An aerial photograph of Winona, Minnesota, showing the city nestled between a large lake and rolling hills. The city features a mix of residential and commercial buildings, with a prominent white building in the center. The lake is a deep blue, and the surrounding landscape is lush with green trees and fields. The sky is a clear, pale blue.

# City of Winona Comprehensive Plan: Baseline Report

August 2007

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City of Winona  
Comprehensive Plan: Baseline Report  
August 2007

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## 1. Introduction

In 2005 the City of Winona initiated updates of its Comprehensive Plan (last updated in 1995) and development of Downtown and Riverfront revitalization plans. This section of the plan presents the background information that forms the foundation for all three planning efforts. It is divided into the following sections:

- Introduction – Project background and community involvement;
- Demographic and Growth Trends, including population, household and employment projections, an overview of housing conditions and a discussion of the City's economic base;
- Existing Land Use, including an overview of historical development, parks and open space resources and municipal annexations;
- Natural Resources;
- Transportation and Utilities.

### Need for Planning

The City of Winona has a long history of planning, adopting its first Comprehensive Plan in 1957. The land use component was updated in 1972 and 1981, followed by a complete comprehensive plan update in 1995. As with any plan, regular updates are needed to address changing growth patterns, market trends, and other key issues. In this case, a renewed interest in downtown and riverfront revitalization, concerns about the City's land base, and the City's continuing role as an intermodal port all created an impetus to update the plan. These and other key issues were identified early in the process:

City Character and Image: How to improve the City's image, building on its historic character, links to the Mississippi River, its universities, arts and cultural facilities, and its outstanding natural and scenic resources?

#### Downtown

- How best to preserve and enhance the historic character of Downtown Winona, link Downtown to the Mississippi River visually and further utilize the riverfront in Downtown Winona?
- Parking supply and parking management;
- The need for continued economic development, especially for cultural, conference and entertainment facilities and corporate offices;
- Need for additional housing options downtown.

#### Housing

- How to improve the overall condition of housing stock in the City's core, and to accommodate student housing needs while maintaining neighborhood character?

#### Economic Development

- There is a perception that the City's land base is increasingly limited by physical and environmental constraints. Therefore, there is an interest in economic development that preserves the environment and effectively utilizes the City's limited land resources. This may include redevelopment of certain areas and transportation improvements that both facilitate access and minimize truck traffic impacts.

#### Transportation

- Winona's location and access to the Mississippi River navigation system, I-90 and US 61 and the national rail system are both a great economic asset and a source of occasional congestion and delays on the local and regional road system. Active rail lines and storage tracks also create barriers to riverfront access. Issues include the need to balance public river access with the needs of industry and to improve the interface of rail, auto, truck, pedestrian and bike transportation.

#### Related Planning Efforts

Many specific studies have been undertaken since the 1995 Comprehensive Plan update that have relevance for the current planning effort. These are summarized briefly below, and are discussed in greater detail under the topic areas to which they relate (transportation, housing, etc.).

- *Traffic Circulation and Parking Plan (1997)*. This study was prepared for the City by Bonestroo Rosene Anderlik & Associates. This study examines the City's transportation system, and recommends potential improvements to intersections, truck routes and trails. The parking analysis identifies parking supply and utilization within the CBD, and recommends improvements to parking management, enforcement, and additional public parking. Parking at WSU is also analyzed.
- *A Comprehensive Study of Housing and Industrial Development in Winona County, Minnesota (1999)*. Maxfield Research Inc. and Bonestroo, Rosene, Anderlik and Associates were retained by the Winona Area Joint Coordination Committee on Economic Development to conduct studies of housing and industrial development in Winona County. The housing component examined the amount and the types of housing needed to satisfy demand from current and future residents of Winona County and estimated the need for additional land to support residential development through the year 2010. The industrial study examined County and regional employment, the area's economic base, and industrial development trends and concluded with an industrial development forecast through 2010 and an identification and evaluation of potential industrial development areas in Winona County.
- *Winona County Comprehensive Plan (2000)*. The County's comprehensive plan uses a sophisticated GIS-based analysis of resources and infrastructure to determine development potential and development constraints. The resulting plan identifies urban expansion areas around the cities; these areas are generally designated for protection from premature subdivision with a density of one non-farm dwelling per 40 acres.

- *Winona Intermodal Study (2002)*. This study was prepared by Edwards and Kelcey for the Minnesota Department of Transportation (Mn/DOT) and the City. The study developed a multi-modal planning process designed to analyze the efficiency of intermodal rail, truck and barge activity into the Port and through the City while identifying strategic transportation improvements that can work in concert with one another.
- *2004 Retail Trade Analysis Report, Winona and Winona County, Minnesota (2006)*. This report identifies historical and recent trends in retail trade by merchandise category for City and County.
- *Historic Resource Survey (1993)*. This three-part study was prepared by Hess, Roise and Company, covering East, Central and West Winona. Study areas were 1) the "East End," 180 city blocks between Liberty Street and the eastern city limits; also including the east part of Lake Winona and areas south of Highway 61; 2) the central portion, east of Olmsted and west of Liberty, extending to the rail lines closest to the river; and 3) the west portion, extending from Huff/Olmsted west and south to the city boundary. The survey offers excellent background on the city's historical development patterns.
- *Winona Municipal Airport -- Airport Layout Plan Update Technical Report (May 2002)*. Prepared by Mead & Hunt, Inc., the technical report is intended to provide a framework for improvements over a 20-year horizon to meet current and future air traffic demand. The report covers the inventory of existing facilities, projections of aviation demand and a demand/capacity analysis and determination of facility requirements.

## Community Involvement

The City initiated the Comprehensive Plan process through a broad public involvement effort. A Steering Committee was appointed by the City Council to guide the process and provide oversight. In January 2006, citizens were invited to participate on one or more subcommittees:

- Riverfront
- Transportation
- Historic Preservation
- Arts and Culture (renamed Arts and Humanities)
- Parks and Recreation
- Economic Development
- Housing
- Environment

A Downtown Revitalization Committee was already in existence, having been meeting for over two years at that point. Approximately one hundred residents, business owners, and representatives of interested agencies and organizations participated in subcommittees. The subcommittees were charged with identifying issues and problems and developing goals and objectives in each area. Some of the groups also developed more detailed strategies and recommendations. All of these results are summarized in Part II of this report.

A Visioning Workshop was held on May 11, 2006, with approximately 60 participants. The workshop included a visual preference survey in which participants were asked to look at a series of 50 images and rate them from lowest to highest in terms of their own preferences. Participants also took part in small-group discussions, focusing on a visioning exercise, which used various images of Winona to generate positive comments and critiques. Results of the exercise were used to develop a Vision Statement, included in the Comprehensive Plan.

A two-day Design Workshop was held June 14-15, 2006, as an opportunity for citizens to participate in an in-depth examination of issues and opportunities in the Downtown and Riverfront areas. Results of the workshop have been used to inform the Downtown and Riverfront plans.

On March 14, 2007, a community open house was held to present the draft recommendations of all three plans and solicit public comments. Comments were compiled and reviewed by the Steering Committee, which then made recommendations for revisions to the draft plans.

Notes from the Visioning Workshop, including a summary of the visual preference survey, are included as an appendix to this report.

## 2. Demographic and Growth Trends

### Study Area

Demographic statistics for the City were tabulated and analyzed for the period 1990 – 2000 to develop an understanding of social, income, employment and housing characteristics of the population, for the purpose of understanding land use needs and informing a relevant economic development strategy. In addition to the analysis of these descriptive statistics for the City of Winona, statistics were also gathered for geographies containing the City and for other cities and counties within the region, for the purpose of understanding how demographic trends in the City compare to larger regional trends. Comparison geographies include:

- Winona County (contains City of Winona)
- Houston County
- City of Rochester
- Olmsted County
- State of Minnesota
- City of La Crosse, Wisconsin
- La Crosse County, Wisconsin
- State of Wisconsin

### Population

The population of the City of Winona was recorded as just over 27,000 residents in the 2000 Census. This represents an average annual growth rate of 0.6% over the 1990 Census tally of 25,400 persons. This growth rate is lower than the average for the State of Minnesota, but roughly on par with Winona County.

The City's 2005 population is estimated by the Minnesota state demographer to be 27,639 residents; a 2.4% increase over 2000, indicating an average annual growth rate of just under 0.5%. The City's 2030 population is projected by the Minnesota state demographer to be 29,134, representing an average annual growth rate of 72 persons per year, or 0.3%, and a total gain of about 2,100 persons over the 2000 – 2030 period.

Figure 1: Winona City and County Population Change, 1970-2030

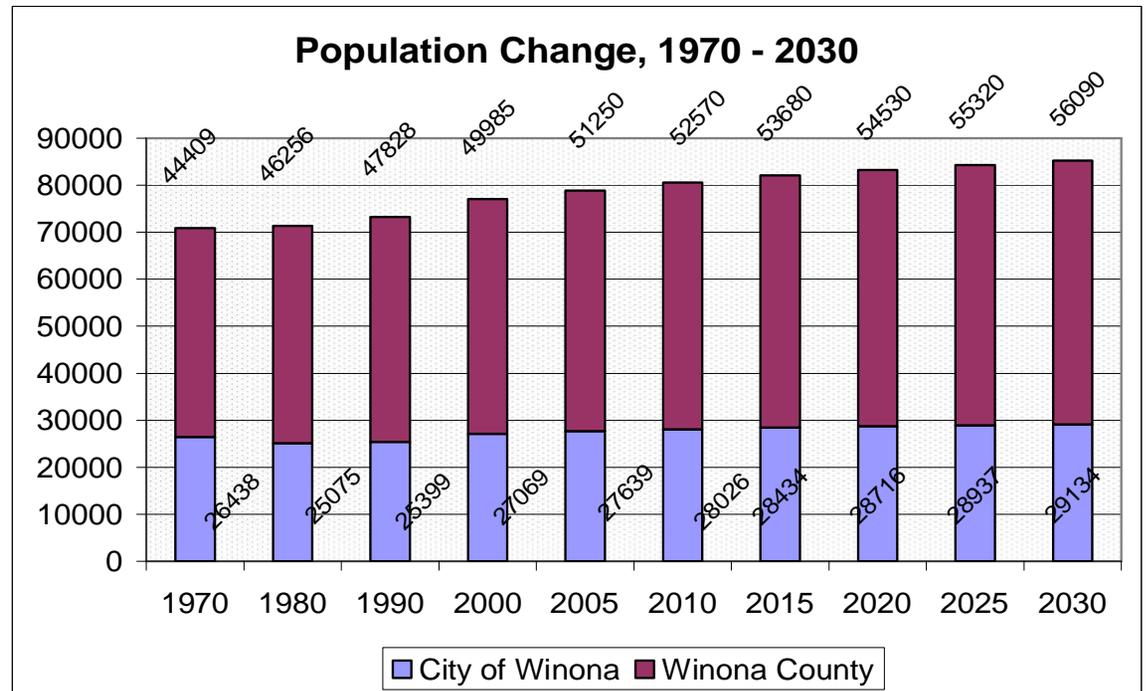


Figure 2: Age Distribution

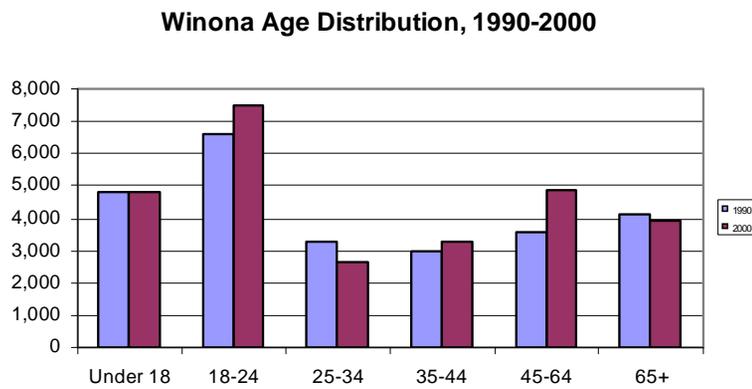
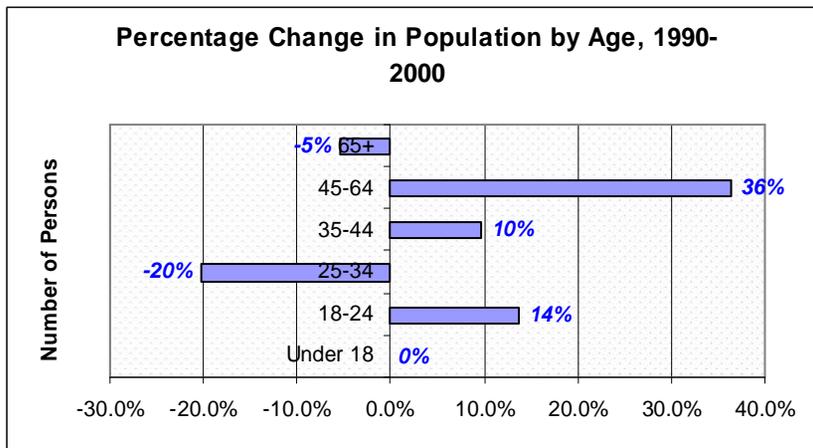


Figure 3: Percentage Change in Population by Age



### Age Distribution

As a college town, Winona has a greater share of residents in the 18-24 age cohort than the comparison geographies: its frequency in 2000 was 27.9%, compared with the Minnesota frequency of 9.5%. When the population living in group quarters – approximately the on-campus student population of 3,193 persons – is removed from the 18-24 age cohort to reflect the “permanent” Winona population, the distribution frequency of this age cohort falls to 18.2% of the population, still higher than the Minnesota average frequency of 8.2%. This high percentage indicates the large proportion of students in the City living in off-campus rental housing.

The senior population in the City of Winona fell as a share of total population from 16.2% in 1990 to 14.5% in 2000, a net decline of approximately 200 persons over the decade. The number of persons aged 65 or over in 2000 was 3,902.

### Educational Attainment

The frequency of Winona residents aged 25 or older with a high school degree or higher level of formal education increased between 1990 and 2000, from 77% to 82.9%. The mix of formal degrees obtained shifted slightly toward higher-level degrees in the 1990s: the share of persons aged 25+ with a bachelor’s degree increased by 3.1% over the decade to 26.4%, and the share of such persons with an advanced degree increased by 13% to 8.5% of the population.

### Race and Ethnicity

The population of the City of Winona and its comparison geographies increased markedly in racial and ethnic diversity in the 1990s, although the City remains largely White, at 94.2% of the population in 2000. Between 1990 and 2000 the Native American share of the population increased by 88%, the Black share of the population increased by 62%, the Asian population grew by 119%, and the mixed-race or other-race population saw a six-fold increase, since the 2000 Census allowed people to identify themselves as multi-racial for the first time. The total minority proportion was 5.7% of the City’s population in 2000, up from 2% in 1990.

The number of persons of Hispanic origin increased by 77% in the 1990s, although this ethnic group remained a relatively small percentage of the 2000 population, at 1.6% (up from 1.0% in 1990). This share is smaller than for the State of Minnesota, but larger than that of Winona County.

### Household Characteristics

In the City of Winona, the 2000 Census recorded 10,337 households, up nearly 1,000 from 1990. The average annual growth rate was 1.0%, which was slightly below the 1.4% rate of growth for the State of Minnesota. The growth rate for Winona County was also 1.0%. Typically the growth in households is more rapid than the growth in population, indicating more one- and two-person households. The average household size in Winona in 2000 was 2.6 persons, down from 2.7 persons in 1990.

The 2004 number of households was estimated by the Minnesota state demographer as 10,440, or an increase of 139 households from the adjusted 2000 Census figure of 10,301. This is an average annual growth rate of 0.3%, a slowdown from the previous decade's average annual growth rate of 1.0%. At this same average annual rate of growth, there will be approximately 11,300 households in 2030.

The state demographer projects that Winona County will have 23,380 households in 2030, compared to 18,753 in 2000, and an estimate of 19,960 in 2005. This represents an average annual growth rate of 0.7%, or 154 households per year. This growth rate is slightly lower than the rates of actual growth recorded between 1990 and 2000 in the Census.

### Income Characteristics

The median household income for the City of Winona in 1999 was \$32,845. This figure is lower than the median incomes for the surrounding comparison geographies during the same period, possibly skewed by the presence of a lower-income student population in the City's resident base. In comparison, the median incomes for the County and State were \$38,700 and \$47,111, respectively. Inflation-adjusted median household income in the City of Winona grew by 0.7% per year, or \$208, between 1989 and 1999.

Per capita income in the City of Winona in 1999 was \$16,783, lower than the County or State. After adjustment for inflation, this reflects an increase of \$2,083, or an average annual increase of 1.3%. The per capita income growth rates between 1989 and 1999 for the County and State were 1.6% and 1.7% per year respectively, or annual increases of \$260 and \$353 in 1999 dollars, respectively.

Household income distribution, while not adjusted for inflation, shows a shift toward higher income categories. The number of households earning less than \$25,000 per year in 2000 fell by 1,285 households; the number of households earning more than \$25,000 increased by 2,263 households.

Figure 4: Household Income Distribution

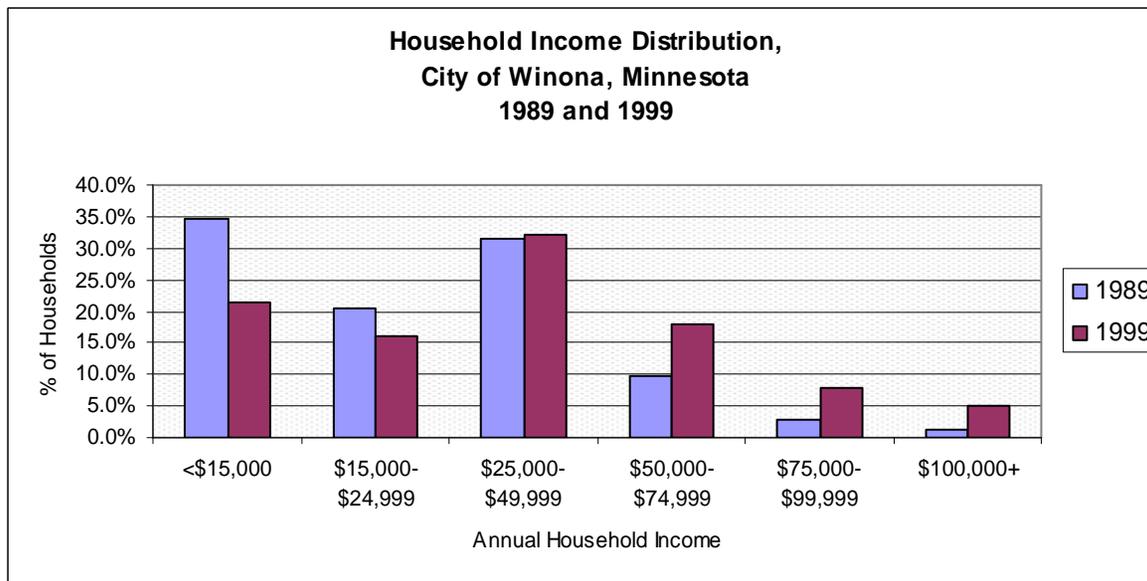
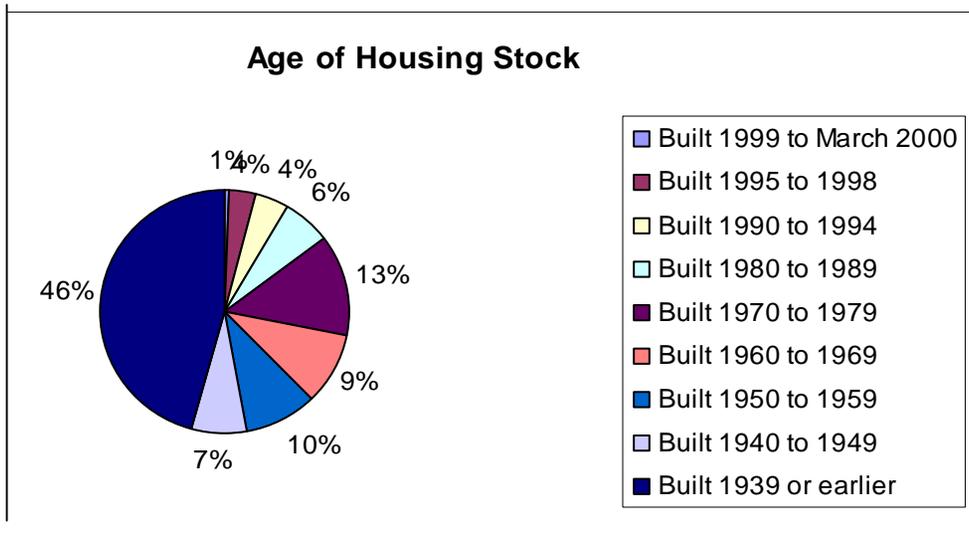


Figure 5: Age of Housing Stock



### Housing

According the US Census, there were 10,663 housing units in the City of Winona in 2000. Of these, 96.4% were occupied units. Of the occupied units, 61.0% were owner-occupied, and 39.0% were rental units. This represents an increase in the percentage of rental units from 36% in 1990. There were approximately 300 more housing units in the City than households in 2000, reflecting a relatively tight housing market. (This is a ratio of 1.03 housing units per occupied household, compared to 1.09 for the State).

