



Land Use & Development

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

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

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

Goals, Objectives, and Strategies

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

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

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

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- 1.2.3. Examine the potential for non-residential development adjacent to [municipal utilities](#) in nearby communities, such as Goodview and Minnesota City, [which increase the number of local jobs, with the consideration that](#) [While the jobs would be located, people may work](#) in these cities, [these employees would have the potential](#) ~~but~~for choosing to live in Winona.

Goal 2. [More Flexible Residential Development Regulations](#)

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

Goal 3. [Edge Growth Through Efficient Use of Land and Public Utilities](#)

- 3.1. Examine edge areas adjacent to existing public utilities for suitability and capacity for residential, commercial, and industrial development.
 - 3.1.1. Prioritize and phase new development in proximity to existing public utilities.
- 3.2. Facilitate contiguous and phased development of new residential neighborhoods.



- 3.2.1. ~~Examine-Evaluate~~ the Bluffland Protection Overlay District, ~~including comparison with other cities' bluffland protection regulations, pertaining to slopes, setbacks, and related elements in for~~ bluffland areas outside of the Mississippi River Valley viewshed ~~to evaluate whether for~~ any ~~of the~~ standards ~~that may beare~~ overly restrictive to development ~~while recognizing the import still achieving prioritizing the environmental considerations which informed development of the ordinance.-~~
 - 3.2.2. Allow bluffland areas with public trails to satisfy parkland dedication requirements. ~~Such Public~~ trails must meet bluffland requirements for construction.
 - 3.2.3. Examine new technology for handling stormwater and waste water to facilitate development while considering potential environmental effects.
 - 3.2.4. Examine options for assessment of utility connection fees to reduce upfront costs to developers.
- 3.3. Determine ~~trunk mains~~ sanitary sewer and water system extensions based on a study of operational and fiscal impacts to City of Winona. ~~The sStudy shall-should~~ include, but not be limited to, the following:
 - The ~~costs of extension construction~~ and long-term maintenance costs of utility extensions.
 - Impacts to the costs and level of service for police, fire, emergency response, and the transportation system.
 - Economic impacts to local jurisdictions for development of new land.
 - 3.4. Determine ~~trunk mains~~ sanitary sewer and water system extensions based on a study of the proposed land for future development. ~~The sStudy shall-should~~ include, but not be limited to, the following:
 - Impacts to prime agricultural land.
 - Impacts of new development to sensitive natural resources.
 - Potential limitations to development of new land such as Karst topography, soils, and depth to bedrock.

Goal 4. Neighborhood Character Preservation with Infill Development and Redevelopment

- 4.1. Provide ~~transitions-buffers~~ between disparate land use designations.
 - 4.1.1. Enact appropriate zoning regulations to provide for a buffer between uses of different intensities.
 - 4.1.2. Identify clear and predictable zoning standards ~~Allow for~~ new development or the addition of new housing units ~~as "permitted with standards" in the zoning code.~~



~~To help maintain neighborhood character while accommodating change, establish development standards to permit uses by right~~ rather than requiring a variance.

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

Goal 5. Complete Neighborhoods

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

Commented [JM2]: Add callout box with list of potential housing types



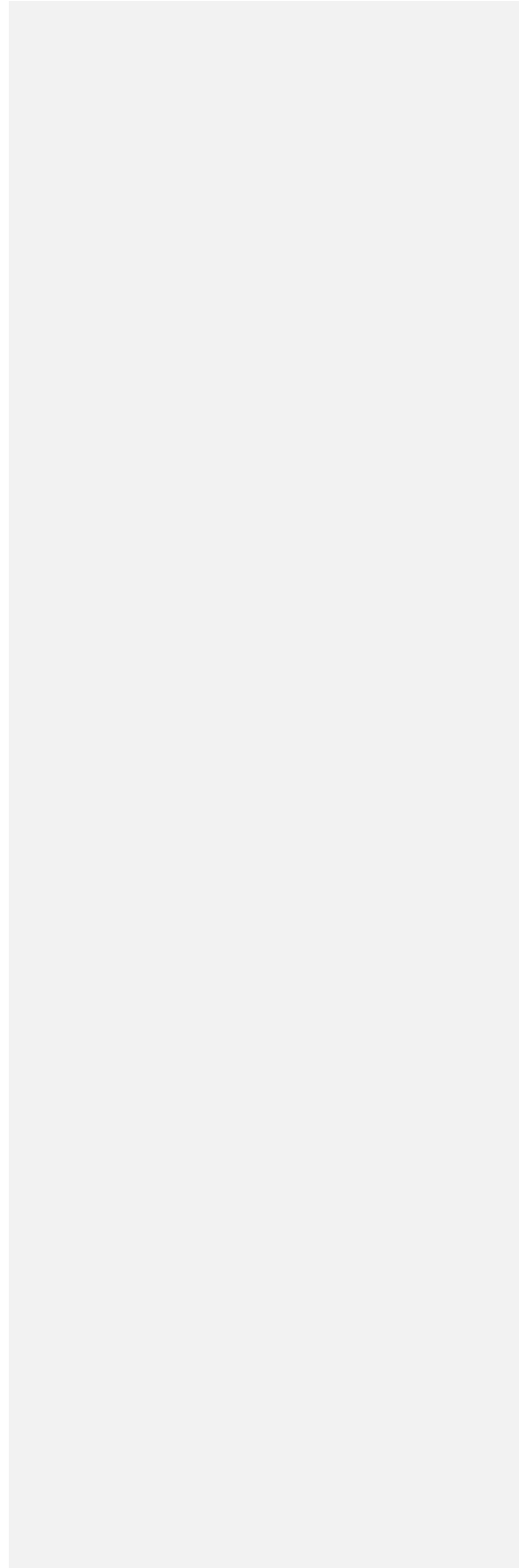
- 5.4. Encourage ownership options for multi-unit residential buildings.
 - 5.4.1. Explore models for ownership of housing units within 2-4 unit buildings.
 - 5.4.2. Explore models for ownership of housing units within 5+ unit buildings.

