
- ☒ Evaluate design standards.
- ☒ Evaluate the comfort and image of downtown destinations.

### GOAL 3

**Make sound infrastructure improvements and make the most out of past investments.**

- ☒ Park improvements.
- ☒ Stormwater improvements.
- ☒ Electricity improvements.
- ☒ Communication improvements.
- ☒ Water improvements.

### GOAL 4

**Encourage redevelopment that achieves infill, respects the historic nature of Downtown, and makes the highest and best use of the limited land area.**

- ☒ Continue the momentum from Opportunity Winona.
- ☒ Encourage mixed-use and higher densities where appropriate.

### GOAL 5

**Change the perception of a parking problem by actively managing and incentivizing best-use of parking resources**

- ☒ Enhance quality and safety of facilities
- ☒ Continue marketing the location and availability of public parking
- ☒ Consider innovative parking management strategies



## PRIORITY EVALUATION CRITERIA

The following criteria are intended to support Winona's desire to offer the highest quality, sustainable and desirable Downtown experience possible. They are meant to formalizing consideration for new initiatives and review of existing ones:

- ✓ Will the implementation step bring more people to Downtown Winona?
- ✓ Is the implementation step financially feasible and sustainable long-term? If not, are there private partners who will invest in it?
- ✓ Will environmental and sustainability goals for the community be supported?
- ✓ Will the implementation step serve an unmet need?
- ✓ Will the implementation step support accessibility and inclusivity?
- ✓ Are there people willing to lead the implementation step effort from planning, design, funding, action, and ongoing operations? This often will not and cannot be City staff.
- ✓ Does the initiative support the Downtown Strategic Plan's principles of Vibrant, Accessible, Clean, and Safe?

## GOAL 6

### Exhibit safety and security for a comfortable experience

- ✓ Improve access and mobility.
- ✓ Emergency preparedness.
- ✓ Encourage activity.
- ✓ Activate buildings and increase transparency.
- ✓ Public safety officer outreach.

## GOAL 7

### Implement and fund the recommendations in this plan

- ✓ Immediately put viable Quick Wins projects into action.
- ✓ Engage with champions of Downtown Winona.
- ✓ Fund projects the community and investors will support.











Above: Winona celebration

Below: Downtown Winona wayfinding



## Chapter 3: Cleaning + Beautification

### WHAT IS BEAUTIFICATION?

In a downtown, beautification is everything from the holiday decorations that a business displays, to complex greenery programs that require significant amounts of time and money to maintain. Beautification attracts people to your downtown (both locals and tourists) because people like beautiful places. This drives business sales, creating a more vibrant and sustainable downtown economy. Community engagement increases with this positive feedback loop because people understand that the effort is paying off. Beautification can make a great first impression, and put your community's values, history, and vision on full display.

#### Characteristics of a Clean + Beautiful Downtown

First impressions mean a lot. If visitors or community members have a poor initial experience in a downtown, it's tough to earn a second chance. It is critically important to work together to keep things clean and beautiful.

Nearly every user of Downtown is a pedestrian at some point during their trip. Trash, gum, cigarette butts, utility markings, and weeds are all noticeable cleanliness issues as a pedestrian. Offer ample trash receptacles. Streets and alleys can make an impression, too. Use annual cleanup days to tackle resource-intensive needs or areas that aren't reached as often.

### RELATED ELEMENTS + CONSIDERATIONS

A community with a clean and beautiful downtown shows that it cares. Cleaning and beautification is the first implementation topic in this plan because without it, other efforts are wasted. Cleaning and beautification has a large impact on the success of placemaking, investment in public and private infrastructure and facilities, and real and perceived safety and security. Many small actions can lead to large impacts in the quality of the Downtown. Cleaning, beautification and placemaking can benefit greatly from Quick Wins actions. Therefore, they are a high priority as the easiest to achieve with often the fewest resources needed.

## CURRENT CLEANING + BEAUTIFICATION EFFORTS

There are many current cleaning and beautification efforts in the Downtown that are so routine, we forget they occur. The City regularly sweeps the streets for cleanliness and to meet environmental requirements. Building and business owners check and clean the sidewalk before opening or maintain their building and storefronts on a regular basis. Winona Main Street held a community-driven Downtown cleanup day in the Spring of 2019. The City has a facade grant program that assists building owners in the improvement of their historic buildings. These are all great ways to share the effort of maintaining and improving the Downtown's cleanliness and beauty. Continue supporting and expanding these efforts. Once the cycle starts and many people are aware of it, the system of continuous improvement can be sustained.

## ADDITIONAL PROJECTS + INITIATIVES TO CONSIDER

The City has a facade grant program benefiting Downtown building owners to improve the aesthetic and function their building's frontage. However, the federal funds that were used to create the program require extra requirements and red tape that reduce the effectiveness of the program. The City should look for other sources of funding or ways to create ease of use to make the program more effective.

Similarly, the City should re-evaluate it's ordinance regulating use of public space, to allow for more sidewalk cafes, sidewalk displays, street vendors, and temporary street closures.

The Winter of 2018-19 dumped near record amounts of snow and other winter precipitation on Downtown Winona. This exposed some complications in keeping Downtown accessible during the Winter months. City and Downtown stakeholders should discuss new strategies to avoid this type of issue in the future.

Celebrate success in an outward manner to exemplify the many great things that are happening in Downtown Winona.

Consider a public/private partnership to add a staff person to assist in maintaining Downtown cleanliness.

“The Winona Main Street Program is committed to Historic Downtown Winona being the heart of our community and region, a vibrant hub of commerce, arts and culture, recreation and residential life.”  
*Winona Main Street Mission Statement*

3rd Street between Center and Lafayette



## CLEANING + BEAUTIFICATION INITIATIVES

### ✓ Conduct Regular Downtown Summits.

- Strategy: Meet with property owners, business owners, City staff, and residents to evaluate current policies, efforts, and resources for cleaning and beautification, as well as to recommend collaborations that improve the impact of efforts.

### ✓ Collaborate for Wintertime Accessibility.

- Strategy: Collaborate between the City and Downtown stakeholders to find low-cost strategies that make curbs and sidewalks more accessible after periods of heavy snow and/or ice.

### ✓ Green-up the Downtown.

- Strategy: Evaluate street tree locations, remove stumps, and add trees and other permanent plantings.
- Strategy: Add seasonal plantings and decorations to create visual interest year-round.

### ✓ Incentivize Historic Building Restoration and leverage facade grant program.

- Strategy: Re-evaluate and improve current programs; consider adding other programs through other funding sources.
- Strategy: Evaluate existing program to ensure clarity, purpose, and effectiveness.
- Strategy: Seek feedback from recent grant recipients as needed.

### ✓ Use Public Spaces as Venues for Temporary Events.

- Strategy: Utilize existing spaces as venues to promote conversations about beautification. Examples include: sidewalk cafes, storefront displays, street fairs/vendors.

### ✓ Encourage Compliance.

- Strategy: Provide friendly encouragement among neighbors and enforcement to maintain compliance with building codes and other ordinances that protect investments.

### ✓ Consider Staffing.

- Strategy: Consider the viability of a public- or private-staffed position to assist in maintaining Downtown cleanliness.



*Downtown Winona wayfinding kiosk*

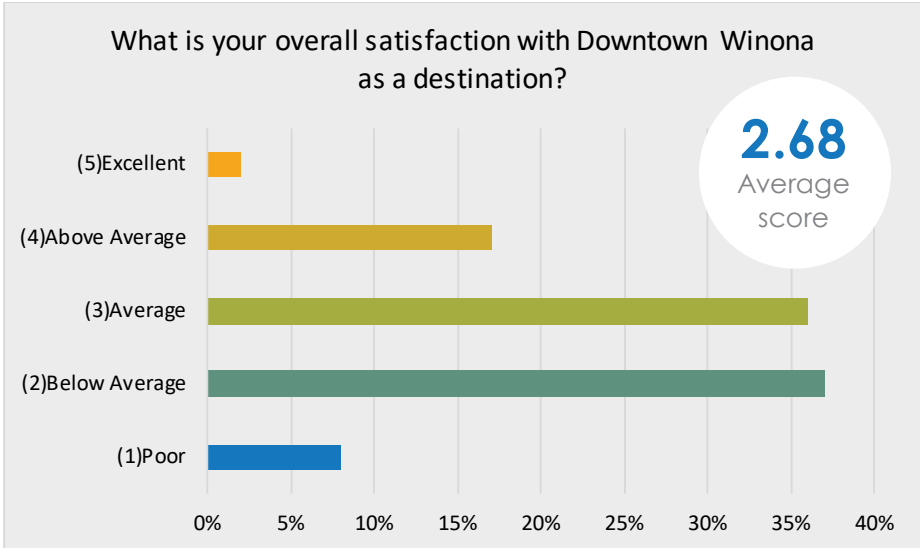
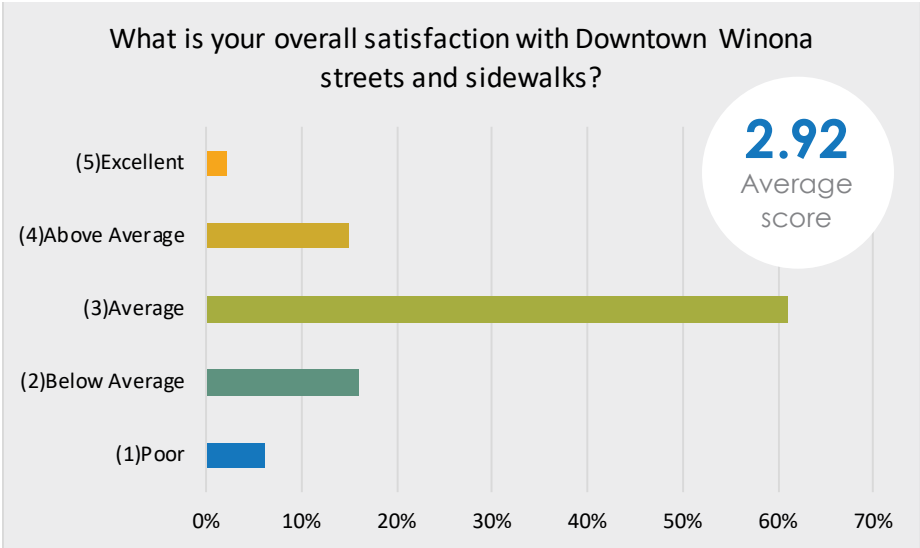