The median age of all occupied housing structures in the City of Winona in 2000 was 54 years old, with a median built-date of 1946. More than half of owner-occupied units were built before 1940. Renter-occupied units are slightly newer, on average. The median age for all housing units, owner-occupied and rental, was greater in Winona than in either the County or State.

The median value of owner-occupied housing units in Winona in 2000 was \$89,800, lower than the median value in Winona County or the State of Minnesota. Compared to nearby cities, however, the City of Winona showed a greater increase in housing value in the 1990s.

Table 1: Median Value, Owner-Occupied Housing Units

Median value, Owner-Occupied Housing Units									
Census Year	Winona city, Minnesota	Winona County, Minnesota	Houston County, Minnesota	Rochester city, Minnesota	Olmsted County, Minnesota	Minnesota	La Crosse city, Wisconsin	La Crosse County, Wisconsin	Wisconsin
1990	\$51,200	\$54,600	\$52,400	\$71,700	\$72,100	\$73,700	\$53,000	\$58,000	\$62,100
1999\$	\$68,800	\$73,400	\$70,400	\$96,300	\$96,900	\$99,000	\$71,200	\$72,900	\$83,400
2000	\$89,800	\$96,400	\$92,600	\$110,900	\$114,700	\$118,100	\$83,200	\$94,400	\$109,900
%+	31%	31%	32%	15%	18%	19%	17%	29%	32%

1999\$ = 1989 values corrected for inflation

### Group Quarters

The Census indicated that in 2000, approximately 3,650 persons lived in group quarters; 15% of these people were in institutional settings such as a prison, nursing home, mental hospital, juvenile institution, or other institution. The remaining 3,100 were housed in settings including college dormitories, military quarters, homeless shelters, on the streets, or other non-institutional quarters. Detailed statistics for 2000 indicate that the majority of non-institutionalized persons living in group quarters lived in college dormitories (2,790 dormitory residents in 2000).

### Economic Base

The City of Winona has a stable labor force and diverse economic base that serves as the economic engine for the County and the larger region extending into Wisconsin and southeastern Minnesota. The City's history as a port and intermodal connection allowed it to develop a manufacturing and shipping base that continues to provide the economic foundation for the City, County, and surrounding area. The manufacturing base has evolved over time but remains the single largest component of the City's economy. Winona's role as a cultural center, with several institutions of higher education, provides stable economic diversity and contributes to quality of life opportunities. The City's health care institutions are well established and serve the regional population, providing a wide range of employment opportunities at both ends of the pay scale. Finally, Winona's retail and service sector is a regional draw,

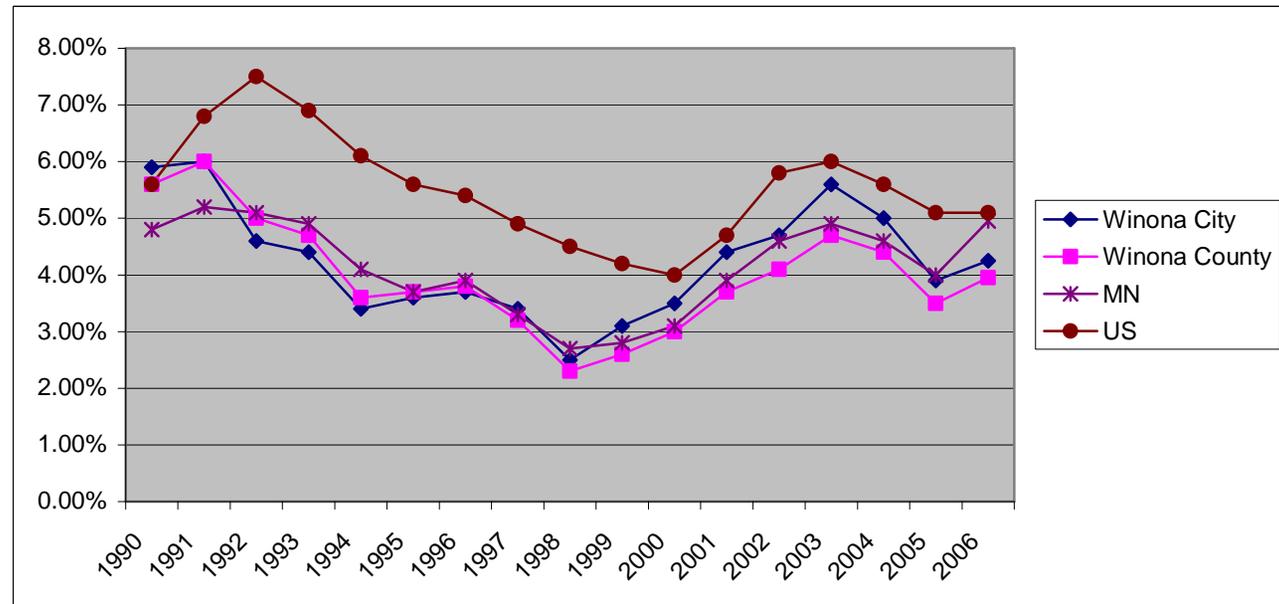
offering the rural communities and small cities near Winona services and goods that are not readily available without a substantial drive.

### Winona’s Labor Force

Minnesota’s Department of Employment and Economic Development (DEED) collects Local Area Unemployment Statistics (LAUS) at various geographic levels, including metropolitan areas. According to DEED, between 1990 and February 2006, the labor force in the City of Winona increased from 13,923 to 15,365, or an average annual growth rate of 94 jobs. Labor force projections to 2030 by the state demographer are not available at the metropolitan level. Employment data for the region is discussed in greater detail below in the “Employment Projections” section below.

During that period, the unemployment rate for the City averaged 4.23%. This rate was slightly higher than the average rate for Winona County (3.99%), the Southeast Minnesota region (3.86%), and the State of Minnesota (4.15%), but lower than the US average (5.52%). Over this time period the City of Winona unemployment rate followed the same general pattern as the unemployment rate for the State as a whole. Since 2000, Winona’s unemployment rate has been slightly higher than the rest of Minnesota.

Figure 6: Unemployment Rates, 1990 - 2006



Source: DEED-LAUS

According to the 2000 Census, the majority of employed civilians in Winona work in local establishments: 78.7% of this population worked within the City of Winona in 2000, and 87.8% worked within Winona County. Of the remainder, 4.6% worked in another Minnesota county, and 4.5% worked somewhere outside of Minnesota.

The majority of working Winonans drive to work alone (10,249 persons in 2000, or 77% of employed civilians aged 16 or older who work outside their home.) There is some carpooling (1,108 persons in 2000) but minimal use of public transportation. Approximately 1,490 workers, or 10.9%, walked to work in 2000; this is a substantially higher percentage than the statewide percentage of 3.3%, and higher than any of the comparison geographies. Median commute time is between 10 and 14 minutes.

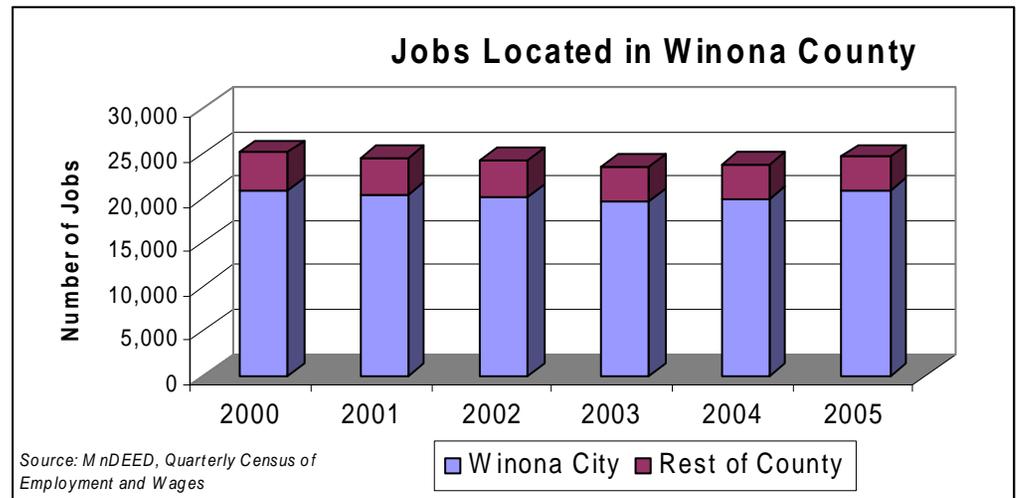
Seventy-one percent of employed civilian workers aged 16 or older residing in Winona worked in the private sector for for-profit establishments, as did about 70% of Winona County residents. Ten percent of Winona City residents worked for private not-for-profit establishments, and 13.4% worked for government entities, mostly state or local agencies.

Economic Indicators

The City's economic base can be evaluated in a number of different ways, including looking at the number of businesses, the number of jobs, total wages paid, average wages paid, and diversity of business mix. Each of these measures reflects a different aspect of the City's economic base. The City, furthermore, is not isolated from surrounding areas but rather plays an economic role within the County, the sub-region, and the larger region. All of these data were examined in order to assess economic trends, strengths, and weaknesses.

The City is the dominant economic engine within Winona County. According to the US Census County Business Patterns, Winona County gained an average of 2 business establishments per year between 1998 and 2003. In contrast, the County lost an average of 588 jobs per year, with 21,417 employees reported at establishments located in Winona County in 2003. An economic rebound has been occurring since 2003, with total jobs in the County approaching, in 2005, the same level as in 2000, with 24,573 jobs, not counting self-employment. As shown in Figure 7 however, the job loss pattern was somewhat different in the City than in the County. County job creation over the last few years has occurred almost solely in the City; the non-City job numbers have continued to decline, dropping from 4,166 in 2000 to 3,774 in 2005.

Figure 7: Jobs in Winona City and County, 2000 - 2005

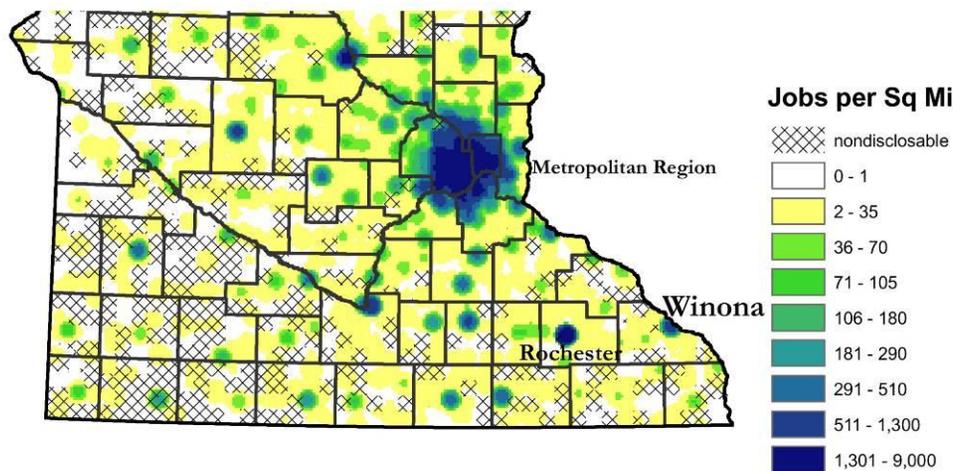


Winona is also an important economic center for the southeastern sub-region of Minnesota. DEED calculates the job density (jobs per square mile of area) for all units of local government, as shown in Figure 8. Winona is the second most significant job center in the southeast region, behind Rochester.

The number of businesses in a community is one indicator of the community's economic diversity. Within Winona County, the economic sectors with the largest presence (as measured by the number of establishments) in 2003 were Retail Trade, Other Services, and Construction, with 203, 137 and 136 establishments respectively. The sectors that lost the largest number of establishments between 1998 and 2003 were Wholesale Trade (-4 establishments per year), Retail Trade (-3 establishments per year), and Manufacturing (-2 establishments per year). The Construction sector added an average of 3 establishments per year between 1998 and 2003; other sectors were relatively stable, adding 0-2 establishments per year.

Figure 8: Job Density in Central and Southern Minnesota

### Job Density in Minnesota 4th Quarter, 2004



Source: Minnesota Department of Employment and Economic Development  
Job Density Maps, DEED website

Table 2: Number of Establishments, Winona County, 1998 - 2003

Industry Code	Industry Code Description							Average Annual Change	
		1998	1999	2000	2001	2002	2003		
-----	Total	1,267	1,311	1,307	1,307	1,278	1,279	2	0.19%
11----	Forestry, fishing, hunting, and agriculture support	4	5	5	6	6	5	0	n/a
21----	Mining	2	3	1	1	n/a	n/a	n/a	n/a
22----	Utilities	1	1	1	2	2	2	0	n/a
23----	Construction	122	130	123	125	130	136	3	2.20%
31----	Manufacturing	121	121	123	121	116	113	(2)	-1.36%
42----	Wholesale trade	76	80	76	68	70	58	(4)	-5.26%
44----	Retail trade	218	218	215	205	199	203	(3)	-1.42%
48----	Transportation & warehousing	55	54	53	58	65	67	2	4.03%
51----	Information	18	20	21	27	19	20	0	2.13%
52----	Finance & insurance	57	62	63	65	70	65	2	2.66%
53----	Real estate & rental & leasing	43	46	49	51	50	47	1	1.79%
54----	Professional, scientific & technical services	74	81	88	90	84	84	2	2.57%
55----	Management of companies & enterprises	10	10	10	13	8	10	0	0.00%
56----	Admin, support, waste mgt, remediation services	41	40	41	41	37	39	(0)	-1.00%
61----	Educational services	10	11	10	12	15	15	1	8.45%
62----	Health care and social assistance	121	125	125	129	126	126	1	0.81%
71----	Arts, entertainment & recreation	24	21	22	23	26	27	1	2.38%
72----	Accommodation & food services	119	113	113	108	112	117	(0)	-0.34%
81----	Other services (except public administration)	139	148	150	146	135	137	(0)	-0.29%
95----	Auxiliaries (exc corporate, subsidiary & regional mgt)	2	2	2	4	4	n/a	n/a	n/a
99----	Unclassified establishments	10	20	16	12	4	8	(0)	-4.36%

Source: MnDEED, Quarterly Census of Employment and Wages

Another measure of economic diversity is the number of jobs within general economic categories. Winona has a fairly healthy diversity by this measure, with only one economic sector having more than 20% the Country's jobs. The County's economic sectors with the largest employment base in 2003 were:

- Manufacturing, with 5,199 jobs,
- Health Care & Social Assistance, with 2,981 job, and
- Retail Trade, with 2,626 jobs.

The sectors with the greatest average annual attrition of jobs between 1998 and 2003 were Manufacturing (-447 jobs per year), Management of Companies & Enterprises (-216 jobs per year), and Wholesale Trade (-50 jobs per year). Manufacturing, while being the largest employer by sector, was also the largest loser of jobs between 1998 and 2003. Since 2003, however, manufacturing has rebounded, adding over 400 jobs between 2003 and 2005 (MnDEED, QCEW data).

Table 3: Number of Employees, Winona County, 1998 – 2003

Industry Code	Industry Code Description	1998	1999	2000	2001	2002	2003	Average Annual Change	
-----	Total	24,355	22,515	22,739	22,974	21,386	21,417	(588)	-2.54%
11----	Forestry, fishing, hunting, and agriculture support	0-19	5	12	0-19	0-19	0-19	n/a	n/a
21----	Mining	20-99	1	0-19	0-19	n/a	n/a	n/a	n/a
22----	Utilities	20-99	20-99	20-99	20-99	20-99	20-99	n/a	n/a
23----	Construction	638	660	715	662	650	638	0	0.00%
31----	Manufacturing	7,432	6,915	6,840	6,615	5,430	5,199	(447)	-6.90%
42----	Wholesale trade	949	942	974	957	1,036	701	(50)	-5.88%
44----	Retail trade	2,633	2,550	2,680	2,633	2,496	2,626	(1)	-0.05%
48----	Transportation & warehousing	557	551	595	518	475	928	74	10.75%
51----	Information	938	776	805	875	815	852	(17)	-1.90%
52----	Finance & insurance	509	503	595	552	570	634	25	4.49%
53----	Real estate & rental & leasing	138	142	141	154	156	149	2	1.55%
54----	Professional, scientific & technical services	825	773	802	692	836	831	1	0.15%
55----	Management of companies & enterprises	2,138	956	1,010	1,185	932	1,059	(216)	-13.11%
56----	Admin, support, waste mgt, remediation services	505	555	426	433	362	450	(11)	-2.28%
61----	Educational services	1,292	1,386	1,432	1,468	1,536	1,414	24	1.82%
62----	Health care and social assistance	2,522	2,707	2,685	2,991	2,891	2,981	92	3.40%
71----	Arts, entertainment & recreation	271	262	305	307	277	284	3	0.94%
72----	Accommodation & food services	1,981	1,828	1,684	1,787	1,789	1,777	(41)	-2.15%
81----	Other services (except public administration)	763	757	758	814	732	837	15	1.87%
95----	Auxiliaries (exc corporate, subsidiary & regional mgt)	100-249	100-249	100-249	249	321	n/a	n/a	n/a
99----	Unclassified establishments	6	16	16	20-99	20-99	0-19	n/a	n/a

Source: MnDEED, Quarterly Census of Employment and Wages

In contrast, the sectors with the greatest average annual increases in employment between 1998 and 2003 were Health Care & Social Assistance (+92 jobs per year), Transportation & Warehousing (+74 jobs per year) and Finance & Insurance (+25 jobs per year). Health Care & Social Assistance is the second largest sector, and has continued to growth even through the 2001-2003 recession. This growth has continued since 2003, albeit at a slightly slower rate, with this sector adding approximately another 100 jobs by 2005 (MnDEED, QCEW data).