Goal 6. Preserved and Enhanced Recreation and Natural Resource Areas

- 6.1. Improve access for all neighborhoods to existing recreation and natural resource areas.
 - 6.1.1. Enact strategies of the Park and Recreation Master Plan.
 - 6.1.2. Enact strategies of the Bluffs Traverse Conservation and Recreation Area Master Plan.
- 6.2. Balance the distribution of recreational resources across all neighborhoods focusing on opportunities for underserved populations.
- 6.3. Consider changes to existing recreation and natural resource areas to allow better management of the overall system.
 - 6.3.1. Identify ~~vegetation~~-strategies that reduce regular City maintenance needs while retaining important characteristics of recreation and natural resource areas, e.g. increased native vegetation areas and decreased mowed areas.
 - 6.3.2. Continue to partner with other organizations or groups to assist in maintaining and enhancing recreation and natural resource areas.
 - 6.3.3. Enact strategies of the Winona Sustainability Plan.
- 6.4. Add new uses to existing recreation and natural resource areas.
 - 6.4.1. Facilitate new recreational opportunities in accordance with the Park and Recreation Master Plan, Bluffs Traverse Conservation and Recreation Area Master Plan, and Sugar Loaf Bluff Conservation and Recreation Area Master Plan.
 - 6.4.2. Facilitate new recreational opportunities in accordance with residents' and visitors' needs and desires while considering traditionally underrepresented and/or underserved populations.
- 6.5. Complete the Riverfront Trail detailed in this plan's Downtown and Riverfront section.
- ~~6.5-6.6.~~ Encourage cluster-conservation residential development where residential lots are clustered in order to preserve important natural resources and unique physical characteristics ~~of the land~~on the site.
 - ~~6.5-1-6.6.1.~~ Encourage conservation design for new residential subdivisions.
 - ~~6.5-2-6.6.2.~~ Minimize impacts to the tree canopy to reduce the heat island effect and protect wildlife habitat.



Comprehensive Plan Update
Interim Report





Parks & Recreation

Many people in Winona love our parks and recreation spaces, and Winona is a regional destination for unique recreation opportunities. The new Comprehensive Plan will reference the existing Parks Plan and Bluffs Traverse Plan, include updates for park development and maintenance, and look at connections throughout the community.

Goals, Objectives, and Strategies

The following are the goals and objectives from the 2018 Comprehensive Park, Open Space, and Recreation Plan [with some updates](#). Objectives are identified by two numbers (such as 1.1), while strategies are identified by three numbers (such as 1.1.1).

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

- 1.1. Develop additional infrastructure to safely connect the community to the Park System.
 - 1.1.1. Implement components from the Complete Streets Policy & Pedestrian & Bicycle Plan.
- 1.2. Assess overall park system for equity and inclusion, [particularly for historically underrepresented populations](#). (insert callout box with “equitable parks” definition)
- 1.3. Identify, [improve, and promote](#) premier [inclusive and accessible](#) destinations within the community ~~and overhaul them for accessibility and inclusiveness.~~
 - ~~1.3.1. Identify~~ [Promote Levee Park as a premier waterfront destination \(Levee Park\)](#) to reinforce Winona’s waterfront image.
 - ~~1.3.1.1.3.2.~~ [and identify a premier inland destination within Winona, such as \(Holzinger Lodge and Sugarloaf\)](#) ~~and program and market it heavily.~~
 - ~~1.3.2.~~ [Select an iconic inland destination within Winona \(Holzinger Lodge and Sugarloaf\) improve, program and market it heavily. Identify and implement improvements in the selected destinations to make them inclusive and accessible.](#)
 - ~~1.3.3.~~ [Collaborate with community organizations to support the development and implementation of programming.](#)
 - ~~1.3.4.~~ [Create and implement a marketing strategy to promote the selected premier destinations.](#)
- 1.4. Expand park accessibility for users of all ages and [abilities](#).
- 1.5. Support trail accessibility through the identification of easily accessible routes that do not have steep slopes, gaps, or challenging transitions.

Commented [RT1]: Add call-out box to explain accessibility – include a variety of examples from seniors to those with strollers to those with wheelchairs to those with sensory issues.



- 1.6. Enhance user experiences and placemaking (i.e. benches, lighting, garbage cans, kiosks/signage, etc.) through the addition of user amenities that incorporate art and education.
- 1.7. ~~Evaluate need for additional downtown park space and maintaining downtown parks and streetscapes. Complete a park and facilities distribution and gap analysis to identify where there are park or facilities gaps (i.e. geographic gaps such as downtown or west end, or facility gaps such as playgrounds)~~
- 1.8. Create a comprehensive park and recreation system ~~sign package, and plan for improvements to signs~~, site amenities and furnishings, and prepare to implement as park improvements are made.

~~1.9. Collaborate with other government agencies.~~

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

- 2.1. Identify significant impacted waterfronts and improve water and beach quality.
- 2.2. Identify significant impacted slopes and stabilize or reroute access.
- 2.3. Incorporate environmental best practices, such as rain gardens, bio-swales, permeable pavers, and native plantings in park and facility design.
- 2.4. Implement strategies from Waterfowl Management Plan.
- 2.5. Reduce impervious surfaces and explore turf conversion to native plantings in the design of parks and facilities.
- 2.6. Preserve and enhance natural buffers and setbacks around wetlands, rivers, ponds, reservoirs, and lakes on appropriate public lands and parks.
- 2.7. Improve water conservation and energy efficiency of facilities when renovating or constructing new.
- 2.8. Raise public awareness of the benefits and necessity of natural resources, and the City's efforts through social media, interpretation, and education programming.
- 2.9. Create a sustainable trail system based on the MN DNR Trail Planning, Design, and Development Guidelines.
- 2.10. ~~Collaborate on the improvement of Lake Winona's health by~~ ~~Continuing~~ to support Healthy Lake Winona initiative.
- 2.11. Educate and inform park users through programs and updated informational signage.
- 2.12. Collaborate with other government agencies.
- 2.13. Preserve and enhance wildlife habitat and conservation efforts when possible.



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

- 3.1. Collaborate with other agencies to assess natural resource areas for recreational and conservation use.
- 3.2. Facilitate or support the outdoor recreation and user groups to provide input and contribute to park and recreation goals. Ensure participation by a wide range of perspectives, including those who are traditionally underrepresented and new user groups, non-profits, and businesses.
- 3.3. Add a Volunteer Coordinator to the Park and Recreation Department to ~~empower-recruit~~ volunteers through an intentional, ~~consistent and coordinated~~ effort of educating and preparing them for work in park services and programs. ~~to recruit, coordinate and recognize their efforts. Volunteers should be utilized for park services and programs.~~
- 3.4. Collaborate with a broad cross-section of non-profits, businesses, user groups, and other organizations to create and produce special events and programs.
- 3.5. Support and recognize volunteers from user groups to ensure continued collaboration.

