

Comprehensive Plan

City of Winona, Mississippi

2007-2032

"Communities can be shaped by choice, or they can be shaped by chance. We can keep on accepting the kind of communities we get or we can start creating the kind of communities we want." Richard Moe, National Trust for Historic Preservation



March 20, 2007

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STATE OF MISSISSIPPI
COUNTY OF MONTGOMERY
CITY OF WINONA

ORDER ADOPTING COMPREHENSIVE PLAN

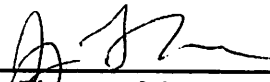
Whereas the Mayor and Board of Alderman of the City of Winona, Mississippi desire to effectuate long term planning efforts in compliance with Mississippi law regarding land use, transportation, goals and objectives, community facilities planning and other objectives consistent with maintaining the City's unique qualities and preserving the highest standards of community life, and;

Whereas, the City of Winona engaged the services of a city planner to assist in the overall effort of preparing and adopting said Comprehensive Plan, and;

Whereas, the City hereby finds that said Plan fully meets the goals and objectives required by law and shall provide a framework for future growth and development.


Therefore, be it Ordered and Resolved that the above and foregoing Comprehensive Plan as prepared and submitted by Slaughter and Associates of Oxford, Mississippi and dated March 20, 2007, a copy of which shall remain on file at the City Hall, the Winona-Montgomery County Public Library and the Montgomery County Courthouse, shall be, and hereby is Adopted in its entirety.

So Ordered and Resolved this the 20th day of March 2007.



Jerry Flowers, Mayor

Attest:



Bonita Smith, City Clerk

Elected Officials

Honorable Jerry Flowers, Mayor
Honorable J.R. Graves, Alderman
Honorable Charles Shelton, Alderman
Honorable David Ware, Alderman
Honorable Franklin Lorenzo Seals, Alderman

City Clerk
Bonita Smith

City Attorney
Raymond M. Baum

City of Winona, Mississippi Comprehensive Plan 2006-2031

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Executive Summary

- 1. Significant Finding – Curb appeal and protection/development of assets is an important economic development strategy.**

Recommendations –

- Adopt a Design and Landscape Ordinance.
- Improve sign ordinance to reduce visual clutter and improve driving safety.
- Update zoning ordinance and subdivision regulations.
- Reduce possibilities for strip commercial development in frontier areas by zoning commercial in a nodal fashion around intersections and/or create overlays.
- Open up areas already paved for more retail use where parking has been overbuilt.
- Encourage more, but smaller, parking lots. People generally will not walk more than 300 feet to a destination so these smaller lots would encourage more shoppers. Use landscaping liberally in between these smaller lots.
- Join the Main Street program.
- Adopt design standards for National Register Historic District.
- Identify and log all vacant/abandoned buildings/lots and develop specific plans for encouraging their reuse/redevelopment.
- Consider student-developed concept or neighborhood plans, or work with the Carl Small Town Center to develop concept plans for problematic areas.
- Protect the downtown and environs with appropriate zoning and land use controls and building codes.
- Apply building codes to renovations of existing structures.

- 2. Significant Finding – It is important to have an appropriately balanced auto, pedestrian, and bicycle circulation system.**

Recommendations –

- Construct or stripe bike lanes with new roadway development.
- Require construction of sidewalks (and bike paths sometimes) in **all** new developments, including commercial uses. These sidewalks will eventually be connected and provide an attractive and useful transportation system.
- City should construct sidewalks joining significant origins and destinations (neighborhoods to schools or parks, for example).
- Adopt rules to require re-inspection with change of occupancy.

- 4. Significant Finding – Public facilities improvements are needed. Parks and recreation programs are especially important to economic development efforts and overall quality of life.**

Recommendations –

- Improve existing park and add more open space/passive parks.
- Review land owned by the city to see what might be able to be used or traded for parkland. Set up a dedicated fund for parkland purchases.
- Upgrade Parks and Recreation department/increase staffing.
- Upgrade overall city computer networking and general connectivity and communication system/data sharing.
- Assess streets, water facilities and sewer facilities and prepare a capital improvements program.

5. Significant Finding – Attention to the environment will help improve Winona’s economic development potential and quality of life.

Recommendations-

- Reduce the amount of impervious surface allowed in developments. Require generous landscaping of commercial, industrial and institutional developments.
- Discourage clear cutting of trees and inappropriate land grading for development. Restrict clearing to the minimum area needed for the building footprint, construction access and safety setbacks. Trees to be kept should be clearly marked. This reduces storm water management costs and adds to the value of the land.
- Adopt NPDES Phase II standards for storm water management. Encourage a water quality method rather than a “collect and convey” method of dealing with storm water.
- Make detention/retention areas amenities in developments.
- Ensure that subdivision regulations require developments to cause no more runoff than the land would have in its undeveloped state.

6. Significant Finding – Consistent administration of the plan and implementation ordinances will help Winona create the kind of city it wants to be.

Recommendations –

- Create a yearly action plan from the goals, objectives and policies.
- Provide plan/ordinance administration training for Planning Commission and Mayor and Board of Aldermen.
- In the absence of hiring full-time staff, hire a consultant to prepare written staff reports for the Planning Commission.
- Eliminate the Zoning Board of Adjustment and re-assign duties to the Planning Commission.

"The greatest asset a city or neighborhood can have is something different from every other place"- Jane Jacobs

Introduction

This Comprehensive Plan for the City of Winona is the City's blueprint for the economic, social and physical development for the future. A comprehensive plan is defined by Mississippi state statute to include four elements – land use, goals & objectives, transportation and public facilities. Its primary purpose is to help a city be proactive in planning and managing its growth and development. It provides a legal basis for exercise of the city's police powers involving development of land, and it is useful in coordinating the city's development activities with other entities. It is educational, telling the community and developers where the City is going, and it provides guidance by helping with interpretation of development ordinances through clearly stated goals and objectives. The city adopted a plan in the 1970's but it has outlived its usefulness.

Unplanned growth is unsightly and results in incompatibilities in land use and poor design that can hurt property values and the general form and function of the City. It also can result in higher public costs. The comprehensive plan helps coordinate and time needed capital improvements.

The new Winona Comprehensive Plan tracks the major community changes over the past two decades, assesses prospects for future development, and sets forth the community's vision for the next 25 years. It outlines goals, objectives and policies to guide development in the future, and recommends revisions in development regulations and other planning tools to carry out the policies.

The plan was developed in accordance with generally accepted planning principals. Chapter I provides introductory and background analysis related to planning and development issues in the City. Chapter II sets forth findings and issues and outlines the City's important goals, objectives and policies. Chapter III outlines the recommended general development plan and Chapter IV recommends ways in which the goals can be met through implementation ordinances, programs and policies. Chapter V covers policies for Capital Improvement Programming.

VOLUME I. BACKGROUND AND ANALYSIS

A. General Features

Winona is located in Montgomery County in the north central part of Mississippi, along Interstate 55 and at the crossroads of Highway 51 and 82. It is 86 miles from Jackson, Mississippi and 113 miles from Memphis, Tennessee.

The Planning Area consists of the City of Winona and an area approximately one mile outside the city limits. The Comprehensive Planning time frame is 25 years.

Natural Environment

Understanding soils is important, especially with regard to the use of onsite wastewater treatment, and the propensity for soil erosion. Winona has some areas that are gullied, flood prone, and with steep slopes, but generally the natural environment of the City of Winona poses no insurmountable physical constraints to development. Erosion and sedimentation almost always occur where there is development, and the city should be concerned about implementing policies that mitigate soil erosion, sedimentation and water pollution caused by land development. Certainly, as areas begin to urbanize, the city should have a policy of concurrent expansion of Winona's centralized sewer system.

Winona and Montgomery County enjoy a rich natural environment, which if cared for, can provide enjoyment for permanent resident and visitor alike.

B. Population Analysis

Winona's and Montgomery County's population has seen a steady decrease in the last few decades. Table/Chart 1 shows that Winona's population has decreased from 6,177 in 1980 to a 2000 Census count of 5,482. The 2005 Census Bureau estimate is 4,934. Montgomery County had a 1980 Census figure of 13,366 and a 2000 Census figure of 12,189.

Table 3 compares the City of Winona's population growth with that of other Mississippi cities of similar size. As the table indicates, the City of Winona has had negative growth while many cities of similar size have seen positive growth.

Chart 1 - Winona Population Trends

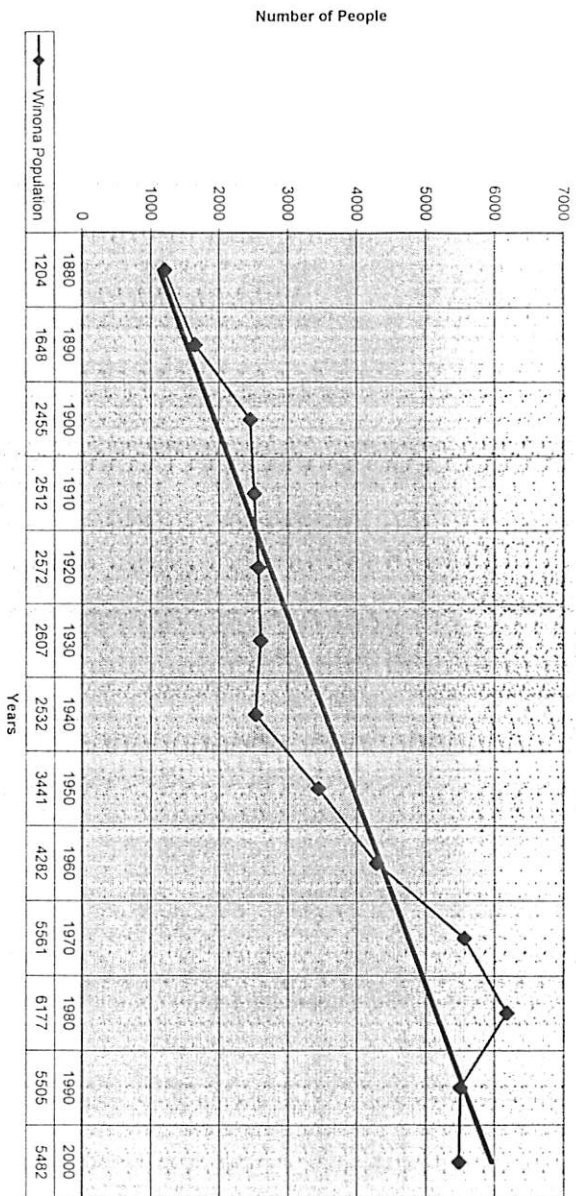


Chart 2 - Montgomery County Population Trends

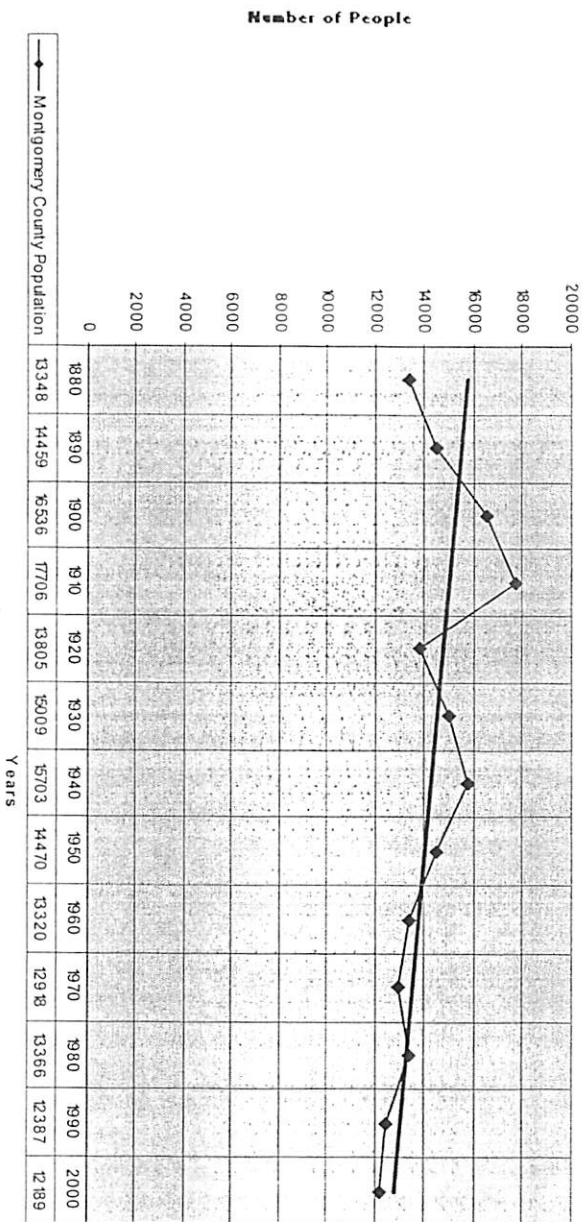


Table 3
Comparative Population Growth
Winona and Other Like-Size Communities in Mississippi 1980-2000

<u>City</u>	<u>1980</u>	<u>2000</u>	<u>No. Change</u>	<u>% Change</u>
Crystal Springs	4,902	5,873	971	19.8
Flowood	943	4,750	3,807	403.7
Forest	5,229	5,987	758	14.5
Hazelhurst	4,437	4,400	-37	-.8
Houston	3,747	4,079	332	8.9
Leland	6,667	5,502	-1,165	-17.5
Rolling Fork	4,271	5,478	1,207	28.3
Waynesboro	5,349	5,197	-152	-2.8
Winona	6,177	5,482	-695	-11.3

Source: U.S. Bureau of the Census, 1980 and 2000

Population projections for Winona reflect the latest Census projections for Montgomery County and are based upon the city's percent of the county's population.

Table 4
Population Estimates and Projections
City of Winona and Montgomery County

	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>2025</u>	<u>2030</u>
Winona	4,934	4,875	4,892	4,847	4,916	4,872
Montgomery County	11,829	11,606	11,377	11,272	11,172	11,072
City % of County	41.7%	42%	43%	43%	44%	44%

Source: 2005 Estimates -US Bureau of the Census; Projections- County - Mississippi Institutions for Higher Learning/City - Johnstone & Associates.

Table 5 presents population composition by age. The table illustrates several important trends in the characteristics of the population.