**Manufacturing Sector Detail**

In 2003, the industry groups within the Manufacturing sector with the largest employment included: Computer and Electronic Product Manufacturing (1,488 jobs), Chemical Manufacturing (500-999 jobs), Food Manufacturing (534 jobs), Electrical Equipment, Appliance, and Component Manufacturing (491 jobs), and Fabricated Metal Product Manufacturing (487 jobs). As with virtually all sectors, most of the County's manufacturing jobs are located in the City of Winona. The 2005 breakdown of jobs within the City shows manufacturing to comprise over a quarter of all jobs (Figure 9).

**Health Care & Social Assistance Detail**

Nearly one-third of jobs in the Health Care & Social Assistance sector in 2003 were within the Nursing and Residential Care Facilities industry group. Ambulatory Health Care Service establishments provided 719 jobs. Hospitals and Social Assistance establishments each employed 500-999 persons in 2003. Virtually all the jobs in this sector are located within the City, comprising (in 2005) approximately 13% of the City's jobs.

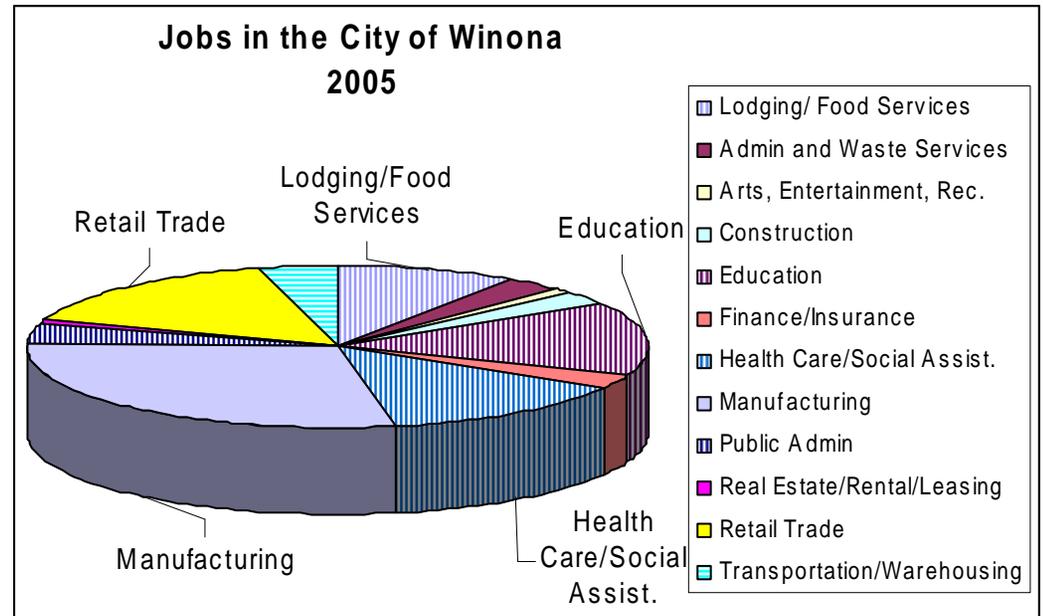
**Retail Trade Sector Detail**

Of the 2,626 jobs reported in 2003 within the Retail sector, Food & Beverage was the industry group employing the greatest number of people (580 jobs). This industry group was followed by General Merchandise (527 jobs), Motor Vehicles & Parts (382 jobs), and Gas Stations (282 jobs). In 2005, retail jobs comprised approximately 15% of all jobs in the City, slightly higher than the percentage of health care and social assistance jobs.

**Educational Sector Detail**

Different data sources have different means of classifying and counting educational sector jobs and wages. County Business Patterns reported that 1,414 jobs fell under the educational services sector in 2003, but MnDEED Quarterly Census of Employment and Wages shows the County with over twice that number of jobs in 2003 (2,962). The vast majority of the educational sector jobs are associated with Winona's higher educational institutions (primarily Winona

Figure 9: Jobs by Sector, 2005



State University and St. Mary's University). The educational sector, based on OCEW data, comprised almost 15% of all jobs in the City in 2005.

#### Accommodations & Food Services Sector Detail

1,589 jobs of the 1,777 Accommodations & Food Services jobs reported in 2003 were in the Food Services industry group, mainly restaurants. Approximately 664 jobs were at fast-food restaurants and 632 were at full-service restaurants.

#### Economic Census

Another measure of local economic value, to be considered along with the number of establishments and jobs, is the total value of sales receipts. The Economic Census, taken every five years (in the second and seventh year of the decade) provides information on sales receipts by industry. In the 1997 Economic Census, manufacturing was the industry with the highest economic value by sales receipts (over \$650 million in the City of Winona, and over \$1 billion at the County level), followed by wholesale trade, with over \$400 million in receipts at the County level. However, in spite of high sales receipts, wholesale trade was, fourth and fifth respectively in terms of number of establishments and employment, behind manufacturing, accommodations/food services, and health care/social assistance.

Table 4: Sales Receipts, Largest City/County Sectors

<b>2002 Sales Receipts</b>	<b>(1,000s)</b>
Manufacturing	\$653,647
Wholesale trade	\$125,426
Retail trade	\$347,382
Health care & social assistance	\$138,865

In the evolution of Winona's economic base, however, by 2002 wholesale trade had declined in sales receipts to just over \$125 million, behind both the retail sector and the health care/social assistance sector. Health care/social assistance also had overtaken accommodations/food services in terms of numbers of establishments and employees in Winona County. For the Winona "micropolitan region," (Winona County, and the City of Winona), manufacturing, health care/social assistance, and retail trade had the largest number of establishments, employees, and sales receipts. However, at the County level, wholesale trade had higher sales receipts or shipments than health care/social assistance.

Source: 2002 Economic Census

Between 1997 and 2002, the largest change in employment in Winona County occurred in the health care/social assistance sector, with a net gain of 2,378 jobs reported; the manufacturing sector lost 1,532 jobs during the same five-year period. In terms of establishments, the health care/social assistance sector added 56 establishments and the other services sector added 22 establishments. The retail trade, wholesale trade, and manufacturing sectors all lost establishments during this period.

The Economic Census data under-reports the importance of the educational services sector. The importance of this sector to the Winona economy is shown in the wage data in the following section.

Wages Paid

One of the most important measures of a community's economic base is the wages paid by each economic sector. While the number of businesses, the number of jobs, and the sales receipts all indicate benefit to the local economy, the wages that a business pays has the most direct relationship to the economic well-being of residents.

Not surprisingly, Winona's large manufacturing base is the dominant industry by measure of wages paid. In 2005, almost 37% of all wages paid by City businesses were in the manufacturing sector (MnDEED, OCEW data). Manufacturing jobs typically pay a higher than average wage, and given that the manufacturing sector is largest sector by number of jobs, the wage result is to be expected.

The next most important sector, by measure of wages paid, is the educational services sector. Most of these jobs and wages are associated with Winona State University and St. Mary's University, the largest institutions of higher education, but also include Winona's other private and public schools. Almost 20% of wages paid by Winona employers fall into the educational services sector.

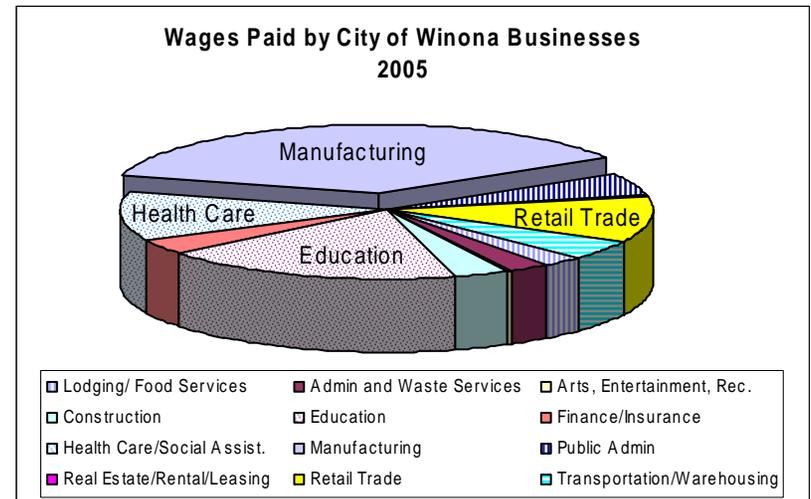
Other sectors that measure highly on the total wages scale are the health care/social assistance sector and the retail trade sector, both contributing more than 10% of Winona's total annual payroll. The health care/social assistance sector typically includes both low and high paying jobs, while the retail trade sector frequently is reliant on low-wage jobs, part-time jobs, and seasonal positions. Retail trade has the second greatest number of jobs of any sector, however, and thus remains a significant contributor to the local economy in regard to wages.

Employment Projections

Minnesota's Department of Employment and Economic Development (DEED) calculates employment projections to 2012 at the regional level, representing the number of jobs located within the region (as distinguished from the resident labor force in the region). The City of Winona falls into the Southeast region; projections are not available at the metropolitan level. (The City of Rochester, a national health-care center, is also located in this region.) Employment in the Southeast Minnesota region in 2002 was estimated at 259,727 jobs; this figure is projected to rise to 295,290 jobs in 2012, or an average annual growth rate of 1.3%, or 3,556 jobs per year.

In terms of industry classification, the economic sectors with the greatest projected annual growth in the Southeast region (measured by numbers of jobs) are educational and health services (+1,498 jobs per year) and trade, transportation and utilities (+638 jobs per year). The professional and business services sector is projected to have the

Figure 10: Wages Paid by Sector, 2005



highest average annual growth rate of 2.6%, although over a smaller pool of jobs, estimated at 3,485 in 2012. The manufacturing sector is projected to grow by 378 jobs per year.

The two sectors projected to have declines in regional employment during the ten-year period are natural resources and mining (-34 jobs per year) and self-employed agriculture (-178 jobs per year.) When the economic base of the region is analyzed, the only notable shifts in the share of total jobs are in educational and health services, growing from 25.5% of regional jobs to 27.5% of total jobs; all other shifts show less than 1% change.

The Southeast region is projected to have a higher concentration of jobs in three sectors as compared to overall employment in Minnesota, as demonstrated by location quotient calculations for 2002 and 2012: natural resources & mining, manufacturing, and self-employed agriculture.

Examined in terms of occupational classification, the occupation groups with the greatest projected annual growth in numbers of jobs are healthcare practitioners and technical occupations (+629 jobs per year), sales and related occupations (+405 jobs per year), and food preparation and serving related occupations (+289 jobs per year). The only occupation group projected to lose jobs between 2002 and 2012 is that of construction and extraction occupations, contracting by 10 jobs per year. The distribution of occupations as a share of total jobs is projected to remain roughly constant in the southeast region during 2002-2012, with the exception of the healthcare practitioners and technical occupations, which would expand from 7.7% to 8.9% of all jobs. Other occupation groups with particular concentrations of employment include office & administrative support occupations (12.9% in 2012) and production occupations (10.5% in 2012).

The Southeast region is projected to have a higher concentration of employment in four sectors as compared to Minnesota as a whole, as demonstrated by location quotient calculations for 2002 and 2012: healthcare practitioners and technical occupations; farming, fishing, and forestry occupations; healthcare support occupations; and production occupations.

Table 5: Projected Employment Growth by Occupational Classification, Southeast Minnesota and State

Title	2002 Estimated Employment	2012 Projected Employment	Numeric Change	% Change	2002 Estimated Employment	2012 Projected Employment	Numeric Change	% Change
	Minnesota				Southeast Minnesota			
Total, All Occupations	2,890,870	3,315,800	424,930	14.7%	259,727	295,290	35,563	13.7%
Computer and Mathematical Occupations	72,120	95,818	23,698	32.9%	5,789	6,682	893	15.4%
Architecture and Engineering Occupations	52,626	58,730	6,104	11.6%	4,397	4,738	341	7.8%
Life, Physical, and Social Science Occupations	25,609	30,579	4,970	19.4%	2,097	2,438	341	16.3%
Community and Social Services Occupations	55,613	72,035	16,422	29.5%	4,511	5,527	1,016	22.5%
Legal Occupations	24,121	27,620	3,499	14.5%	1,286	1,429	143	11.1%
Education, Training, and Library Occupations	153,568	177,211	23,643	15.4%	14,436	15,960	1,524	10.6%
Arts, Design, Entertainment, Sports, and Media Occupations	44,999	52,451	7,452	16.6%	3,133	3,546	413	13.2%
Healthcare Practitioners and Technical Occupations	134,553	170,717	36,164	26.9%	20,122	26,409	6,287	31.2%
Healthcare Support Occupations	74,416	95,571	21,155	28.4%	8,804	11,290	2,486	28.2%
Protective Service Occupations	47,721	58,371	10,650	22.3%	3,756	4,673	917	24.4%
Food Preparation and Serving Related Occupations	205,130	238,689	33,559	16.4%	19,954	22,845	2,891	14.5%
Building & Grounds Cleaning & Maintenance Occupations	98,343	112,747	14,404	14.6%	8,742	10,019	1,277	14.6%
Personal Care and Service Occupations	104,698	126,627	21,929	20.9%	8,522	9,806	1,284	15.1%
Sales and Related Occupations	311,989	360,005	48,016	15.4%	24,254	28,305	4,051	16.7%
Office and Administrative Support Occupations	463,782	494,986	31,204	6.7%	35,617	38,228	2,611	7.3%
Farming, Fishing, and Forestry Occupations	26,963	26,288	-675	-2.5%	3,449	3,352	-97	-2.8%
Construction and Extraction Occupations	133,717	156,202	22,485	16.8%	11,560	13,166	1,606	13.9%
Installation, Maintenance, and Repair Occupations	106,113	120,407	14,294	13.5%	8,303	9,704	1,401	16.9%
Production Occupations	246,108	262,232	16,124	6.6%	28,434	31,033	2,599	9.1%
Transportation and Material Moving Occupations	179,099	200,047	20,948	11.7%	15,271	17,167	1,896	12.4%

Source: MnDEED

### 3. Existing Land Use

In order to determine the City's future land needs, it is important to examine its current land base, and how much of this land is developed or developable. Existing land uses were mapped during the planning process and shown as Figure 11. This section also identifies the general land use types found within the City, in order to give a sense of their extent and character. We can envision Winona as a "transect" or continuum of landscapes extending from the highly developed downtown core to the wooded blufflands and farmland that extend to the north and south of the Mississippi River valley.

Historical development patterns have established the complex framework within which today's land uses co-exist. The following brief description is drawn from the Historic Resource Survey of 1992.

#### Historical Development Patterns

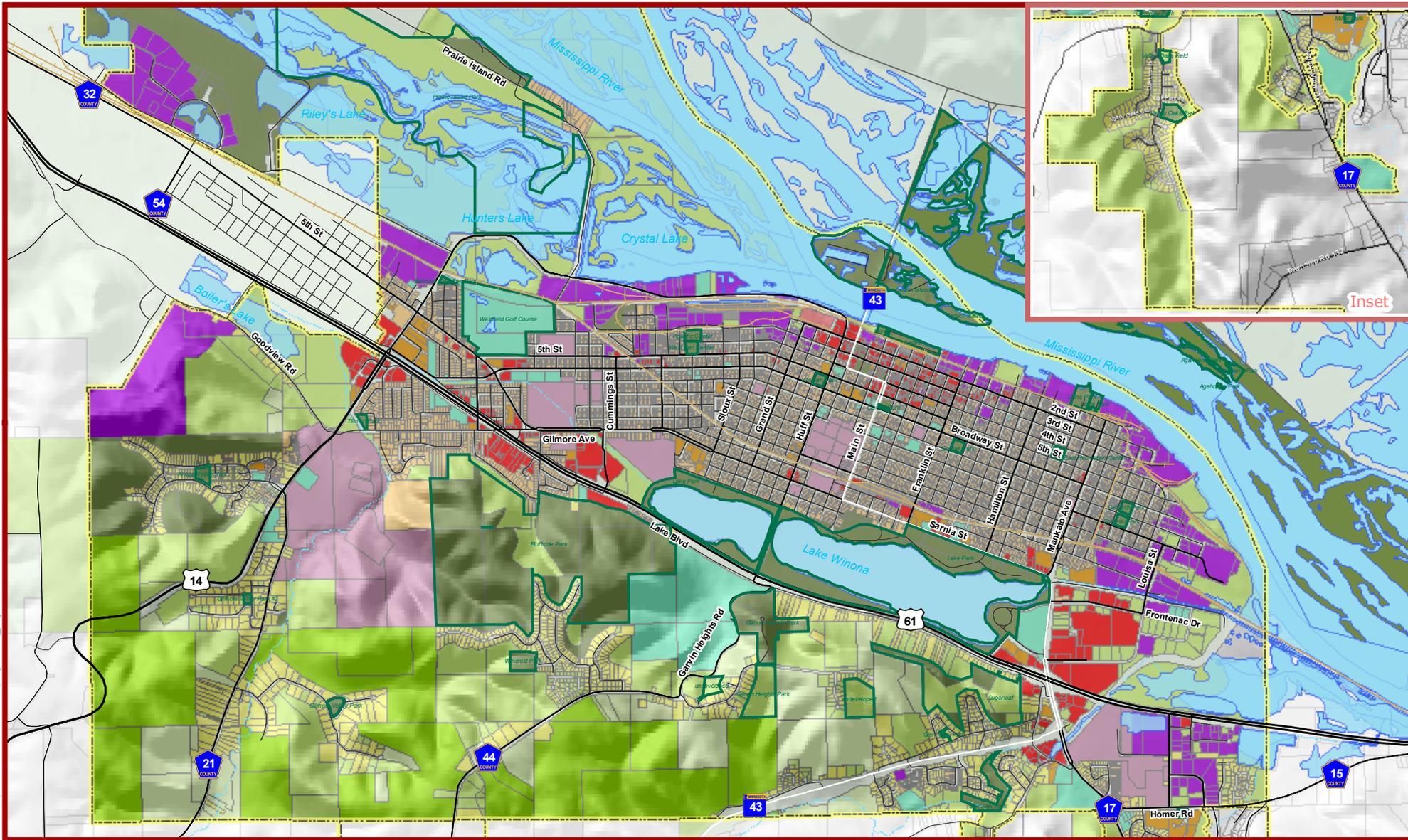
The City of Winona rests on a sandbar (known informally as 'the Island') nestled between the Mississippi River to the north and Lake Winona to the south. Pre-European settlement, this site served as a Dakota Indian summer village. In 1853 the area was formally ceded to the United States, and within four years, the City of Winona had been incorporated, with a population of 3,000, then the third largest city in Minnesota.

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

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

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

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See Inset Above



Map Location

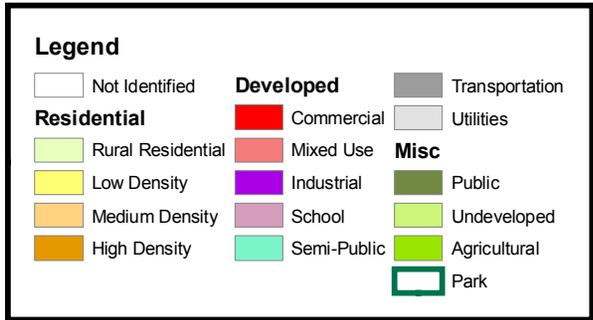


Figure 11  
**Existing Land Use**

August 2007



Data Sources: City of Winona

### Current Land Use Patterns

#### Downtown Core

As shown in Figure 12 below, the downtown core has its own distinct mix of uses. The historic Central Business District, centered on Third Street, combines commercial, service and office uses, along with housing, in storefront buildings of two to four or five stories, often with parking in the rear that is accessed from the alley. Downtown is also a center for cultural and entertainment facilities (including a multi-screen movie theater and historical museum) and for local, county and some state and federal government facilities.