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

- 4.1. Overhaul the Park and Recreation website.
- 4.2. Create a comprehensive park and recreation system sign package for parks and trails, and prepare to implement as other park improvements are made.
- 4.3. Improve maps and wayfinding to identify loops, distances, and destinations.
- 4.4. Collaborate and expand on promotion of Winona parks and programming for tourism, quality of life and economic development.
- 4.5. Develop and create a marketing plan for parks and recreation.
- 4.6. Provide continual, up-to-date communication on services and programs to a community resource hub.
- 4.7. Establish a process for public engagement in the parks and recreation system and a plan for communication to the public of parks related decisions.

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

- 5.1. Prepare mini master plans for parks before new facilities are added or when significant renovations of existing facilities are planned, ~~where applicable.~~

- 5.2. Incorporate permanent restrooms at prominent, highly-used parks and facilities. In other locations use fencing and screening to improve aesthetics of portable restrooms at parks, ~~where applicable.~~
- 5.3. Incorporate new playground equipment, resurfaced hard courts, and more (and more comfortable) park benches and picnic tables, where applicable.
- 5.4. Provide more social and flexible spaces for all ages and abilities throughout the system, where applicable.
- 5.5. Evaluate parks for social interaction opportunities and the potential for consolidation to create flexible multi-use spaces, where applicable.
- 5.6. Evaluate current amenities and incorporate elements to promote year-round use, where applicable.
- 5.7. Enhance user experiences and placemaking (i.e. benches, lighting, garbage cans, kiosks/signage, etc.) through the addition of user amenities that incorporate art and education.
- 5.8. Encourage participation by neighborhoods, community groups, and local artists in the planning for and development of park and recreation facilities.
- 5.9. Incorporate public art within the system.
- 5.10. Identify locations for unique features or improvements to avoid a system of “cookie cutter” parks.

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

- 6.1. Confirm and verify park boundaries and legal descriptions for each park to ensure park assets are documented and clear.
- 6.2. Allocate park improvements into a long-term capital improvement plan and use a maintenance and replacement schedule to keep parks facilities up to date.
- 6.3. Ensure equity across the park and recreation system by determining a system-wide level of service (LoS) ~~goal, and~~ budget, maintenance schedule, and ~~hire~~ staffing levels to support the LoS.
- 6.4. Work with other City departments to create a comprehensive maintenance plan and consolidate City maintenance services.
- 6.5. Review user agreement strategy and improve as warranted.
- 6.6. Identify data needed to make informed decisions and methods for collecting the data.
- 6.7. Include public engagement options or a toolbox for engagement strategies (see Accessible Government section).



- 6.8. Support staff in the development and implementation of the engagement plan.
- 6.9. Develop data collection of participation and economic impact on park facilities and amenities.

~~6.10. Identify and manage sustainable funding sources, partnerships and efficiencies.~~

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

- 7.1. Update the park dedication policy to ensure land is suitable for recreation or fee is adequate to meet public needs.
- 7.2. Pursue all funding opportunities.
- 7.3. Explore gift-giving policy and communicate to entities in Goal 4. Develop gift-giving and Donor policy and communicate to entities in Goal 4.
 - 7.3.1. Encourage property owners interested in donating or granting conservation easements on their land.
- 7.4. Support the creation of a non-profit parks and recreation foundation, or create an alliance with existing group(s) to this end.
- 7.5. Utilize ~~the a~~ park's assets to capitalize on opportunities to generate revenue.
- 7.6. Research and gather data on similar communities and impact related to tax. Research and gather data on similar communities and impact related to sales tax.

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

- 8.1. Establish a formal and regular ~~review and~~ evaluation process for all programming, parks, and services that includes areas such as ~~evaluation of how well programming areis~~ meeting participants' needs and effectiveness of outreach efforts to traditionally underrepresented or underserved populations.
- 8.2. Evaluate agreements with other agencies to ensure a balanced benefit.
- 8.3. Renew and build relationships with existing providers.
- 8.4. Annually assess program pricing structure.
- 8.5. Allocate programming assistance funds into an operating budget.
- 8.6. Continue to provide and increase scholarship opportunities and funds.
 - 8.6.1. Increase promotion of scholarship opportunities and review the procedure for scholarship application.

Influential Transformative Projects

~~The 2045 Comprehensive Plan~~ This section identifies future ~~physical improvement~~ projects that will significantly influence how Winona grows and develops over time. These projects were chosen by the Transformative Projects Subcommittee for this topic, and confirmed by the Steering Committee. ~~Projects selected involve new construction or a new use that are in the conceptual design stage and are anticipated to have impacts beyond the immediate project area.~~ The projects below obtained the greatest number of votes among 37 potential projects identified by the committee. The three main projects (Riverfront Trail, Incubator Spaces, and Housing) are noted in other areas of this plan, but this section provides additional detail on each.

Riverfront Trail

Rationale

A “Riverfront Trail” along the Mississippi River is detailed in the 2007 Comprehensive Plan as a major project that would help re-connect Winona to the river. Due to flooding and construction of the levee system, there is a sentiment that Winona has historically “turned its back” on the Mississippi River. The Riverfront Trail seeks to change that. The trail would run along the river from Pelzer Street on the [West west end](#) to the east end of the City. It is seen as a trail of regional importance – attracting Winona residents and visitors to the banks of the river. It is the highest rated “transformative project” identified by the subcommittee working on this section of the Comprehensive Plan. City staff has been working on the Riverfront Trail for the last 15 years. At this time, the focus is on the portion of trail between Levee Park and Lions Park.

Considerations

Considerations related to development of the Riverfront Trail include:

- Exclusively a “City” project – execution and management of the project is the City’s responsibility.
- The number of landowners within the trail corridor will involve significant negotiation and coordination.
- Existing industrial businesses will continue to need access to the river, so there will be challenges with planning and designing for the co-existence of industrial and recreational uses.
- Federal flood system (dike) regulations will likely present constraints on the design of the trail.
- Reliance on availability of state bond funds.
- [Strive to locate](#) the trail as close to the Mississippi River as possible so that it offers a true “riverfront” experience.
- Incorporation of design elements that are common to other parks and trails resources in Winona.
- Due to these considerations and others, it is anticipated that work on this trail project will continue through the effective time period of this Comprehensive Plan and perhaps into the next.