Winona and Montgomery County have somewhat older populations than the state as a whole. The median age is older, and both Winona and the county have more persons in the 65+ age ranges than does the state. The 25-54 working age group is somewhat smaller in percent than the state as a whole.

The country's and the state's median age is the oldest it has ever been and will continue to increase as the baby boomers age. During the next 50 years, the five to one ratio of working Americans to retired Americans will decline to two to one. Most of this older population is expected to remain living where they currently reside.

On the other hand, the oldest baby boomer will turn retirement age in 2011. Although the group is healthier than those that came before it, they will still require health and recreation facilities nearby. Winona should work closely with its local healthcare providers, and develop recreation/cultural programs designed to attract this demographic bubble to its community.

Table 5
Composition of the Population by Age
City of Winona, Montgomery County & State of Mississippi
1990 and 2000

<u>Age Category</u>	<u>Winona</u>		<u>Montgomery County</u>		<u>State of Mississippi</u>	
	1990	2000	1990	2000	1990	2000
Under 5	6.9	6.5	6.9	6.6	7.6	7.2
5-9 years	8.2	8.2	8.3	7.7	8.2	7.6
10-14 years	8.6	8.3	8.3	7.7	8.3	7.7
15-19 years	8.1	7.9	8.1	7.9	8.7	8.2
20-24 years	7.0	6.0	6.7	5.7	7.6	7.5
25-34 years	12.3	10.6	13.2	11.2	15.6	13.4
35-44 years	12.3	13.5	12.3	14.0	13.6	15.0
45-54 years	9.3	11.9	10.0	12.7	9.6	12.7
55-59 years	4.1	4.5	4.6	5.3	4.2	4.6
60-64 years	5.3	4.5	4.9	4.4	4.1	4.0
65-74 years	9.3	9.1	8.8	8.6	7.0	6.5
75-84 years	6.3	6.4	6.0	5.8	4.2	4.0
85 years & over	2.3	2.6	1.9	2.2	1.3	1.5
Median age		37.0		37.3		33.8

Source: US Bureau of the Census, 1990 and 2000

Hispanics make up a smaller portion of the population compare to whites and blacks, but they represent a growing segment. This growth has strong implications for the area's hospitals and schools, as well as for the hiring practices of local businesses and industries. Many migrants to Mississippi communities can place new demands on affordable housing stock. And, although some new immigrants have good English language skills, those who do not can present new challenges for schools and local merchants.

Table 6
Hispanic Population for Winona, Montgomery County, and Mississippi
1990 and 2000

	<u>1990</u>		<u>2000</u>	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Winona	30	0.5	4	
Montgomery County	50	0.4	103	0.8
Mississippi	15,931	0.6	39,569	1.4

Source: US Bureau of the Census, 1990 and 2000.

Table 7 provides data on the population by sex for Winona, Montgomery County and the State of Mississippi. As indicated, females comprise a significantly larger percent of the population in Winona than in the state as a whole. In most communities, as for the state, the percentage of females usually outpaces that of males, but to a lesser degree. The Winona numbers could be due to the larger percent of elderly persons in the city, as females usually generally have a longer life span.

Table 7
Composition of the Population by Sex
City of Winona, Montgomery County and Mississippi
1990 and 2000

	<u>Winona</u>		<u>Montgomery County</u>		<u>State of Mississippi</u>	
	<u>1990</u>	<u>2000</u>	<u>1999</u>	<u>2000</u>	<u>1999</u>	<u>2000</u>
Male	44.9	43.9	46.6	46.4	47.8	48.3
Female	55.1	56.1	53.	53.6	52.2	51.7

Source: US Bureau of the Population, 1990 and 2000.

As Table 8 indicates, Winona and Montgomery County residents have less educational attainment than Mississippi residents as a whole, especially among those with less than completion of 9th grade and those attending school between 9th and 12th grades but receiving no diploma. Since there is a direct correlation between earnings and educational attainment, Winona should develop strategies designed to improve educational attainment.

Table 8
Educational Attainment of those 18+
City of Winona, Montgomery County and the State of Mississippi
2000

	<u>Winona</u>	<u>Montgomery County</u>	<u>State of Mississippi</u>
Less than 9 th grade	10.9	12.5	8.7
9-12, no diploma	26.3	25.6	18.7
High School grad. (not going on to get a higher degree)	26.6	31.2	29.1
Some college, no degree	19.8	17.2	22.9
Associate degree	3.1	3.5	5.5
Bachelor's degree	8.9	6.6	10.1
Graduate or Pro. Degree	4.4	3.4	5.0

Source: US Bureau of the Census, 2000

C. Economic Analysis

An understanding of Winona's existing economy and its potential for economic growth is essential to formulation of sound planning decisions. The growth of the City is primarily dependent upon its economic potential. The amount of land required by different types of uses will be governed in large measure by the relative importance of various segments of the economy and by the number and character of the city's labor force. Similarly, the potential for expanding manufacturing, trade, and service activities is the major determinant of the city's future population, land use and traffic patterns.

This economic analysis contributes to a better understanding of the city's ability to expand economic development, and create additional sources of revenue. It is essential to sound fiscal planning as well as development of the physical plan for community growth.

A special look at Agriculture

The needs of agricultural enterprise created the conditions for the formation and development of Winona. In addition to its role as the county seat, Winona still relies on its role as an agriculture center that dominated its early economic life. Though employing far fewer people than it once did, the income generated from agriculture and the spin off and support enterprises still heavily influence the city today. As such, a brief orientation to current trends is helpful to understanding the local economy.

Land and Production

Table 8 summarizes the trends related to land devoted to agricultural use. From 1992 to 2002 the number of farms has fallen while their size has continually increased. This reflects a national trend toward fewer, but larger farms.

Table 9

Montgomery County Agriculture Information

2002

Number of Farms:	352
Land In Farms :	85,822 acres
Average Size of Farms:	244 acres
Farms by size:	
1-9 acres:	14
10-49 acres:	45
50-179 acres	151
180-499 acres:	100
500-999 acres:	26
1,000 acres or more:	16

Market value of agricultural products sold - \$6,659,000

Labor Force and Employment

Winona has historically been dependent upon manufacturing employment and Educational, Health and Social services. Manufacturing employment outpaced the state in 1999 despite the fact that Mississippi Department of Employment Security trends show a 46% decrease in establishment-based employment in manufacturing in Montgomery County from 1990-2000. Manufacturing employment numbers have seen a decrease from 2001-2005 in Mississippi and the North Central PDD area, but the numbers have been holding steady in Montgomery County, despite being small relative to the total civilian labor force (450/5,060). The 2005 unemployment rate average for Montgomery County was slightly larger than the state as a whole at 8.3% (state was 7.9%).

Table 10
Employment by Occupation
Winona & Mississippi
1999

	<u>Winona</u> %	<u>Mississippi</u> %
Civilian Population 16 years +	100.0	100.0
Management, professional, and related occupations	18.7	27.4
Service occupations	6.1	14.9
Sales & office occupations	16.2	24.9
Farming, fishing, and forestry occupations	.2	1.2
Construction, extraction, and maintenance Occupations	7.5	11.2
Production, transportation, and material moving Occupations	16.9	20.4

Source: US Bureau of the Census, 2000.

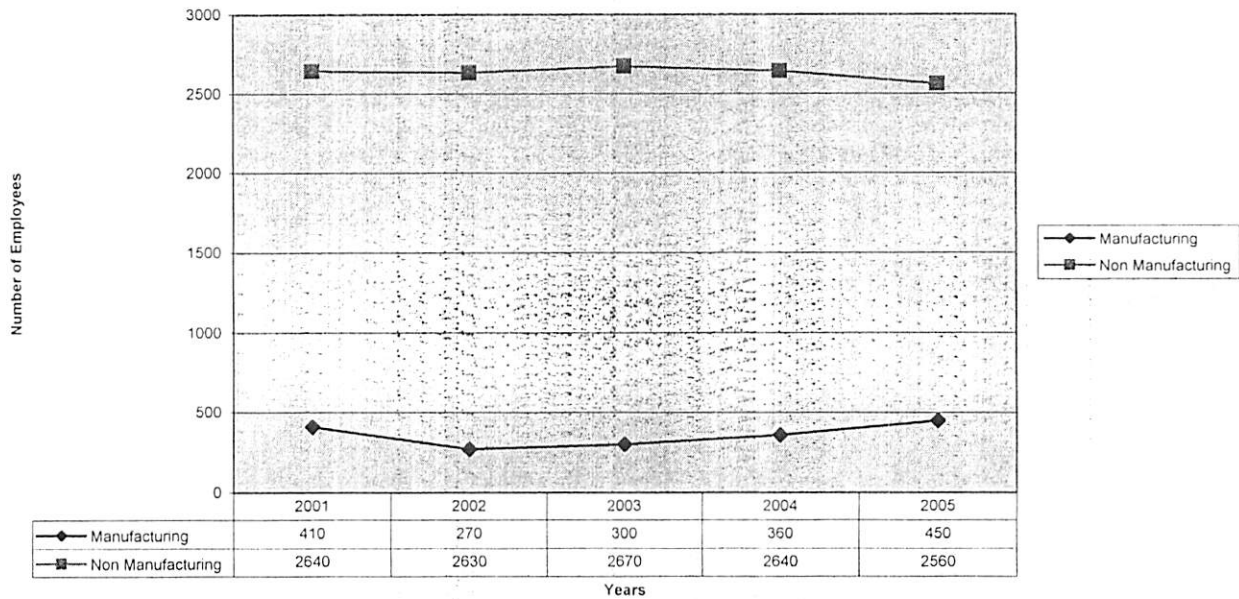
Table 11
Employment by Industry
Winona & Mississippi
1999

	<u>Winona</u> %	<u>Mississippi</u> %
Agriculture, forestry, fishing and hunting And mining	.68	3.4
Construction	8.8	7.6
Manufacturing	25.3	18.3
Wholesale trade	4.3	3.4
Retail trade	10.4	11.8
Transportation and warehousing, & utilities	5.8	5.4
Information	1.7	1.8
Finance, insurance, real estate, and rental & leasing	6.1	4.8
Professional, scientific, management, administrative, And waste management services	5.9	5.2
Educational, health, and social services	17.1	20.1
Arts, entertainment, recreation, accommodation And food services	5.0	8.3
Other services (except public administration)	3.1	4.8
Public administration	5.8	5.1

Source: US Bureau of the Census, 2000.

Bold represents significant differences between Winona and the State.

Chart 3 - Montgomery County Manufacturing & Non-Manufacturing Employment



People who are out-commuting from Montgomery County are primarily going to work in Grenada County, a larger community with more employment opportunities, especially in higher-paying jobs. On the other hand, in-commuters are coming mostly from Carroll County.