*New bus stop shelter at 2nd and Main*





Central Park







Main Street at Levee Park



Demonstration rain garden

## CLEANING + BEAUTIFICATION SUMMARY

Cleanliness and beautification attract people to downtown. First impressions are important.

Cleaning and beautification has a large impact on the success of the other strategies in this plan. Small actions related to cleaning and beautification have the potential for large impacts.

There are already many cleaning and beautification efforts in Downtown Winona. They should be supported, and awareness should be created of individual and common benefits. Improvements to these and new initiatives should be considered.

Quick Wins	How to Make it a Success
Involve Main Street and the Chamber in seasonal lighting and enhancements	Partner with groups to implement seasonal enhancements to Downtown
Include winter greenery in seasonal planters	Seek out donated items from residents, nurseries, or craftmakers to add a little flare to the planters outside of the growing season
Continue and expand annual clean-up day	Create friendly competition amongst businesses, student groups, and community organizations to provide the largest number of volunteers and hold a small celebration afterwards
Encourage more storefront art	Create seasonal competitions that are well promoted in the community to encourage business owners to keep their storefronts fresh and inviting
Add trash, recycling, and cigarette receptacles	Seek financial support from community foundations or hospitality industry groups—explain the benefits they may see

*Right: Blue Heron Project*









## Chapter 4: Placemaking

### WHAT IS PLACEMAKING?

Placemaking is the process of creating memorable places where people gather. Great places have a clear identity and invite spontaneous interaction.

#### Downtown as a Destination

When considering Downtown Winona as a destination, it's important to consider the questions "For whom?" and "When?". By understanding who is using downtown destinations, when activity occurs, and asking how people of various age groups and backgrounds feel when visiting a place the City can initiate actions that make the area more welcoming to all.

### CURRENT PROGRAMMING

Winona has already cemented itself as a cultural destination in the area. The City hosts numerous festivals throughout the year, including the Midwest Music Fest, Steamboat Days, Great River Shakespeare Festival, Dixieland Jazz Festival, Minnesota Beethoven Festival, Great Dakota Gathering, Boats & Bluegrass Festival, and Frozen River Film Festival. In addition, there are many smaller events, live music, and artistic functions that are organized by businesses, Winona Main Street, and community organizations, as well as those that emerge organically.

#### Third Place

According to Brookings Institution, a non-profit public policy organization, third places is a "term coined by sociologist Ray Oldenburg and refers to places where people spend time between home ('first' place) and work ('second' place). They are locations where we exchange ideas, have a good time, and build relationships".

Third places are touted as means to break down social silos, combat isolation, and promote informal conversations across the community. They should be free or inexpensive, and easy to get to (walkable from home or work is ideal). Steps to create and revive third places include:

- Evaluate existing public places for easy upgrade to reinforce their role as third places (seating, flexible hours, welcoming atmosphere.
- Assess major transit stops and trail nodes for their ability to connect people with ample seating, a water fountain, lighting, and transit shelter heat lamps.

- Coordinate with existing third place partners including: clubs, book groups, churches and places of worship, and others to leverage their momentum and fill community needs.

## PUBLIC ART

Public art is a key component in placemaking and can take many forms. The right combination of art in Downtown Winona will create opportunities to attract visitors and residents to engage with it. In addition to traditional bronze statues, art can be practical, ephemeral, and delightful.

### Practical Art

Artfully designed street furnishings, pavements, and lighting serve a purpose and add aesthetic value.

### Ephemeral art

Ephemeral art often ties into the culture of a space, e.g. Snoopy statues in St. Paul, Minnesota, and can include temporary art installations or art that is seasonal. Seasonal art in the form of intentionally frozen water fountains and snow sculptures activate districts beyond the warm season, especially when tied to winter events and celebrations.

### Delightful Art

Whimsy and delight appeal to the child in all of us. Mosaic walls, murals, sculpture, and even performance art are a few examples.



*Ephemeral art: Snow sculpture.*



*Delightful art: Blue Heron*



*Practical art: Bike racks with musical form.*



## PLACEMAKING INITIATIVES

- ✓ Create a mix of destinations to make Downtown one large destination.
  - Strategy: Leverage Opportunity Winona to identify opportunity sites for creating density for the services and amenities desired.
  - Strategy: Update ordinances as needed to ensure the density desired in downtown is supported by code.
  - Strategy: Examine the development process as an outsider, or host a developer round-table, to understand the private sector's perspective on doing business in the City.
  - Strategy: Ask for constructive feedback with each project.
  - Strategy: Embrace history and culture by inviting local artists to apply their craft in the form of ephemeral art in public places. Partner with local historical and cultural experts to ensure inclusivity and authenticity.

- ✓ Improve connectivity to downtown destinations by evaluating their access and linkages through the following questions:

- Can you see the space from a distance? Is its interior visible from the outside?
- Is there a good connection between this place and adjacent buildings? Or, is it surrounded by blank walls, surface parking lots, windowless buildings, or any other elements that discourage people from entering the space?
- Can people easily walk there? Or are they intimidated by heavy traffic or bleak streetscapes?
- Do sidewalks lead to and from the adjacent areas?
- Does the space function well for people with disabilities and other special needs?
- Can people use a variety of transportation options—bus, car, and bicycle—to reach the place?

- ✓ Create more activity during nights and weekends.

- Strategy: Pilot a "Late Night Downtown" event, and expand it with regularity.
- Strategy: Evaluate and update the City's use of public space/cafes, storefront displays, street fairs/vendors. Pilot private use of public space.
- Strategy: Evaluate and update ordinances for public space use to support what works for the community.
- Strategy: Evaluate the sociability of a place by asking: Is this a place where you would choose to meet your friends? Are

others meeting friends here? Does the mix of ages and ethnic groups generally reflect the community at large?

- ✓ Evaluate design standards

- Strategy: Ensure standards are clear in what the community wants to see when utilizing the natural environment and incorporating green infrastructure.
- Strategy: Evaluate placement and orientation of street furniture. Add missing pieces and support a network of amenities. Avoid conflicts between furniture, critical views, and maintenance routes.
- Strategy: Provide protections from extreme weather events. Such protections could be integrated into future street or transit improvements. It could also be incentivized in development projects.

- ✓ Evaluate the comfort and image of downtown destinations through the following questions:

- Does the place make a good first impression?
- Does the area feel safe?
- Do vehicles dominate pedestrian use of the space, or prevent them from easily getting into the space?

PLACEMAKING SUMMARY

Layering art and culture authentic to Winona within various community destinations, and expanding the variety of programs available to residents and visitor through community partners is a long-term, ongoing effort. The following Quick Wins are opportunities to jump start that effort.

Quick Wins	How to Make it a Success
Encourage another look at business hours.	Pilot a “Late Night Downtown” event, and expand it with regularity..
Continue inviting local artists to apply their craft in public places.	Utilize processes already in place, ask for artist feedback, and seek advice from peer communities to understand if Winona's process can amplify the existing effort.
Ask for feedback	Convene informal groups to comment on characteristics of place during project development, and/or ask partners for post-development feedback.
Identify organizations and groups that develop and implement activities downtown	Start with existing, natural third places including: clubs, places of worship, and economic development partners.

“ Placemaking shows people how powerful their collective vision can be. It helps them to re-imagine everyday spaces and to see anew the potential of parks, downtowns, waterfronts, plazas, neighborhoods, streets, markets, campuses, and public buildings. ”

Project for Public Spaces



Above: Rhythm at the River event

Below: Performer at the Boats & Bluegrass Festival





## Chapter 5: Public Infrastructure

### WHAT IS PUBLIC INFRASTRUCTURE?

Public infrastructure includes the structures, services, institutions and facilities that support a community's quality of life and local economy. As one of Minnesota's oldest river towns Winona's infrastructure is aging. For this report, we are focusing on the public utilities, street rights-of-way, and parklands aspects of public infrastructure.

#### Why is Downtown Infrastructure Different?

As the densest part of a city, downtowns are loaded with infrastructure. The proximity of people, businesses, and traffic require and support higher capacity infrastructure investments. Investing in downtown infrastructure takes advantage of the efficiency of scale that cities offer—more traffic with closer buildings, workers and residents means all those parking stalls, lane miles, light fixtures, and stormwater pipes are serving more people in less space than lower density residential districts. Downtown investments ensure the vital heart of the community can functionally support activities within the downtown destination.