Commented [RT1]: Reference back to Downtown and Riverfront section of comprehensive plan



Partnerships

Partnerships for this project include the US Army Corps of Engineers, individual property owners, and the state of Minnesota.

Incubator Spaces

Rationale

Incubator spaces and/or programs in Winona would help people get their business ideas off the ground and help create new local businesses. Incubator spaces that share resources could also create efficiencies and solve problems for community members. Overall, incubators lower barriers for people to bring their great ideas to fruition.

Incubators in concept are directly in-line with the vision and values stated in the 2045 Comprehensive Plan – particularly related to our vision of Winona “leading with entrepreneurial spirit and creativity” and the following core value:

Entrepreneurship & Economy

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

There are numerous examples of successful incubators throughout the county and even regionally in the cities of La Crosse and Eau Claire, Wisconsin, and Rochester, Minnesota. Winona has previously created a co-working space named “The Garage” which functioned between 2018 and 2020, but closed due to financial difficulties. It will be prudent for Winona to learn from [successful efforts in other cities precedent efforts](#) in creating local incubator spaces or programs.

Future incubator efforts could be key in creating the next generation of local entrepreneurs and businesses in Winona. Winona has historically benefitted from local innovation and creation of businesses that sell products and services well beyond the local area.

Considerations

Considerations related to establishment of local incubators include:

- What incubator style resources does Winona already have? Perhaps the idea of local incubators is less about creating something new versus building on or bringing together existing resources.
- [Does Winona have commercial kitchens that could be accessible to entrepreneurs?](#) Many of the local faith organizations [and the Masonic Temple \(owned by the City\)](#) have ~~full scale commercial~~ kitchens. ~~The City of Winona’s Masonic Temple also has a kitchen.~~
- Future investments in Winona’s Masonic Temple will make it a good potential site for a makerspace (where tools are shared) and/or a food related incubator.
- Incubator efforts may be a combination of physical improvements and non-physical strategies or programs (e.g. start-up financing, loan guarantees, resource center, etc.)
- Incubator efforts need to incorporate an effective amount of marketing and advertising to attract buy-in and use of resources.

Commented [CE2]: Reference back to Economic Development section of Comprehensive Plan



- In addition to the general population, a source for new ideas and creativity are students at the local universities. There has long been the desire to retain more student talent in Winona and incubator resources could be an avenue for assisting with this effort.
- An Incubator should be considered an economic development activity with City involvement through staff and/or the Port Authority, but partnerships will be required to make a project successful.
- The City's role in an incubator should primarily be as a connector versus a driver.
- "Lessons" from The Garage experience should be considered in future efforts.

Partnerships

- Partnerships with local businesses, economic development agencies, and potential funding sources will be key in creating sustainable incubators. Referencing other successful incubator models will help define what might work locally. In general, the more community partners, the better.

Additional Housing Choice

Rationale

Having a place to call home is a basic human need and attainable housing is a foundational element in sustaining a successful City. Throughout the creation of [the 2045 Comprehensive Plan](#), the need for additional housing choices has been a common theme among all participants (e.g. general public, subcommittees, and the steering committee). People want to live in Winona, but many have a hard time finding a home. This initiative encompasses housing of all types and for all income levels.

Adequate housing choices is important in maintaining and enhancing Winona's livability, and livability is fast becoming a city's most important characteristic for attracting and retaining employees. Additionally, with the growth of remote work, people have greater flexibility in deciding where to live. Thus, providing ample housing choices is key to Winona's future growth and sustainability.

Although housing at all income levels is needed, the need is especially pronounced for homes attainable by people with low to moderate incomes. New detached single-family homes are becoming increasingly cost prohibitive even for those who have higher incomes. Additionally, land is limited in Winona due to the City's geographical constraints. As a result, facilitating the improvement of existing homes and adding additional units to existing structures are key strategies for assisting the majority of those seeking a home in Winona.

The Housing & Neighborhoods section of this plan details specific goals, objectives, and strategies related to housing. Housing is also included in this section due to its importance to community growth and creating a sustainable future for Winona.

Considerations

Considerations related to facilitation of additional housing choices include:

- Incorporate direction from previous efforts related to housing such as the Mayor's Housing Taskforce report adopted in January of 2018.

Commented [RT3]: Reference back to Housing Section of Comprehensive Plan



- Housing for single people and single-parent households (not in college) can be especially difficult to find in Winona.
- Allowing additional housing units on an existing property with an owner occupancy requirement may help more people to find attainable homes.
- Reducing or eliminating parking minimums and allowing more flexibility for off-site parking should be examined as a strategy to allow more housing development. Examine alternative parking strategies as part of this effort.
- In addition to the creation of new housing units, naturally occurring affordable housing should be examined and better understood in Winona.
- More public funding dedicated to housing would have a significant impact on maintaining and/or creating attainable housing options.
- Working with the adjacent townships to identify and assess potentially developable land adjacent to existing infrastructure.
- City resources (economic development) focused on housing and facilitating federal and state housing programs in Winona.
- [Consider creation of a housing land trust to remove land costs from home purchase price](#)

Partnerships

Partnerships between the City of Winona and state agencies as well as non-profits are crucial in facilitating the creation of attainable housing. State agencies such as the Minnesota Housing Finance Agency help fund attainable housing projects while the City can partner with non-profits such as Habitat for Humanity to renovate existing housing and build new housing.

In addition to partnerships, it is important for the City to adjust its regulatory framework to make the creation of additional housing units easier for individuals. Amending regulations such as zoning will help to facilitate the creation of additional housing options in the City. Such regulations can and should be amended to allow greater housing choices while also preserving the desired neighborhood character.

Other Notable Projects

WSU Fieldhouse

The Winona State University fieldhouse is a large indoor athletics and event facility proposed for the blocks between Huff Street and Main Street, and from Sarnia Street to the railroad tracks. The facility could also accommodate large gatherings such as concerts, trade shows, and auto or boat shows. This project is identified as a top need in WSU's Comprehensive Plan.