Chart 4 - Comparative Unemployment Rates

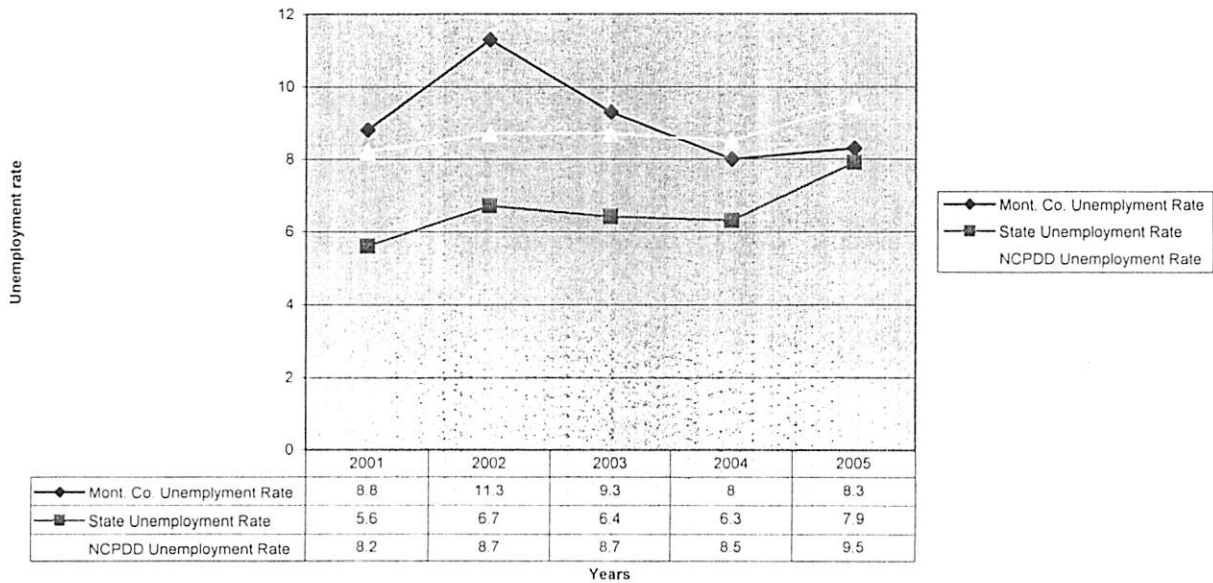


Chart 5- Trends in Top Employment Sectors in Montgomery County

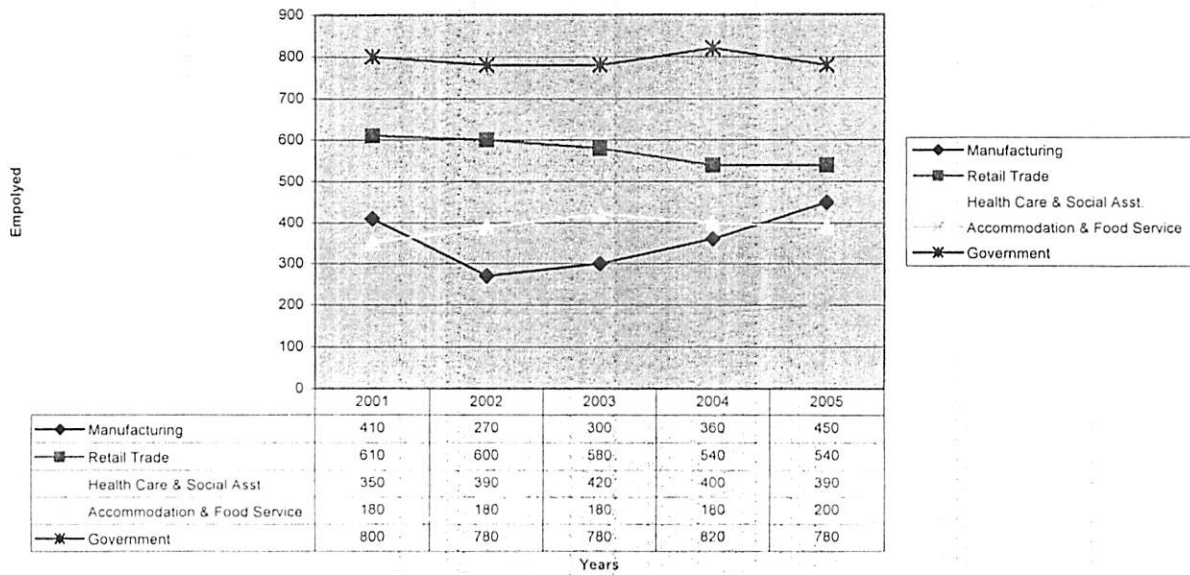


Chart 6 - Top Four Destination Counties for Outcommuters

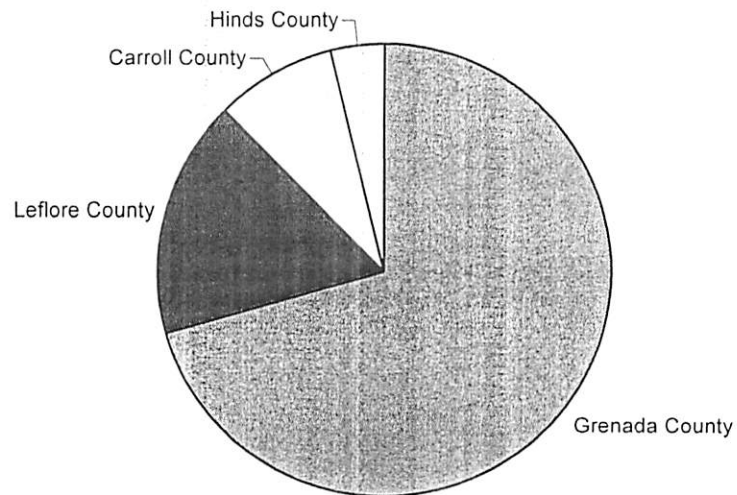


Chart 7 - Top Four Origin Counties for Incommuters

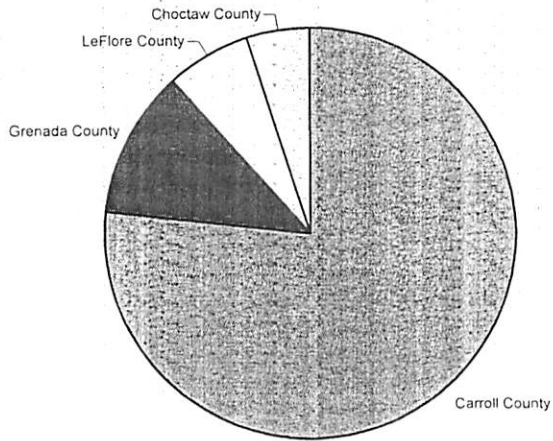


Chart 8

Trends in Manufacturing and Non-Manufacturing Employment - State of Mississippi

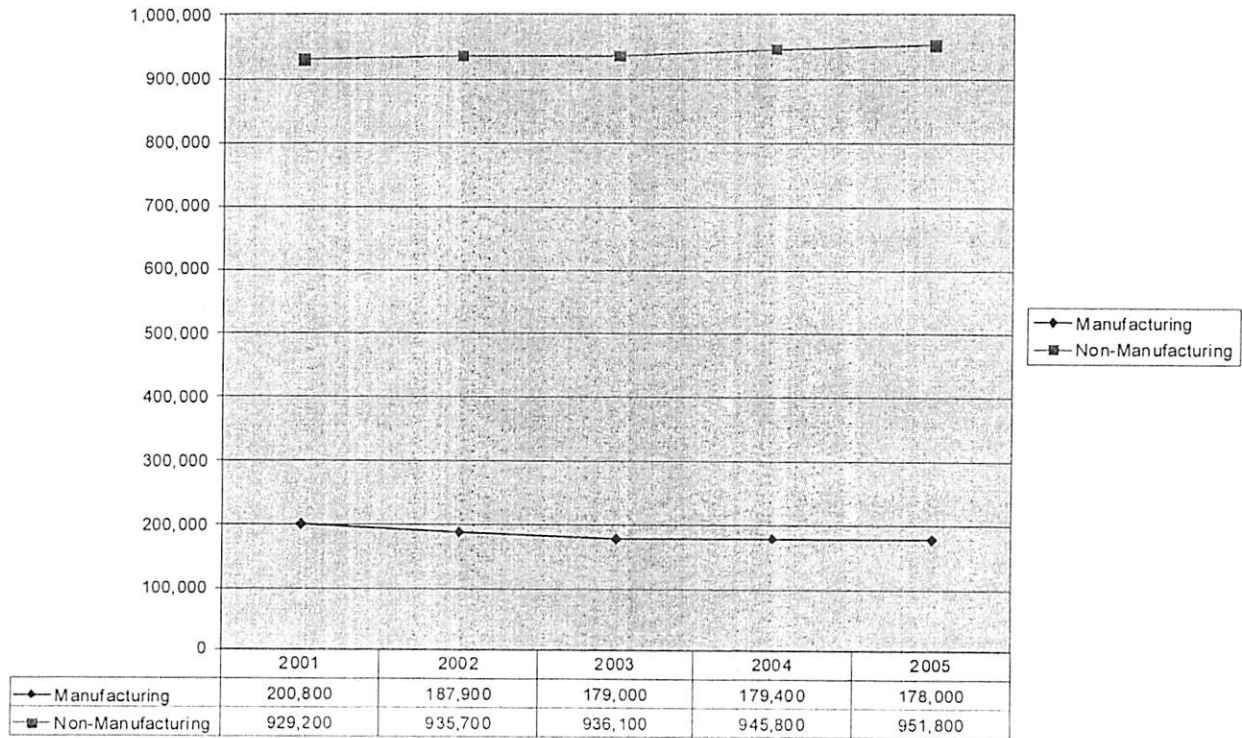


Table 12

Employment Projection % for Holmes County Community College District

2002-2012

Agriculture, Forestry, Fishing & Hunting	8.4%
Mining	-9.5%
Utilities	5.6%
Construction	22.5%
Manufacturing	11.2%
Wholesale Trade	16.5%
Retail Trade	18.2%
Transportation and Warehousing Information	22.5%
Information	18.9%
Finance & Insurance	13.8%
Real Estate & Rental & Leasing	19.4%
Professional, Scientific & Technical Service	30.0%
Management of Companies & Enterprises	9.0%
Administration & Support & Waste Management and Remediation Services	27.3%
Education Services	18.7%
Health Care and Social Assistance	30.6%
Arts, Entertainment & Recreation	23.7%
Accommodation & Food Service	17.9%
Other Services	16.1%
Government	10.8%
Self-employed and Unpaid Family Workers	2.8%

Source: Mississippi Employment Security Commission

Table 13

Top Employers in the Winona Area

(based upon employment)

2006

<u>Employer</u>	<u>Type of Business</u>	<u>Number of Employees</u>
Winona School District	Education	193
Krueger International	Wood Office Furniture	145
Tyler Holmes Hospital	Health Care	86
SCC Industries	Screw Conveyor	65
Winona Packing Company	Processed Meats	27
Winona Elevator Company	Prepared Feeds	23
Steve Green Cabinetry	Custom-made Kitchen Cabinets	10

Source: Mississippi Manufacturers' Database, October, 2006.

Sales Tax

Sales tax revenue is the lifeblood of most general revenue budgets for cities in Mississippi, and Winona is no exception. It is important to note that sales tax revenue is sensitive to the fluctuations in the economy and should be treated as such. A good long-term revenue production strategy includes both development of sales-tax generating businesses and improvement in properties leading to higher ad valorem assessments. The Food and Beverage category is the largest producer of sales tax revenue in the City of Winona. Continued growth in service industries catering to the driving visitor on the city's major roadways is important to continuing this trend. Quality of life improvements in the community, coupled with employment opportunities will drive the other commercial growth that can service the residents' needs and develop a strong sales tax base for the city.

Table 14
Gross Sales by Industry Group
City of Winona
2005
(ranked)

1.	Food & Beverage	\$ 19,322,661
2.	Apparel & General Merchandise	\$ 16,006,874
3.	Automotive	\$ 10,115,205
4.	Miscellaneous Retail	\$ 5,553,706
5.	Miscellaneous Services	\$ 4,907,501
6.	Lumber & Building Materials	\$ 2,181,196
7.	Machinery, Equipment & Supplies	\$ 3,251,010
8.	Contracting	\$ 1,193,863

Source: Mississippi State Tax Commission

Chart 9 - Winona Gross Sales, 2000-2005

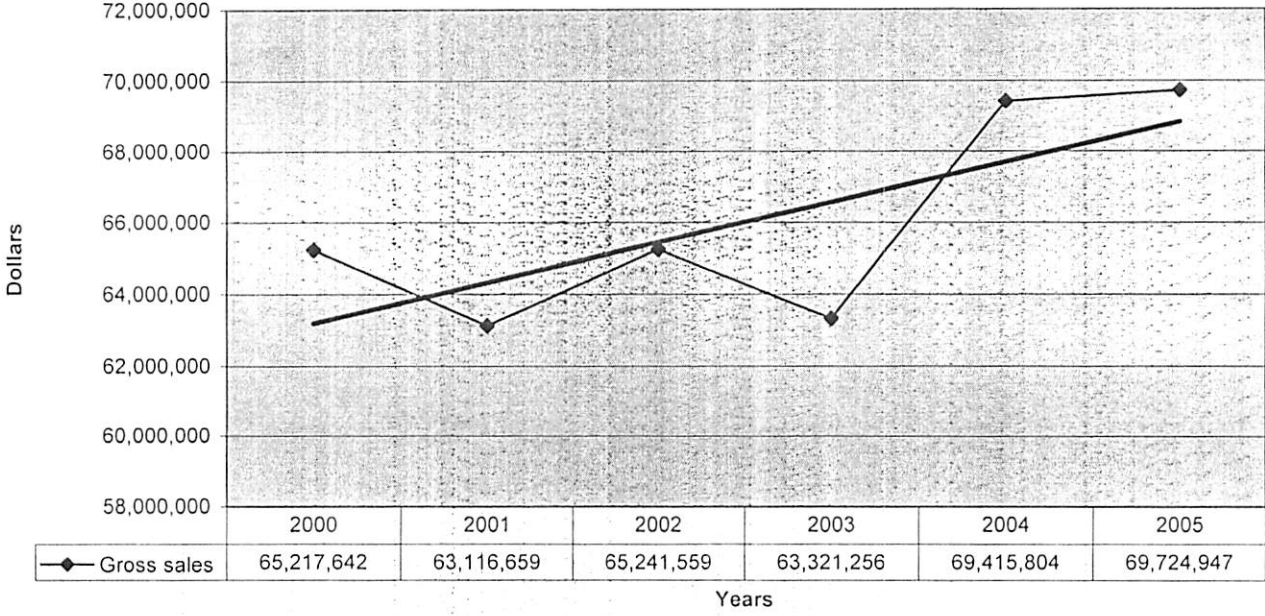


Chart 10 - Trends in Sales Tax Diversion to Winona

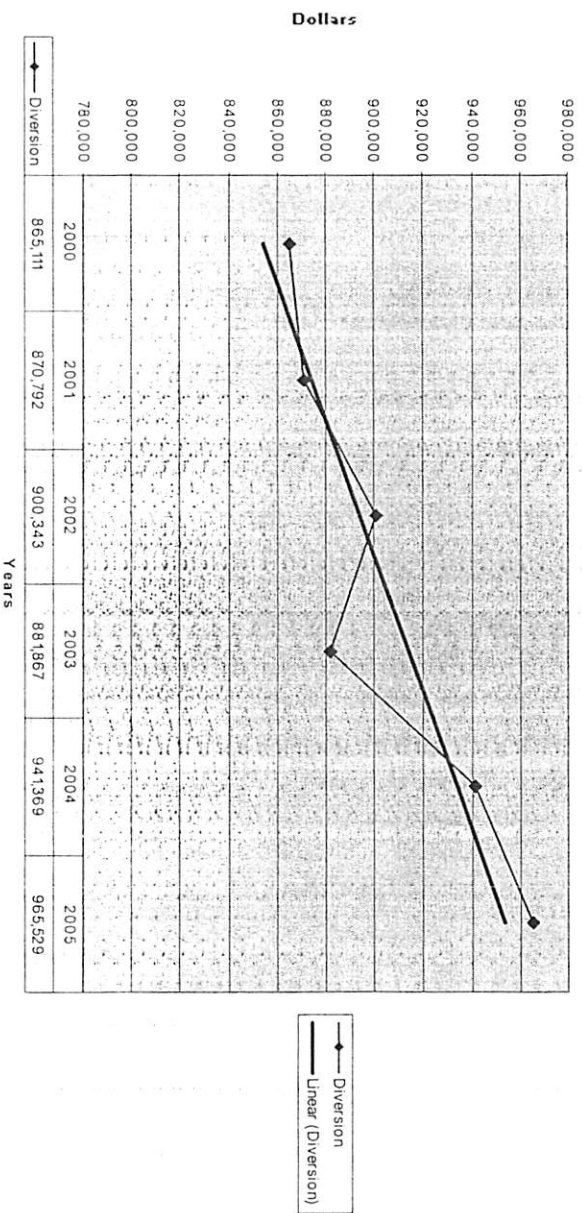
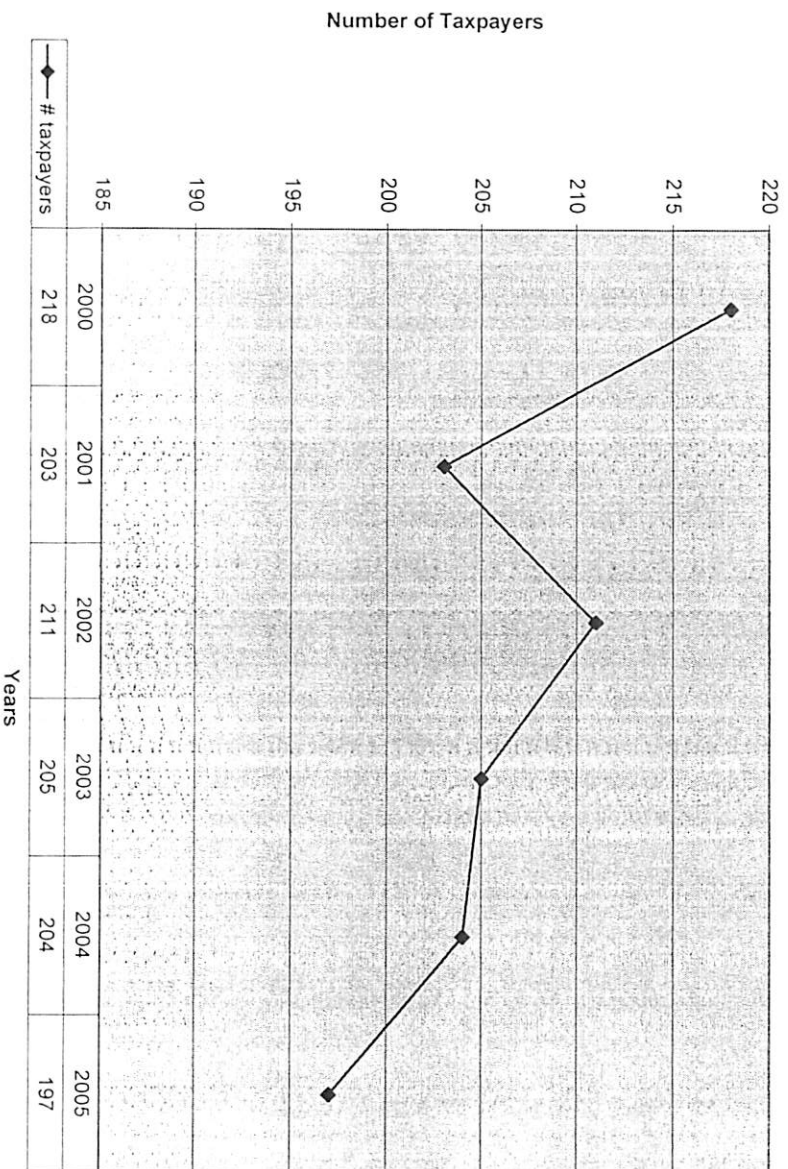