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

South of the downtown core, medium-density and single-family housing extends in a grid street pattern across most of the Island. Auto-oriented commercial and service uses predominate west of Washington Street and on either side of the Interstate (Highway 43) bridge approach on Winona Street.

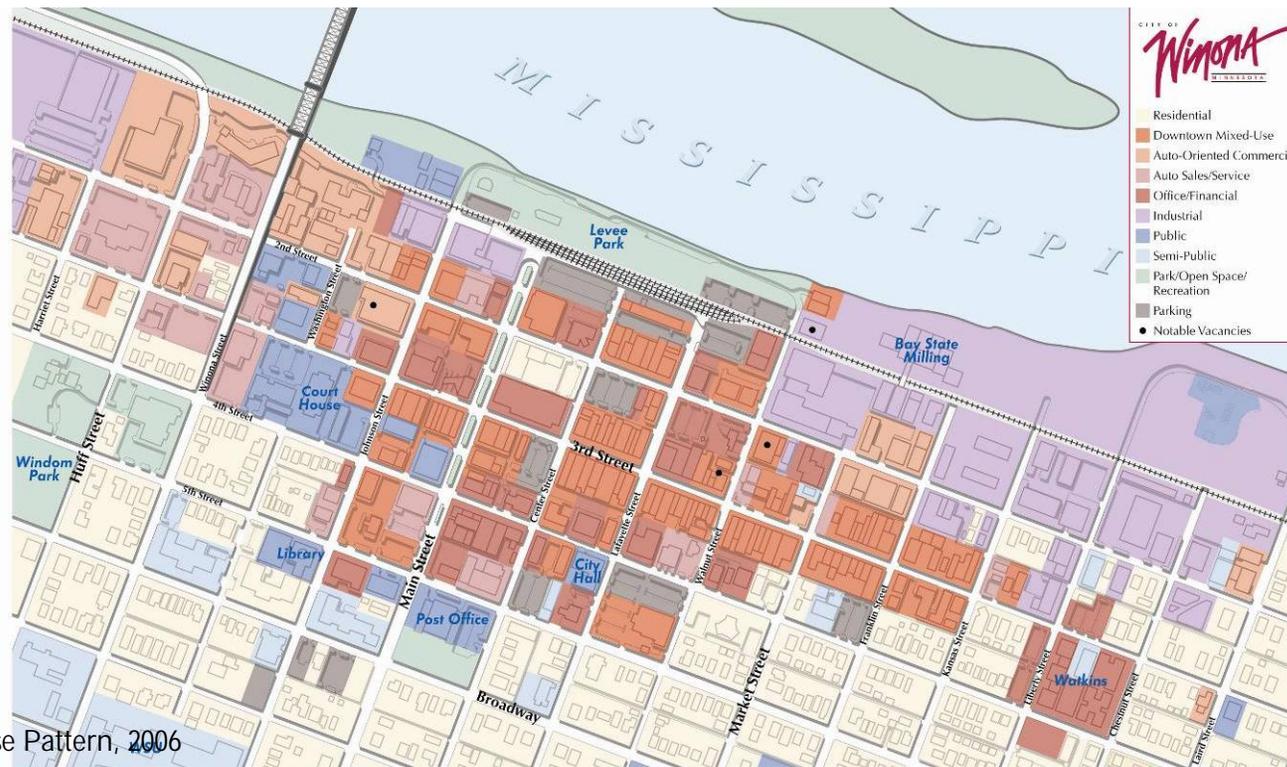


Figure 12: Downtown Land Use Pattern, 2006

### Traditional Neighborhoods

The largely single-family neighborhoods located on the Island vary in size and character, but share a common orientation to a grid street pattern. Lots tend to be deeper than they are wide, and parking is located primarily in rear yards accessed by alleys. Housing ranges in age and style from modest vernacular workers' housing in the East End, developed in the 1880s, to high-style dwellings along Lake Park Drive and in the Windom Park neighborhood. Many of the original homes in the East End were built on 'half-lots' 25 feet in width by Polish and Bohemian immigrants. These small lots are now nonconforming to many aspects of current zoning and the housing is difficult to update. In some East End locations housing is negatively affected by the nearby presence of heavy industry and truck traffic.



### Suburban Residential

Most of the original plat – the “Island” – was built out by the 1950s, although infill construction after World War II added ramblers and modified Cape Cods to the East End streetscape. Most of the new postwar construction occurred south of Highway 61 in the Sugar Loaf area and along Gilmore Avenue. Since then, new residential development has continued in the valleys and on bluffs. Streets are typically curvilinear and garages are frontloaded, as is typical of suburban residential development and also in response to the steep terrain. The University Village development near St. Mary's University is an exception to this trend, being built on a tight grid of narrow streets, with small cottage-style detached homes. Some newer developments (discussed below under Municipal Growth and Annexation) are proposed with conservation design, protecting sensitive land areas as permanent open space.



### Rural Residential/ Agricultural

As shown in Figure 11, large areas of the bluffs remain undeveloped because of their rock outcrops and extreme, heavily wooded slopes. Some cultivated cropland remains within this area, along with scattered large-lot residential development.



### University and Medical Districts

Winona State University (WSU) and St. Mary's University, as the City's largest educational institutions, occupy large districts in terms of land area, and also have a significant influence on the City's population and housing stock in surrounding areas. WSU, with an estimated student population of about 7,300 at its Winona campus, occupies approximately 10 square blocks, and is located within a ten-minute walk from downtown. Off-campus student housing occupies many single-family dwellings that have been converted into shared rentals or small apartment buildings in the neighborhoods adjacent to the WSU campus. Student rental units also occupy many upper-story and rear apartments within the downtown core along Third Street.



Saint Mary's University, located in the bluffs south of Highway 61, has an enrollment of approximately 1,300 undergraduate students, most of whom live on campus, although some live off-campus in neighborhoods closer to downtown. Another higher educational institution is Minnesota State University's Southeast Technical Campus, located at Homer Street and Highway 43 south of Highway 61.



The former College of Saint Theresa campus remains in the area between Broadway and Sarnia streets, west of Cummings Street. Campus buildings and playing fields are currently being used by Winona State University for student housing, by Saint Mary's University for classroom and office space, and by the adjacent Cotter High School and Junior High, private Catholic institutions. Other former college buildings are used as senior housing and hospice care.

The major medical campus within the City is that of the Community Memorial Hospital/Winona Health building at Mankato Avenue and Parks Avenue.

#### Commercial Corridors and Nodes

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

Smaller neighborhood-scale commercial nodes are located on Huff Street near the WSU campus, along 5<sup>th</sup> and 6<sup>th</sup> Streets, Mankato Street, and several other major streets. These typically consist of one- to two-story storefront buildings with on-street or rear yard parking.



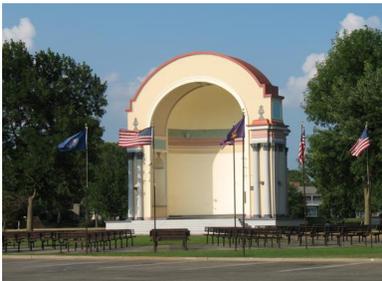
#### Industrial and Port Districts

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



#### Parks and Open Space

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



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

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

Parks and recreation facilities are shown in Figure 13. Parks and open space areas are listed by acreage in the Parks and Recreation Plan section of the Comprehensive Plan.

### Federal and State Resource Areas

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

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

Alternative E outlines a broad range of actions to improve habitat for fish and wildlife, complete land acquisition within the refuge, address water quality issues, provide more effective rest areas for waterfowl and other birds, provide high quality wildlife-dependent recreation, and balance the needs of various user groups. The preferred alternative was developed after evaluating input and comments from the public. Since August 2002, the Refuge has hosted 46 public meetings and workshops attended by 4,500 people from river communities in Minnesota, Wisconsin, Iowa and Illinois.



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<sup>1</sup> Seidel, Kim. "A City of Parks." *Winona Daily News*, August 19, 2001.



Specific improvements proposed in the Winona area include:

- An access point to the Great River State Trail<sup>2</sup> on Wisconsin Highway 35/54 (trail access is currently about 4 miles east of the Interstate Bridge at the Trempealeau National Wildlife Refuge).
- An observation tower at McNally Landing;
- A bike/walking lane along the extension of Prairie Island Road, extending from McNally Landing to Verchota Landing, a distance of 2.9 miles;

A related refuge on the Wisconsin side of the river is the Trempealeau National Wildlife Refuge. This 6,200-acre refuge is an isolated backwater, cut off from the Mississippi and Trempealeau rivers by dikes, providing needed resting and feeding areas for waterfowl and other birds. Wetlands are a prominent feature. Before the railroads arrived and the locks and dams were built, the lands within the refuge were part of the Mississippi River. As such, these backwaters experienced floods and droughts. Today, using dikes and control structures, managers can mimic this natural cycle by lowering the water to expose mudflats and allow plants to germinate. Migratory waterfowl and marsh birds benefit.<sup>3</sup>

### Municipal Growth and Annexation

The extent and location of future City expansion is one of the most critical issues that this comprehensive plan must address. The City's limited land base for new residential and industrial development and the severe physical limitations on many of the surrounding blufflands create additional pressures to look for developable land outside city boundaries.

Several annexations from Wilson Township (located immediately south of the City boundaries) occurred in 2005, involving two tracts of land, known as the Phillips site, 270 acres along CSAH 17, and the Sweetwater site, 43 acres along CSAH 44, as well as an additional 1,749 acres, as shown in Figure 13. The City was initially unable to negotiate an agreement with the Township, and filed two contested annexation petitions in December, 2004, with the Minnesota Office of Administrative Hearings. An agreement was reached between the City and Township, as expressed in a joint resolution for orderly annexation, dated May 23, 2005. Provisions of the agreement include:

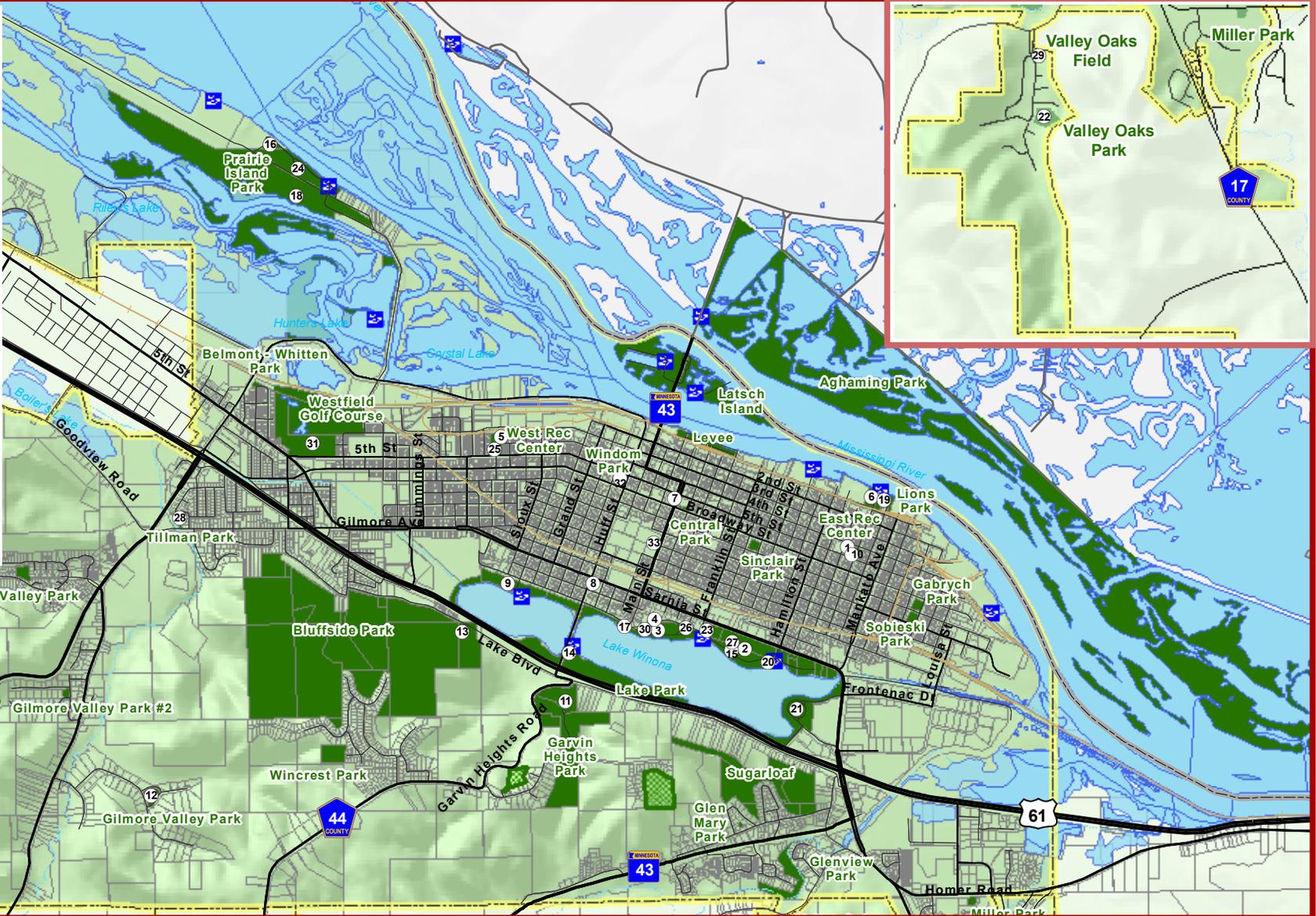
- Immediate annexation of the Phillips and Sweetwater properties, totaling 314 acres;
- Annexation of any properties within the additional 1,749 acres only when the City receives a petition from 100% of the property owners;

<sup>2</sup> Great River State Trail: This 24-mile rail bed trail winds its way through the Mississippi River bottom lands north from Onalaska through Trempealeau, Perrot State Park, and the Trempealeau National Wildlife Refuge.

<sup>3</sup> [www.recreation.gov](http://www.recreation.gov); <http://www.fws.gov/midwest/trempealeau/>

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- | ID | Name                          |
|----|-------------------------------|
| 1  | 4.8 Skate Park                |
| 2  | Bambenek Fields               |
| 3  | Bandshell                     |
| 4  | Bandshell Tennis Courts       |
| 5  | Bob Welch Aquatic Center      |
| 6  | Bud King Ice Arena            |
| 7  | City Hall / Park Rec. Office  |
| 8  | Community Education Office    |
| 9  | Dacota Street Fields          |
| 10 | East Recreation Center        |
| 11 | Garvin Heights Scenic Lookout |
| 12 | Gilmore Valley Shelter        |
| 13 | Holzinger Lodge               |
| 14 | Information / Tourist Center  |
| 15 | Jaycee Shelter                |
| 16 | Kiwanis Shelter               |
| 17 | Lake Lodge                    |
| 18 | Latsch Shelter                |
| 19 | Lion's Field Complex          |
| 20 | Lion's Shelter                |
| 21 | Mankato Park                  |
| 22 | Oak Valley Lodge              |
| 23 | Park Maintenance Shop         |
| 24 | Prairie Island Campground     |
| 25 | Recreation Center             |
| 26 | Rose Garden Gazebo            |
| 27 | Soccer Fields                 |
| 28 | Tillman park Shelter          |
| 29 | Tillman Park Shelter          |
| 30 | Valley Oaks Ball Field        |
| 31 | Veterans Memorial Park        |
| 32 | Westfield Golf Course         |
| 33 | Windom Park Gazebo            |
| 34 | WSU Memorial Hall / Gym       |



Map Location



**Legend**

- Recreation Facility
- Boat Launch
- Undeveloped Open Space
- Park

Figure 13  
**Parks and Recreation Facilities**



Data Sources: City of Winona, MnDOT, ESRI, URS

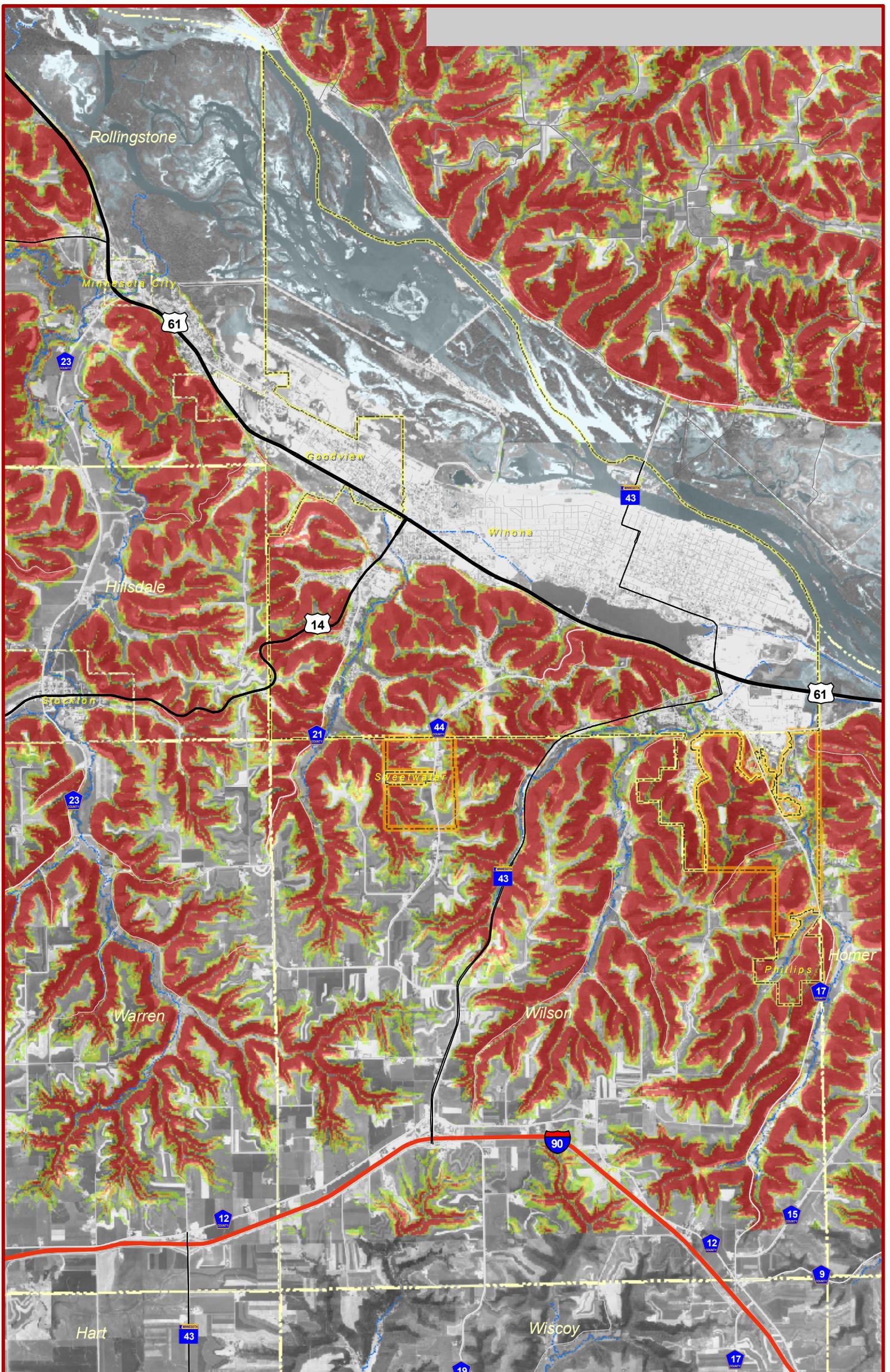
August 2007



- The City will reimburse the Township for loss of taxes from annexed property;
- The City agreed to require an Environmental Assessment Worksheet (EAW) prior to plat approval for the Phillips and Sweetwater properties;
- The City agreed that its Sensitive Land Development Ordinance would apply to all property in the orderly annexation area (OAA);
- Specific requirements for environmental protection and stormwater management, including minimum lot widths, setbacks from tributary rivers, and impervious surface limitations;
- The City is obligated to provide municipal services to the OAA;
- The City may not initiate any annexation outside the OAA for ten years for residential or commercial land uses, or for three years for any industrial land use;
- Winona County may review and comment on development proposals to the City that would impact County roads;
- The City may not take any action to eliminate agricultural uses in the OAA and potential builders and homeowners must be notified that they are within an agricultural area;
- A Joint Planning Board is established, which will regulate planning and land use regulations within the OAA until lands are annexed. Prior to annexation, County or Township zoning and subdivision regulations (whichever are more restrictive) will apply; following annexation, City ordinances will apply.
- The City must prepare an alternative urban areawide review ("AUAR") for the entire OAA within three years, not including the Phillips and Sweetwater properties.