*In Milwaukee, the business of water combines with arts, culture, education, recreation and much more to unify the community behind a common initiative.*

### RELATED ELEMENTS + CONSIDERATIONS

Downtown can be a great place to try pilot projects. The intensity of use downtown allows improvements to receive fast feedback from the frequent use. Ideas not suitable for city-life will likely be quickly identified and can be adjusted or removed in lieu of alternatives. Downtown districts are also widely recognized as innovative places with tons of action. Visitors and residents are looking for new and interesting sights and experiences, and are more likely to engage with and react to physical improvements.

### CURRENT PUBLIC INFRASTRUCTURE EFFORTS

The City is currently in a cycle of maintaining it's existing infrastructure. As Winona is one of the oldest Minnesota river towns, downtown infrastructure is especially old. While there are no current large infrastructure projects scheduled for Downtown Winona, infrastructure should be evaluated as it relates to maintenance, development and redevelopment to ensure that it meet needs for growth. Recognition that infrastructure is part of any public realm, and there is opportunity to leverage efficiency and funding when considering both in projects is critical to implementing desired improvements. The Fastenal development and others that follow may require new or expanded systems, or opportunistic improvements.



## ADDITION PROJECTS + INITIATIVES TO CONSIDER

Downtown Winona's proximity to the Mississippi River offers a natural pairing with green infrastructure, stormwater, and water improvements related to public infrastructure. These opportunities include supporting water conservation and reuse, stormwater infiltration, habitat preservation, and clean water initiatives. At a city-scale, the City of Milwaukee re-branded themselves as a Water Centric City to capitalize on their proximity to Lake Michigan and all the existing and potential water related businesses in their area. They have been cited by Washington D.C.-based The Brookings Institute as one of the best industry clusters in the nation. The City of Milwaukee invites other communities to take the Water Centric City pledge and tap into shared knowledge on best practices, indicators, metrics and guidance for all sorts of water management and stewardship information.

Technology can also play a part in the livability and efficiency of cities. Renewable energy sources, electric vehicle charging, and smart features are increasingly being integrated into the public realm and into private development

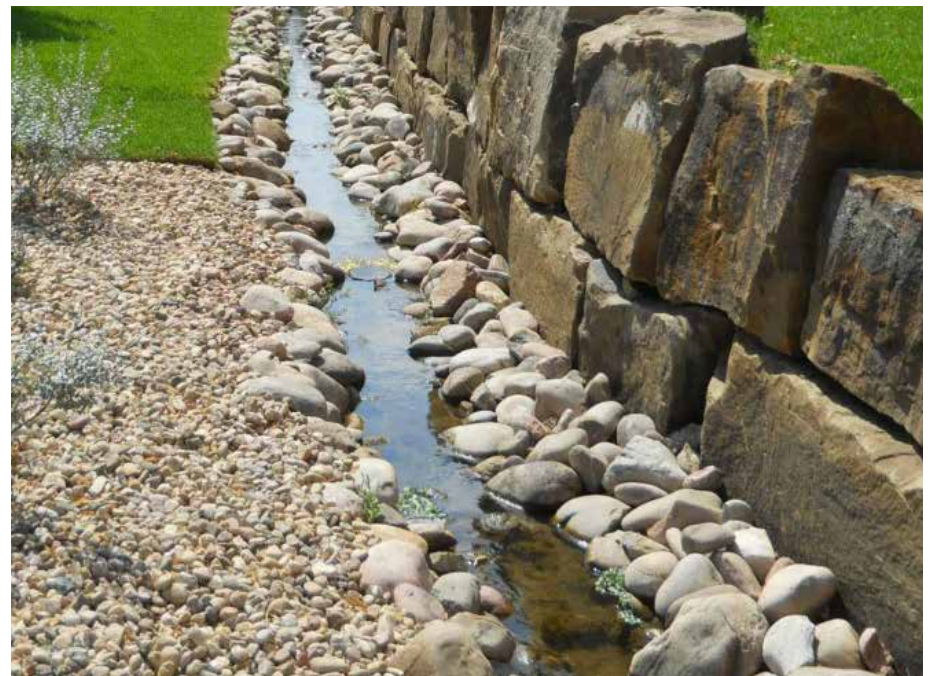


*Above: Charging for electric vehicles is increasingly being integrated into cities, often as part of private development.*



*Above: Curb-cuts in a parking lot connecting to a raingarden.*

*Below: Artful water feature using stormwater.*



**Downtown Winona's proximity to the Mississippi River offers a natural pairing with green infrastructure, stormwater, and water improvements related to public infrastructure.**





Underground utility improvements happening as part of a redevelopment project in Winona.

## PUBLIC INFRASTRUCTURE SUMMARY

Beyond the quick wins initiatives which can and should be completed in the near term, most infrastructure improvements will occur in an orderly fashion over an extended period of time as maintenance and renovation is required. The opportunity during those scheduled long-term improvements is to assess the project's ability to support the vision for downtown with strategic infrastructure enhancements. Safety and accessibility improvements are required. They are not considered enhancements or suitable for delay.

Quick Wins	How to Make it a Success
Add seasonal planters and flowers.	Seek donations from the public via crowd-sourcing to supplement budgetary gaps.
Add trash receptacles where litter is a problem	Seek sponsorship from local organizations and honor their donation with recognition.
Improve lighting in areas where safety is a concern	Identify gaps and incorporate into planned improvements and as strategic opportunities arise.
Refresh banners	Leverage local talent to design the message.

## PUBLIC INFRASTRUCTURE INITIATIVES

### ✓ Park improvements

- Strategy: Coordinate with Placemaking action items, and recommendations in the 2018 Park System Master Plan to reinforce community connections, activate and invest in the existing park system assets.
- Strategy: Implement completion of Levee Park.

### ✓ Stormwater improvements

- Strategy: Coordinate with the Placemaking action of design standards evaluation to ensure a well-considered approach for on-site stormwater management.
- Strategy: Coordinate with Public Safety, Emergency Preparedness Action Items to ensure a well-considered holistic approach to stormwater.
- Strategy: Review the community stormwater management strategy regularly to ensure the City is utilizing the best, proven technologies.

### ✓ Electricity improvements

- Strategy: Evaluate potential for solar energy including electric car charging, and public-private partnerships.
- Strategy: Work in coordination with Placemaking and Public Safety Action items to improve the quantity, quality, and efficiency of public lighting.
- Strategy: Review the community electrical strategy regularly to ensure the City is

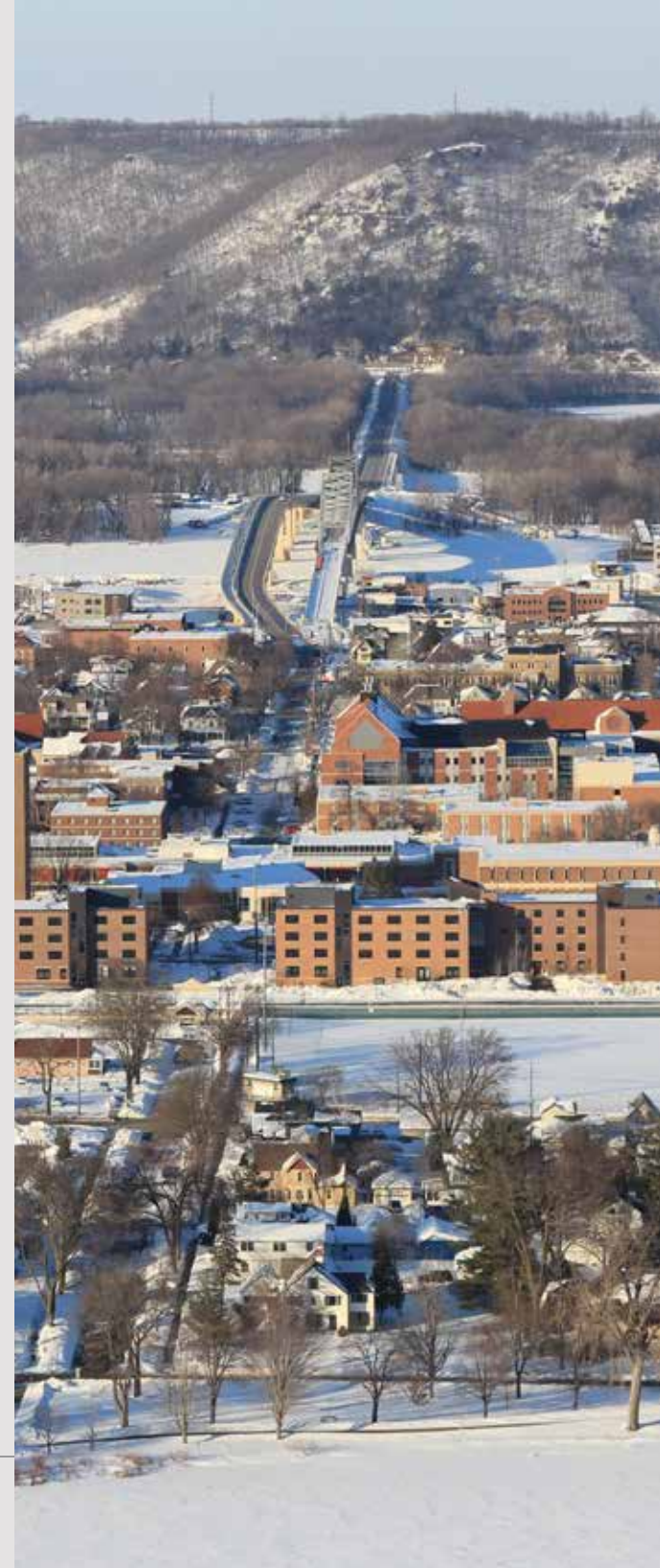
utilizing the best, proven technologies and sustainable solutions.