Chart 11 - Number of Sales Tax Payers



Personal Income

Tables indicate that median family and per capita incomes in Winona are less than the state in both 1989 and 1999 (1990 and 2000 census). Improvement in incomes is directly related to educational attainment, as can be seen in Table 16. Even manufacturing concerns today require a higher level of both skill and discernment among their employees. Communities that are able to offer a highly qualified work force as well as abundant natural resources, inexpensive energy, and good transportation systems are more likely recruit new industry. That being said, it is equally important to help incubate local businesses and provide support to existing businesses in the community. Tourism and recreation provide some of the best opportunities for small towns to get re-engaged in the economy. Mississippi's smaller communities have wonderful character and uniqueness that can be capitalized on to help provide jobs, as well as money flowing through the local economy.

Table 15
Median Family Income Trends
City of Winona and the State of Mississippi
1989-1999

Winona		State of Mississippi	
<u>1989</u>	<u>1999</u>	<u>1989</u>	<u>1999</u>
\$20,000	\$31,619	\$24,448	\$37,406

Source: US Bureau of the Census, 1990-2000.

Table 16
Per Capita Income Trends
City of Winona and the State of Mississippi
1989-1999

<u>Winona</u>		<u>State of Mississippi</u>	
<u>1989</u>	<u>1999</u>	<u>1989</u>	<u>1999</u>
\$7,770	\$14,700	\$9,648	\$15,853

Source: US Bureau of the Census, 1990-2000.

Note: Median Family: Refers to the median family income for all families. A family includes one adult household member (the householder) and one or more persons living in the same household who are related to the household owner by birth, marriage, or adoption. Per Capita is the mean income computed for every man, woman and child.

Table 17

Relationship of Median Earnings and Employment to Education Level

State of Mississippi

<u>Education Level</u>	<u>Median Earnings</u>	<u>% Employed</u>
Total working full-time, age 21-61	\$26,285	68.4
Not a High School Grad.	\$20,285	48.2
High School Grad.	\$23,381	67.0
Some College	\$26,850	74.2
Bachelors Degree	\$34,411	82.2
Advanced Degree	\$41,816	85.9

Source: US Bureau of the Census, 2000

D. Existing Land Use

Land Use data in the city was generated and mapped by means of a windshield survey. Data collected in connection with this survey was analyzed in terms of the amount of land devoted to various categories of use, location of uses and in comparison with the city's zoning map. The purpose was not to accurately identify every land use in the city but to recognize important trends. This important data will serve as a basis for planning future land uses and establishing reasonable and appropriate boundaries for zoning districts.

1. Land Use Categories

For planning purposes, land uses were grouped into major land use categories: Residential (Low Density and Multi-Family); CBD Commercial; General Commercial; Industrial, Public/Semi-Public; and Agriculture & Vacant.

2. Comparative Land Uses

The spatial requirements of various land uses are related to the population of the community. Table 18 presents data produced by the American Planning Association and illustrates typical land use ratios within cities of under 100,000 in population. This data should not be construed as an ideal estimation of the city's future land use needs, since no two communities are exactly alike. However, the data does have value in that it tends to point out possible major land use deficiencies.

Table 18

Land Use Ratios for Communities Under 100,000

Residential (single family)	52% (41%)
Commercial	10%
Industrial	7%
Public	31%
Institutional	10%
Parks	11%
Right of Way	18%

Source: American Planning Association

3. General Land Use in Winona

Agricultural and Residential

Agricultural or vacant land occupies the largest segment of Winona's land with residential use taking the next spot. Single-family housing is the largest portion of residential land use. Many of the land classified as agricultural is a combination of agricultural and residential use.

Commercial

Commercial uses appear (1) in the Central Business District, (2) in "strip" developments along the city's major arterials, and (3) in scattered areas throughout the city. Development of measures to eliminate commercial activities where they are incompatible with the healthy development of the surrounding area is an important goal of the Comprehensive Plan and any retooling of the zoning ordinance and map. In addition, it is critical that the city manages the expected development along the Highway 82 by-pass, and plan for redevelopment of any commercial areas that might be left behind Highway 82 by the new route. It is recommended there be at least a corridor overlay for the Highway 82 by-pass, and that commercial development be of a nodal type around the intersections.

Future expansion of the Central Business District probably will occur through property conversions and rehabilitation of existing properties as well as a proposed expansion of the zoning category. Currently, commercial land zoned around the Central Business District is zoned General Commercial. Adjacent land slated to become commercial in nature around the CBD should be zoned CBD. It is recommended that buildings stay as much the same as possible to retain the fabric of this community through design standards, a special overlay zone, Historic Preservation ordinances and/or an active Main Street Program.

Industrial

Heavy industrial uses comprise those uses that generate smoke, noise, odors, and fumes or have other similar objectionable qualities. Light industries are more compatible with business and other industrial uses in terms of objectionable characteristics.

Most of the city's industry is now scattered, and some actually outside the city limits. Given the projections for manufacturing employment in the state, county and city, it is not anticipated that there will be a need for additional land for heavy manufacturing. However, it is important that lands be specifically dedicated to industrial use, as it is the category with the most intensive locational requirements. Access to major transportation routes is critical.

Public and Semi-public

Land uses in these categories include governmental uses, fire stations, public buildings, churches, and private clubs. The total amount of land devoted to public buildings is not a particularly important consideration. Projections for future needs for public buildings are made in the public facilities portion of the plan.

According to the National Recreational Association, a city should provide one acre of land devoted to recreational uses for each 100 residents. Based on the current population of the city, parklands appear to be deficient. With a goal of providing more open space, the city should consider a central park near the downtown area and scattered smaller green spaces. These areas need not have any activities associated with them other than a walking track or seating, and where practical, water features.

Flood Plains and Water

Almost all of the constrained lands in the city are in the floodplain. Steep slopes are not a developmental issue for most types of development.

Vacant Land

Two basic types of vacant lands exist in the City of Winona; infill lands and frontier, or outlying lands. Infill land is that land which exists in developed areas of the city and has either never been developed or has previously been occupied but now lies vacant due to removal or deterioration of structures. Infill land is usually serviced by existing municipal services and streets. Infill development is often associated with neighborhood and commercial revitalization strategies.

Frontier land is that which lies at the edge of existing development on the fringes of the city. This land is eligible for development but usually requires the extension of municipal services and the construction of roads. Some infill opportunities and redevelopment possibilities exist in the older neighborhoods and commercial areas. There is especially a need for redevelopment attention to areas that might be left behind by new development on the by-pass and in areas near Interstate 55. Highway 51, for example, has seen some deterioration that could be exacerbated by the by-pass development.

Historical and recent annexations have provided ample frontier land for the development of new residential, commercial and industrial areas for the time being. However, there are areas that the city should consider annexing in order to control the quality of development, since the county does not have land use controls.

Summary

The City of Winona has experienced new locations of retail establishments to areas near Interstate 55 to help serve the traveling public as well as Montgomery and surrounding counties. In order to develop the cities unique assets, Winona should look at participation in the Mississippi Main Street Program in order to keep the downtown area active and vital.

An issue of vital concern to the city is the lack of land use planning, codes and ordinances in the county. The city should place conditions on the extension of sewer to these areas and require that the developments initiate annexation proceedings.

E. Transportation Facilities

Automobile Circulation

The City is served by Interstate 55, U. S. Highways No. 51, 82 and state highway 407. Average Daily Traffic Counts indicate that there have been increases in traffic counts from 1996 to 2005 on Highway 51 south of Summit, as well as, a significant increase 3,000 to 12,000 on the area from Summit to Highway 82. A decrease in counts is noted for the intersection of 407 and Highway 51 (from 5,200 to 4,300). Highway 82 has registered increases all along its length in the City of Winona. North Central Avenue, however, showed a decrease from 700 to 460 in the ten-year period.

Table 19

Traffic Volume Trends in Winona Selected Studied Roadways, 1996-2005

<u>Street Portion</u>	<u>1996</u>	<u>2005</u>	<u>% increase /-decrease</u>
Highway 51 North	4,200	4,800	14.3
Highway 82 west	4,800	5,800	20.8
Highway 82 (mid)	6,400	7,500	17.2
Highway 82 east	4,500	5,300	17.8
North Central Avenue	700	460	34.3
Highway 407 at 51	5,200	4,300	17.3
Highway 51 south	2,100	2,200	4.8
Highway 82 (east of 55)	5,600	5,800	3.6
Fairgrounds St.	1,700	1,200	-29.4
Highway 51 btw. 82/Summit	3,000	12,000	300
Summit	1,700	1,500	-11.8

Source: Average Daily Traffic Counts, Mississippi State Department of Transportation.

Recommended Improvements

In order to increase public safety and promote economic development the following transportation improvements are recommended:

1. Construct access/service roads adjacent to Interstate 55.
2. Improve Highway 51 to five (5) lanes from Summit Street south to the city limits.
3. Improve Highway 51 to three (3) lanes from Highway 82 By-pass north to the city limits.

For a graphical depiction of these recommendations please see **Appendix B**.

Functional Classification of Streets and Highways

Streets and highways serve two separate and conflicting functions, one to carry traffic and the other to provide access to abutting property (land use). The more traffic a road carries, the greater the difficulty in accessing property directly from the road. As the number and density of access points increases, safety is compromised and speed limits need to be lowered, reducing the traffic carrying capacity of the street or highway. This is one reason that nodal commercial development, particularly on by-passes, is recommended. In addition to increased traffic safety problems, the traditional linear development pattern, along with unchecked signage and lack of design controls, is almost solely responsible for the visual clutter along major thoroughfares in communities. Curb cuts should be regulated for the very same reasons.

Streets and highways are classified by function. This ranges from the sole purpose of carrying traffic to that of primarily providing access to property. Classification is important as it is used as a reference point in the Zoning Ordinance and the Subdivision Regulations. Future streets may be "reserved" by mapping them on the Future Land Use and Transportation Plan. This way no development may occur on planned rights of way. Enforcement of this legislation is accomplished through the use of the Subdivision Regulations and by refusing building permits that encroach in mapped rights of way.

New streets will be constructed primarily in association with new private development. The location and function of these streets should strictly adhere to the design standards for streets contained in the subdivision regulations.

Following is a generally accepted classification and functional characterization of highways and streets:

Major Thoroughfare—A street or highway designed and given preference to carry traffic, but also providing access to abutting property. Cross traffic is accommodated at at-grade, signalized intersections for streets with high traffic levels, and at at-grade intersections without signals, for streets with moderate or low traffic levels. If intersections do not have signals, through traffic flow is given preference to the principal arterial.

Access Controlled—A fully access-controlled highway designed for high speed travel with the sole purpose of facilitating non-stop traffic flow without obstruction from cross traffic. Access is not provided to abutting property and access is only provided to other streets or highways at grade-separated interchanges. Freeways are a design type of Major Thoroughfare.

Limited Access—A partially access controlled highway designed for high speed travel for the sole purpose of facilitating traffic flow with minimal obstruction from adequately spaced cross traffic. No access is provided to abutting property and access is provided to other streets or highways at grade-separated interchanges for streets with high traffic levels, at at-grade, signalized intersections for streets with moderate traffic levels and at at-grade intersections without signals, for streets with low traffic levels. Limited access roads are a design type of Major Thoroughfare.

Major Street—A street or highway designed to both carry traffic and provide access to abutting property. Cross traffic is accommodated at at-grade intersections without signals for streets with low traffic levels. The primary purpose of the major street is to serve moderate length neighborhood trips and to channel traffic from collectors and local streets to major thoroughfares.