Figure 14 shows the approved and proposed annexation areas, shown in conjunction with the degree of slope in these and surrounding areas, as an indicator of some of the development constraints that are involved in urban expansion in bluffland areas.

URS Corporation N:\31810065\projects\slope\_regin.mxd Date: 10/10/2006 12:06:06 PM Name: estra



Data Sources: City of Winona, MnDOT, MnDNR

**Legend**

-  Orderly Annexation
- slopedegr\_m**
- Degree of Slope**
-  0 - 14
-  15 - 19
-  20 - 24
-  25 - 29
-  30 - 79

Figure 14

**Annexation Areas**

August 2007

40 Acres



## 4. Housing and Downtown Revitalization Programs

Winona's neighborhoods vary in their mix of rental and homeownership and their housing conditions and needs. Neighborhoods also vary by their level of internal organization; some have active neighborhood associations and block clubs and others have more informal networks. The City sponsors a variety of housing and neighborhood revitalization projects, primarily funded through Community Development Block Grants. Beginning in the 1980s, funding was provided to homeowners in the West Central and Southeast neighborhoods for housing rehabilitation; funds were also used for removal of dilapidated housing and relocation of residents. Recent projects have included:

### West Central Neighborhood Revitalization (2004 and 2006)

Beginning in 2004, 20 existing homes in this neighborhood were rehabilitated through a 0% 30-year matching loan program. Over 122 people signed up for the program. To meet this demand, a follow-up program was launched in 2006 to assist at least 12 additional homeowners.

### Ewing Street Development/Jimmy Carter Place (2002)

This was the City's first participation in development of new affordable housing. The City applied for funds to assist in construction of three affordable townhomes, applied for funds to assist homebuyers in purchasing these units, provided tax abatement for the project to reduce the assessments for new infrastructure, and acted as developer for four homes.



### Winona Middle School Housing Program (2001)

The former Winona Middle School Building was closed due to extensive health and safety deficiencies and a new Middle School was constructed at Homer Road and Bundy Boulevard. The two buildings that comprised the Middle School were renovated into a mixed income project with 40 affordable rental units and 22 market-rate units. The City provided Block Grant funds and tax abatement and assisted with applications to the Minnesota Housing Finance Agency and the Greater Minnesota Housing Fund.

### Northeast Neighborhood Program (1997)

This housing program included funds for rehabilitating owner-occupied and rental housing in this area. Block Grant funds were used to assist in renovation of 22 owner-occupied homes and 20 rental units.



### Downtown Revitalization Program (1990)

Beginning in the 1990s, the City has used Small Cities Development block grant funds and created a revolving loan fund to support the rehabilitation of historic downtown buildings. Specific projects completed during the first phase included:

- Creation of rehabilitation of 69 rental units;
- Rehabilitation of 53 commercial buildings;

- Leveraged bank funds of \$1.67 million;
- Public improvements to Third Street and Center Street, including streetscaping, lighting and parking improvements, totalling \$1.87 million.

### Downtown Revitalization Phase II (1994 - 1997)

This project provided matching funds to building owners for larger building rehabilitation projects, with a maximum of \$80,000 in funding per projects.

Current programs as of 2007 include the following:

### Central City Rehabilitation Program

This program provides no-interest loans to homeowners in the Central area of the City (between Sarnia and Fourth Street and Wilson to Franklin Street.) Maximum loan is \$20,000 per homeowners; loans are deferred until the property is sold. Homeowner income may not exceed 80% of the County's median income.

### Rental Rehabilitation Program

This program provides loans to property owners of rental properties in the City that contain no more than four units and are at least 51% occupied by low- to moderate income renters (up to 80% of median income). Loans provide matching funds of up to \$7,000 per unit, to a maximum of \$14,000 per building. The loan is forgiven if rent remains within affordability guidelines and income limits are met for seven years.

### Downtown Revolving Loan Fund

The City provides matching loan funds for commercial rehabilitation of downtown buildings. Eligible project include exterior improvements, correction of code violations, and improving handicap accessibility. Maximum loan is for 50% of project costs up to \$20,000 per project. Projects must meet historic district standards.



## 4. Natural Resources

### Landscape Classification

The dramatic topography and high concentration of natural and scenic resources in both the City of Winona and Winona County can be understood most broadly in terms of landscape classifications. The Minnesota Department of Natural Resources (DNR) and the U.S. Forest Service map and classify landscapes as part of a consistent national system of “provinces,” “sections” and “subsections.” The landscape of this part of Southeastern Minnesota is classified as part of the Eastern Broadleaf Forest Province, Paleozoic Plateau Section, Blufflands Subsection. The Blufflands Subsection is described as “an old plateau covered by loess (windblown silt) that has been extensively eroded along rivers and streams. It is characterized by highly dissected landscapes associated with major rivers in southeastern Minnesota. Bluffs and deep stream valleys (500 to 600 feet deep) are common. River bottom forests grew along major streams and rivers.”<sup>4</sup>

### Water Resources

Because the region was not covered by the last glacial advance (the Wisconsinan glaciation, 10,000 to 70,000 years ago) it retained its rugged topography and contains no lakes. Numerous cold-water trout streams feed major rivers such as the Mississippi, Root and Whitewater. In Winona, virtually all the streams that flow into the City are designated trout streams: Gilmore Creek, West Burns Valley Creek, East Burns Valley Creek and Pleasant Valley Creek.

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

### Soils

Soils in eastern Winona County generally share the same parent material: loess, or windblown silt. Soils can be grouped into four major associations, based on their position in the landscape and other characteristics, as summarized in Table 6. Most soils on relatively level uplands are classified as prime farmland soils, while most soils on valley slopes are classified as farmland of statewide importance.

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<sup>4</sup> <http://www.dnr.state.mn.us/ecs/222Lc/index.html>

Table 6. Major Soil Associations

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

### Vegetative Communities

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

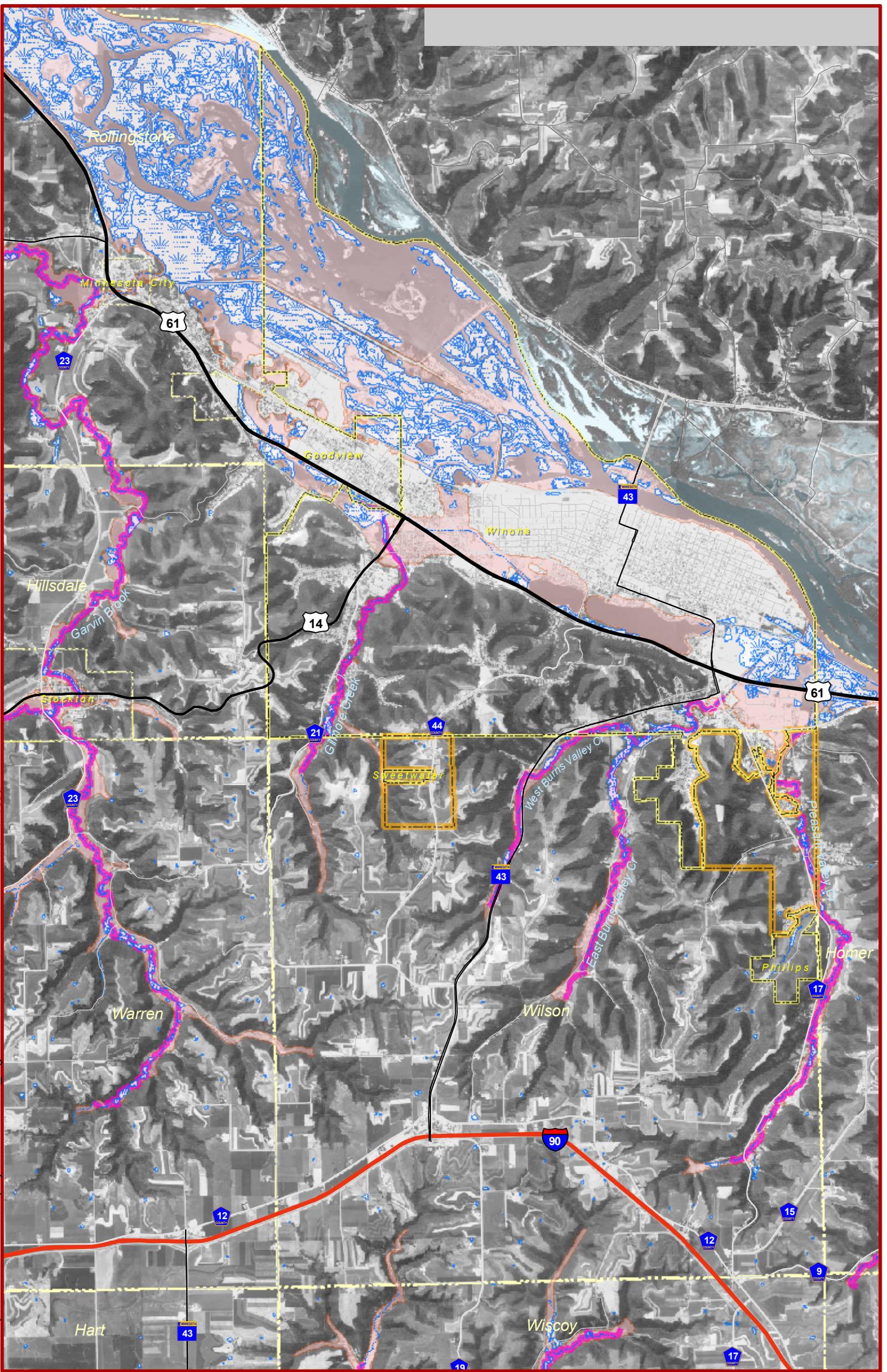
Winona and the surrounding region include a variety of these environments, extending upwards from river shoreline to blufftop prairie. The landscape and its resources have been influenced by natural and human disturbances to varying degrees. Agricultural practices from the 19th through early 20th centuries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

In spite of human disturbances, many native plant communities<sup>5</sup> have persisted on steep slopes and within protected river bottoms in Winona and surrounding townships. As shown in Figure 15, that these include various types of oak forests, floodplain forest, emergent marsh and dry prairie. Some of these plant communities have been identified by the Minnesota Department of Natural Resources through the Winona County Biological Study as being of particularly high quality, as shown in Figure 16.

---

<sup>5</sup> “ native plant community is a group of native plants that interact with each other and with their environment in ways not greatly altered by modern human activity or by introduced organisms. These groups of native plant species form recognizable units, such as oak savannas, pine forests, or marshes, that tend to repeat over space and time. Native plant communities are classified and described by considering vegetation, hydrology, landforms, soils, and natural disturbance regimes. Examples of natural disturbances include wildfires, severe droughts, windstorms, and floods.” <http://www.dnr.state.mn.us/npc/index.html>

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Data Sources: City of Winona, MnDOT, MnDNR

**Legend**

-  Designated Trout Stream
-  National Wetland Inventory
-  100yr Floodplain
-  Orderly Annexation

Figure 15

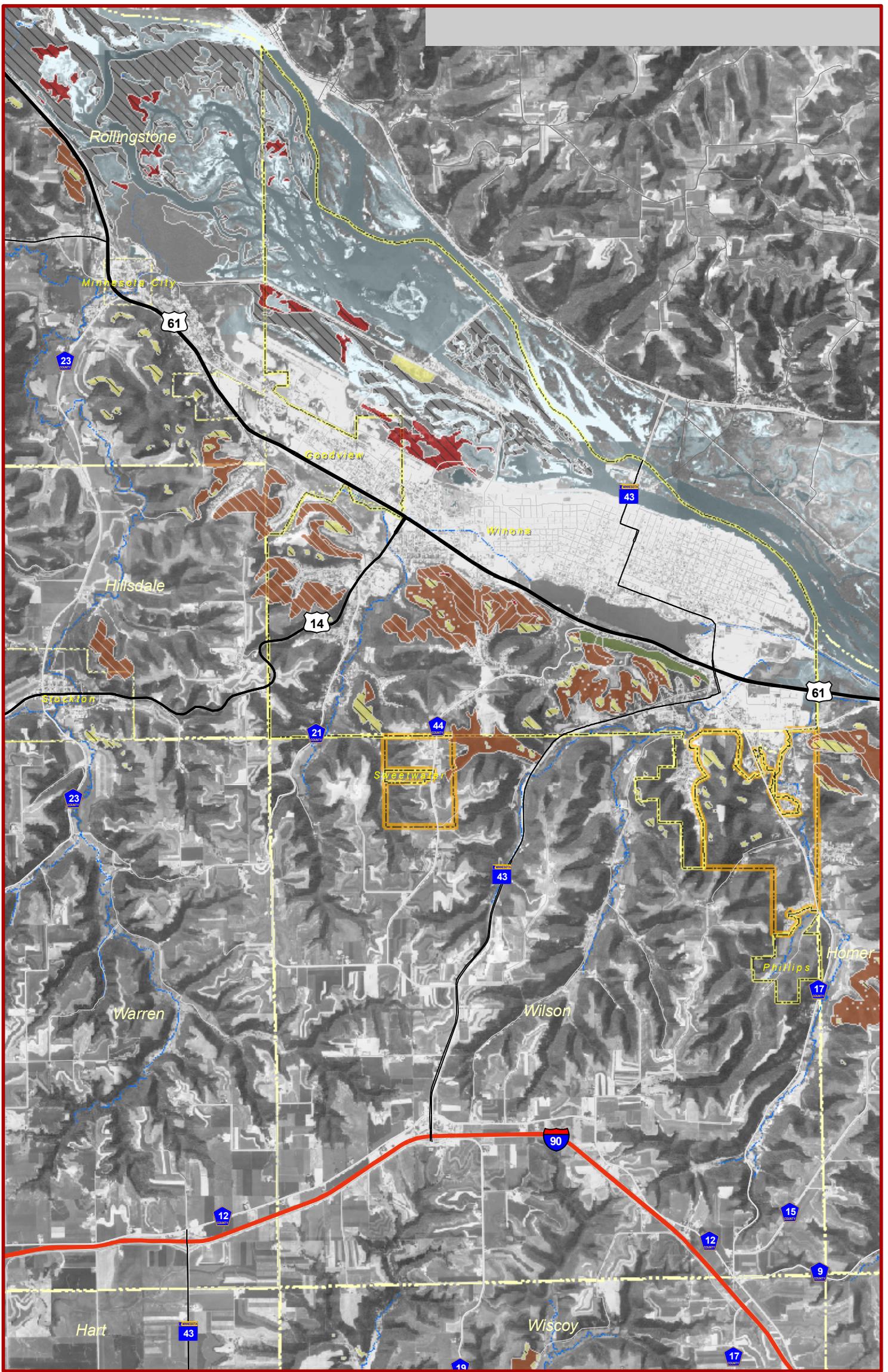
**Water Resources**

August 2007

 40 Acres

 Miles  
0 1





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**Legend**

- |  |   |  |   |
|--|---|--|---|
|  | OAK FOREST (SOUTHEAST) MESIC SUBTYPE          |  | DRY PRAIRIE (SOUTHEAST) SAND-GRAVEL SUBTYPE |
|  | OAK FOREST (SOUTHEAST) DRY SUBTYPE            |  | FLOODPLAIN FOREST                           |
|  | OAK FOREST (SOUTHEAST)                        |  | FLOODPLAIN FOREST SILVER MAPLE SUBTYPE      |
|  | MAPLE-BASSWOOD FOREST (SOUTHEAST)             |  | MIXED EMERGENT MARSH (PRAIRIE)              |
|  | OAK WOODLAND-BRUSHLAND (SOUTHEAST)            |  | DRY CLIFF (SOUTHEAST)                       |
|  | DRY PRAIRIE (SOUTHEAST) BEDROCK BLUFF SUBTYPE |  | Orderly Annexation                          |

Figure 16  
**Native Plant Communities**

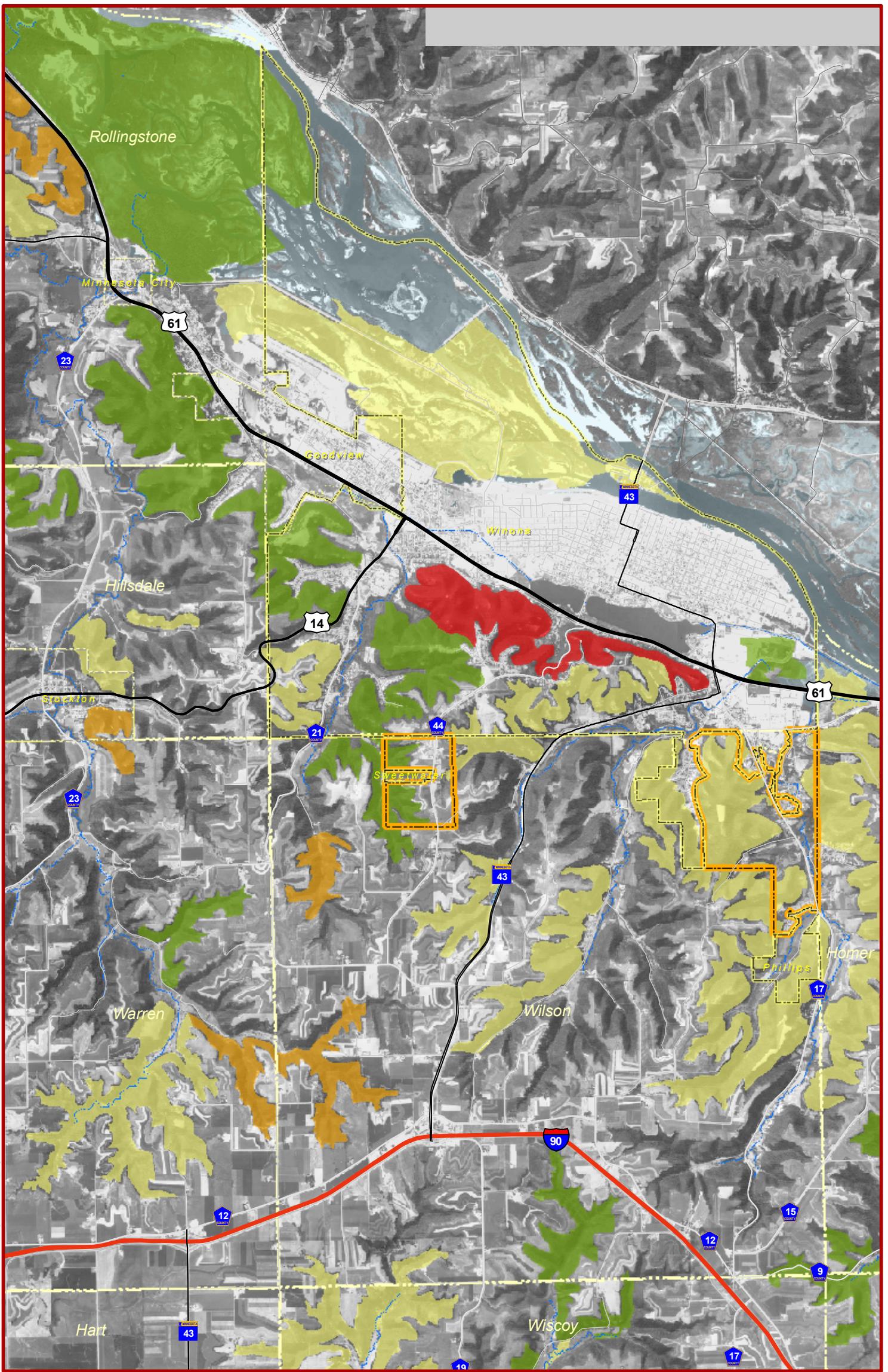
August 2007

40 Acres

0 1 Miles



Data Sources: City of Winona, MnDOT, MnDNR



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- Legend**
- Outstanding
  - High
  - Moderate
  - Other
  - Orderly Annexation



Data Sources: City of Winona, MnDOT, MnDNR

Figure 17

**Biodiversity Significance**

August 2007

40 Acres

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## 6. Transportation

### The Transportation System

Many of today's transportation issues and problems are rooted in past development decisions and City policies. Transportation is not an isolated planning component, but is directly related to land use decisions and other public policies. Thus, transportation should be considered with respect to all aspects of the planning process.