### ✓ Communication improvements

- Strategy: Coordinate with the Public Safety action item of Emergency Preparedness to strengthen and reinforce communication throughout downtown.
- Strategy: Be aware of trends in new technologies and innovations for providing communications to public spaces and the community.

### ✓ Water improvements

- Strategy: Evaluate and budget to replace insufficient areas in the water system.
- Strategy: Work in coordination with Public Safety Action items to maintain the quality, safety, and efficiency of the public water system.
- Strategy: Review the community water supply strategy regularly to ensure the City is utilizing the best, proven technologies and sustainable solutions.





## Chapter 6: Redevelopment

### CURRENT + FUTURE LAND USE

Downtown is a mix of commercial, mixed use, industrial, semi-public, and public uses. Winona's Comprehensive Plan, last updated in 2007, notes the Future Land Uses Downtown transitioning to Downtown Mixed Use, Downtown Fringe, Historic Overlay District, Limited Industrial, Urban Residential and Public + Open Space.

The transition from current to future land use supports the Comprehensive Plan goal for a "Strong Central City" via the following objectives:

- Ensure that the city's core remains a viable and attractive option for business location and economic development projects.
- Maintain and increase the livability of central neighborhoods through housing improvement programs, infill, redevelopment and investment.
- Encourage employment and housing densities that will support a viable transit system, primarily within the city core.



### PAST AND CURRENT REDEVELOPMENTS

A number of downtown properties have underwent improvements in the last 10-years most notably: the Riverfront Building, the Latsch Building, Island City Brewing Co., Winhaven Court, Bluff Country Co-op, and Commercial Court Partners. 60 Main, redevelopment of Main Square, and Fastenal are a few projects currently underway. A comprehensive map of projects completed and underway and potential redevelopment sites are identified in the Opportunity Winona map, on Page 71.

### PUBLIC-PRIVATE PARTNERSHIP

#### Opportunity Zone

A census tract (27169670500) that covers much of the downtown area is part of the Opportunity Zones program. According to Minnesota Department of Employment and Economic Development, the 2017 program is intended to encourage long-term investments in low-income and urban communities nationwide. As the program needs a 10-year holding period by developers to be realized and is authorized through December 31, 2029, this opportunity should be explored with urgency if at all.



## MARKET STUDIES

A Comprehensive Housing Needs Assessment was completed in 2016.

TABLE CR-1 SUMMARY OF HOUSING DEMAND CITY OF WINONA November 2016			
Type of Use	2016-2031	2016	2031
<b>General-Occupancy</b>			
Rental Units - Market Rate	333		
Rental Units - Shallow-Subsidy	134		
Rental Units - Deep-Subsidy	142		
For-Sale Units - Single-family	261		
For-Sale Units - Multifamily	131		
<b>Total General Occupancy Supportable</b>	<b>1,001</b>		
		<b>2016</b>	<b>2031</b>
<b>Age-Restricted (Senior)</b>			
<b>Market Rate</b>			
Adult Few Services (Active Adult)	133	140	
Ownership	42	44	
Rental	91	96	
Congregate	120	118	
Assisted Living	0	10	
Memory Care	58	82	
<b>Total Market Rate Senior Supportable</b>	<b>311</b>	<b>350</b>	
<b>Shallow-Subsidy/Deep-Subsidy</b>			
Active Adult - Shallow-Subsidy	8	18	
Active Adult - Deep-Subsidy	38	79	
<b>Total Shallow/Deep-Subsidy Senior Supportable</b>	<b>46</b>	<b>97</b>	
<b>Special Needs / Transitional Housing</b>			
With supportive services	25		
<b>Total Special Needs/Transitional Housing</b>	<b>25</b>		

Source: Maxfield Research & Consulting, LLC

## ORDINANCE REVIEW

Winona's downtown is unique for a variety of reasons, it's proximity to the Mississippi River, the variety of historical properties (and historic districts) and it's density related to the rest of the city. Supporting redevelopment downtown may come in the form of a One-Stop Review Team for projects being considered by property owners or developers. Here are some addition items to consider:

### Design Standards

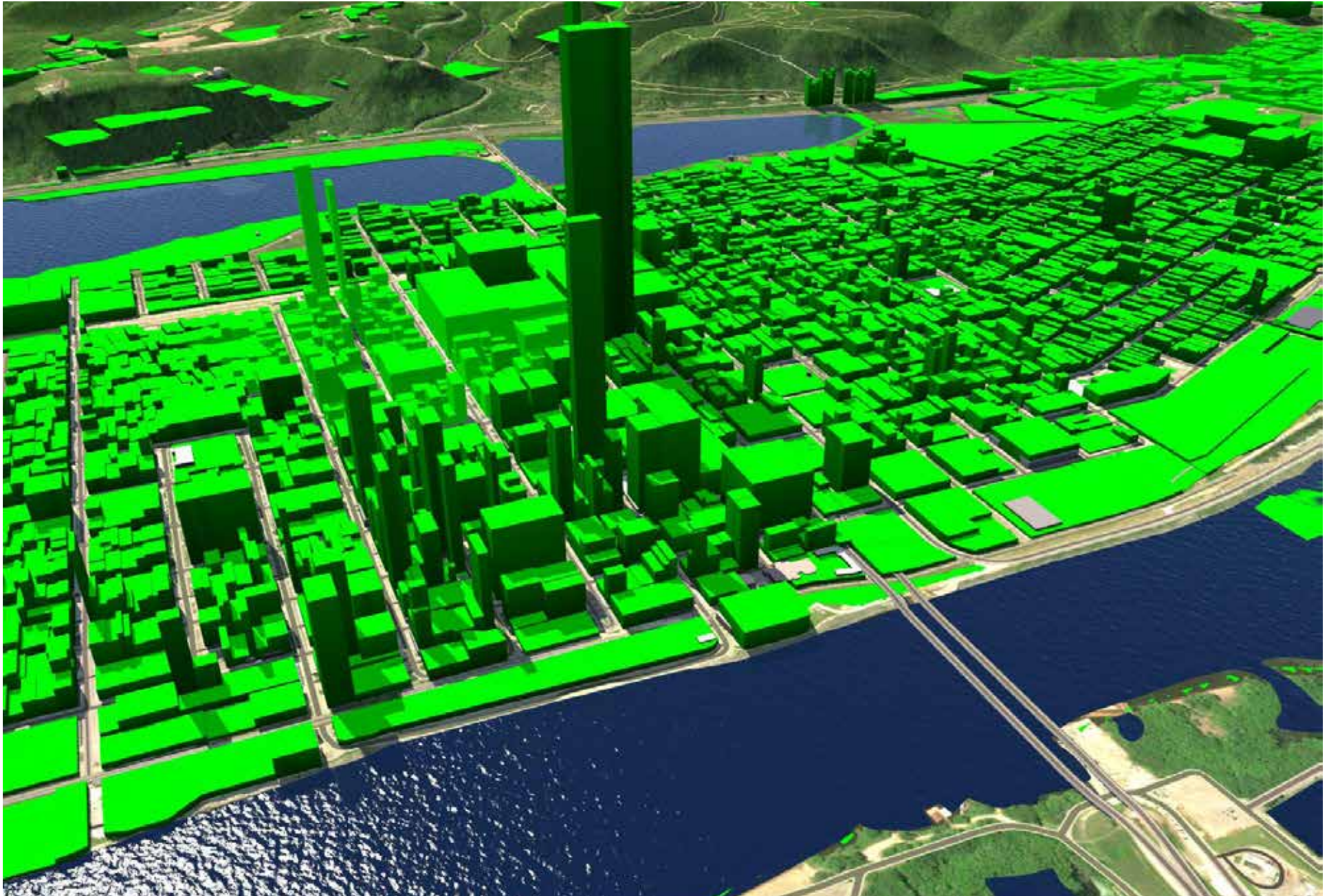
Much of downtown sits within the Mixed Use—Downtown Core or Mixed Use—Downtown Fringe districts. Design standards apply to these districts that support multi-story buildings with higher development densities. In order to communicate the City's interest in supporting redevelopment downtown and the intent of quality development, a development ready guide, handout, and/or one-stop support team may help move things forward with intentionality. Height restrictions should be reconsidered to allow for more flexibility.

### Historic Districts

Two significant historic districts are part of downtown, adding character and defining scale to their respective areas. As the Historic District Design Guidelines document from 2007 is referenced by the Unified Development Code, some clarity or reinforcement to those areas in the zoning map would help impacted properties and potential developers understand where historic guidelines will influence redevelopment plans and process.