Collector—A street or highway designed to carry traffic and provide access to abutting property. Cross traffic is accommodated at at-grade intersections with local streets. No signals are provided. The primary purpose of the collector is to serve short length neighborhood trips and to channel traffic from local streets and abutting properties to major streets and major thoroughfares.

Local Street—A street or rural road designed to provide access to abutting property and only incidentally channel traffic short distances to collectors or minor arterials.

The hierarchy of street and highway types forms a network that allows travel from most points of origin to most points of destination by motor vehicle at any time of day using the minimum time/distance combinations. The typical trip begins and ends on a local street.

On the US and state highway system, where traffic carrying capacity is of primary concern, the response to loss of carrying capacity due to development allowed by local government land use decisions has been to relocate the highway as a bypass. Unless adequate access control is designed into the relocated roadways, local government land use decisions will likely degrade the traffic carrying capabilities of the roadway.

It is also recommended that the city require developers to construct an additional lane on roads scheduled for widening in this plan, or on roads the city decides later (based upon impact of new by-passes) that need widening, on the part of the road that their development fronts. This roadway acts as a turn lane until the road is widened.

The city should also adopt an overlay zone that allows developers to have narrower street widths in subdivisions where the design is part of a planned, traditional neighborhood development. These narrower streets will not need extensive rights-of-way, as they are not intended to become

larger streets in the future. The narrower roads will have an added benefit of reducing the amount of impervious surface, reducing storm water runoff and associated pollutant loads. They will also be less expensive to build and to maintain. Narrower streets also tend to lower the speed of vehicles and act as traffic calming devices. When designed properly, they can certainly easily accommodate emergency vehicles.

Winona’s subdivision regulations note the following functional classification of streets and their minimum design rights-of-way.

Minor streets	50 feet of Right-of-Way
Collector streets	60 feet of Right-of-Way
Major streets	80 feet of Right-of-Way
Major Thoroughfare	100 feet of Right-of-Way

The following Major Thoroughfares, Major Streets and Collectors are identified in Winona. All other streets are considered minor or local.

Table 20
Listing of Streets by Functional Classification
City of Winona

Major Thoroughfares

- Interstate 55
- Highway 82
- Highway 51
- Highway 407

Major Streets

- Summit
- Middleton Road

Collector Streets

- | | |
|-------------------|-------------------------|
| Lodi Road | Billingsley-Baskin Road |
| Greensboro Street | Recreation Park Road |
| Powell Street | North Central Avenue |
| Jones Street | Pecan Lane |
| South Central | Union Street |
| Simpson Street | Tyler Holmes Boulevard |

Source: City of Winona

Bike and Pedestrian Paths

Since World War II, communities in the United States have concentrated most of their efforts and funds on the development of improved circulation for automobile traffic. Winona is no exception. Because of changes in demographics, increasing fuel costs and growing levels of obesity, communities are once again discovering the value of bike and pedestrian programs and facilities.

Paramount to a balanced approach to transportation needs is a coordinated planning effort by the city, county, and MDOT. In addition, it is recommended that the city adopt a plan for sidewalk construction, building a few miles each year, and **requiring new sidewalks with the construction of all new developments (including commercial, industrial and institutional)**. Bike paths can be striped on existing streets and specific areas for bike paths built into new street plans. Signs should be placed in appropriate areas to let automobile drivers and bikers alike that the area is a designated bike path.

Air Transportation

The nearest commercial airport is located in Jackson, Mississippi 85 miles south of Winona. The airport is serviced by many commercial carriers, including American Eagle, Continental Express, Delta, Northwest, Southwest TWExpress and United. The nearest general aviation airport is in Winona. The airport has a runway length of 3,000 feet.

Water Transportation

The nearest full-service port is the Greenville Port, 78 miles to the west of Winona, and located on the Mississippi River.

Railroads

Winona is served by the Canadian National and Columbus and Greenville Railroads. Having a viable railroad in the community can give local communities a competitive advantage in attracting new economic development projects. However, if a community finds itself with a railroad abandonment issue, a Rails to Trails project can turn a deficit into an asset.

F. Housing

Existing Conditions

Winona's housing pattern is similar to the pattern found in many southern communities. The city's older homes are located generally in and adjacent to the Central Business District and along the older streets radiating out from the core of the city. Prevailing housing conditions are summarized from existing census data.

Satisfactory housing consists of those dwellings in a good state of repair and requiring only normal maintenance to be kept in such condition. Substandard dwellings consist of those dwellings that have deteriorated to some degree and where remedial measures are necessary to

reverse the trend toward dilapidation. Critical housing includes those dwellings which constitute a detriment to public health and safety and which have deteriorated to the point where repairs are impractical or probably cannot be made at a reasonable cost in relation to the current value of the home. It is recommended the city develop a plan each budget year for the structures it will target, using the above noted criteria, for repair or demolition that year (mapped and with numerical goals).

Table 21
Summary of Housing Characteristics
City of Winona
2000

Total Households	2,098
Average Household Size	2.55 persons per household
Average Family Size	3.14 persons per family
Total Housing Units	2,344
Occupied housing units	2,098
Vacant housing units	246
For seasonal, recreational, or Occasional use	
Homeowner vacancy rate	2.2
Rental vacancy rate	9.3
Occupied housing units	2,098
Owner-occupied housing units	1,416
Renter-occupied housing units	682
Average household size of OO units	2.47 persons per household
Average household size of RO units	2.70 persons per household

Source: US Bureau of the Census, 2000.

Table 22
Summary of Housing Conditions
Tenure by Plumbing Facilities by Occupant per Room City of Winona
2000

Total Housing Units

<u>Owner occupied</u>	<u>Renter Occupied</u>
Complete plumbing facilities 1.01-1.51 or more occupants per room	Complete plumbing facilities 1.01-1.51 or more occupants per room
Lacking complete plumbing facilities 1.01-1.51 or more occupants per room	Lacking complete plumbing facilities 1.01-1.51 or more occupants per room

Source: US Bureau of the Census, 2000.

Composition

Not surprisingly, single-family units dominate the owner-occupied market, but exceed multiple-family units in the renter-occupied market by a much smaller percentage.

Table 23
Composition of Housing Units by Type
Renter- & Owner-Occupied
2000

<u>Type</u>	<u>Renter-Occupied</u>		<u>Owner-Occupied</u>	
	<u>No.</u>	<u>%</u>	<u>No.</u>	<u>%</u>
Single Family Dwellings	366	56.6	1,318	94.3
Multi-Family	257	39.7	8	.6
Mobile Homes	24	3.7	71	5.1
Total	647	100.0	1,397	100.0

Source: U. S. Bureau of the Census, SF 3 Sample Data, 2000.

Preservation and Redevelopment Opportunities

Dilapidated housing conditions are dispersed across the city. Although presently confined primarily to the older sectors of the city, the dilapidated housing problem areas will continue to spread and eventually infiltrate into the now satisfactory residential neighborhoods unless proper remedial steps are taken, primarily assertive code enforcement. There are opportunities to undertake redevelopment programs in order to revitalize older neighborhoods, protect single-

family residential areas from commercial and multiple-family encroachment through zoning, and protect neighborhoods with historical and architectural value by adopting and enforcing a Historic Preservation Design Standards Ordinance.

Housing preservation is important for a number of reasons. First, quality housing is viewed as a means to neighborhood stability and Winona's economic viability. Preserving housing is a matter of protecting many individual homeowner investments and preserving a local community resource. Oftentimes, a domino effect is noted when one or two homeowners improve their property. Good quality housing can be one of the most important draws to people who are looking for a place to relocate.

Preserving housing helps local governments sustain their tax base. Housing typically accounts for a substantial share of that tax base. Even though it is not the largest share of revenue for the general fund of a city in Mississippi, property tax revenues are more permanent and more stable. As population grows and housing units do not (smaller household sizes) there is a need for new units. Preservation of existing units helps retain the unique and small-town atmosphere Winona is trying to keep, and helps prevent sprawl. It also is for a good source of affordable housing.

Implementing Regulatory Strategies for Housing Preservation

- The city should continue to use available federal funds (Community Development Block Grants) to help upgrade eligible housing areas.
- The city could offer property tax abatements for redevelopment areas.
- Residential areas near the Central Business District that have been zoned Highway Commercial should be re-zoned to residential. These homes should be preserved if at all possible through a Historic Preservation Design Standards Ordinance (overlay zone).
- Buffer zones for commercial areas locating adjacent to single-family residential areas should be deep enough to be effective and landscaped so that the negative effects of these uses does not spill over into the residential area.
- Design Standards governing commercial, multiple-family, industrial and institutional developments should be adopted to help protect existing and future residential subdivisions from the negative spillover effects of poorly-designed sites and buildings.

In order to avoid problems often associated with centralization of low-income units, the City's affordable housing strategy should have a goal of decentralized units and predominantly ownership status.

It is well known that home-ownership has a stabilizing influence on a neighborhood. Too many rentals of single-family homes can, on the other hand, deteriorate neighborhoods. Rental units are often not as well maintained as owner-occupied homes because homeowners naturally have a

greater commitment to maintaining their home and neighborhood in good condition (an investment and the place where they live).

G. Community Appearance and Design

Background

Although the zoning ordinance is the most recognizable implementation tool for the goals, objectives and policies set in the Comprehensive Plan, it is usually not the best way to improve the City's curb appeal. The city certainly has the ability to control design aspects of development through its regulatory process, as discussed below.

In *Berman V. Parker*, a US Supreme Court decision made in 1954, Justice Douglas stated:

“The concept of the public welfare is broad and inclusive... the values it represents are spiritual as well as physical, aesthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well-balanced as well as carefully patrolled.”

The court later re-emphasized this view in the landmark *Penn Central Transportation Co. V. New York City* case.

“We emphasize what is not in dispute... This court has recognized in numerous settings, that states and cities may enact land use regulations or controls to enhance the quality of life by preserving the character and the desirable aesthetic features of a city...”

Design controls are essential for helping to guarantee a good outcome for development projects in the city. Although it sometimes seems difficult to “legislate ugly”, a design standards ordinance is able to give the city a structured and legal way to help guide the development the city would like to see using the 12 “building blocks” of design, including:

- Horizontal building blocks
 - Parking spaces and lots
 - Streets
 - Open spaces and yards
 - Sidewalks
- Vertical building blocks
 - Building facades
 - Trees and other permanent vegetation
 - Signs, light poles, towers and utilities
- Building blocks related to depth
 - Building setback and lot placement, façade recesses, projections and ornamentation, property and land uses

- Softscape elements
 - Lighting
 - Street furniture
 - Seasonal landscapes and plantings
- Site preparation
- Grading, storm water drainage
- Parking and Traffic Circulation
- Lighting
- Pedestrian Circulation
- Building Form and Materials
- Landscaping (including maintenance of existing trees)
- Bufferyards

Cities often desire to “bend over backwards” to accommodate developers and new businesses because they do not want to be thought of as “anti-development” or “anti-business”. Quite the opposite is true. A well-planned and attractive city is absolutely necessary for sound economic development, and design standards are the best tool for accomplishing this sustainable development.

Downtown Redevelopment

Winona’s downtown is the traditional heart of the community. Because downtown is the context in which the community’s cultural and historic assets are centered, its vitality is of prime importance to the general welfare of the city. Winona has already invested in its downtown by participating in the preservation of its historic resources. The Winona Commercial Historic District is bounded by Magnolia Street, Central Avenue, Summit Street and Sterling/Jones Street. Some of the important buildings in Winona include the James C. Purnell House, Stafford’s Well Hotel, U.S. Post Office, and the Wisteria Hotel. Redevelopment plans as well as participation in the Main Street Program can help keep the downtown area vital.

It is recommended that the city change its zoning ordinance to reflect a need for mixed uses in downtown buildings. One of the most important strategies for revitalizing a downtown area is to have residences there, particularly on upper floors of multi-story buildings.

Also, the city’s building code requirements should apply to rehabilitations.

Other Area Redevelopment

There are vacant commercial buildings in need of redevelopment and they should be given special attention by the city and the private development community. It is recommended that the city make use of the resources of the landscape architecture and architecture schools at MSU to develop designs for redevelopment of the downtown and Highway 51 commercial areas.

By-passes are good for routing through traffic but they can devastate a commercial area that once relied upon traffic for business. Special attention should be paid to the redevelopment needs of the Highway 51 corridor, while regulating new development on the by-pass.

Historic Sites and Areas

The City has adopted a Historic Preservation enabling ordinance and should follow with a historic overlay zone and design guidelines that protect and preserve the City's historic features.

Entryways and Signs

Major entryways into the community are critical to conveying a sense of attractiveness and order to potential visitors as well as to existing residents. It is recommended the city adopt a corridor overlay district to protect/improve the views from these highways.

H. Public Facilities

Public facilities for the city of Winona consist of the city's real property and improvements that have been constructed or acquired for the purposes of providing municipal services to citizens. The capital facilities under the direct control of the City of Winona have been assessed for adequacy in meeting current and future need based on plan data and conclusions. It is beyond the scope of this plan to assess maintenance needs or current conditions of Winona's capital facilities.

Administrative Buildings

City Hall

The administrative functions of the City of Winona are housed in City Hall, located in the downtown area. The current City Hall does not provide sufficient space, and the layout is inefficient. The city needs to consider renovating the City Hall or acquiring a new building. Some buildings to consider include the Entergy Building, the Tardy Building, and the Bank of Winona Building. Regardless, the City Hall should remain in the downtown area.

City administrative functions also need to be upgraded with state-of-the-art computer systems and software. City departments need to be able to quickly and accurately network together for the highest level of efficiency.

Police Department

The current police department needs additional room in which to operate, approximately 1200-1500 square feet. This additional space will help the department operate more efficiently and help provide space for staffing, meetings and needed training. The 911 system is in good shape, and does not need any additional improvements. Radio equipment is adequate, but, like all other city departments, the police department needs effective computer systems and additional computer networking capability.

Fire Department

The City of Winona currently has a Class 7 fire insurance rating from the Mississippi State Rating Bureau. A city or fire district's rating is based upon the following factors:

<u>Feature</u>	<u>Percent</u>
Water supply	39
Fire Department	39
Fire Service Communications	9
Fire Safety Control	13

Source: Mississippi Rating Bureau

The city has one fire station, located on Highway 51. It has personnel at the station 24 hours a day, seven days a week. The city needs a new station. There have been discussions about renovating the old Oasis Truck Stop but there may be access problems with this location. Any location needs to consider the city's future growth areas.