In addition to athletics or event uses, allowing community use of the fieldhouse spaces would enhance the overall benefit to all those who live in Winona. Therefore, partnerships with the City of Winona, schools, and local non-profits should be explored. Expanded public use of the facility will help this project to have a stronger transformational impact on the greater community.

New City Police, Fire, and Community Center Facilities

New facilities for the Fire Department, Police Department, and [Senior-Friendship](#) Center are future priority projects for the City of Winona. In summary, the Fire Department needs new facilities due to



inadequate space for equipment and training, as well as maintaining the health of firefighters; the Police Department needs new facilities space for essential departmental functions; and a new home for the [Senior-Friendship](#) Center is needed due to aging current facilities and a desire to connect seniors with youth in a combined Community Center project.

~~When this summary was written in Fall 2022, a combined Fire Department, Police Department, and Community Center was being considered, but final decisions have yet to be made. There also is the potential to split these facilities into different project locations. However, due to limited land options in Winona, location of these facilities in different places will likely have a domino effect on other properties and land uses within the city.~~



Transportation

Winona's updated Comprehensive Plan will focus on feasible [transportation](#) projects the city can implement to safely facilitate all modes of transportation, including people walking and rolling, ~~people~~ biking, ~~and people~~ driving, [and using transit](#). The plan will look at ~~transit, the airport,~~ our street network, [transit corridors, rail lines, the airport, and the water-Mississippi River traffic as well, including the harbor, freight transportation, and recreational activities.](#)

Goals, Objectives, and Strategies

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

Goal 1. Ongoing Upgrades [and Maintenance to Existing Streets](#)

- 1.1. Improve the aesthetics and cleanliness of streets through streetscape/landscape improvements and code enforcement.
 - 1.1.1. Review components proposed in the Complete Streets and Pedestrian & Bicycle Plan and Downtown Strategic Plan regarding snow removal.
 - 1.1.2. Consider human-scale elements that promote the friendly and unique spaces in public rights-of-way.
 - 1.1.3. Consider street design that promotes interesting connections between places.
- 1.2. ~~Seek grant funding and private partnerships~~[Pursue investments in upgrades and regular maintenance of streets for bicycle and pedestrian improvements should be that are consistent with the goals of the Complete Streets Policy and Pedestrian & Bicycle Plan and as well as the Parks and Recreation Master Plan.](#)
 - [1.2.1. Develop transportation infrastructure that clearly communicates the desire for slower speed movement through the city making it safe, convenient, and comfortable to do so for users.](#)
 - [1.2.2. Consider updated urban context design elements that can be incorporated in existing funding programs.](#)
 - ~~1.2.1.~~[1.2.3. Seek grant funding \(federal, state, county\) and private partnerships and proactively program streets improvements to be paired with grant funding cycles.](#)
 - [1.2.4. Evaluate goals of supporting plan documents for consistency with available funding sources and priorities.](#)
- ~~1.3. Incorporate bicycle parking facilities in public rights of way and off street parking areas.~~



~~1.3.1. Reevaluate the Unified Development Code standards for bicycle parking implementation.~~

~~1.3.2. Consider context sensitive design elements for implementation of bicycle parking in public rights of way when performing regular maintenance activities.~~

Commented [LS1]: Moved to 3.8

~~1.4.1.3.~~ Allow for substitution of transit, bicycles, and other multi-modal systems when considering new developments' vehicular circulation needs.

~~1.4.1.1.3.1.~~ Reevaluate the Unified Development Code standards for parking and circulation.

~~1.3.2.~~ Consider re-wording ~~documentation the language~~ for circulation ~~regulations~~ rather than explicitly naming parking for automobiles.

~~1.5.1.4.~~ Evaluate the existing street network's ~~connectivity~~ for ~~balancing~~ access to businesses and ease of movement for ~~users of all user~~ ~~transportation modes~~ within existing pavement widths and existing rights of way.

~~1.5.1.~~ ~~Consider one-way streets in east and west corridors.~~

~~1.4.1.~~ Consider new streets/extensions to improve the street network's ~~connectivity~~, including additional east end street connections to Highway 61.

~~1.4.2.~~ Consider opportunities for the conversion of signalized intersections to more appropriate traffic control methods, e.g. roundabout, 4-way stop.

~~1.5.2.~~

~~1.6.1.5.~~ Prioritize ~~compliance for ADA disabilities- and dementia-friendly facilities compliance~~-citywide (~~every-all~~ topics, ~~all~~ objectives, ~~every~~ documents); become a destination for those who are differently abled.

~~1.5.1.~~ Develop basic and specialized transportation options for people with disabilities and ensure accessibility.

~~1.6.1.1.5.2.~~ ~~D~~Address dementia-friendly standards and implementation ~~of-related to~~ signage, traffic calming, and other street design (accessibility and dementia friendly street design).

~~1.5.3.~~ Implement the ~~Americans with Disabilities Act (ADA)~~ Transition Plan and update it regularly to reflect current standards.

~~1.5.4.~~ Leverage information and resources from advocacy organizations, such as the ~~National Aging and Disability Transportation Center.~~

~~1.5.5.~~ Become a state leader in accessible transportation by considering accessibility in all transportation decision making.

~~1.6.2.~~

~~1.7.1.6.~~ Make rail crossing improvements that are safe, convenient, and comfortable.

~~1.7.1.1.6.1.~~ Improve at-grade crossings where needed to improve vehicular and multi-modal transportation across rail lines.

~~1.7.2-1.6.2.~~ Work with railroads to prioritize improvements of at-grade crossings in ~~Winona~~ and implement a consistent plan to address them.

Goal 2. ~~Sidewalk~~ Network of Sidewalks that Connects All Areas of the City and to the Regional Trail Network

- 2.1. Expand and fill in the gaps in the ~~City's~~ network of sidewalks and crosswalks in order to provide safe, convenient, and comfortable pedestrian access throughout Winona.
 - 2.1.1. Develop infrastructure that clearly communicates where to go and how to access the river, making it safe, convenient, and comfortable to do so for recreation and commuter users.
 - 2.1.2. Update the Unified Development Code to implement sidewalks on both sides of the street for new subdivision development.
 - 2.1.3. Incorporate shared use paths connecting new subdivisions to recreation trails networks.
 - 2.1.4. Promote shorter crossing distances at intersections (and narrower streets in general).
- 2.2. Continue to reinvest in sidewalk maintenance in a section-by-section approach under the Sidewalk Improvement Program.
 - 2.2.1. Consider additional funding sources for improvements detailed in supporting plan documents (e.g. Pedestrian & Bicycle Plan and Parks and Recreation Master Plan) as well as alternative sidewalk snow/ice removal treatments (e.g. low salt).
 - 2.2.2. Implement the ADA Transition Plan outcomes for sidewalk improvements.