*This model compares the relative productivity of each tax parcel in the City and a ratio of the parcel value and the parcel area. This shows that Winona, like many cities, has many of its most productive parcels in the Downtown. It makes sense to invest in the Downtown, both publicly and privately, because the Downtown is the economic engine of the region.*



## REDEVELOPMENT SUMMARY

Opportunities for redevelopment should build upon what is an already strong network of policies and relationships within the City. Meaningful improvements can be made by pro-actively communicating how development occurs within the city and what your vision is. There is an added value of leveraging the staff, inter-agency cooperation, and private sector to open and streamline communication.

Quick Wins	How to Make it a Success
Improve facade grant	Create better awareness of this existing program. Consider replacing the current funding sources with one that removes red tape, making the funding easier and more flexible to use.
More dining and entertainment options.	Supports a vibrant downtown.
Create awareness of great examples of investment	Utilize existing organizations to share the message of success.
Utilize Economic Development Tools	Use local and state resources to support long term goals.
Port Authority	Use the authorities granted to the Port for accomplishing goals and leveraging other state funds for development



## REDEVELOPMENT INITIATIVES

- ✓ Continue the momentum from Opportunity Winona
  - Strategy: Identify and improve under-performing land. Share opportunity sites for redevelopment broadly with the community and investment community.
  - Strategy: Implement completion of Levee Park.
- ✓ Encourage mixed-use and higher densities where appropriate
  - Strategy: Encourage redevelopment that builds on the recommendations in this plan. This includes seamless coordination with Placemaking, Public Infrastructure, Public Safety, and Parking Action Items.
  - Strategy: Re-evaluate ordinances and processes for barriers to redevelopment while respecting the historic nature of downtown.
  - Strategy: Encourage developments that reduce the reliance on parking through the use of shared parking agreements, and increased pedestrian and bicycling infrastructure.



# OPPORTUNITY WINONA

**DOWNTOWN PROJECT**

- Project Focus Area
- Completed Project
- In Process
- Gateway to Levee Park Reconstruction
- Future Redevelopment/Reuse
- ★ Current Housing
- ★ Employment/Traffic Generators





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# Chapter 7:

## Parking

### WINONA DOWNTOWN PARKING

The following is a summary of conditions and observations documented in the 2018 Parking Study by Walker Consultants. Some content in this chapters has been supplemented by engagement with the public and staff as part of this project.

#### Current System

In the 42 block study area a total supply of +/- 4,030 spaces were identified. Of those spaces, +/- 3,205 were available for public use. Fifty-six percent of spaces were on-street or municipal surface lots giving the City, "significant leverage in the parking market." On-street parking and off-street municipal lots are enforced by the Winona Police Department by a half-time enforcement officer, on weekdays between 8am and 5pm.

The Parking Study by Walker Consultants assessed the feasibility of a 223-space ramp at 2nd Street and Center. The estimated total project costs for this ramp were \$6.1 million with operating expenses estimated at approximately \$67,000 annually. Debt service on the facility would likely be \$370,000 or more annually, and a minimum revenue of \$438 per space per month would be required to meet the debt service and maintenance costs. The study concluded that there is, "no parking market in downtown Winona and so user fees are not a credible opportunity to fund the facility".

#### Public Opinion + Perception

The 2018 Parking Study determined a "sufficient" supply of parking within the Study Area over the 10-year planning horizon (2027). Despite this there are still parking concerns and confusion, much of which can be addressed through communication, design alterations, and management. Potential solutions include conducting a communications campaign explaining the benefit of changes to the parking enforcement program. Consistency in parking enforcement will also help.

“The City of Winona has invested heavily in providing downtown parking, more so than the average city, with more than half of the available supply being City-owned and/or operated.”

*2018 Parking Study*

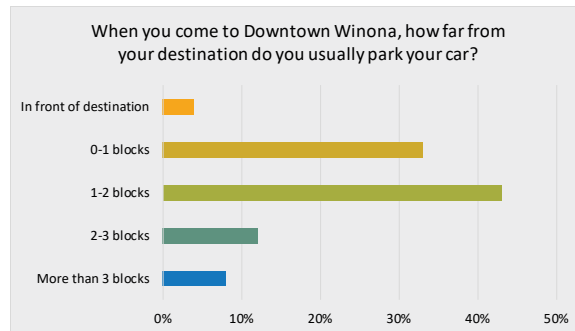
## PARKING MANAGEMENT STRATEGIES

### Long-Term and Short-Term Parking

Re-evaluation locations and schedules for 12-hour and 2-hour parking across the system can help ensure a better distribution of stalls within downtown, near residents and destinations.

### Employee Parking

A number of municipal lots were identified in the 2018 Parking Study as suitable employee/long-term parking locations. This cohort of parkers is generally willing to walk a bit further to their destinations.



## WAYFINDING + SIGNAGE

Supporting the system of public lots with signage and wayfinding will improve safety and certainty for pedestrians. Signage can tie into the existing wayfinding system downtown to create a unified aesthetic.

## ENFORCEMENT

More consistent enforcement through increased and dedicated staff can reduce public confusion about parking and increase turnover to ensure the entire system works as planned. Parking meters with variable rates for on-street and off-street spaces and technology all can play a part in adding functionality to the parking system. There are pros and cons with all enforcement, and communication with the public is critical to minimize resistance to paying for parking which has otherwise been considered “free” in the past.

## PARKING INITIATIVES

- ✓ Enhance quality and safety of facilities
  - Strategy: Review distribution of ADA spaces for on-street and municipal lots.
  - Strategy: Review city ordinances related to parking, and regulations within municipal lots.
  - Strategy: Coordinate with Placemaking, Public Infrastructure, Public Safety, and Redevelopment Initiative Items to ensure a holistic approach to quality and safety.
- ✓ Continue marketing the location and availability of public parking
  - Strategy: Compare walking distances to recognizable time periods or landmarks. For example, “1-minute walk to the Library”.
  - Strategy: Improve parking directional wayfinding and signage.
- ✓ Consider innovative parking management strategies
  - Strategy: Pursue shared parking opportunities with privately-owned parking facilities.
  - Strategy: Increase enforcement of existing regulations through license plate recognition technology and more consistent staffing.



## City of Winona, MN Downtown Municipal Parking Lots



A map from the 2018 City of Winona Downtown Parking study showing percent of occupancy and the location of downtown municipal parking lots.

According to over 300 respondents to our public survey, more than 79% of the time, people park within 2 blocks of their destination in Downtown Winona. 2 blocks is equal to an average trip at a department store.



# PARKING SUMMARY

While there isn't a measured need today, as the City continues to grow downtown the need for structured parking may need to be evaluated. If pursued, structured parking should incorporate first floor uses and flexibility for conversion into other uses beyond automobile parking.

By leveraging the assets already in place and making strategic investments to support enforcement, communication, and location of public parking, many community concerns can be mitigated. As with many other aspects of downtown, many components are related. By addressing parking concerns, some aspects of placemaking and public infrastructure may also be supported.



Quick Wins	How to Make it a Success
Increase enforcement	Consistency is important when it comes to parking enforcement. Parked cars in violation of posted parking rules and ordinance should be ticketed so expectations are on a level playing field. Also, regular parking turnover is important for a healthy downtown economy.
Increase fines	Providing space and facilities for parking is expensive. Penalties for misuse of the system should be heavy enough to encourage proper use.
Encourage shared parking	Parking space is often underutilized due to exclusivity and time of need. Pairing day users with night and weekend users can greatly reduce the land area needed to meet peak parking demand.
Increase bicycle parking facilities	Bicycle parking requires much less space than vehicular parking. Also, people are more likely to bike when they know their bicycle is secure, which reduces the demand on the vehicular parking supply.
Encourage detached parking fees	Assuming that everyone has the need for parking a vehicle puts the cost burden on everyone, instead of just those that drive. By working with developers and property managers to detach parking fees from residential and commercial rents, the system is more equitable and an incentive is added to reduce the demand for space dedicated to parking vehicles.



## Chapter 8: Public Safety

### WHAT MAKES THE PUBLIC SAFE?

The 2016 Engage Winona report describes safety in four ways:

1. Traditional safety, including the presence of crime and law enforcement
2. Neighbors and communities supporting and looking out for each other
3. General perception of safety (walking down the street at night, going to new neighborhoods)
4. Includes pedestrian safety and other issues

This plan expands that notion of safety to include safety in moving as a pedestrian or cyclist through the city. It also considers emergency preparedness.

#### Policing

Engage Winona noted an overall positive response from the community related to safety, especially from the perspective of families raising children. Some concern was raised by minority residents (primarily Hmong and African American) about perceived profiling, negative interactions with and fear of law enforcement. Regular public safety officer outreach to residents, businesses, visitors, and community groups can open the flow of two-way communication and create better understanding between police and the entire community.

#### Other Public Services

Bike patrol and community safety officers were identified as resources to teach the community about proper biking behavior and identifying violations. Additional foot patrols in college neighborhoods, and additional training for police in dealing with those who are mentally ill or addicted were also identified as opportunities.



## CONNECTIVITY

Gaps in the pedestrian and cycling networks should be connected in downtown, but also throughout the city. Priority should be given to unsafe intersections, places with high amounts of pedestrian and youth traffic and around major destinations.

Connections also happen between people. Public safety is more than law enforcement. Communities (and downtowns) are safer when there is a strong network of relationships and places that are safe, convenient, and comfortable.