The City of Winona fire department provides fire service to 72 square miles outside the city limits. They also provide rescue service to the entire county. The county currently pays the city \$35,000 annually for these services.

All of the firefighters are 1001 certified with training from the Fire Academy, and are either first responders or EMT/Basic Medics. All volunteers are also first responders and certified through the Fire Academy.

The department has sufficient vehicles for now but feels it will need to purchase another truck within the planning time period (2012) for a today cost of \$215,000.

Library

The Winona-Montgomery County Library is located on Quitman Street in Winona and is part of the Mid-Mississippi Regional Library System.

Education

Winona residents' educational needs are served by the Winona School District, has a Class 4 accredited high school and elementary schools are level 4 (exemplary). Winona's average ACT scores are higher than the state and the nation.

The Winona Public School District had a fall 2005-06 enrollment of 1,392.

The planning and construction of public schools is the purview of the Winona Public School District, which develops its own plans for new schools. This Comprehensive Plan does not recommend whether or not the school district needs to build or relocate schools or recommend

sites for those schools. The plan does recommend location requirements where sites of this size and complexity should be located.

It is recommended that the school board coordinate its building plans for the City so that adequacy of important public facilities like roads can be assessed.

Recreation and Cultural Activities

Standards

An evaluation of parks, recreation, cultural activities and open space needs involved measuring existing facilities against accepted standards for the future population of the city to the year 2030. The standards used here are those contained in the Mississippi State Comprehensive Outdoor Recreation Plan (SCORP). The SCORP contains prototype standards for various classifications of parks and facilities based upon acres or units needed for every 1,000 persons. School facilities were not inventoried unless they were available for active use by the community outside of school-sponsored functions. Privately owned facilities are noted but not included in space need calculations.

Governance

Recreation activities are under the direction of the City of Winona Parks and Recreation department. Winona has one park, the Winona Recreational Park. This park needs to be improved generally, but more specifically, needs better lighting. The city recognizes that it needs to do a better job in providing recreational space and opportunities for its citizens and visitors, and that parks are an important facet of the city's economic development efforts. Expansion of the parks and recreation programs will require additional personnel.

Schafer and Associates is preparing a Parks and Recreation plan for the city.

Prototype Standards

The SCORP contains prototype standards for eight classifications of parks/recreational facilities and open space facilities. However, the first two classifications, playlots and neighborhood playgrounds, are not included in this evaluation of future needs. Playlots are parks that are intended for use by young children and are generally located at an elementary school. These playlots can also be accomplished through exactions from developers for Planned Unit Developments and usually are not inventoried. Neighborhood playgrounds, which are intended for both preschool and school-aged children are also commonly located on a public school site or can be part of the recreation/open space exaction from a developer of a PUD. Therefore, for the purposes of this plan, it is assumed that most of the city's needs for playlots and neighborhood playgrounds will be met through use of public school facilities or existing or future exactions.

Neighborhood Parks

Description: Neighborhood parks usually provide a variety of recreational opportunities, both passive and active, potentially organized or unorganized for all age groups.

Facilities: Neighborhood parks usually include children's play apparatus, paved multi-purpose courts, sports fields, small picnic areas and shelters, drinking fountains, walking/jogging or nature trails, off-street parking, and lighting.

Minimum Population Served: 5,000

Acres per 1,000 Persons: 3.5 acres for every 5,000 persons in the service area.

Service Area: 1 mile in urbanized areas; 3 miles in rural areas.

Optimum Size: 5-7 acres.

Population Served: All ages.

Location: Neighborhood parks are usually located central to the population being served, without the need to cross arterial streets or highways. These parks are commonly located in an area characterized by some natural features. In smaller population cities, neighborhood parks often serve as parks for the entire community.

Community Playfields

Description: Community playfields are large outdoor recreational areas, primarily athletic complexes designed to serve the active competitive and recreational needs of children, preteens, teenagers, and adults. Playfields may provide a variety of organized activities and may have the potential to provide for competitive events and tournaments.

Facilities: The predominant facilities in this classification are athletic fields for sports such as soccer, football, baseball, etc. Playfields may also include courts games such as tennis. Other potential facilities including lighting, sanitary facilities, concession, storage areas, adequate parking, and spectator seating. Playfields may include some picnic facilities, shelters, children's play areas, and special purpose facilities such as a swimming pool.

Minimum Population Served: 10,000

Acres per 1,000 Persons: 10 acres for every 10,000 persons in the service area.

Service Area: 5 miles in urbanized areas; 10 miles in rural areas.

Optimum Size: Entire population of a community, focusing on ages 9-39.

Location: Playfields may be located on the outskirts of a community, or may be a portion of a major community park. In areas around public schools, the physical education and athletic facilities may be located in conjunction with other major outdoor recreational areas or facilities such as lakes and reservoirs.

According to the standards Winona should have at least 1 community park.

In addition to these recreational facilities, Winona should also have small playlots within proximity to residential neighborhoods and areas designed just for passive use – walking, picnicking, etc.

Major Community Parks

Description: A major community park is a large, natural and/or landscaped area, designed to accommodate large numbers of people for a wide variety of both intensive uses and passive pursuits. Major community parks provide facilities for both intensive uses and passive pursuits.

Grenada Lake is an example of a major community park that is close by to Winona. Often these types of large parks are not the purview of localities.

General Future Needs

- Sidewalks should be built to and from recreational areas where they do not now exist. The city should require the construction of sidewalks with new developments and encourage multi-purpose paths, playlots and/or passive enjoyment areas in common areas of planned developments. Although sidewalks and bike paths are transportation facilities, they are also useful for recreational biking and walking.
- The City should set up a designated fund for parkland purchases.
- Winona should also work with local schools to share recreational facilities.

Cultural Activities

Improving the scope and number of cultural activities is vital to the city's continued growth. Leisure time activities should be as varied as possible to help meet the city's goal of being the destination of choice for permanent residents, businesses, students and visitors.

Street Department

The Winona Street Department maintains the city streets, and takes care of plumbing and electrical needs for city buildings.

Capital equipment in the department is in good shape. Currently the city owns its own road paving equipment. Additional crewmembers are needed to optimize the street paving operation.

The streets are in fair condition, with few potholes, but in the next few years the city will need to overlay many streets. Winona should conduct an assessment of street needs and set priorities/develop a capital budget.

Water and Sewer

The city currently has three wells in operation and generates 725 gpm and 585 gpm (2). Winona will probably need another well within 10 years. This should be placed in the Capital Improvements Program. The city is in good shape with storage tanks. There are three elevated tanks: two with 250,000 gal. capacity and one with 100,000 gal. capacity. Winona has one ground tank with 400,000 gal. capacity and another 75,000 gal. capacity at the clear well at the water plant.

Distribution lines are old but the city has good pressure and capacity all over the city, with very few 2" lines. The water plant went on line in 1993 and has 2 MGD capacity. The city is currently treating 700,000 to 825,000 gallons per day. Maintenance costs are an issue and the city is trying to locate funds to assist with this.

The sewer system has 19 lift stations that are in pretty good shape. Two are currently being rehabilitated. At issue in the city are the collection lines, which need an inflow and infiltration (I&I) study.

The wastewater treatment plant went on line in 1988 and has a capacity of 1.2 MGD. The city is currently treating 400,000 gallons per day. The general condition of the plant is good. As with the water plant, maintenance costs are an issue and the city is trying to located funds to assist with this.

Winona has applied for grant funds to provide water and sewer improvements for a housing project area in the city.

The city needs to initiate a water and sewer rate study to ensure that the rates provide for adequate revenue to effectively operate and maintain the department and facilities and provide adequate water and sewer facilities.

Sanitation

Winona contracts garbage collection services to Waste Management.

Street Lights

Winona has sufficient street lighting for general safety and security.

Pest Control

Winona sprays for mosquitoes every two weeks in the summer and has sufficient equipment and crew to provide this service.

Drainage and Stormwater Control

Water pollution concerns expressed by the Health Department need to be addressed. The Subdivision Regulations need to be updated to address mitigating runoff and its polluting effects. The city should continue administration of the FEMA flood management program.

"I know of no safe depository of the ultimate powers of society but the people themselves; and if we think them not enlightened enough to exercise their control with a wholesale discretion, the remedy is not to take it from them, but to inform their discretion by education" -
Thomas Jefferson

VOLUME II. SIGNIFICANT FINDINGS, VISION, GOALS, OBJECTIVES & POLICIES

I. Vision, Goals, Objectives and Policies

The general culture and philosophy of the City of Winona relative to how the city will develop and grow was developed with input from the citizens and is expressed in its Vision Statement and its Goals, Objectives and Policies. That culture and philosophy is summarized below:

A. Vision Statement

The City of Winona desires to be a growing city; a destination of choice for both permanent residents and visitors. It understands how important its historic and architecturally significant buildings and the natural beauty, friendliness and uniqueness for which it is known, are to its future.

The city desires to provide economic opportunities to its citizens while retaining the small-town character of Winona. It wants to be known for good schools, a low crime rate, and good recreational and cultural activities. Winona recognizes the value of its assets and wants to develop them and share them with visitors.

*Winona wants to grow in a well-managed way with diverse, high quality, housing types and land use policies that maintain a **sustainable** city. It wants buildings that are durable and attractive, and well-landscaped sites, both public and private. Winona wants to be a city that has a strong sense of place and uniqueness, and it wants to communicate this to the surrounding communities, the state, and the nation.*

It desires to be a city, which anticipates community issues well in advance of potential problems by practicing both good planning and leadership.

B. Goals, Objectives and Policy Recommendations

Population and the Economy

SIGNIFICANT FINDING 1: Winona has been declining in population since 1980. Montgomery County has seen a steady decline in population since 1940.

GOAL 1: Steadily growing population, through in-migration & natural increase, and annexation when feasible.

OBJECTIVE 1: To become a destination of choice for permanent residents and visitors.

POLICY 1: Ensure that development policies create the kind of environment that produces an attractive, durable and interesting city.

SIGNIFICANT FINDING 2: Winona has seen a 6.9% increase in gross sales from its retail establishments since 2000 (with a decrease in the number of retail establishments). This compares to a state average of 14% for all cities for the same time period. Winona depends heavily upon sales tax revenue for its general fund. The city would like to see an increase in the number of taxpayers, gross sales and sales tax diversion.

GOAL 1: A significant increase in the number of sales tax payers, gross sales, and sales tax diversion for the City of Winona.

OBJECTIVE 1: To increase the number of residents to provide a market for new retail and services businesses.

POLICY 1: To create, through the administration of city ordinances and programs, a desirable living, working and shopping environment in the City of Winona.

OBJECTIVE 2: To help assure that small, local businesses succeed.

POLICY 1: To adopt Design Guidelines to help ensure that new and remodeled businesses are attractive to the market, and durable and sustainable for the long run.

POLICY 2: To encourage local economic development officials to assist small businesses in being successful (incubators, business classes, etc.)

OBJECTIVE 3: To recruit new businesses, especially restaurants, movie theaters, youth recreation activities, and shopping centers and retain existing ones.

SIGNIFICANT FINDING 3: Manufacturing employment represents only 15% of total establishment-based (EB) employment in Montgomery County. In 1990, manufacturing was 27% of total EB employment. Employment in manufacturing in Mississippi continues to decrease and projections show continued decreases in traditional manufacturing in the state. Communities in Mississippi and in the nation realize that they need to have less dependence upon an industrial/manufacturing-based economy and more on a knowledge- and/or asset-based economy to be successful.

GOAL 1: A strong knowledge- and asset-based economy, relying on Winona's and Montgomery County's cultural, natural, community and structural assets to increase employment and build wealth in the community.

OBJECTIVE 1: To preserve, protect and develop the city and county's cultural, natural, community and structural assets.

POLICY 1: To convert overlooked and underused facilities into community assets (rails-to-trails, educational facilities, community centers, adaptive reuse of industrial buildings, downtown redevelopment, etc.)

POLICY 2: Participate in the Mississippi Main Street Program.

POLICY 3: Retain existing manufacturing concerns and recruit new higher paying, high technology concerns.

POLICY 4: Continue protection of historic properties through the city's Historic Preservation commission and guidelines.

POLICY 5: Look at local environmental assets for outdoor sports development such as fishing, camping, and hunting. Add value to farming through specialized agricultural development, including processing specialty food items, fish farming, and organic farming.

Good Design and Protection of the Environment

SIGNIFICANT FINDING 1: Winona has a unique opportunity to create a vital, livable and sustainable community. Through good design practices it can both grow and prosper AND have an attractive and healthy place in which to live, work, worship, shop and recreate.

GOAL 1: A beautiful and unique place, with a strong sense of place and unique features.

OBJECTIVE 1: To preserve historically, culturally, and architecturally significant buildings in Winona.

POLICY 1: Continue administration of the city's historic preservation program.

GOAL 2: An environmentally sound city with minimum soil erosion, flooding, and pollution of nearby streams and rivers.

OBJECTIVE 1: To minimize flooding and pollution from runoff, reduce sedimentation of streams and other water bodies, reduce soil erosion, and retain sufficient aquifer recharge areas. To preserve existing mature trees in Winona.

POLICY 1: Minimize the acreage devoted to parking and transportation lanes; utilize creative parking designs such as overflow green areas, and allow narrower local streets.

POLICY 2: Ensure that recognized needs for growth are met as much as possible by infill and contiguous, compact development.

POLICY 3: To amend the Subdivision Regulations to require better land development practices, including use of native vegetation for bank stabilization, conserving areas around streams, creeks and ditches; etc.

POLICY 4: To encourage the use of conservation easements by land developers.

POLICY 5: To participate more fully in the Tree City USA and Scenic Mississippi programs; to develop a Tree Ordinance.

GOAL 3: A beautiful, well-functioning and well-landscaped city.

OBJECTIVE 1: To continue to encourage good urban design in new and redeveloping residential, business, industrial, and transportation and public facilities use; to encourage planned developments.

POLICY 1: To adopt Design Standards for new and remodeling commercial, institutional, and multi-family uses.