Goal 3. Well Connected Bicycle and Micromobility Network

- 3.1. Connect transit stops and destinations with ~~bike~~bicycle/micromobility infrastructure where appropriate.
 - 3.1.1. Consider placement of transportation hubs that can act as connection points from biking/micromobility to other transportation options.
- 3.2. Achieve modern standards for bike/micromobility infrastructure and safety (e.g. NACTO urban bike design guidance).
 - 3.2.1. Conduct a network analysis of Winona's existing and proposed bicycle/micromobility infrastructure network.

Commented [JM2]: Insert callout box that describes micromobility as low-power travel modes such as electric-assist bicycles and scooters.

- 3.2.2. Evaluate and update existing signage and on-street markings for consistency and conformance with current standards.
- 3.2.3. [Develop safe biking and micromobility education programs and awareness.](#)
- ~~3.2.2-3.2.4.~~ [Establish the city's snow/ice removal and sweeping program for the bicycle/micromobility network.](#)
- 3.3. Expand recreational bike paths along lakes to the West and East (e.g. Shives Road).
 - 3.3.1. Consider on-street and additional trail connections.
 - 3.3.2. Review proposals from the Complete Streets and Pedestrian & Bicycle Plan for implementation.
- 3.4. Establish improved bicycle/[micromobility](#) crossings of Highway 61 (e.g. Gilmore Ave, tunnel, or bridge).
 - 3.4.1. Consider trail funding to implement priority crossing improvements from the Park and Recreation Master Plan.
 - 3.4.2. Implement clearly identifiable bicycle/[micromobility](#) infrastructure used to cross highways.
- 3.5. Expand the network of bicycle, [micromobility](#), and pedestrian trails that provide transportation use along with recreation use.
 - 3.5.1. Improve the network to connect residents to schools, parks, retail areas, downtown, and houses of worship as well as existing trails within and near Winona.
 - 3.5.2. Implement the Parks and Recreation Master Plan connection corridors and other trails.
- 3.6. Expand and improve the on-street bicycle/[micromobility](#) network in order to safely connect bicycle commuters and recreational riders with trails and destinations.
 - 3.6.1. Consider trail funding to implement proposals from the Park and Recreation Master Plan.
 - 3.6.2. Implement clearly identifiable bicycle/[micromobility](#) infrastructure used to cross highway barriers.
- 3.7. Promote the use of "linear parks" or "parkways" [through within](#) the public rights-of-way to connect recreational destinations (e.g. Lake Winona and the River) so that movement is safe, convenient, and comfortable and can be accomplished without a motor vehicle.
 - 3.7.1. Develop [context sensitive implementation of linear parks and parkways as unique infrastructure](#) that can act as [the unique multi-modal connections along within](#) public rights-of-way.



- 3.7.2. Develop infrastructure that clearly communicates where to go and how to access the river, making it safe, convenient, and comfortable to do so for recreation users.

3.8. Incorporate bicycle parking facilities in public rights-of-way and off-street parking areas.

3.8.1. Reevaluate the Unified Development Code standards for bicycle parking implementation.

3.8.2. Consider context-sensitive design elements for implementation of bicycle parking in public rights-of-way when performing regular maintenance activities.

Goal 4. Safe Routes to Schools

- 4.1. Consider a Safe Routes to Schools program in coordination with Winona Area Public Schools ([WAPS](#)).
 - 4.1.1. Improve access for children attending school.
 - 4.1.2. Discuss City/~~ISD~~-[WAPS](#) coordination on bus routing.
- 4.2. Connect schools with recreation areas via traffic calmed streets (e.g. Lake ~~Boulevard~~[Street/Park Drive](#), 7th Street).
 - 4.2.1. Develop context-sensitive guidelines for street design around and connecting schools.
 - 4.2.2. Create safe, convenient, and comfortable connections for children on foot, bicycling, or using other transportation options to attend school.
- 4.3. Connection to the [WAPS](#) Middle School for safe crossings across Highway 61.
 - 4.3.1. Implement a Safe Routes to Schools program in coordination with [Winona Area Public Schools](#)~~WAPS~~.
 - 4.3.2. Improve [safe walking/biking](#) connections from Mankato Avenue south to the [WAPS](#) Middle School.

Goal 5. Public Transportation Improvements ~~and to Support Increased Use~~

- 5.1. Lower cost barriers to use [public transit](#).
 - 5.1.1. Examine and consider fare free transit, particularly for low-income residents.
- 5.2. Implement user-friendly technology to make transit use the easy option for movement in the city.
 - 5.2.1. Consider a [mobile/web app](#) ~~available~~ that can assist potential riders in planning their trips when using public transit.
 - 5.2.2. Consider implementing electronic display boards at transit stations and shelters displaying the next buses' arrival times.



- 5.2.3. Allow public transportation systems to be integrated (e.g. one pass to access multiple systems).
- 5.3. Consider increased support for [public transit-in the City](#).
- 5.3.1. Examine the reestablishment of a full-time position for a Transit Coordinator for the City of Winona.
- 5.4. Holistically consider the transit network beyond existing bus service to connect other transportation options.
 - 5.4.1. Integrate micro-mobility options in the City that seamlessly work with City of Winona Transit (help solve “last mile” problem), [including bicycle parking facilities](#).
 - 5.4.2. Promote a transit hub connecting transit with easy to access long-range transportation options and micro-mobility options.
- 5.5. Promote land use development strategies that incorporate pedestrian, bicycle and transit access and reduce dependence on private vehicles.
 - 5.5.1. Examine the Unified Development Code to remove or relax regulatory barriers for investment along transit lines and other multi-modal corridors (Transit Oriented Development).
 - 5.5.2. Consider subdivision standards that promote ~~other~~ options [besides other than driving](#).
- 5.6. Encourage large employers to support the transit system.
 - 5.6.1. Consider financial partnerships to support transit users with subsidized, partial, or free transit, especially for lower-income users.
- 5.7. Analyze the existing [transit](#) network for service priorities and improvements to promote utilization in support of businesses.
 - 5.7.1. Explore the various autonomous electric vehicles suitable for public transit and commit to a pilot program for one or two of these vehicles.
 - [5.7.2.](#) Partner with MnDOT or other appropriate agencies to promote a pilot program in Winona.
 - ~~5.7.2.~~ [5.7.3. Consider expanding the days/hours of operation and frequency of transit service to meet users’ needs.](#)

Goal 6. Truck Routes Network Improvements

- 6.1. Improve safety and efficiency of truck traffic in Winona while minimizing impacts on residential neighborhoods, mixed use districts, and tourism attractions so as to improve overall quality of life.