### State of Good Repair

Keeping sidewalks, curb ramps, streets, parks, buildings and other facilities in a state of good repair is an important aspect of public safety. Cracked concrete, ruts, and settlement can make trip hazards appear on every block if not constantly inspected and maintained. These issues and the natural freeze and thaw cycle of our northern climate can cause ADA and accessibility issues too. Large snow and ice storms can quickly wreak havoc on safety and accessibility for everyone. This can have negative effects not only on public safety, but also the Downtown economy if they begin to cause people to avoid the area. Maintaining safe and comfortable conditions are important for a vital and inclusive Downtown.

**Crime Prevention Through Environmental Design (CPTED) is defined as a multi-disciplinary approach for reducing crime through urban and environmental design and the management and the use of build environments. It is also known as Designing Out Crime and defensible space.**

**CPTED strategies are ideal for law enforcement officers, city planners, city managers, city council members, educators, or anyone involved in design or revitalization.**

## PUBLIC SAFETY INITIATIVES

- ✓ Improve access and mobility
  - Strategy: Implement traffic calming measures in coordination with Placemaking and Public Infrastructure improvements.
- ✓ Emergency preparedness
  - Strategy: Assure that emergency management plans have strategies that are specific to the Downtown and regular educational efforts are made to keep the public aware.
- ✓ Encourage activity
  - Strategy: Improve lighting in coordination with Public Infrastructure and Placemaking Action Items.
- ✓ Activate buildings and increase transparency
  - Strategy: Coordinate with Placemaking, design standards evaluation to ensure visual connections between interior and exterior spaces.
  - Strategy: Support CPTED training or full certification of a city staff member.
- ✓ Public safety officer outreach
  - Strategy: Evaluate existing staffing level for public safety officer and increase capacity, if needed, to ensure the role is adequately supported.
  - Strategy: Plan and schedule information sessions and in-person representation at a wide-variety of community events.

## DESIGN

Coordinate the placemaking aspects of this plan with building, block, and street design to create places people want to be. Streets should consider a variety of transportation modes and all ages and abilities. Blocks should be a walkable scale with adequate lighting, wayfinding, and amenities. Buildings should support the needs of interior uses, but also include windows along the street frontage to encourage visual connections and pedestrian comfort.

## LIGHTING

Lighting is a feature of design. It can provide a simple practical purpose, but also incorporate other elements of this plan - especially from the public infrastructure and placemaking sections. Lighting can make unfamiliar places feel more safe and inviting. It is one component of public safety



“You can't make people watch streets they do not want to watch. The safety of the street works best, most casually, and with least frequent taint of hostility or suspicion precisely where people are using and most enjoying the streets voluntarily and are least conscious, that they are policing.”

*Jane Jacobs, The Death and Life of Great American Cities.*





## PUBLIC SAFETY SUMMARY

Opportunities to increase public safety include building connections across the community, between law enforcement and residents, and between neighbors. The quality of life and safety is high in Winona further supporting that now is a great time to strengthen bonds toward a more resilient future.

Quick Wins	How to Make it a Success
Increase code enforcement	Consistency is important when it comes to code enforcement. Properties in violation of codes and ordinances should provide a plan for getting back within compliance so expectations are on a level playing field. Pro-actively communicate with property owners.
Improve snow removal	The City and Downtown residents, businesses, and property owners should meet and develop a plan to provide for efficient snow removal during periods of heavy accumulation or icing.
Consider simple signing, painting, and pilot projects at street crossings	Create demonstration projects at some of the Downtown's busier crossings and test ideas for more permanent solutions when larger infrastructure projects reconstruct an area.
Create incentives for private building owners to participate in safety improvements	As part of the facade improvement program, provide suggestions and eligible expenses that improve public safety such as transparency and lighting.
Downtown wayfinding signage	Continue to expand consistent signage to support wayfinding downtown.





## Chapter 9: Implementation + Funding Plan

### LOCAL, STATE, AND FEDERAL FUNDING SOURCES

Public funding can come from a variety of sources and programs. Sources include property tax levy, sales tax, rents, fines, fees, revenue sharing, loans, grants, bonding, TIF, and sales of public assets such as buildings or land. Implementation of this plan will likely include funding from many different sources, often on the same project or effort. Some public loan and grant sources are listed in the Table at the end of this chapter.

#### Private Funding Sources

Private funding sources include philanthropy, loans, grants, crowd-sourcing, in-kind donations, investment funds, and many others. Private funding sources should be considered for some of the implementation steps in this plan, especially if private sources have a direct interest in the project or action.

#### Public-Private Partnerships

Partnerships will be important throughout all aspects of this Strategic Plan. The City and local businesses and property owners cannot accomplish this plan alone. Partnerships related to recommendations in this report may include:

- Grant writing support
- Support and facilitation of low-interest property improvement loans
- Convene community conversations and coalition-building events to

**Partnerships will be important throughout all aspects of this Strategic Plan. The City and local businesses and property owners cannot accomplish this plan alone.**

gain and maintain momentum for plan recommendations

- Offer in-kind services or volunteer hours to support initiatives leveraging business and personal expertise.

### HOW TO PRIORITIZE

Quick Win tasks have been highlighted within each chapter of the plan to jump start progress. These are the fast and easy tasks that can make the Winona community's commitment to downtown visible. These tasks can start on day one.

A second level of tasks require a bit more coordination, but should be those which can be implemented into already planned projects to take them to the "next level." For example, streets with planned improvements are priorities for implementation of streetscape, safety, cleanliness, lighting and mobility enhancements, among others.



*Floating concert on the lake*

The system outlined in the Priority Evaluation Criteria, on Page 34, keeps the list of needs and next steps for plan implementation top-of-mind and fresh. The list should be reevaluated on a regular basis, say annually, to remain nimble and flexible to the changes in the community and markets.

## BUDGETING

Budgeting is an important part of implementing any plan. Budgets need to include time, people, money, and other resources. Preliminary, high-level budgeting has been completed for the items in this strategic plan. Creating an intentional line item for Downtown in the City capital and operations budgets is essential. Without it there is little chance of adding a project or expenditure to already stretched budgets.

## IMPLEMENTATION PROCESS

Implementation of this plan will be dependent on the will and energy of the people and organizations assigned to lead and assist each effort. As a complement to the Comprehensive Plan, this Strategic Plan is a tool for guiding improvements and partnerships within Downtown. In addition to partnerships, this plan's success also be dependent on the availability of resources. Implementation should generally start with high priority items with the interest and resources to successfully complete them. Often, jumping into quick wins projects can have the effect of showing progress and creating energy, breeding the momentum and resources to complete larger projects.

## IMPLEMENTATION + FUNDING INITIATIVES

- ✓ Immediately put viable Quick Wins projects into action
  - Strategy: Look for Quick Win items throughout chapter action lists and the appendix for more guidance.
- ✓ Engage with champions of Downtown Winona
  - Strategy: Coordinate with Cleaning and Beautification action items to host a Downtown Summit.
  - Strategy: Utilize long-term outreach to foster public-private partnerships.
  - Strategy: Regularly review this plan and update the implementation matrix with outreach partners.
  - Strategy: Create portable elements of this plan for continued promotion of implementation with the public
- ✓ Fund projects the community and investors will support.
  - Strategy: Regularly review private, local, state, and federal funding sources for eligibility. Submit funding applications in a timely manner.
  - Strategy: Implement revenue strategies such as bonding, food and beverage tax, or local sales tax.

Grant Program Description	Categories + Projects Funded	Key Deadlines	Program Contact
<b>Clean Water Fund - Multipurpose Drainage Management</b>			
Facilitates multipurpose drainage management practices to reduce erosion and sedimentation, reduce peak flows and flooding, and improve water quality, while protecting drainage system efficiency and reducing drainage system maintenance for priority Chapter 103E drainage systems.	<p>Grade stabilization structure, grassed waterway, water and sediment control basin, open tile inlet replacement, storage and treatment wetland restoration, drainage water management plan, structure for water control, drainage water management implementation/operation, saturated buffer.</p> <p>25% Match required; units eligible for funding.</p> <p>Chapter 103e drainage authority, swcds; \$675,000 was available in fiscal year 2018.</p>	<p>Application period begins July.</p> <p>Application deadline in August.</p> <p>Grant award notification in December.</p>	cwfquestions@state.mn.us
<b>Clean Water Fund - Projects and Practices</b>			
Makes an investment in on-the-ground projects and practices that will protect or restore water quality in lakes, rivers or streams, or will protect groundwater or drinking water.	<p>Stormwater practices, agricultural conservation practices, livestock waste management, lakeshore and stream bank stabilization, stream restoration, and ssts upgrades.</p> <p>25% Match required; units eligible for funding. Swcds, watershed districts, wmos, counties, and cities; \$6 million was available in fiscal year 2018.</p>	<p>Application period begins July.</p> <p>Application deadline in August.</p> <p>Grant award notification in December.</p>	cwfquestions@state.mn.us
<b>Cleanup Revolving Loan Program</b>			
Low-interest loans through the EPA to cleanup contaminated sites that can be returned to marketable use; loans may pay for cleanup-related site sampling and monitoring, and costs associated with meeting requirements for public participation in project review, may also be used to demolish buildings under certain conditions.	Must own site, site must be enrolled in mpcas voluntary cleanup program, have pre-approved response action plan.	November 1 or May 1	Kristin Lukes 651.259.7451 kristin.lukes@state.mn.us
<b>Contamination Cleanup and Investigation Grants (MN Employment and Economic Development)</b>			
Helps communities pay for assessing and cleaning up contaminated sites for private or public redevelopment. Grants pay up to 75% of the costs to investigate and clean up polluted sites. Both publicly and privately owned sites with known or suspected soil or groundwater contamination qualify. Cities, port authorities, housing and redevelopment authorities, economic development authorities, or counties are eligible to apply.	Projects are ranked on the tax base increase resulting from the cleanup, number of jobs created, reduced threat to public health and environment, private investment, required 25% local match.	Applications due May 1 and November 1 each year	Kristin Lukes 651.259.7451 kristin.lukes@state.mn.us