POLICY 2: To adopt Landscape Standards for new and remodeling commercial, industrial, institutional and multi-family uses.

POLICY 3: To amend the zoning ordinance to allow/require more planned developments.

POLICY 4: To evaluate and revise traffic engineering standards and policies to allow for traditional forms and practices such as narrower streets, traffic circles, local and collector street intersections, on-street parking, parallel and head-in parking and bike lanes.

POLICY 5: To effectively use code enforcement to clean up the city.

Transportation

SIGNIFICANT FINDING 1: Winona has some areas that are not safe for the traveling public.

GOAL 1: A community that is both easy and convenient to get to and around.

OBJECTIVE 1: To have a circulation plan that consistently anticipates growth in automobile traffic demands well in advance of problems and encourages a smooth flow of traffic throughout the city.

POLICY 1: To promote efficient street patterns which encourage connections among and between neighborhoods without developing short cuts through residential areas.

OBJECTIVE 2: To provide for safe and attractive local streets, that by nature of the design of the roadway/streetscape, encourage reasonable speeds.

POLICY 1: Use round-a-bouts and other traffic calming devices to slow traffic.

POLICY 2: Require street trees, sidewalks, and a wide planting berth between sidewalk and roadway.

POLICY 3: Improve the intersections of Highway 407 and 51 and Tyler Holmes and Old Middleton Road, to make them safer.

SIGNIFICANT FINDING 2: Other forms of transportation, including walking and biking are growing in popularity, can help reduce traffic problems and pollution and encourage tourist-related activities. Citizens living in areas that provide sidewalks and biking trails tend to use them.

GOAL 1: An interconnected system of sidewalks, bikeways (on- and off-street), and linear parks, that allows residents the option of moving about in a non-motorized way.

OBJECTIVE 1: To provide for sidewalks and bike paths in the city.

POLICY 1: To require the development of sidewalks, and encourage bike paths, in all residential, commercial and industrial developments in the city.

POLICY 2: To construct sidewalks and bike paths where necessary to improve the interconnectedness of the system.

Retail Development and Commercial Future Land Use

SIGNIFICANT FINDING 1: The development of land for general commercial uses is critical to the growth and development of the city, but should be of the highest quality design, well-landscaped, and sustainable.

GOAL 1: Sustainable, durable and attractive General or Highway commercial areas.

OBJECTIVE 1: To develop commercial areas in compact and/or mixed use configurations, avoiding long, strips of development along roadways. To have the appropriate amount of commercial land zoned, based upon future space needs.

POLICY 1: To develop future land use patterns that have commercial development at nodes, rather than in a strip, linear fashion along roadways. The linear extension of the areas designated as general commercial should be prohibited.

POLICY 2: To keep commercial acreage in appropriate proportion to population.

POLICY 3: To encourage commercial buildings to be closer to the street, with parking to the side and rear of the building, to help screen the view of automobiles, and to create a more positive environment for pedestrians.

POLICY 4: The commercial site should be accessible by way of major streets to all parts of the market area.

SIGNIFICANT FINDING 2: The City of Winona possesses a historical, vital central business district that serves as the heart of the community. Its value lies in the appropriate use of the CBD and protection of the historical and architectural resources present there.

GOAL 1: The Central Business District as a beautiful and vibrant commercial and governmental core of the City of Winona and Montgomery County.

OBJECTIVE 1: To reserve the CBD for appropriate retail/commercial, office, professional, residential, entertainment, and governmental functions and prohibit the intrusion of "highway commercial" type developments and designs in the CBD.

POLICY 1: To change the zoning ordinance to permit basement, 2nd floor and higher stories in multi-story buildings to be used for residential uses.

POLICY 2: Areas of transition from residential to commercial should preserve the residential character of the area. Even if use changes, structures will remain.

SIGNIFICANT FINDING 3: Neighborhood commercial areas, when properly designed and located, served a vital need. Design standards can significantly reduce the negative impacts of neighborhood commercial areas on nearby residential areas. More specifically, traditional neighborhood developments, which incorporate a mix of uses, can allow the needed commercial and public uses in an acceptable manner.

GOAL 1: Properly located and well-designed neighborhood commercial areas.

OBJECTIVE 1: To allow and provide for convenient neighborhood commercial areas that have a “sympathetic design response” to the adjacent residential areas.

POLICY 1: To require strict design standards for neighborhood commercial uses, so that negative impacts upon adjacent residential areas are eliminated.

POLICY 2: To develop location requirements in the plan for the appropriate development of neighborhood commercial uses near residential development.

POLICY 3: The linear extension of areas designated as neighborhood commercial should be prohibited.

Industrial Development and Future Land Use

SIGNIFICANT FINDING 1: Winona has the location requirements to attract quality industrial clients (Interstate and rail access). It is imperative that the city and county continue to improve the performance of its primary and secondary schools.

GOAL 1: Attractive, low impact industrial facilities which offer well-paying jobs to local citizens.

OBJECTIVE 1: To encourage the location of new industries that are compatible with the community and the design and other principals of this plan.

POLICY 1: New industrial areas, such as a planned business or industrial park, should be held to higher development standards for building form and type as well as landscaping.

POLICY 2: Buffer zones should be used where industrial activities abut other, less intensive uses.

OBJECTIVE 2: To retain existing industries.

Mixed Use Development

SIGNIFICANT FINDING 1: Mixed-use development is an efficient and attractive way to develop industrial, public/semi-public and residential lands. A Traditional Neighborhood Development (TND) is one method of accomplishing this type of development. A TND generally is compact; designed for human scale; provides a mix of uses in proximity to one another within the neighborhood; provides a mix of housing styles, types and sizes to accommodate households of all ages, sizes and incomes; incorporates a system of relatively narrow interconnected streets with sidewalks, bikeways, and sometimes, transit, that offer multiple routes for motorists, pedestrians and bicyclists; retains existing buildings with historical features or architectural features that enhance the visual character of the community; incorporates significant environmental features into the design; and is consistent with the comprehensive plan.

GOAL 1: A movement toward the use of traditional neighborhood development and/or mixed uses.

OBJECTIVE 1: To provide for areas that permit a traditional neighborhood development type and/or mixed uses.

POLICY 1: Add a TND floating zone to the Winona Zoning Ordinance.

Culture Recreation and Open Space

SIGNIFICANT FINDING 1: Well-placed open space helps retain the small-town character, attractiveness, and unique sense of place so important to the city, helps the environment, and provides residents places for passive recreation activities.

GOAL 1: A visually attractive city with significant vistas and plenty of parks and open space for passive recreational activities.

OBJECTIVE 1: To protect the visual integrity of Winona and offer space for passive recreational activities.

POLICY 1: To secure through purchase and/or dedication, land for open space and parks.

POLICY 2: To require open space in planned residential developments, permitting natural areas to be preserved, as well as active recreation areas, where appropriate.

SIGNIFICANT FINDING 2: Active recreation programs are a desirable and essential element for fun, and personal development.

GOAL 2: An active and growing recreation program for all ages and cultures in Winona, including sports, the arts, etc.

OBJECTIVE 1: To continue to develop the City's Park and Recreation programs by providing space and programs commensurate with activities desired by the public.

POLICY 1: Encourage the development of a local RV park.

POLICY 2: To encourage local churches to continue to build physical facilities and develop programs to serve both youth and the elderly.

POLICY 3: To develop interconnectedness between existing and future parks with a linear park/greenway system.

POLICY 4: To encourage cooperation between the community and the school for use of school-based recreational facilities.

SIGNIFICANT FINDING 3: Cultural activities are an important element present in successful communities. They can revitalize a historic downtown area, have a civilizing effect on residents, and help a city become a destination of choice for visitors and permanent residents.

GOAL 1: A community with thriving cultural facilities, including museums, community theaters, art galleries and other cultural amenities.

OBJECTIVE 1: To develop and promote cultural activities in the community.

Public Facilities

SIGNIFICANT FINDING 1: The city must ensure that its public facilities are adequate to serve the needs of the community.

GOAL 1: A city where the citizens feel safe from violence, property crimes, and fire, and where the water is clean and plentiful, streets and sidewalks are well maintained, drainage and erosion problems are mitigated, where litter is controlled, sewer systems are safe and in good working order, and schools prepare students properly for the future.

OBJECTIVE 1: To ensure that new development neither increases the infrastructure and public service cost for existing residents and businesses nor reduces their quality by any significant amount.

POLICY 1: Require developers to incur the cost of on-site infrastructure improvements.

OBJECTIVE 2: To ensure that citizens have the best and most cost-effective deliver of public services.

POLICY 1: Continue to work to lower the city's fire insurance rating.

POLICY 2: Ensure that the city provides a safe and secure environment for residents and visitors.

OBJECTIVE 3: To improve the performance and appearance of the Winona Public Schools.

POLICY 1: Encourage the school to improve the school facilities and grounds.

POLICY 2: To encourage the development of business and entrepreneurial development training.

Housing and Residential Future Land Use

SIGNIFICANT FINDING 1: As the population ages, there will be a need for a broader variety of housing types and sizes, but not a reduction in the desire and need for a quality living environment.

GOAL 1: Well-planned and well-designed quality living spaces, with a variety of housing types and sizes available.

OBJECTIVE 1: To encourage the development of quality living areas, regardless of the type of housing, density of development, or price, through good construction and design standards.

POLICY 1: To have diligent building and appearance/safety code enforcement. To apply building codes to rehabilitations and remodelings also.

POLICY 2: To have an effective site review process to oversee all developments in the community.

OBJECTIVE 2: To help ensure an appropriate balance of housing types, and encourage quality entry-level and affordable housing.

POLICY 1: To encourage decentralized rental housing, such as accessory uses to primary structures.

POLICY 2: To work with faith-based and other groups to develop quality housing for those unable to pay market rates.

SIGNIFICANT FINDING 2: Some of Winona's residential areas are in poor repair and suffer from varying degrees of neglect and lack of maintenance. These areas are typically characterized by older housing stock, deferred maintenance, conversions from single-family use to more intensive ones, and the introduction of incompatible uses.

GOAL 1: A quality living environment in all areas of the city.

OBJECTIVE 1: To protect older residential neighborhoods that might have undergone some transition in the past, from disruptive uses such as encroaching industrial and commercial uses.

POLICY 1: Continue to use code enforcement and sound land use policies to protect and revitalize older, transitional neighborhoods.

POLICY 2: Vacant land adjoining transitional areas or occupied land to be redeveloped, should be utilized for residential, public/semi-public uses, unless specific revitalization plans (e.g. involving neighborhood-serving commercial or mixed uses), adopted by the Planning Commission and the Mayor and Board of Aldermen, dictate otherwise.

POLICY 3: Existing commercial uses and other uses incompatible with the residential character of transitional areas are encouraged to be phased out and replaced with compatible uses.

POLICY 4: Develop housing and community development programs designed to improve neighborhoods.

SIGNIFICANT FINDING 3: Existing residential areas that are stable and viable are valuable to the city's overall development.

GOAL 1: Retention of stable residential areas which exhibit a high level of maintenance and consist of compatible mixtures of land uses and housing types.

OBJECTIVE 1: Continue to protect stable residential areas from disruptive uses such as incompatible higher density residential structures, and encroaching industrial and inappropriate commercial uses.

POLICY 1: Encourage routine maintenance and upgrading by private property owners. Utilize code enforcement if necessary.

POLICY 2: Vacant land adjoining stable residential areas or occupied land to be redeveloped should be utilized for residential, public/semi-public, or master planned mixed uses like traditional neighborhood development.

POLICY 3: Densities of new residential development should be compatible with surrounding residential areas and a buffer should be provided where there is a significant difference in densities. Reuse of existing residential structures should be designed to occur at a density compatible with surrounding structures.

POLICY 4: Proposed residential development that has a significantly different size, height, or mass from adjacent existing development should not be allowed if the proposed differences detract from the use and privacy of the adjacent development.

POLICY 5: Existing commercial uses and other uses incompatible with the residential character of stable residential areas are encouraged to be phased out and replaced with compatible uses and/or those having a "sympathetic design response" to adjacent areas.

SIGNIFICANT FINDING 4: Winona may experience development of vacant "frontier" areas into large-scale residential areas if population growth trends change.

GOAL 1: Well-designed, environmentally sensitive, residential developments, or mixed-used traditional neighborhood developments, of varying housing types and interconnected with other areas.

OBJECTIVE 1: To review plans relative to the impact of the development on adjacent land use, transportation and traffic, sanitary sewer and water demands and capacities, encroachment on the natural environment, potential storm water runoff hazards, and other public facilities.

POLICY 1: Residential neighborhoods should be designed as neighborhood units to include amenities for residents such as park and recreation facilities.

POLICY 2: Developing areas will be protected from disruptive uses such as incompatible residential structures, encroaching industrial uses, or scattered and strip retail uses.

POLICY 3: Densities of new residential development should be compatible with existing adjoining residential areas and a buffer should be provided when there is a significant difference in densities, unless the development is a planned development and the differences are mitigated by design controls.

POLICY 4: New development that has a significantly different size, height, or mass from adjacent existing development should be avoided if the differences detract from the use and privacy of the existing adjoining development.

POLICY 5: All new developments should have safe, convenient sidewalks, and bike paths if feasible; a safe, convenient street system that is interconnected but discourages the passage of high speed through traffic on local streets, and outdoor active and passive recreation or open space facilities.

VOLUME III. FUTURE LAND USE PLAN

The features illustrated on the Future Land Use Plan (see Appendix A) provide a graphic representation of the city's development plan for the next 25 years and include the following features:

A. Rendered Land Use Areas.

The land use categories described in the Comprehensive Plan are represented by separate color areas on the land use plan. The land use policies for these categories are detailed in this chapter. Note references about particular areas and/or situations in the city to which special attention should be applied. The Future Land Use Plan should be consulted before decisions regarding land uses are made.

Land use is one aspect of Winona's growth that the city and its citizens have the opportunity to control. Decisions regarding land uses have an impact on both the economic development of the city as well as the quality of life. The following policies have been defined to help the city's decision makers, public and private, interpret the colors and notes on the Future Land Use Plan and achieve the vision for future development of the city as identified in the Comprehensive Plan.