- 6.1.1. Reevaluate truck routes in Winona.
- 6.1.2. Consider infrastructure that improves the safety of street users and the livability of residences along truck routes.
- 6.2. Assess the current truck routes in the city and pursue a truck routes management system and promote changes that will improve access through the community.
 - 6.2.1. Examine working with [Global Positioning System \(GPS\)](#) technology providers to provide truck route priorities through the Pelzer Street and Mankato Avenue corridors.
- 6.3. Improve livability along truck routes.
 - 6.3.1. Enforce vehicle noise laws on all routes and citywide to the extent feasible.
- 6.4. Create appropriate design for truck routes to facilitate movement through the community on a case by case basis (e.g. turning radii, turning patterns, etc.).
 - 6.4.1. Consider appropriate connections to local service trucks.
 - 6.4.2. Locate appropriate services and land use concentrations to serve truckers and freight operators.

Goal 7. [Street Design for Improvement Projects Incorporate Safety for All Travel Modes and the City's Complete Streets Policy](#)

- 7.1. Facilitate planning processes [before design](#) for streets programmed for improvements [before design](#).
 - 7.1.1. Establish a cooperative and transparent design process for streets improvements, involving all relevant city departments, county/state/federal agencies, property owners, developers, residents, and users; look into public participation methods for road projects.
 - ~~7.1.2.~~ [7.1.3. Develop a street design manual that clearly develops a process for the inclusion of Complete Streets and placemaking elements in regular street improvements.](#)
- 7.2. Promote narrower street widths, travel lane widths, parking lane widths, and intersection crossing distances by following urban street design guidance from appropriate transportation organizations.
 - 7.2.1. Consider adopting street design guidelines that promote context-sensitive street design adapted specifically to Winona's built pattern.
- 7.3. Promote context-sensitive street design consistent with Winona's built pattern while utilizing existing funding sources.



- 7.3.1. Provide justification for street design element changes, ~~and apply for variances using the MN DOT design elements variance process, and applying to~~ the Municipal State Aid Roads program when funding street improvements with state funding ~~where appropriate~~.
- 7.3.2. Emphasize traffic calming in considering street reconstruction projects.
- 7.3.3. Prioritize a pedestrian-friendly, human-scale street design for streets.
- 7.4. Incorporate traffic calming measures in future street reconstruction and resurfacing projects throughout the community to address identified neighborhood problems.
 - 7.4.1. Consider context-sensitive design for residential streets that promotes slow speeds.
 - 7.4.2. Design street reconstruction projects with narrower widths that discourage excessive traffic speeds where appropriate.
 - 7.4.3. Consider road diets and improved pedestrian crossings for multi-lane roads when appropriate, as some corridors in Winona continue to be identified as barriers and safety concerns (e.g. Broadway/6th Street, Main St between 4th and 6th).
 - 7.4.4. Examine standards for emergency response vehicles' use of streets.
 - 7.4.4.7.4.5. Consider the addition of on-street or separated/protected bicycle/micromobility facilities.
- 7.5. Respond to and implement the Complete Streets Policy and Pedestrian and Bicycle Plan when presenting items to governing bodies.
 - 7.5.1. Respond to the goals, network plan, and design elements in the Policy and Plan when considering public infrastructure projects at City Council and/or other applicable governing boards.
 - 7.5.2. Implement elements of the Policy and Plan when conducting other public infrastructure improvements where possible.
- 7.6. Develop a street design manual that clearly develops a process for the inclusion of holistic placemaking elements in regular street improvements. Design streets in new subdivisions to reflect Winona's traditional connected street pattern.
 - 7.6.1. Emphasize connectivity of new streets to the existing street network and adjacent subdivisions where feasible.
 - 7.5.3-7.6.2. Design street networks that protect blufflands, water features, and other unique topography.

Goal 8. ~~New Subdivisions Designed with Winona's Traditional Grid Street Pattern Where Feasible~~



8.1. ~~Emphasize connectivity in new subdivision design to ensure connections to the existing street network and adjacent subdivisions.~~

Commented [LS3]: Moved to 7.6.1

8.2. ~~Design new subdivision street networks that achieve the City's regulations for protection of bluffslands, water features, and other unique topography.~~

Commented [LS4]: In 7.6.2

8.3. ~~Traffic calming features should be incorporated into the design of all new streets.~~

Commented [LS5]: In 7.4

Goal 9. Priority Road Improvements

9.1. Analyze the existing corridor network to identify priority road improvements.

9.1.1. Reassess needs for east end street connections to Highway 61, e.g. potential extension of Louisa St.

9.2. Pursue investments consistent with the Complete Streets Policy and Pedestrian & Bicycle Plan to reinvest city and Municipal/County State Aid Roads funding.

9.2.1. ~~Develop infrastructure that clearly communicates the desire for slower speed movement through the city making it safe, convenient, and comfortable to do so for users.~~

9.2.2. ~~Consider updated urban context design elements that can be incorporated in existing funding programs.~~

9.2.3. ~~Use the MN DOT State Aid Roads' Design Elements Variance process effectively to enable Complete Streets design.~~

Commented [LS6]: In 7.3

9.3. ~~Pair priority road improvements and municipal maintenance of infrastructure with supporting grant cycles from state and federal funding sources and investment opportunities.~~

9.3.1. ~~Seek grant funding, private partnerships, and other financial support for repair, reconstruction, and regular maintenance of local streets.~~

9.3.2. ~~Proactively program streets improvements to be paired with grant funding cycles where appropriate.~~

Commented [LS7]: In 1.2

Goal 10-Goal 8. Commercial Harbor and Port Facilities Improvement and Expansion

~~10.1.8.1.~~ Support and invest in the commercial harbor as the primary docking facility for the City of Winona while also balancing private interests and public recreation desires.