Grant Program Description	Categories + Projects Funded	Key Deadlines	Program Contact
<b>Explore Minnesota Grants</b>			
Funds help communities promote their area of the state to potential out-of-state travelers; not specifically aimed at parks, but a significant component of promotion could be parks; grants intended to increase number of travelers to MN and expand marketing reach through industry partners.	Tourism, parks and recreation, marketing.	Guidelines posted in summer 2018.  Fall 2018 deadline	888.847.4866 or 651.296.5029 explore@state.mn.us
<b>Greater Minnesota Legacy Grants</b>			
Assists in the acquisition, development, improvement, or restoration of regionally significant parks and trails outside of the metro counties.	Regional parks, acquisition, development, improvement, restoration.	Application opens in early April each year.  Deadline for completion is July 31	coordinator@gmrptcommission.org
<b>Historical + Cultural Heritage Grants</b>			
Supports history programs and projects and preserve historic and cultural resources; is applicable to parks and trails that preserve and/or promote historic and cultural resources.	Historic, cultural, parks and trails.	Large grants: pre-application due in May, application due in July  Small grants: application due in July	651.259.3000 or 1.800.657.3773
<b>Local Trails Connection Program</b>			
Accelerates the acquisition of local trail connections where people live to public resources. It is not intended to develop significant trails.	Trails, local trail connections, small scale trail development.	Applications due in the Spring.  Awards announced in July.	Dan Golner 651.259.5599 daniel.golner@state.mn.us
<b>McKnight Foundation</b>			
Foundation is one of the country's largest foundations and is based in Minnesota; areas of interest for grant funding include economic and community development, MN arts and artists, Midwest climate and energy, Mississippi water quality, rural livelihoods; primary geographic focus is MN.	Arts, education + learning, midwest climate + energy, MN initiative foundations, Mississippi river, region + communities.	Grants are reviewed on a quarterly basis	612.333.4220
<b>Regional Trail Grant Program</b>			
Eligible projects include acquisition and development of trail facilities outside the seven-county metropolitan area that are considered of regional or statewide significance.	Acquisition projects require a perpetual easement for recreational purposes.  Development projects require a 20 year maintenance commitment by the project sponsor.  Includes trails, conservation, acquisition, access, recreational amenities, signage.	Completed application deadline: March 30	Dan Golner 651.259.5599 daniel.golner@state.mn.us

Grant Program Description	Categories + Projects Funded	Key Deadlines	Program Contact
<b><u>Safe Routes to School (SRTS)</u></b>			
Funded through the MN DOT to improve walking and bicycling conditions for youth and encourage active lifestyles; plan must be established first and the assessment is used to apply for grant funding.	Funds both infrastructure and non-infrastructure improvements.	Deadline is typically the beginning of January	Dave Cowan, SRTS Coordinator 651.366.4180 dave.cowan@state.mn.us
<b><u>Small Cities Development Program</u></b>			
Helps cities and counties with funding for housing, public infrastructure, and commercial rehabilitation projects; Projects must meet one of three federal objectives: benefit people of low and moderate incomes, eliminate slum and blight conditions, and eliminate an urgent threat to public health or safety.	Cities with fewer than 50,000 residents and counties with fewer than 200,000 are eligible to apply Housing grants rehabilitating local housing stock, public facility grants for water and wastewater systems, comprehensive grants for housing and public facility grants and economic development activity.	Applications typically due in November of each year	Contacts vary by region
<b><u>Transportation Alternatives Grant</u></b>			
Supports alternatives to automobile transit including pedestrian and bicycle facilities, access to public transportation, enhanced mobility, community improvement activities, environmental mitigation, safe routes to schools.	Trails, pedestrian, bicycle, mobility, environmental mitigation, safe routes to school.	Letters of intent: late October  Full applications: mid-January  Awards announced: mid-April	Chris Berrens 651.366.3755 chris.berrens@state.mn.us  Katie Caskey 651.366.3901 katie.caskey@state.mn.us
<b><u>Transportation Revolving Loan Fund</u></b>			
Provides financing to state, local and other government entities for transportation projects approved by the MN DOT; the program provides below-market-rate loans.	Borrowers must issue a general obligation or revenue bond to the PFA as security for the loans, loan terms may be up to 30 years but cannot exceed the useful life of the project.		MN Public Facilities Authority 800.657.3858
<b><u>Workforce Housing Development Program</u></b>			
Targets communities in Greater Minnesota where a shortage of housing makes it difficult for businesses to attract the workers they need. The competitive grant program offers financial assistance to build market-rate residential rental properties for workers. Units of local government, nonprofits or the benefiting businesses must contribute \$1 for every \$2 provided by the program. Program grants provide up to 25 percent of the total project costs of a rental housing development.	Requirements: vacancy rate of less than 5% or lower for prior two years, one or more business that employ 20 full time employees, statement from participating businesses that a lack of housing makes recruitment difficult.	Applications typically due in November of each year	Jeremy LaCroix 651.259.7457
<b><u>Opportunity Zones</u></b>			
A time sensitive community development program established by Congress in the Tax Cut and Jobs Act of 2017 to encourage long-term investments in low-income and urban communities nationwide.  U.S. investors are eligible to receive a temporary tax deferral for capital gains invested in an Opportunity Fund, or step-up in basis for capital gains reinvested in an Opportunity Fund.	Opportunity Funds allow U.S. investors holding unrealized gains in stocks and mutual funds to pool their resources in projects located in Opportunity Zones, which will be invested in rebuilding low-income communities.  A permanent exclusion from taxable income of capital gains from the sale or exchange of an investment in a qualified opportunity zone fund if the investment is held for at least 10 years.	The ten year window currently expires on December 31, 2028.	Darielle Dannen, Government Relations Director at DEED, darielle.dannen@state.mn.us  Ryan Baumtrog, Assistant Commissioner of Policy and Community Development at Minnesota Housing baumtrog@state.mn.us

## IMPLEMENTATION + FUNDING PLAN SUMMARY

No one agency or organization (public or private) can accomplish the recommendations in this plan alone. The greatest successes will be realized when projects are implemented with community support, and viewed through a broad lens of characteristics. Therefore, each chapter of the plan is a call across many city departments, community organizations, businesses, and property owners to convey what each plan focus area (Cleaning + Beautification, Placemaking, Public Infrastructure, (Re)Development, Parking, Public Safety) means to them and where each entity can improve the condition of downtown.

Priority Initiatives	How to Make it a Success
Quick Wins	Allocate a recurring budget amount for "Downtown" to support implementation of these initiatives. Progress will be visible and it will support forward momentum of the plan.
Completion of Levee Park, including the Walnut Street entrance, Mississippi Riverfront Trail, and green space improvements.	The Downtown Strategic Plan recommends continued investments downtown through the annual budget and capital improvement planning process. There are a variety of initiatives that are place specific, or which may be integrated into already planned projects. Identify those synergies and integrate the initiatives.
Incentivize Historic Building Restoration, activate buildings, and increase transparency.	The most complex projects will take time and money to accomplish. A Downtown specific line item in the City capital and operations budgets will ensure the community's vision for continued success downtown is funded with intention.
Find the right developer to share in the realization of the Region's needs on prime riverfront real estate at the 60 Main site with a mix of businesses, residences, and/or hotel.	The Downtown Strategic Plan recommends continued investments downtown through the annual budget and capital improvement planning process. There are a variety of initiatives that are place specific, or which may be integrated into already planned projects. Identify those synergies and integrate the initiatives.
Create more activity during nights and weekends.	The most complex projects will take time and money to accomplish. A Downtown specific line item in the City capital and operations budgets will ensure the community's vision for continued success downtown is funded with intention.
Public infrastructure	
Parking management, marketing, and enhancement.	
Improve access and mobility.	
Encourage activity	