Regionally, the City of Winona serves as an important transportation hub, with several active rail lines, the Mississippi River port, and with Highways 14, 43 and 61, and the proximity of Interstate 90. This section outlines key characteristics of each of the existing transportation modes, including roads, freight, rail, river, and the airport. Previous documents that are relevant include the 1995 Comprehensive Plan, and the 2002 Winona Intermodal Study.

Winona connects to the region via US Highway 61, Minnesota Highways 43, and 14 and Interstate 90 (seven miles to the southeast via Highway 43). US Highway 61 is designated as the Great River Road, a historic and scenic byway of the Mississippi River, stretching nearly 3,000 miles and running through 10 states. The route serves as a major visitor attractor. Within the City the major routes include Sarnia Street, Huff Street, Broadway (6<sup>th</sup>) Street, Sanborn (8<sup>th</sup>) Street, Main Street, Olmstead Street, 2<sup>nd</sup> Street, Riverview Drive, Pelzer Street, Gilmore Avenue and Mankato Avenue.

Road jurisdiction is shown in Figure 18. Roads may fall under the jurisdiction of the State, City or County, regardless of where they are located. Those roads identified as Municipal State Aid routes or County State Aid Highways are eligible for state transportation funds.

Functional classifications of major roads and Average Daily Traffic (ADT) levels are shown in Figure 19. Functional classification is a federal system of classifying roads based upon the roles they play within the transportation network. (See sidebars for definitions of these classifications).

Issues identified during the planning process include: the need to improve traffic circulation and connectivity with activity centers and interest points within the City, a desire for more and brighter lighting, access management along major routes, improving the aesthetics of Highway 61 and addressing the spacing of economic activity along the corridor. Other issues highlighted included a need for better signage to provide wayfinding throughout the City, the need for a high-capacity route from Highway 61 to the river and examining the need for a loop around the City or an east-west arterial.

**Parking:** There are 16 municipal parking lots in the downtown area of the City of Winona, providing 867 parking stalls with 612 available for long-term day parking (up to 12 hours) and 255 available for shorter term day parking (up to 2-3 hours). Downtown parking supply and demand is the subject of much discussion and controversy, and both need to be re-evaluated in light of potential new uses in the downtown and riverfront.

**Road Freight:** The truck route system was modified after the 1995 Comprehensive Plan to improve access to industrial areas within the City and to address past issues regarding wayfinding. The time delays created by the rail

What are Functional Classifications? Federal regulations require that each state classify roadways in accordance with Federal Highway Administration criteria. Functional classification defines the role each road plays within the transportation network. The functional classification hierarchy consists of Freeways, Expressways, Principal Arterials, Minor Arterials, Collectors and Local Streets.

- **Freeway:** A limited-access highway with no traffic stops and with grade-separated interchanges at major thoroughfares. Intended for high volume, high speed traffic movement between cities and across a metropolitan area. Freeways are not intended to provide direct access to adjacent land. (I-90 is nearest freeway.)
- **Expressway:** A limited access highway with some grade crossings and signals at major intersections. Intended for high-volume, moderate to high speed traffic across the metropolitan area with minimal access to adjacent land.
- **Primary Arterial:** A street primarily intended to provide for high volume, moderate speed traffic between major activity centers. Access to abutting property is subordinate to major traffic movement and is subject to necessary control of entrances and exits.

crossings adversely impact travel time for road freight, providing a competitive disadvantage for them. Existing truck routes are shown in Figure 18

- **Minor Arterial:** A street that augments and feeds the Principal Arterial system and is intended for moderate volume, moderate speed traffic. Access to abutting property is partially controlled.
- **Collector:** A street that collects and distributes traffic to and from local and arterial streets. Collectors are intended for low to moderate volume, low speed, and short length trips while also providing access to abutting properties. At the time a collector street is platted, it may be designated as a residential or commercial/industrial collector, depending upon the predominant land use it will serve. A commercial/industrial collector must be constructed to higher standards in order to serve truck traffic.
- **Local:** A street for low volume, low speed, and short length trips to and from abutting properties. During the platting process a local street may be designated as an industrial, commercial, high-density residential, normal residential, or low volume residential street, depending upon the predominant land use it will serve.

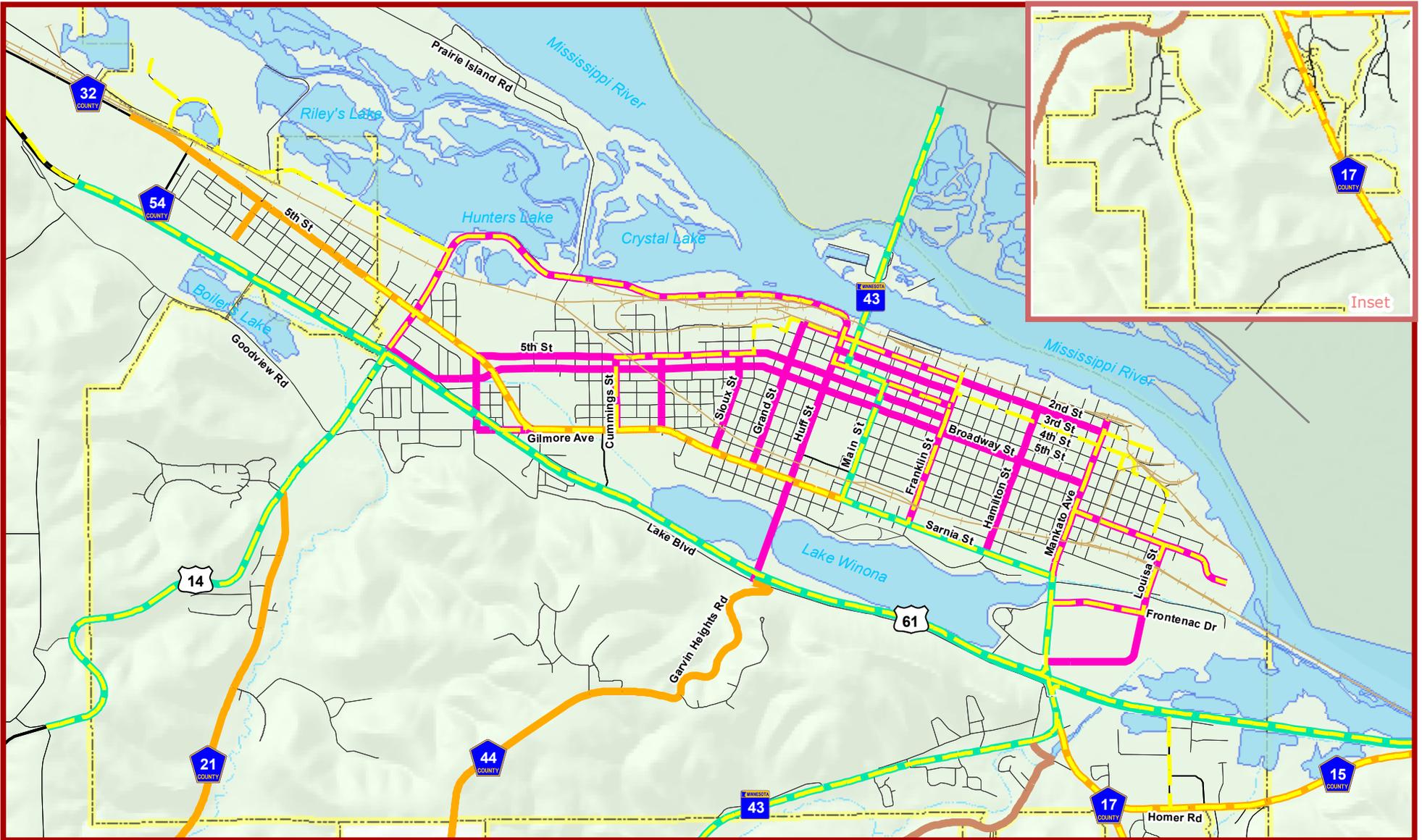
**Pedestrian and Bicycle Transportation:** The City of Winona and the City/County Bicycle Advisory Committee have developed a detailed bikeway route map identifying existing and planned facilities. There is a strong desire to create a more bike and pedestrian friendly environment, with walkability of the campus also being a desirable goal. There may be difficulties in crossing major routes, including Hwy 61 at Parks Avenue, Gilmore Avenue and Pelzer Street. Existing bike lanes have been identified as inadequate, since many are designed as dual-purpose parking-bike lanes without adequate clearance for bicycles. While many efforts have been expended to improving at grade rail crossing for pedestrian and bike users, concerns remain about these potential conflicts. Existing and planned bikeways and trails (as of 2006) are shown in Figure 20.

**Transit:** The Winona Transit Service was established in 1977 and serves the cities of Winona and Goodview. The program administration is conducted through the City Clerk's Office, and the operations are contracted through Yellow Cab of Winona, a private company. The City owns the vehicles but Yellow Cab provides all maintenance and repairs as well as dispatching and staffing. Four routes are offered on a Monday-Friday daytime schedule. The Transit Service utilizes handicapped accessible buses on each of the four routes. Additionally, the regular route buses will deviate up to ¼ of a mile off the route to provide curbside service. This can be requested during midday runs, 15 minutes prior to the time the bus would pass closest to the desired pick-up point. Transit routes are shown in Figure 21.

Transit issues identified include a desire to improve stops, a desire for improved maps, and an interest in a dial-a-ride system for those needing point-to-point transportation. Elderly ride services are offered and there may be some interest in seeing this expanded. There is additional interest in transit-oriented development, in which higher-intensity land uses are located in areas with high-frequency transit service.

**Airport:** The City-owned Winona Municipal Airport, also known as Max Conrad Field, serves passengers and cargo and is governed by MnDOT Aeronautics. The airport has two runways, one a 5,199-foot paved runway rated for both single and double-wheeled aircraft, the other a 2,553-foot paved runway rated for single-wheeled aircraft only. According to a 2000 MnDOT survey, the pavement is rated from "Good" to "Very Good" condition, requiring only routine maintenance. Landside facilities consist of an arrival/departure building dating from 1949 that is used for aviation testing and training; it also contains a pilot's lounge and weather information. The fixed based operator (FBO) for the airport occupies another building nearby. Two conventional and three T-hangars are used for aircraft storage. Cargo is handled at the airport, but there are no specific facilities to accommodate it. Parking for approximately 30 automobiles is provided. The 2002 *Airport Layout Plan Update* prepared by Mead & Hunt recommended future improvements, including building a new arrival/departure building, providing additional automobile parking, and additional hangar space. While there are no current plans to relocate the airport, constraints on extending the runway may call for future discussions on relocating the airport.

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See Inset Above



Map Location

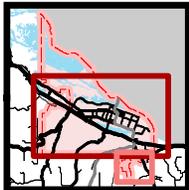


Figure 18

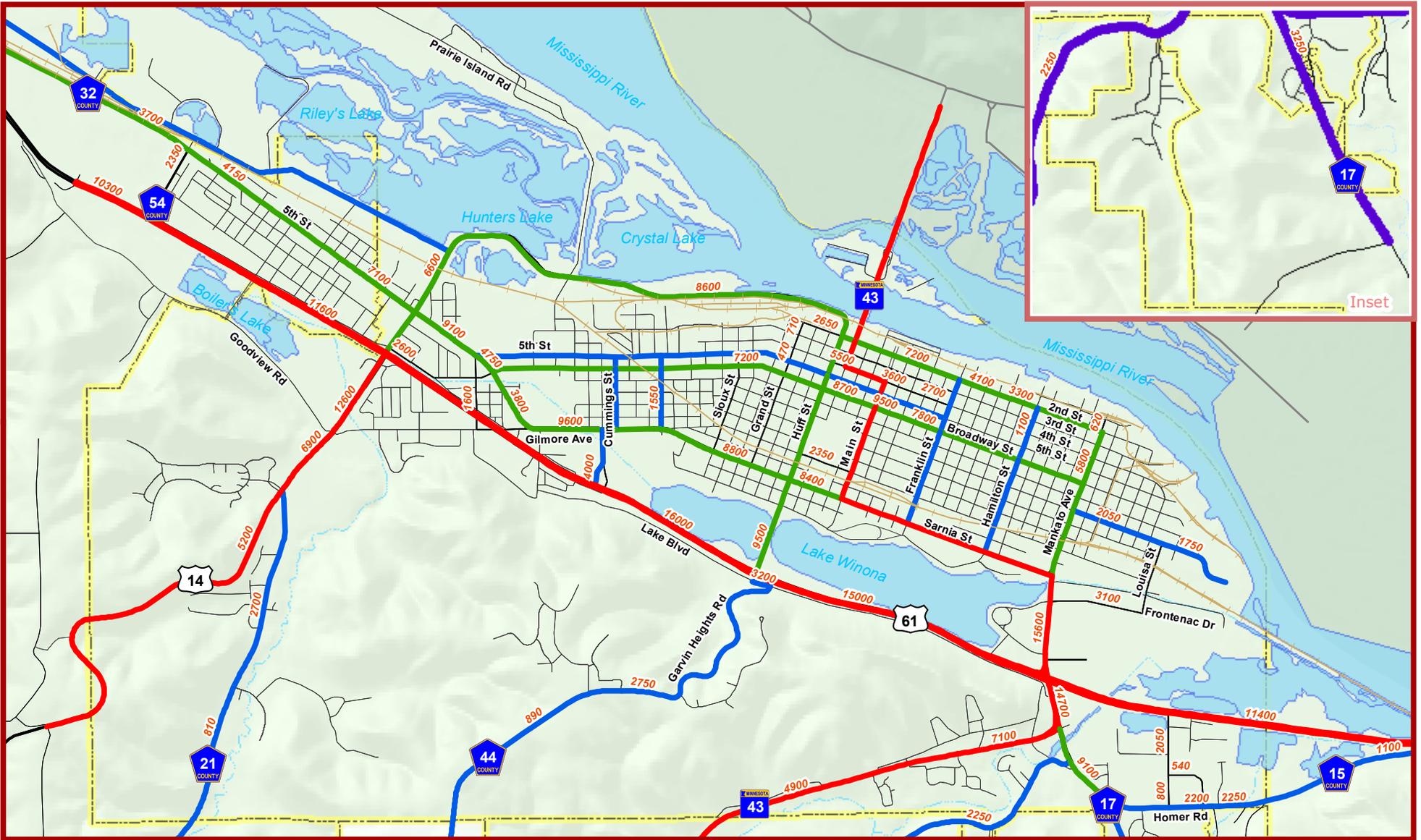
# Roadway Jurisdiction & Truck Routes

August 2007



Data Sources: City of Winona, MnDOT, ESRI, URS

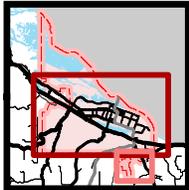
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Map Location



**Functional Classification**

- Major Arterial
- Minor Arterial
- Collector

Figure 19

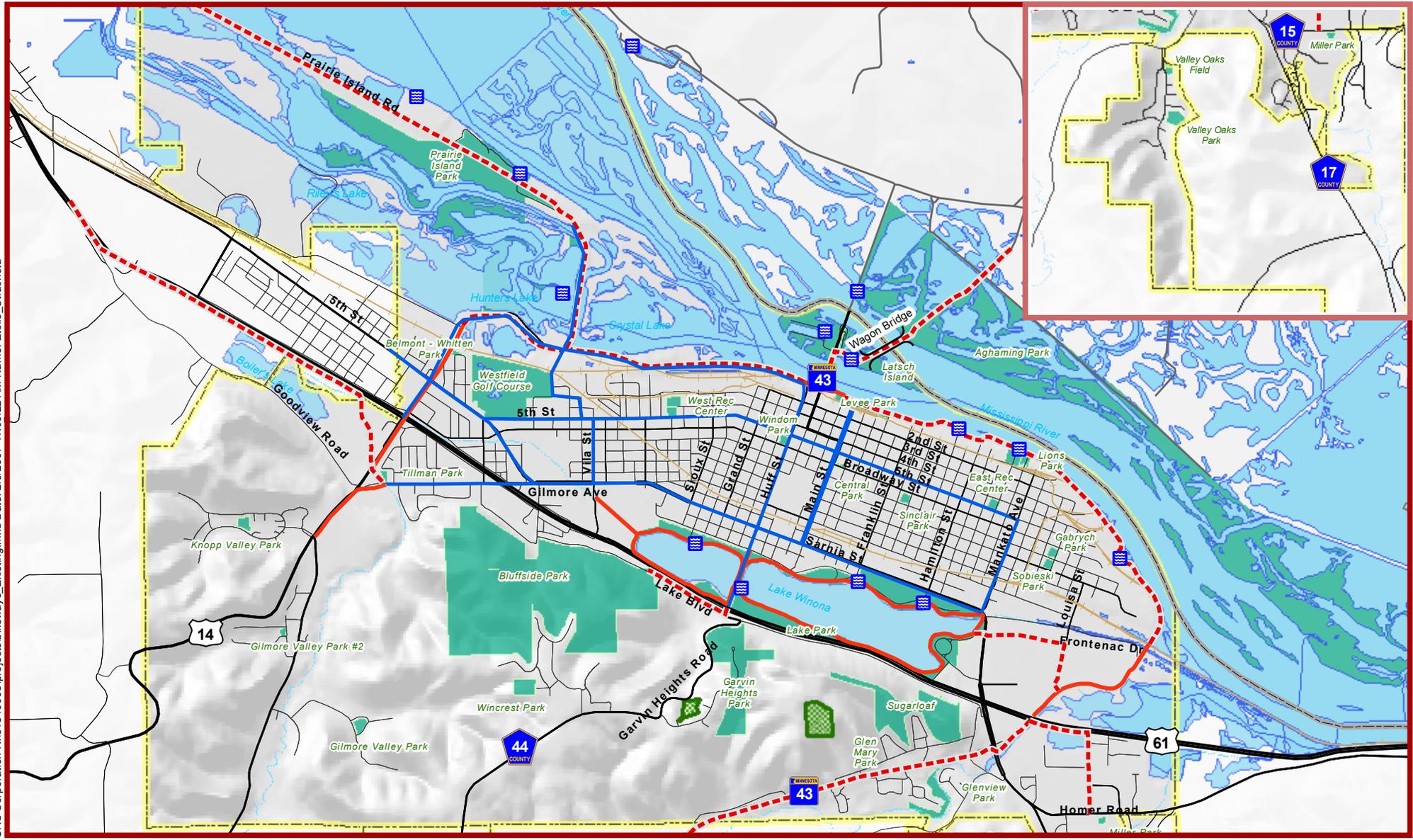
# Functional Classifications and Traffic Counts