~~10.1.1-8.1.1.~~ Facilitate improvements to docking facilities for East End industries to support and accommodate the Riverfront Trail and minimize interference with commercial traffic in the main shipping channel.

~~10.1.2-8.1.2.~~ Implement the Riverfront Trail network.

~~10.2.8.2.~~ Evaluate multi-modal facility needs and impacts on truck routes and traffic with the goal of not increasing truck volumes.



10.2.1-8.2.1. Survey and analyze the needs of users to promote the movement of goods and transportation in Winona.

Goal 11-Goal 9. Multi-Functional Mississippi River Corridor

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

11.1.1-9.1.1. Survey and analyze the needs of Mississippi River users on a regular basis to determine the desires of various users.

11.1.2-9.1.2. Promote and continue the use of water-borne transportation.

11.1.3-9.1.3. Develop a strategic plan for Mississippi River use that can be updated regularly to help balance the uses of the Mississippi River.

11.2.9.2. Promote recreational use and opportunities along the Mississippi River.

11.2.1-9.2.1. Improve signage for access to the Mississippi River for recreation users to improve accessibility.

11.2.2-9.2.2. Implement improved recreational river access infrastructure to ~~improve~~ facilitate ease of use.

11.2.3-9.2.3. Coordinate resources from private and public partners to ensure river access is easy to understand for the casual recreational user.

11.3.9.3. Support the Riverfront Trail and its associated shared use path network.

11.3.1-9.3.1. Implement the Parks and Recreation Master Plan connections between the Riverfront Trail and other recreation destinations of the City.

11.3.2-9.3.2. Proactively seek funding to implement the Riverfront Trail network.

11.4.9.4. Signage and communications for river access and types of use.

11.4.1-9.4.1. Implement a strategic communications plan that includes wayfinding and regular communications to promote river access and types of use.

11.4.2-9.4.2. Develop infrastructure that clearly communicates where to go and how to access the river, making it safe, convenient, and comfortable to do so for recreation users.

Goal 12-Goal 10. Winona Municipal Airport Effectively Supports Winona's Freight and Passenger Needs

12.1.10.1. Utilize the airport to maintain and expand services for Winona's industries.

12.1.1-10.1.1. Survey and analyze the needs of airport users to promote the movement of goods and transportation in Winona.



[12.1.2-10.1.2.](#) Partner with private and public organizations that have the ability to implement programmatic and infrastructure improvements.

Goal 13-Goal 11. Improved Regional Freight System While Minimizing Conflicts with the City's Multi-Modal Transportation System

[13.1-11.1.](#) Support the rail industry as a viable means of goods movement into and out of Winona.

[13.1.1-11.1.1.](#) Support the MN DOT survey and analyze the needs of rail users to promote the movement of goods and transportation in Winona.

[13.1.2-11.1.2.](#) Partner with private and public organizations that have the ability to implement programmatic and infrastructure improvements.

[13.2-11.2.](#) Improve safety where there are [potential](#) conflict points between [railroad functions](#) and [adjacent development or](#) other forms of transportation.

[11.2.1.](#) Implement improvements to at-grade crossings and consider grade-separated crossings (e.g. overpasses) where feasible.

[13.2.1-11.2.2.](#) [Ensure that rail related emergency response procedures are in place and residents/businesses are aware of them.](#)

[13.3-11.3.](#) Levee Park Rail Yard relocation for the use of recreational space and developable land along the Levee Park area and to promote integration with downtown.

[13.3.1-11.3.1.](#) Partner with private organizations to support the analysis and implementation of removal where feasible.

[13.3.2-11.3.2.](#) Analyze the areas affected for needed mitigation and support before reinvestment can occur.

[13.4-11.4.](#) Assess impact of railroads and street crossing backups on a regular basis (use existing website inquiry process).

[13.4.1-11.4.1.](#) Limit switching movements that negatively impact street crossings.

[13.4.2-11.4.2.](#) Include impacts from railroads and street crossing backups in network analyses of transportation users.

[13.4.3-11.4.3.](#) Reassess the Wall Street track and switching movements and work with railroads to improve efficiency and safety.

Goal 14-Goal 12. Passenger Rail Service Improvements and Expansion

[14.1-12.1.](#) Advocate for the Amtrak Station improvements and treat the Amtrak Station as a welcoming entrance to the City.

[14.1.1-12.1.1.](#) Consider infrastructure reinvestment to support the Amtrak Station area.



- [14.1.2-12.1.2.](#) Reevaluate the area's land use patterns for future investment.
- [14.1.3-12.1.3.](#) Seek private partnerships for Amtrak Station area reinvestment that could help meet the City's housing and commercial demand.
- [14.1.4-12.1.4.](#) Reevaluate the Unified Development Code zoning regulations to promote housing and mixed use commercial reinvestment around the Amtrak Station.
- [14.2-12.2.](#) Support and promote operational improvements to the Amtrak Station.
 - [14.2.1-12.2.1.](#) Assess staffing needs (volunteer or paid) or new technology that can help address needs of visitors and users of the station.
 - [14.2.2-12.2.2.](#) Implement a strategic communications plan that includes consistent signage connecting the Amtrak Station to the community.
- [14.3-12.3.](#) Provide multi-modal access to the location around the Amtrak Station (e.g. bicycle and scooter share programs, rideshare apps, transit service, and rental car services, transportation hub).
 - [14.3.1-12.3.1.](#) Develop infrastructure that clearly communicates where to go and how to access the rest of the city making it safe, convenient, and comfortable to do so for visitors and other rail users.
 - [14.3.2-12.3.2.](#) Consider a transit hub around the Amtrak Station.
- [14.4-12.4.](#) Support historic rehabilitation of the Amtrak Station and provide additional interpretive signage.
 - [14.4.1-12.4.1.](#) Provide improved wayfinding and informational signage at the Amtrak Station to act as a welcoming gateway for the City (e.g. regional kiosks for visitors and users).
- [14.5-12.5.](#) Support regional rail network planning in the surrounding region.
 - [14.5.1-12.5.1.](#) Advocate for the Twin Cities-Milwaukee-Chicago second train and support rail reinvestment efforts for that project.