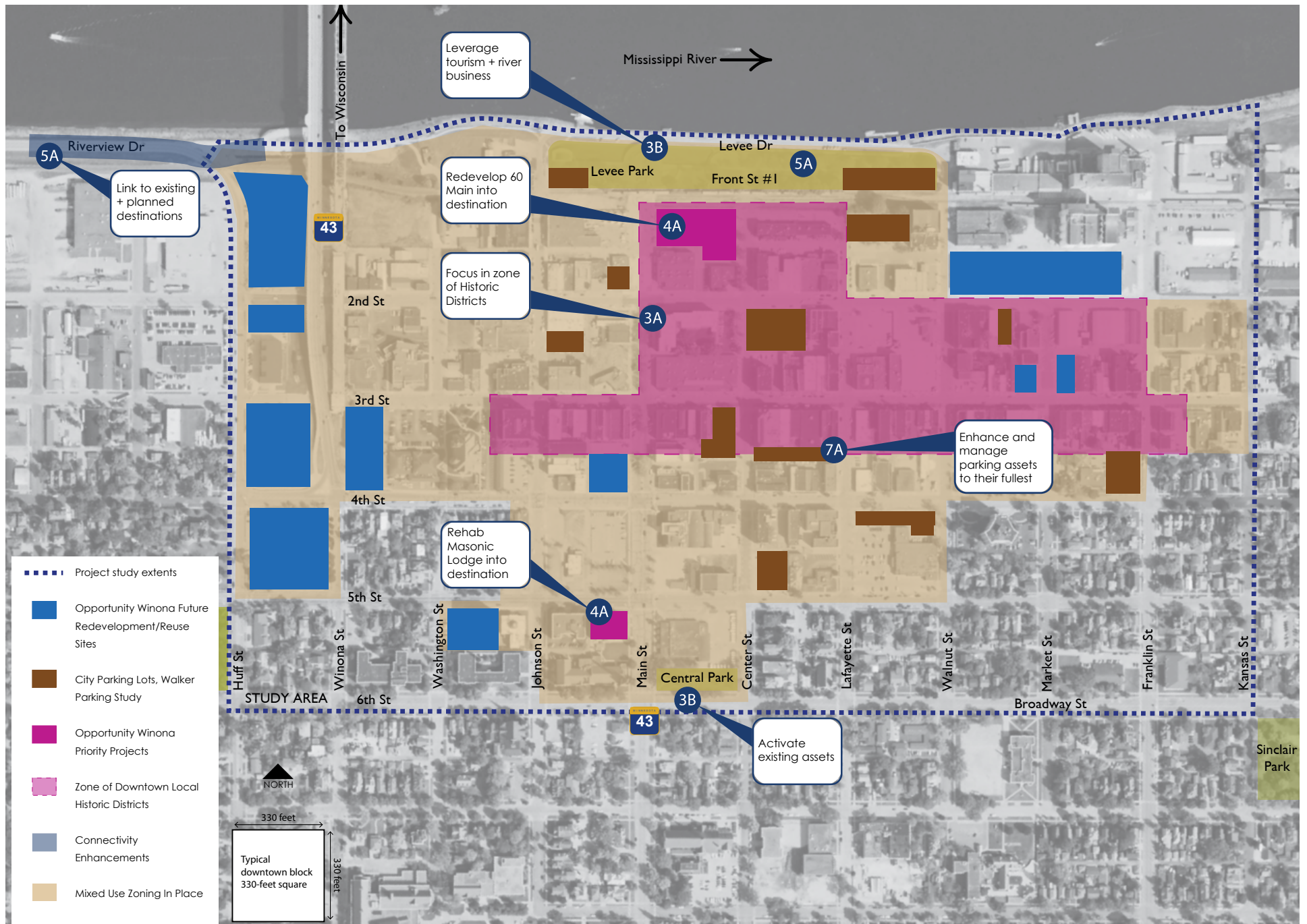




## Appendix

As a complement to the Comprehensive Plan, this Strategic Plan is a tool for guiding improvements and partnerships within Downtown. Many of the initiatives in this strategic plan are about leveraging relationships. In some cases, the initiatives are place specific and therefore, mappable. The map on the following page highlights initiatives with place specific opportunities, they key to the implementation tables.

Implementation tables frame the goals and initiatives with time-frames and partnerships. It is a deeper look at the content laid out in the earlier chapters. Projects fall into a variety of timescales, cost levels and have a variety of funding sources. Within the Funding Sources column of the initiatives matrix that follows on page 72 unless specified, "City" means any one or combination of funding sources available to the City, including, but not limited to: general fund, sales tax, fees, tax increment financing, etc.



Location	Description	Priority	Complexity	Funding Sources	Leader	Assists	Remarks
<b>Chapter 3. Cleaning + Beautification</b>							
District-wide	Conduct Regular Downtown Summits.	High	Low	Private	Main Street	City, Chamber	Plan monthly meetings with annual reports back to community.
District-wide	Collaborate for Wintertime Accessibility.	High	Medium	Private	Main Street	City, Chamber	Plan for additional, annual, coordinated snow removal.
District-wide	Green-up the Downtown.	High	Low	Private	Main Street	City, Chamber	Seasonal greening enhancements ongoing throughout the year.
		High	Medium	City	City	Main Street, Chamber	Plan for and incorporate street trees as part of Public Infrastructure
3A & Districtwide	Incentivize Historic Building Restoration and improve facade grant program	High	Medium	City/Port	Main Street/City	Chamber, Main Street	A near-term initiative with annual evaluation. Combined with activation and increased transparency of buildings below.
3B	Use Public Spaces as Venues for Temporary Events.	High	Low	City/Private	City	Main Street	A near-term initiative to be re-evaluated annually.
District-wide	Encourage Compliance.	High	Low	Private	Main Street	City	City enforcement in the near-term to enforce existing ordinances. Re-evaluate annually.
District-wide	Consider Staffing & Partnerships.	High	Low	Chamber/City	Main Street	City	Part-time staff in the near-term with ongoing evaluation for effectiveness.
<b>Chapter 4. Placemaking</b>							
4A	Create a mix of destinations to make Downtown one large destination.	High	Medium	Private, City	Main Street	Property Owners, Developers, Business Owners	Layer destinations into existing facilities. A near-term effort requiring ongoing effort and evaluation.
		Medium	High				Recommended long-term programming budget for Main Street
4B	Improve connectivity to downtown destinations by evaluating their access and linkages.	High	Low	City	City	Main Street	A near-term effort to identify locations for improvement. Re-evaluate annually or on a recurring schedule.
District-wide	Create more activity during nights and weekends.	High	Medium	Private	Main Street	Private	A long-term, ongoing effort.
District-wide	Evaluate design standards.	Medium	Medium	City	City	Main Street	A long-term effort to ensure standards are delivering the desired results.
District-wide	Evaluate the comfort and image of downtown destinations.	High	Low	City, Private	Main Street	City	A near-term effort requiring evaluation annually or on a recurring schedule.



Location	Description	Priority	Complexity	Funding Sources	Leader	Assists	Remarks
<b>Chapter 5. Public Infrastructure</b>							
5A	Park improvements	High	Medium	City	City	Main Street	A long-term effort to develop the community's vision for Levee Park and the Mississippi Riverfront Trail.
District-wide	Stormwater improvements	Low	Medium	City	City	Property Owners	Long-term annual effort implemented through capital improvements and as development occurs.
District-wide	Electricity improvements	Low	High	Utilities	Utilities	City	
District-wide	Communication improvements	Low	Medium	Utilities	Utilities	City	
District-wide	Water improvements	Low	High	City	City	None	
District-wide	Green infrastructure improvements	Low	High	City	City	None	
District-wide	Lighting improvements	Medium	Medium	City, Private	City	Property Owners	
District-wide	Technology improvements	Low	Medium	City, Private	City	Property Owners	
District-wide	Public restroom improvements	Medium	Medium	City, Utilities	City, Utilities	Property Owners	
<b>Chapter 6. Redevelopment</b>							
District-wide	Continue the momentum from Opportunity Winona	High	Medium	Private	Port, City	City, Chamber	A near-term and ongoing effort.
4A	Encourage mixed-use and higher densities where appropriate - 60 Main	High	Low	Private, City	Port, City	Main Street	A near-term and recurring evaluation to ensure policies are delivering the desired results.
<b>Chapter 7. Parking</b>							
7A	Enhance quality and safety of facilities.	Medium	Medium	City	City	Property Owners	Allocate portion of revenue from fees and fines to system improvements. A near-term, annual effort.
	Continue marketing the location and availability of public parking.	High	Low	City, Private	City	Main Street	
	Consider innovative parking management strategies.	High	Medium	City	City	Property Owners	
	Monitor need for parking as downtown grows	Low	Medium	City, Private	City	Property Owners	A long-term evaluation that may include future parking structures.

Location	Description	Priority	Complexity	Funding Sources	Leader	Assists	Remarks
<b>Chapter 8. Public Safety</b>							
District-wide	Improve access and mobility	High	Medium	City	City	Main Street	Near-term and ongoing effort to include capital improvement projects dedicated to Downtown.
District-wide	Encourage activity	High	Medium	Membership	Main Street	City	A near-term and ongoing effort which may include allocating a programming budget for Main Street.
District-wide	Activate buildings and increase transparency	Medium	Medium	Private, City	Property Owners	Main Street, City	A near-term and ongoing effort. Combine with historic renovation and façade grants above.
District-wide	Emergency preparedness	High	Medium	City, Grants	City	Main Street	A near-term and ongoing effort.
District-wide	Public safety officer outreach	High	Medium	City	City	Main Street	A near-term and ongoing effort.
<b>Chapter 9. Implementation + Funding</b>							
District-wide	Immediately put viable Quick Wins projects into action	High	Low	Membership	Main Street	City	Inspire champions to invest by accomplishing Quick Wins and funding community supported projects. This is a near-term and ongoing effort.
District-wide	Fund projects the community and investors will support.	High	Medium	Membership	City	Main Street	
District-wide	Engage with champions of Downtown Winona	High	Medium	Membership	Main Street	City	