August 2007

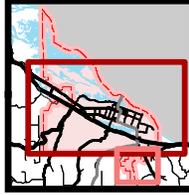


Data Sources: City of Winona, MnDOT- Traffic Counts 2003, ESRI, URS

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Map Location



**Legend**

- Water Access
- Park
- Undeveloped
- Type of Bikeway**
- Multi-Use Trail
- Proposed Multi-Use Trail
- Signed Bike Route

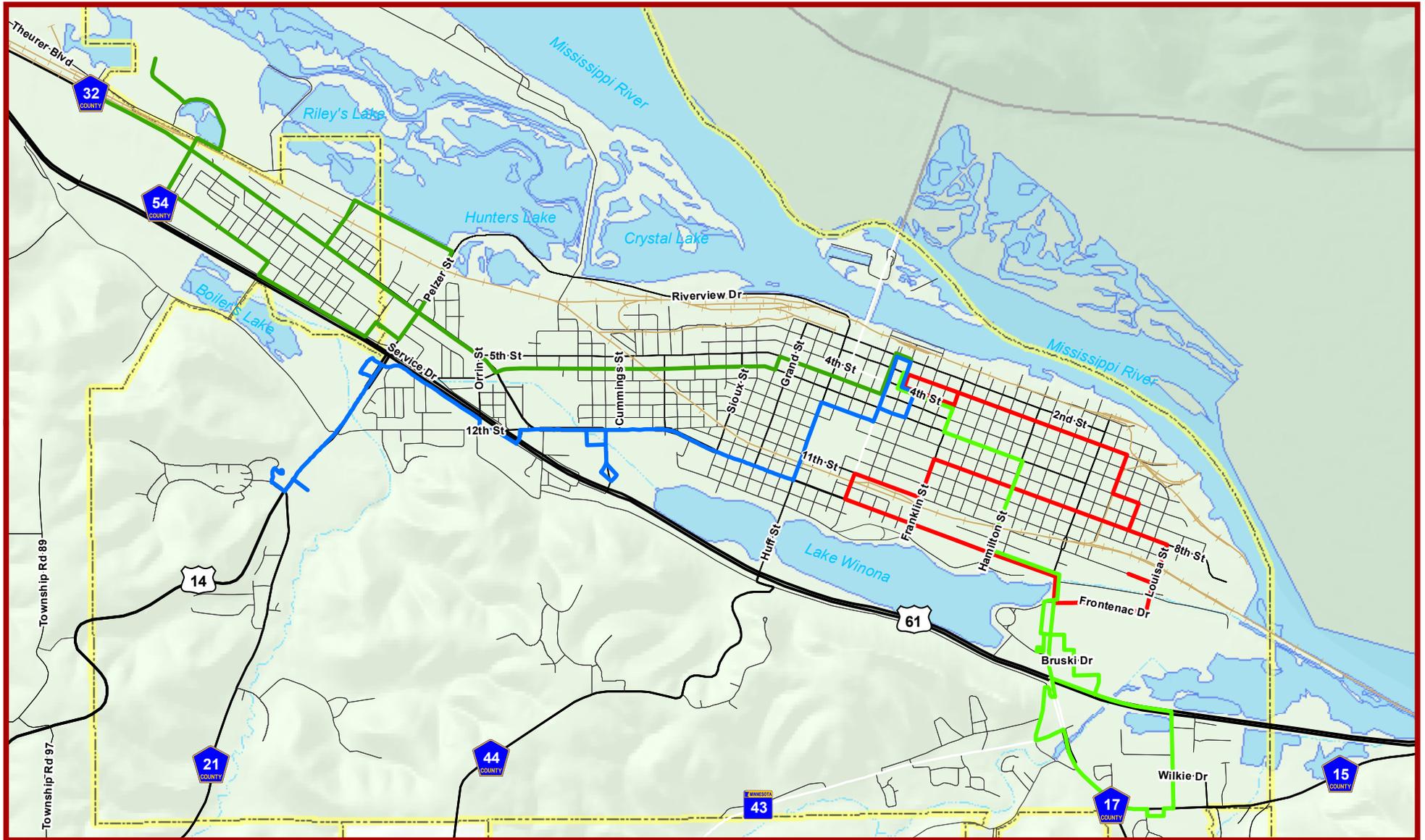
**Figure 20**  
**Existing and Planned**  
**Bikeways and Trails**

August 2007

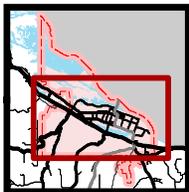


Data Sources: City of Winona





Map Location



**Legend**

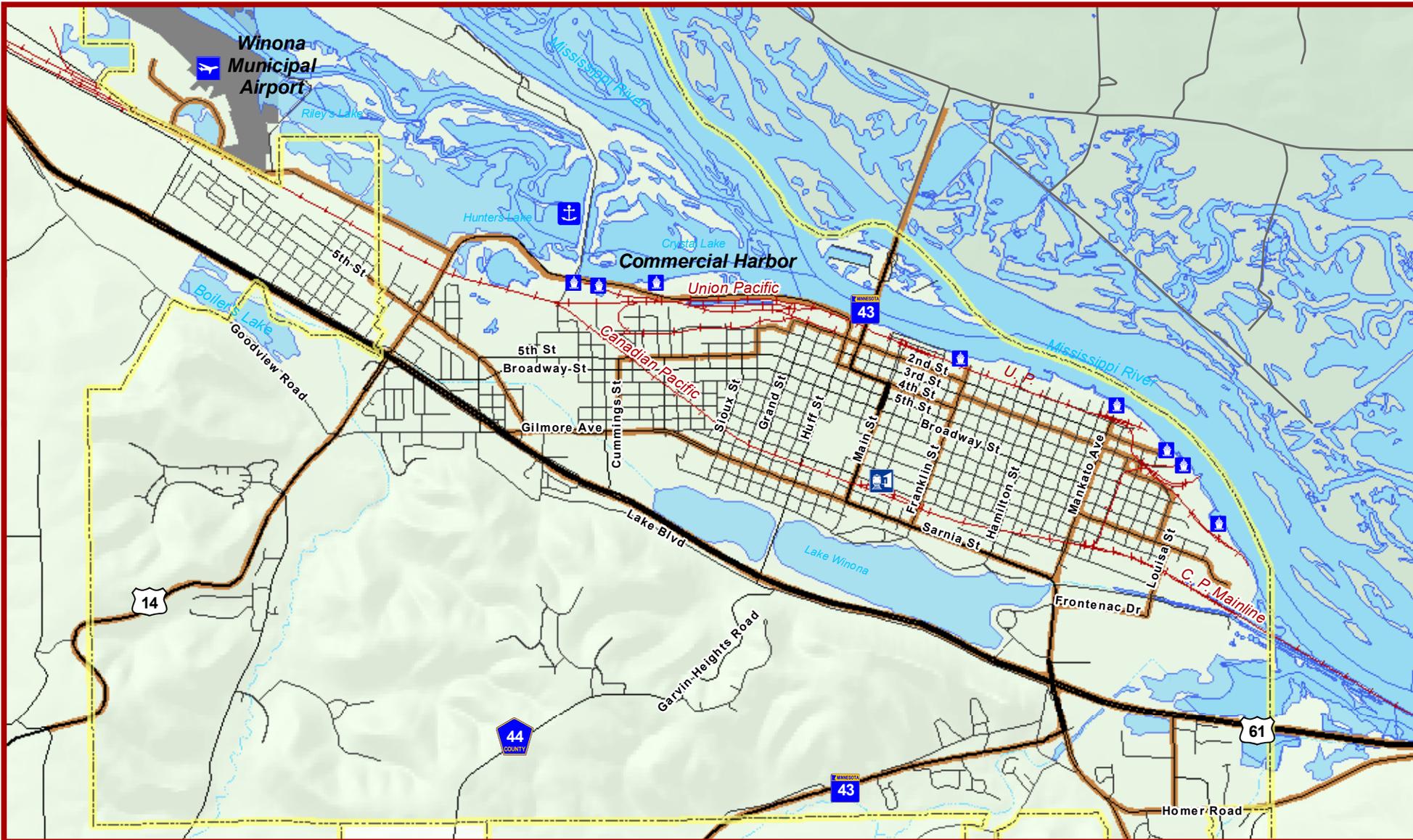
- Red Route
- Green East Route
- Green West Route
- Blue Route

Figure 21  
**Transit Routes**

August 2007



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Map Location

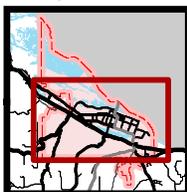


Figure 22  
**Intermodal  
 Transportation Facilities**

August 2007

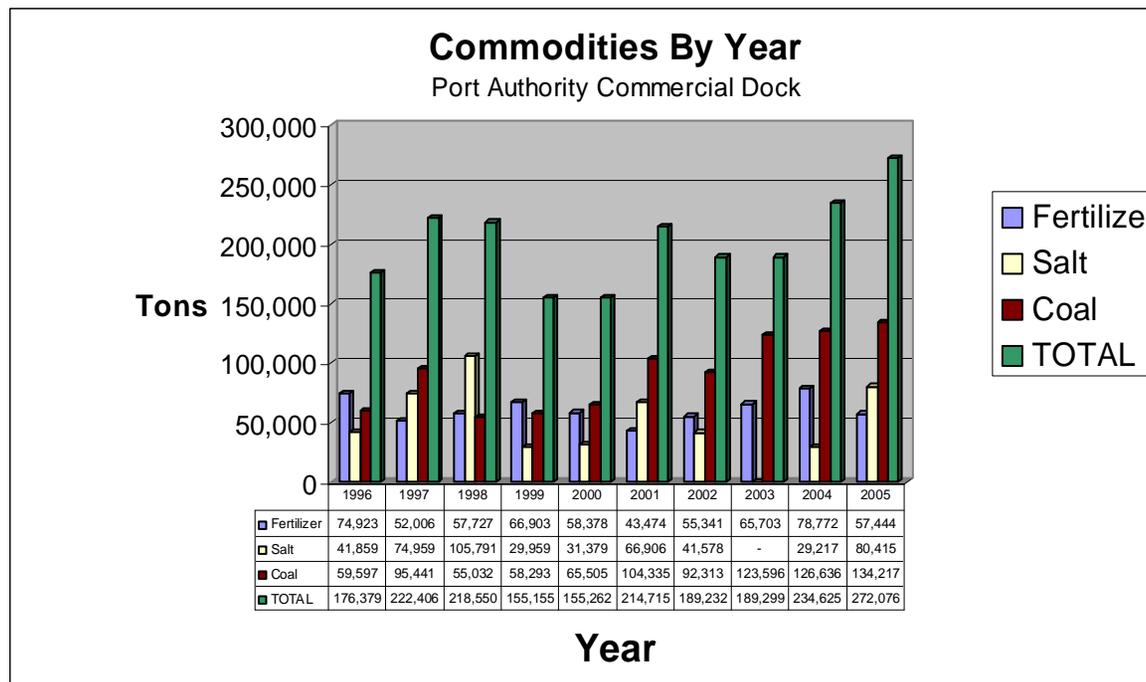


Data Sources: City of Winona, MnDOT, ESRI, URS

Rail: Conflicts between rail and both motorized and non-motorized vehicles and movements create congestion issues and safety concerns; in addition, proximity to housing creates livability issues. The *Winona Intermodal Study* identified a baseline of 30 trains per day in 2002, with a projection of 64 trains per day by 2020. The rail storage yard near Levee Park creates particular non-motorized access difficulties.

- Passenger – Amtrak serves Winona on the daily Empire Builder route from Chicago to Seattle/Portland, about three hours traveling from St Paul or almost six hours from Chicago. There is a desire for an intermodal facility that would allow smooth flow of passenger services from rail to all other modes, including bus services, taxi service, limousines and bicycles, etc.
- Freight The Canadian Pacific Railway (CPR), Union Pacific Railroad (UP), and Dakota, Minnesota & Eastern Railroad (DM&E) provide freight service to Winona. The major long-studied issue is the desire to move rail storage away from the Downtown/Levee Park area. The major freight lines and storage yards/tracks are shown in Figure 22, Intermodal Facilities.

Figure 23. Port Commodities by Year, 1996 - 2005



Port of Winona: The Mississippi River is an integral part of the character of Winona, historically and visually, and it also provides major commercial and recreational opportunities. The Port of Winona is the second largest commercial harbor in the state on the Mississippi River (after St Paul) and the third largest harbor in the state (after Savage), with seven port terminals serving the river. The Port Authority generates revenue as a result of commercial activity and is an important local landholder/developer. Major port facilities are shown in Figure 22. Port traffic fluctuates from year to year, but has recently been increasing, as shown in Figure 23.

Source: Winona Port Authority

## Proposed Transportation Improvements

The *Winona Intermodal Study* (June 2002) analyzed the efficiency of intermodal rail, truck and barge activity into the Port and through the city while identifying strategic transportation improvements that can work in concert with one another. One of the major issues identified in the study that is of particular relevance to the Comprehensive Plan is the problem of grade crossing conflicts, including travel delay and safety related to other vehicles and pedestrians.

The following goals were identified for the study:

- Relieve congestion and improve traffic flow into and through the City of Winona and the Port of Winona;
- Improve the quality of life for the citizens of Winona; and
- Improve safety for the traveling public.

Chapter Eight of the intermodal study discusses major issues. Of these, two sections are of particular interest: one highlighting access to the Port and one on the need for grade crossing improvements to reduce crash exposures.

Section 8.1 of the intermodal study discusses issues of land access to the Port. Port access is essential for both rail and commercial trucking, but is constrained by limited right-of-way along Riverview Drive and the levee. For truck traffic, railroad crossings cause frequent delays in travel through the City of Winona. Other major issues are the lack of a central off-site staging area for trucks along Riverview Drive and truck routing designations that may not adequately accommodate current and future trucking needs.

Section 8.4 of the intermodal study details the likely reduction in crash exposure due to proposed rail crossing improvements. These improvements include grade separations (overpasses or underpasses) and relocation of rail switching operations. Grade separations were proposed for Bundy Boulevard extended to the east side of the City, at Huff Street and at Pelzer Street on the west side of the City. Relocation of switching activities would eliminate the Wall Street track and switching at Levee Park.

The primary recommendations of the intermodal study included the following improvements. Some of these recommendations have been implemented, others are still in the planning stages, and others have been modified.

- **Levee Park Rail Yard Relocation:** Rail cars are stored and switched at Levee Park Yard, which is located directly south of Levee Park, a major recreational area and riverfront gateway. The removal of the rail storage yard will eliminate the physical and visual barrier between downtown Winona and the Mississippi River. The rail line, which serves the industrial users along the river will remain, while the storage area will be removed. This project eliminates switching operations for Bay State Milling at Walnut Street. Additional switching lines and storage tracks will need to be constructed east of Walnut Street to Laird Street. Grade crossings could be closed at Franklin, Kansas and/or Liberty streets. This project would significantly improve safety and access for park users, while allowing for redevelopment of the current rail storage yard property and would provide for future growth of rail traffic at riverfront industries.

- CP rail yard relocation and Amtrak Station improvements: CP maintains local offices and a rail yard adjacent to the Amtrak Station, where rail cars are stored and switched. Switching operations block the Main Street and Franklin Street crossings. This concept involves construction of five substitute tracks near Pelzer Street including a maintenance building and engine service track for the CP.

This project also removes the CP yard tracks and traffic at the Amtrak Station. This will eliminate switching over Main and Franklin streets. This concept, in conjunction with the Wall Street project, would remove the majority of all switching operations along the CP mainline, significantly reducing congestion. The project also allows for redevelopment of the property and potentially the future development of a multi-modal transit facility in the vicinity of the station.

- Wall Street track removal and switching track replacement: CP operates over the Wall Street track to access riverfront industries. The track is located within the street right-of-way for about 2,800 feet and intersects with seven cross streets and 30 driveways. Switching of cars from the main line to the Wall Street spur causes significant delays of vehicle traffic on Mankato Avenue. Removal of the Wall Street spur will eliminate most but not all switching conflicts on Mankato.
- Bundy Boulevard Extension: This project was replaced by the “Louisa Street Extension” discussed below.
- Proposed Roadway – Rail Crossing Enhancements. The CPR mainline operates over approximately 16 grade crossings within the city limits of Winona, effectively bisecting the City. There are currently as many as 26 train movements a day. Coupled with the projections within this study, future rail volume will certainly cause even greater delays to vehicular, pedestrian, bicycle, public transit and emergency vehicle traffic. Proposed grade separations and enhancing some crossings are designed to mitigate some of these effects. Recommended changes include a four lane Pelzer Street/Theurer Boulevard grade separation (overpass), now largely complete, a two lane overpass for Bundy Boulevard (see below under “Louisa Street Overpass”), and several underpasses to connect the Winona State University campus with its athletic fields. Since the intermodal study, some of these improvements have been completed and others modified.

#### Other Transportation Priorities

The City identified the following improvements in 2006, in addition to those listed above, as priorities for funding under a proposed local option sales tax. Although the tax was not approved by voters in November 2006, most projects continue to remain as priorities, as discussed in the Transportation Plan chapter of the Comprehensive Plan.

- Louisa Street extension: This project is designed to provide a second access to the East End of Winona. This new street will provide access to the Riverbend area including the commercial and industrial businesses. Traffic will have an alternative to Mankato Avenue. The entrance to Fleet Farm and the businesses south of Highway 61 will be closed and Louisa Street will have a better designed intersection at Highway 61. The intersection will be designed with a stop light option when traffic warrants the lights. An overpass would also

be constructed over the CP rail tracks. (This project replaces the original proposal for a Bundy Boulevard extension, given the presence of wetlands along the Bundy Boulevard alignment.)

- Louisa Street overpass: The Louisa Street overpass would be a two-lane rail overpass over the CP rail, connecting with the Louisa Street extension to Highway 61. The project would eliminate delays at grade crossings on the East End of Winona. Pedestrian and bicycle access would be built as part of the overpass. Truck access in the East End of Winona would be improved to the industries. Traffic levels may be reduced on Mankato Avenue.
- Sarnia Street extension into the Riverbend Industrial Park (connecting to Louisa Street): The intersection at Mankato Avenue and Sarnia Street is part of the Highway 43 corridor. It is not currently a fully-functioning intersection and needs to be redesigned to facilitate circulation from Mankato to Sarnia and from Sarnia into the Riverbend area. A newly-designed intersection allowing for full traffic turns would require extension of Sarnia on the east connecting with Frontenac Drive.
- Third Street extension to Prairie Island Road: The Third Street extension would connect Third Street from Prairie Island Road east to Gould Street near the City's Central Garage. This project has now been removed from the list of current transportation priorities in the Transportation Plan (Chapter \_ of the Comprehensive Plan).
- Highway 61 access improvements, Vila Street to Highway 14: The city of Winona and the Minnesota Department of Transportation have been working on design issues on Highway 61 between Vila and Pelzer streets. This would involve changes in the Junction and Orrin intersections at Highway 61. Final plans have not been decided upon, but possible scenarios are being reviewed by MnDOT. The city will participate with MnDOT in the final design of the improvements.
- Levee Bike and Pedestrian Trail: The City/County Bicycle Advisory Committee has been working for years to construct a bike and pedestrian trail along the riverfront. A number of easements have been agreed upon, leaving only a few areas yet to be obtained. Portions of the riverfront trail could be constructed including the underpass on Highway 61 to the Middle School. A long-term goal would be to provide connections to the Wisconsin trail system and the Root River trail along with connections throughout the city. (See discussion in the Riverfront section of this report)
- Pedestrian Underpasses: Pedestrian underpasses under the CP rail line were recommended to be constructed at Johnson and Winona streets, as well as a four-lane underpass at Huff Street (later dropped from the priorities list).

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## 7. Public Utilities

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

### Water System

Winona's water supply and distribution system was inventoried in the 1995 Comprehensive Plan and improvements to the system were recommended in the 2002 *Water Supply and Distribution Plan* prepared by Bonestroo, Rosene & Anderlik Associates. Background information from the 1995 Comprehensive Plan and findings of the 2002 plan are summarized in this section.

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

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

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

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

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

The existing water distribution system began in 1882, and consists of over 100 miles of water main. The system is divided into six service areas. The Lower Service Area encompasses the majority of the City. Four service areas on high ground – Knopp Valley, Valley Oaks, Sugar Loaf and Treetops – are served by booster stations, pumps and reservoirs, while the Wincrest service area operates independently.

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

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

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

Many of these improvements have been accomplished as of 2007.

The long-term water system plan includes extension of water service to a new Wilson Service Area that would extend south on County Road 44 and Highway 43 to I-90. These improvements would be phased in contingent on future urban expansion and population growth. Note that the “ultimate” system plan is designed to serve a future population of 52,000, or almost double the City’s current population. The medium-term projection in the plan indicates a population of 29,325 in 2020. Note that these figures are considerably higher than the projections provided by the State Demographer, of 29,134 by 2030.

### Sanitary Sewer System

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

Like the water system, the City’s sewer system was studied in 2002, in the *Sanitary Sewer System Study* prepared by Bonestroo, Rosene & Anderlik Associates. The study focused on expansion areas, rather than the existing system. These areas, all south of Highway 61, are currently divided into six major sanitary sewer districts, each defining the limits of service for a separate trunk system: Gilmore Valley, Wilson, Wincrest, West Burns Valley, East Burns Valley, and Pleasant Valley. Like the water plan, the sewer study envisions an ultimate service area extending beyond the current limits of development within each service area and ultimately extending along Highway 43 to I-90

### Storm Sewers and Flood Control

The storm sewer systems serving the main part of the City are considered adequate. The Phase II Mississippi River Flood Control Project, completed in 1985, protected the City from river flooding with eleven miles of permanent dikes and six storm sewer pumping stations. A U.S. Army Corps of Engineers project in the mid-1990s routed Gilmore Creek into Boller’s Lake and added dikes for 100-year flood protection, thus removing much of the City’s west end from the flood plain. Areas along Burns Creek above Homer Road and the area between Homer Road and Highway 61 remain in the flood plain. While most of the City is protected, issues remain regarding the potential for severe flooding in the stream valleys south of Highway 61. Another issue identified in the 1995 Comprehensive Plan that remains unresolved is that of the discharge of storm sewers into Lake Winona and resulting impacts on water quality. Improved management of stormwater to minimize environmental impacts is discussed in the Comprehensive Plan under the topic of Environment and Energy.

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## Appendix: Summary of Visual Preference Survey and Visioning Workshop

This appendix summarizes the results of a Visual Preference Survey and a visioning exercise that were conducted at a community workshop in May 2006. Approximately 60 people participated in the survey and discussions.

A Visual Preference Survey (VPS) is a method for assessing community preferences regarding the form and appearance of buildings, landscape and streetscape elements. The VPS has become a widely used tool for helping community representatives and the general public become familiar with the role of design in creating the urban and suburban environment. Another important function of a VPS is to make participants more aware of the design of the environments where they live, work and travel, and how design features influence the perceived attractiveness or comfort level of these environments. This awareness can help citizens evaluate development proposals or proposed public improvements.

Participants at the workshop were asked to look at a series of 50 images, and rate them from lowest to highest in terms of their own preferences, using a scale of 1 (lowest) to 5 (highest). Images were divided into the following categories:

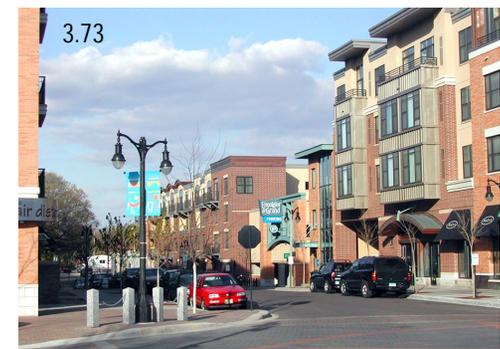
- Mixed Use Development
- Commercial and Industrial Development
- Medium and High-Density Housing
- Waterfronts
- Parking
- Signs

The survey focuses on the image and appearance rather than the location or quantity of each land use type. However, these issues often came up in comments by participants, as discussed below.

### Mixed Use Category

Scores in this category were highest scores overall; only one slide ranked below a "2." The median score of 3.03 shows that this development type is well-received. One general comment was that whole category looked too much alike. Building style and height were significant factors – some buildings were stylistically inconsistent or disjointed. The tallest (6-story building) was controversial. Others appeared overly massive.

- Top-rated building – comments favored the angled parking and the historic character of the building "unique architecture," "charming, quaint"





- Excelsior & Grand (St. Louis Park) image – detailing and streetscape produces high score, somewhat controversial – comments “visually dynamic” “best – lights, bollards, balconies”; some liked the traditional style, others found it too modern.
- The lowest score went to a 4-story building with significant parking in front – but parking in front of the building can also be acceptable if limited in size; witness the high score of the Golden Valley example at left (1-2 rows of parking).

Commercial/Industrial

Scores in this category were generally lower; with a median of 2.58. The highest score (3.53) went to a 1.5 story brick retail building, with positive comments on its arch design and clock tower, while the second-highest ranking went to a second 1.5 story retail building with a pitched roof. A two-story masonry office received a high score but was controversial due to its “flat” appearing façade. The lowest scores went to buildings with large expanses of parking and older 1-story industrial buildings.



Medium & High-Density Housing

Overall scores in this category were very high; 8 of the 10 scored above '3'. The highest scores went to buildings of both brick and wood-type siding, with ample landscaping and perceived high-quality materials. Townhouses, twins, and other two/three story buildings received higher scores than taller buildings. Low scores went to townhouses with prominent garage doors (these were also quite controversial); facades without detailing, and other buildings that appeared monolithic.

Waterfronts

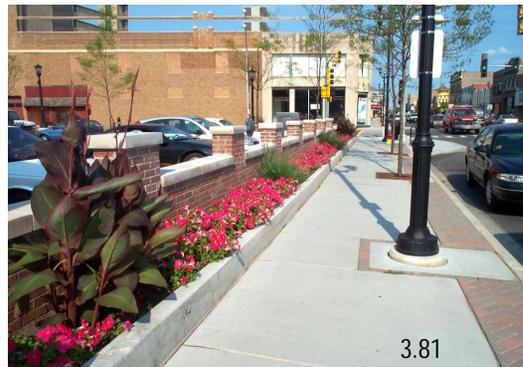
This category received very high scores, without much spread from highest to lowest. (Most examples were of recreational waterfronts.) Activities – bike path, playground – received the highest scores.

- Activity and access are good; riprap shoreline and lack of landscaping are noted in some areas.
- Residential construction site (the only development activity shown) received the lowest score and was also controversial, although people recognize a need for waterfront housing.
- Industrial-commercial riverfront image also scored low – some complimented re-use of older buildings; others found it dull.
- General comments – participants recognized that this was a limited range of waterfronts; need commercial and industrial examples, as well as completely natural shoreline. “Winona needs a permanent concert venue.”



Parking

This category received high scores – 8 out of 9 scored above 3. Both surface lots and structures scored high, in each case the deciding factor appears to be the extent of landscaping – both semi-tropical and temperate. There was a preference for solid stone walls rather than fences, and for seasonal color (flowering plants). Parking structures with liner buildings and unobtrusive entrances also scored high. The tallest parking structure was the most controversial





### Signs

This category received the lowest scores overall and was most controversial. The highest-scoring sign image included a corner monument sign and coordinated wall signage, designed at a pedestrian scale and coordinated with one another and the building facade.

- Small storefront signs were controversial because of their unobtrusiveness.
- Large Wal-Mart monument sign was controversial because of size, massiveness, possibly its suburban quality.
- Large pole signs, large wall signs, and portable signs all scored low.



General comments: Some participants noted a lack of diversity of images – i.e., many of the images in each category looked very similar. It was clear to participants that landscaping makes a big difference in perceptions. In general, there was a high level of consistency in responses, with relatively few controversial images. Results showed some acceptance of moderate densities (housing and mixed-use buildings; structured parking) where some communities react negatively to density. Finally, there was a distinct preference for ‘authentic’ buildings – those with traditional materials and detailing – compared to newer buildings that use a variety of styles or more pre-fabricated materials.

Visioning Exercise.

The workshop also included a small group visioning exercise that was used to develop the Vision Statement for the Comprehensive Plan. This exercise used four images of Winona, each of which drew a wide range of positive and negative responses. In response to each image, participants were asked to identify features or characteristics of Winona that should be protected or preserved and features or characteristics that should be changed. Each small group reviewed and prioritized their responses in order to develop a series of general themes. The results are summarized below.

"Preserve"	"Change"
<p>1. Suburban Housing Image</p> <ul style="list-style-type: none"> <li>● Preserve blufflands – skyline view – open spaces</li> <li>● Preserve green space and trees</li> <li>● Natural environment, woods/water ecosystems</li> <li>● Lots for building / large lots</li> <li>● Attractive housing and green space</li> <li>● Variety of trees</li> <li>● Good landscape design</li> <li>● New housing development</li> <li>● Housing options – landscaping, large lot size</li> <li>● Bluff-friendly development</li> </ul> <p><b>Themes</b></p> <ul style="list-style-type: none"> <li>● <i>Protect bluffs, hillsides, green space and ridgelines</i></li> <li>● <i>Utilize space well</i></li> <li>● <i>Water drainage (stormwater runoff)</i></li> </ul>	<ul style="list-style-type: none"> <li>● Control urban sprawl, waste of land</li> <li>● Discourage/slow pace of development in valleys</li> <li>● Stop bluff-line and ridgeline building</li> <li>● Water runoff options – lack of curb &amp; gutter</li> <li>● Move houses closer together; off the hill</li> <li>● Add affordable/mixed housing</li> <li>● Add cluster housing, shared green space</li> <li>● Stronger zoning for fragile land</li> <li>● Parking issues – street too wide</li> <li>● Lack of sidewalks, bike lanes</li> <li>● Waste of space – not well utilized</li> <li>● Less mowed lawn</li> <li>● Add trees</li> <li>● More boulevard appeal</li> <li>● Lot size too large / impervious surface</li> <li>● Homogeneous buildings – improve architecture</li> </ul>



"Preserve"	"Change"
	<ul style="list-style-type: none"> <li>• "McMansions"</li> <li>• No garagescape</li> </ul> <p><i>Themes</i></p> <ul style="list-style-type: none"> <li>• <i>Higher-density housing (preferred)</i></li> <li>• <i>Management of stormwater runoff</i></li> <li>• <i>Better utilization of space, more efficient land use</i></li> <li>• <i>Where and how we build</i></li> <li>• <i>Move toward sustainable design</i></li> <li>• <i>Resource protection</i></li> <li>• <i>Tension between need for housing and lack of buildable land</i></li> <li>• <i>More bike and pedestrian options</i></li> </ul>
<p><b>2. Freight Train Image</b></p> <ul style="list-style-type: none"> <li>• Protect river-related businesses</li> <li>• Preserve economic base</li> <li>• Industry and jobs, business activity</li> <li>• Inexpensive commercial transport</li> <li>• Rail system; freight – less reliance on trucks</li> <li>• Preserve rail service for dependent businesses</li> <li>• Intermodal transport (rail/water) – regional businesses</li> <li>• Rail-dependent commercial uses</li> <li>• River view, natural scenery</li> </ul> <p><i>Themes</i></p> <ul style="list-style-type: none"> <li>• <i>Industry/transportation options</i></li> <li>• <i>Jobs, industry, intermodal transport</i></li> <li>• <i>Protect business and natural setting</i></li> </ul>	<ul style="list-style-type: none"> <li>• Conflict between rail traffic and city activities</li> <li>• Very few places to cross tracks (over/under)</li> <li>• Needs better aesthetics and signage – too much pavement</li> <li>• Better signs and wider RR crossing</li> <li>• Prevent disarray</li> <li>• Trains need to be relocated –tracks out of downtown/ move to edge of town</li> <li>• Move storage tracks</li> <li>• Fewer coal trains</li> <li>• Greater visual appeal, river views</li> <li>• Needs green space</li> <li>• Power lines underground</li> <li>• Change negative attitudes toward rail system</li> <li>• Move tracks/heavy industry off river wherever possible – replace with parks and housing</li> <li>• Keep only truly water-dependent industry on</li> </ul>



"Preserve"	"Change"
	<p>river</p> <ul style="list-style-type: none"> <li>• Improve quality and condition of roads</li> <li>• Change access to business district – ped-friendly design</li> </ul> <p><b>Themes</b></p> <ul style="list-style-type: none"> <li>• <i>Improve aesthetics and landscaping</i></li> <li>• <i>Upkeep</i></li> <li>• <i>Safety</i></li> <li>• <i>Balance river access and industry</i></li> <li>• <i>Railroad location and appearance</i></li> <li>• <i>Improve interface of rail, auto, truck, pedestrian and bike transportation</i></li> </ul>
3. Downtown Street Image	
<ul style="list-style-type: none"> <li>• Preserve solid historic buildings</li> <li>• Protect historic buildings/architecture</li> <li>• Historically and architecturally significant buildings</li> <li>• Maintain a traditional street</li> <li>• Mix of uses and continuity of buildings</li> <li>• Preserve building tops</li> <li>• Attractive building fronts, street lights</li> <li>• Keep foliage and storefront shade (awnings); Protect trees</li> <li>• On-street parking without meters</li> <li>• Skyline</li> <li>• Small business encouragement</li> <li>• Banking and business services</li> <li>• Upper story apartments to encourage increased population</li> </ul>	<ul style="list-style-type: none"> <li>• Streetscape – more space for trees to grow – flowerpots, planters</li> <li>• Parking plan to include bicycles, etc.</li> <li>• More people/customers</li> <li>• Education on parking ordinance – change the system</li> <li>• Clean sidewalks (shoveled in winter)</li> <li>• Get rid of porn shop</li> <li>• Remove low-income housing upstairs</li> <li>• Remove some modern facades</li> <li>• Improve appearance of ground floor facades</li> <li>• Improve rear facades</li> <li>• Improve rundown buildings</li> <li>• Uniform signage and lighting</li> <li>• Coordinate awnings with signs above shops; add color</li> <li>• Better maintenance, utilization of buildings</li> </ul>



"Preserve"	"Change"
<p><b>Themes</b></p> <ul style="list-style-type: none"> <li>• <i>Historic preservation and common sense</i></li> <li>• <i>History and architecture, preservation and continuity</i></li> <li>• <i>Preserve and enhance downtown aesthetics</i></li> <li>• <i>Busier pedestrian environment</i></li> <li>• <i>Small businesses encouraged</i></li> </ul>	<ul style="list-style-type: none"> <li>• More mixed use – broaden mix of uses;               <ul style="list-style-type: none"> <li>○ add offices (i.e. large corporate offices)</li> <li>○ broader retail mix – daily needs</li> <li>○ More cafes, restaurants, outdoor seating</li> <li>○ Bookstores</li> </ul> </li> <li>• Improve retail identity</li> <li>• Encourage first floor commercial use</li> <li>• Plan for and promote small businesses</li> <li>• Add parking ramp</li> <li>• Reconfigure parking layout</li> <li>• Calm traffic flow (one-way?)</li> <li>• Wide street, narrow sidewalk</li> <li>• Facilitate transit access (i.e. buses at bar closing times)</li> <li>• Restore appearance to 19th century character</li> <li>• Pay attention to look of entire downtown – not just historic</li> </ul> <p><b>Themes</b></p> <ul style="list-style-type: none"> <li>• <i>Activity and appearance – buildings and streetscape</i></li> <li>• <i>Population growth</i></li> <li>• <i>Foliage and green space</i></li> <li>• <i>Parking plan</i></li> <li>• <i>Cleanliness &amp; upkeep</i></li> <li>• <i>Uniformity, attractiveness</i></li> <li>• <i>Building use</i></li> <li>• <i>Retail identity</i></li> <li>• <i>Integrate arts &amp; entertainment</i></li> <li>• <i>Design changes for street flow, parking and buildings</i></li> </ul>

"Preserve"	"Change"
<p><b>4) River Shipping Image</b></p> <ul style="list-style-type: none"> <li>• Heritage as river port</li> <li>• River-related commercial activity, shipping</li> <li>• Cheap transportation</li> <li>• Port economy and jobs</li> <li>• Working waterfront                             <ul style="list-style-type: none"> <li>• Multi-purpose functions – economic, tourism, recreational</li> <li>• Open space and river access</li> <li>• Public/civic use of riverfront</li> <li>• Protect view corridors to river</li> <li>• Preserve docking</li> <li>• Levee/walking path on riverfront</li> <li>• Aghaming Park</li> <li>• Boathouse community</li> <li>• River environment, natural riverfront                                     <ul style="list-style-type: none"> <li>○ Water quality</li> <li>○ Wetlands, backwaters, wildlife</li> <li>○ Islands</li> <li>○ Bluffs, wild character</li> </ul> </li> <li>• Open water</li> <li>• Access for boats as well as from land</li> <li>• Protect no-wake zone area</li> <li>• Protect shoreline from damage</li> <li>• Maintain flood control</li> </ul> </li> </ul> <p><b>Themes</b></p> <ul style="list-style-type: none"> <li>• <i>Public access – from land and water</i></li> <li>• <i>Commercial transportation function</i></li> <li>• <i>Protect multi-functional character and environmental quality</i></li> </ul>	<ul style="list-style-type: none"> <li>• River runoff</li> <li>• Supervision of water traffic</li> <li>• Low cost directional lighting</li> <li>• Change ugly concrete – add color to floodwall</li> <li>• Soften image of dike</li> <li>• Make river access more attractive, friendly and inviting</li> <li>• Improve pedestrian safety</li> <li>• Encourage more use of levee</li> <li>• Levee needs to be redesigned &amp; landscaped</li> <li>• Redesign all river access</li> <li>• Connect bike path to river</li> <li>• Treat Levee Park as gateway</li> <li>• Levee Park too small</li> <li>• Add mixed use, housing</li> <li>• More amenities near water – benches, bike facilities</li> <li>• Livelier, more activity</li> <li>• Outdoor concert venue</li> <li>• Plants, color, management</li> <li>• Capture more recreational river traffic</li> <li>• More docking/transfer points</li> <li>• Expand port</li> <li>• Dump the Wilkie</li> <li>• Wake zone enforcement</li> <li>• Change behavior of some river users (litter, discourteous behavior)</li> </ul> <p><b>Themes</b></p> <ul style="list-style-type: none"> <li>• <i>Draw people to riverfront</i></li> </ul>



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