B. Designation of Future Land Use Categories

The policies have been divided into the various land use categories (residential, commercial, etc.) to help in their application. In general, each land use category presents both general and specific policies dealing with the issues in these areas. In addition, specific, special policies regarding transportation, public services, etc., are provided to provide guidance in evaluating land use proposals. The plan addresses the following categories of land use:

- (1) Agriculture
- (2) Residential Use
 - (a) Low Density
 - (b) Medium Density
 - (c) High Density
 - (d) Manufactured Homes (newly-placed mobile homes will be prohibited and existing ones made non-conforming uses)
- (3) Commercial Use
 - (a) Neighborhood Commercial Use (text only)
 - (b) Central Business District Use
 - (c) General Commercial Use
 - (f) Office
- (4) Industrial Use
- (5) Parks/Open Space Use
- (6) Public/Semi-public Use

C. Land Use Requirements

Agriculture Land Use Requirements

Goal

An area serving as an interim land use until development warrants changes, and for some certain non-offensive agricultural uses.

Objective

Designated agricultural areas in the land use plan update should be located outside of areas expected to receive urban development or public utility services within the planning period. Agriculture, of course, would be recommended and encouraged as an interim use in areas planned for development until the required utility services are provided.

Agricultural land uses can also serve as buffers for urban development, forming an open space or greenbelt where development has not yet occurred. Much of this land use, as well as rural residential, will be located in the planning area outside the current city limits and at the edges of the city.

Policy

Use agricultural land use as an interim use in areas planned for development but do not yet have required utility services, and as a greenbelt until development is warranted.

General Residential Land Use Requirements

Objectives

a. To identify the appropriate density of residential development in relation to adjacent densities and land uses, capability of existing and proposed utilities, capability of existing/proposed thoroughfares, consistency with community goals, and the natural character of the site.

b. To protect the integrity and stability of existing residential areas from encroachment by incompatible land uses and identify the proper spatial relationship between various residential land uses.

c. To encourage the creation of unified neighborhoods throughout the community.

d. To provide a choice of housing types suitable to surrounding land uses.

e. To encourage renewal and stabilization activities in older neighborhoods where it is determined that residential uses are still appropriate.

Policies

a. Appropriate infilling of developable vacant land should be encouraged and promoted in order to achieve greater utilization of existing municipal services and facilities, to reduce the need for the costly extension of services.

b. New residential development should be encouraged and supported in areas contiguous to existing development, where extension of municipal services can be accomplished in an orderly and efficient manner. "Leap frog" development should be discouraged.

c. The intensity of residential development should be appropriately related to the ability of the land to accommodate that development without jeopardizing the health or safety of future occupants, and without adversely affecting the surrounding built and natural environment.

d. In residential areas, essential services which should be provided as development occurs include roadway access (both local roads and facilities serving the development), public water for both domestic use and fire protection, sanitary sewers, and storm drainage facilities.

e. **Stable** residential areas should be protected and preserved. Stable residential areas will be protected from disruptive uses such as incompatible higher density residential structures, and encroaching industrial and commercial uses.

f. Routine maintenance by private property owners is encouraged and the overall condition of the property should be upgraded where necessary to preserve stable development. When necessary, the city shall utilize code enforcement to protect and preserve stable residential areas. Vacant land adjoining stable areas or occupied land to be redeveloped should be utilized for residential, public, or semi-public development.

g. Proposed residential development which has a significantly different size, height, or mass from adjacent existing development will be discouraged if the proposed differences detract from the use and privacy of the adjacent development.

h. Special care should be taken to protect existing historical areas and promote the preservation of the city's unique historical assets.

i. Maintenance and improvements to the public infrastructure should receive attention necessary to help maintain the stable areas.

j. **Transitional** areas are typically characterized by older housing stock, deferred maintenance, conversions from single-family uses to more intensive uses, and the introduction of incompatible uses. Public and private efforts should focus on upgrading the condition of those residential areas, which are in transition. Specific efforts to include area residents in these planning efforts should be made. Transitional residential areas will be protected from disruptive uses such as encroaching industrial and non-neighborhood commercial uses.

k. Improvement of property through reconstruction and/or an extensive maintenance program by individual owners is encouraged. When necessary, the city shall utilize strict code enforcement to protect and revitalize transitional residential areas.

l. Vacant land adjoining transitional areas or occupied land to be redeveloped should be utilized for residential, public, or semi-public development unless specific revitalization plans, adopted by the Planning Commission and the Mayor and Board of Aldermen, dictate otherwise. Revitalization plans may consist of a neighborhood plan, historic overlay district, or an economic redevelopment plan.

m. Existing commercial and industrial uses and other uses incompatible with the residential character of transitional areas are encouraged to be phased out and replaced with compatible uses.

n. Residential development should preserve or create a completely unified neighborhood, having safe, convenient access to school(s), churches, park sites, and other community activity centers and encourage pedestrian and bike access. Small local shopping facilities oriented to the every day needs of the neighborhood residents may be encouraged at appropriate locations.

o. Residential development should be located in proximity to major thoroughfares providing direct access to employment, shopping and recreation centers. Residential areas should be bounded, but not penetrated by major thoroughfares in order to preserve a unified neighborhood and to provide an interconnection of neighborhoods. The design for traffic circulation in residential developments should provide adequate ingress and egress to neighborhoods without encouraging through traffic.

p. Residential densities should be compatible with the natural capability of the site to accommodate such development. Soil conditions, geological features, drainage characteristics, and topography should be evaluated as to their effects on density.

q. Residential growth will be contained and directed into areas where both public water supply and sanitary sewer service can be provided prior to, or as a function of, the development.

r. The location of new residential developments should be encouraged to occur in a compact pattern rather than strip or sprawl type development.

s. The negative effects of residential sprawl should be minimized through infilling of vacant land.

t. Multiple-family developments should be encouraged in areas adequately served by public water supply and sanitary sewer facilities and those sections of the city possessing excellent accessibility.

u. Residential land uses should be properly buffered from incompatible land uses where planned mixed uses have not been designed. Office uses provide a favorable buffer between incompatible uses and low-density residential land uses.

v. Zoning regulations which provide opportunities for innovation in the design of residential environments shall be encouraged (more planned developments, like PUDs).

w. The conservation, rehabilitation, or renewal of existing residential areas shall be encouraged when necessary to maintain a sound residential environment. If a sound residential environment cannot be maintained, then a transition to other suitable uses should be encouraged.

x. Non-residential land uses should be encouraged adjacent to or within residential neighborhoods only when they provide necessary convenience activities which do not require a service area greater than that of the neighborhood, are designed to have a "sympathetic design response" to the surrounding neighborhood, and have mitigated any negative spillover effects.

y. The need for low and moderate income housing should be recognized through a policy of providing a number of types of housing throughout the city rather than a policy advocating large concentrations of such housing types.

This Plan encourages a wide variety of residential dwelling types to meet the diverse needs of the current and future population of Winona. The following policies are recommended for developing residential areas:

Table 24

**Recommended Gross Density, Type of Dwelling Unit, and Utility Standard
for
Various Types of Residential Development in Winona**

<u>CATEGORY</u>	<u>GROSS DENSITY</u>	<u>DOMINANT TYPE OF DWELLING UNITS</u>	<u>USUAL ZONING</u>
Agriculture	1 unit per acre	Single-family (detached)	A-1
Low Density	1 – 3.5 DUs per acre	Single family (detached)	R-E, R-1
Medium Density	3.5-8 DUs per acre	Single family and two family;	R-2, R-3
HIGH Density	8-15 DUs per acre	Single-family, zero lot line sf, two- R-4 family, three-family, four-family and multiple family, cluster, manufactured home park.	R-4

Low Density

Policies

a. The principal land uses intended for this category include single-family detached dwellings.

b. Suitable secondary uses, subject to control of potential adverse impacts on household residential uses and public facilities, are activities in the following general use group.

- (1) Public and private non-profit community services that do not have an extensive impact (like large campus high schools and large church complexes).
- (2) Utility installations.
- (3) Low impact, non-structural recreational uses.
- (4) Customary home occupations (low intensity uses only, i.e., office, sales,

etc.)

c. The appropriate zones for the LDR category include R-E and R-1. Cluster development designed to preserve mature trees and mitigate erosion should be encouraged and could be achieved through the provisions of a Planned Unit Development.

Medium Density

Goal

a. Medium Density Residential development describes areas allowing from 5 to 8 dwelling units per acre. The dominant dwelling type should be the single-family and two-family unit.

Policies

a. This category contributes to diversity of housing opportunities through style and intensity. Appropriate uses include single-family detached housing and duplexes.

b. Medium Density Residential (MDR) classification requires adequate public facilities including water and sewer.

c. The recommended proposed zoning district associated with development in medium density residential areas include R-2.

d. Suitable secondary uses, subject to control of potential adverse impacts on household residential uses and public facilities, are activities in the following general use group.

- (1) Public and private non-profit community services that do not have an extensive impact (like large campus high schools and large church complexes).
- (2) Utility installations.
- (3) Low impact, non-structural recreational uses.
- (4) Customary home occupations (low intensity uses only, i.e., office, sales,

etc.)

High Density

Goal

The High Density Residential category designates areas which should develop at densities greater than 8 and no more than 15 dwelling units per acre. The dominant dwelling types in the R-4 zone should be single-family, duplexes, three and four-family units, single-family zero lot line, cluster developments and apartments.

Policies

a. These areas are required to be served with public water and sanitary sewer services.

b. Multi-family housing, including apartments and condominiums, are the principal uses intended for this category.

c. The applicable zoning districts are R-4 and R-5. Site/design plan standards should be applied to any proposed development in these zones.

d. HDR developments should have direct access to major local roadway systems. Developments should include designated parks/open space areas. These spaces shall be provided in large, relatively contiguous areas, centrally located in the development and suitable for active recreation purposes.

D. Commercial Land Use Requirements

Four types of commercial land use categories are defined by the plan. These are the Central Business District (CBD), Neighborhood Commercial (NC), General Commercial (GC) and Office (O).

Goal

a. Well-planned and well-developed, high quality commercial developments in Winona, providing shopping opportunities and sales tax revenue.

Objectives

a. To encourage the creation of commercial centers that serve the county and a multi-county region. Overall, the concept for commercial activities proposed in this Plan is:

(1) To identify the most appropriate types of commercial land uses for various commercial areas (neighborhood, office, medical office, downtown commercial, general commercial).

(2) To identify proper and efficient spatial relationships between commercial areas and other land uses.

b. To give strong support for nodal commercial development patterns centered on major street intersections.

c. To limit additional linear commercial development where it already exists.

d. To encourage the growth and revitalization of existing commercial areas within the city through appropriate redevelopment, rehabilitation, or preservation techniques.

e. To encourage the development of planned commercial centers through appropriate implementation techniques such as planned unit development provisions in zoning and subdivision regulations, design controls, limitations on curb cuts, sign control, landscaping, common off-street parking areas, common service areas, and pedestrian/vehicle separation and pedestrian access.

Policies

a. Commercial developments should be located in fairly level or gently sloping areas which can be graded without excessive costs and environmental impact. Sloping sites often mean greater design requirements and development costs. Commercial land uses should not be located within the regulatory flood plain or in any area subject to periodic flooding unless drainage plans indicate that the development of the site will not create any more water runoff than before development. Sites possessing poor drainage, and/or soils with poor load-bearing capacity should also be avoided since they carry increased development costs.

b. Commercial development should occur at strategic locations along the transportation network with limited curb cuts to the existing roadway. Commercial traffic should not be directed into residential areas.

c. **Over saturation**, scatterization, and strip development, which often lead to abandoned commercial structures and a decline in property values, should be avoided. Instead, commercial activities should be encouraged to form concentrated clusters near peak flow areas (nodal development) along the major street network rather than developing into linear or strip patterns.

d. Commercial developments are generally classified into one of three major functional categories: neighborhood, general, or downtown. Each type possesses a unique set of location requirements with respect to accessibility, and their relationship to surrounding land uses.

e. Over zoning for commercial land uses should be discouraged because of its potential for creating scattered and strip commercial land use patterns, as well as over saturation of the market.

Central Business District

The City of Winona possesses something that almost all other suburban growth cities lack, namely a core commercial and government area that serves as the heart of the community. The general objective of the policies included for this CBD category is to manage this area so that future redevelopment and growth are in keeping with the character of the area.

Goal

A vibrant central business district populated by key office, professional and governmental services as well as restaurant, cultural, tourist and entertainment functions and appropriate residential uses.

Objectives

a. The CBD land use category encompasses a mixture of land uses and development patterns. Uses permitted and intended in this category include, governmental offices, personal and professional offices, retail, entertainment, non fast food restaurants and residential.

b. Personal and professional offices are strongly encouraged in the Central Business District. The downtown should also accommodate unique entertainment and restaurant activities for the city. In addition, adjacent historical residential areas could become the places of choice to live as the downtown flourishes. The downtown Winona area and its approaches represent a unique cultural landscape. Specific provisions to preserve and enhance these areas are needed. Historic and general design guidelines, demolition guidelines and policies for specific implementation actions are provided for the effective control of new developments or redevelopments in this area.

c. The City should apply for membership in the Main Street program which provides technical and financial assistance to cities who are revitalizing their downtowns.

d. Adjacent area rezonings to commercial should be in the CDB zone and not the Highway or General Commercial zone, to protect the fabric of the downtown area.

Neighborhood Commercial (NC) (not mapped)

Goal

a. The primary land uses intended for this category include neighborhood convenience and shopper goods (i.e. grocery, drugstore, convenience store, food services, etc.).

Objective

a. The neighborhood commercial center provides convenience-type retail and service establishments for the daily needs of its specific residential trade area. It can be oriented around a convenience store as the principal tenant and is located within walking or a short driving distance from its market area. Neighborhood commercial centers should be located in a clustered arrangement at the edge of a residential neighborhood, preferably at the intersection of two major streets or at the intersection of a major street and a collector street. Traffic activity should not infringe upon surrounding residential areas. Neighborhood commercial centers to be located near residential areas must be developed under design standards or have significant buffers between them and the residential area(s).

Policies

a. The Neighborhood Commercial Zoning District is the preferred zoning recommendation for the NC category. It will not be mapped on the Future Land Use map but placed on the zoning map when needed, and proven to meet the legal test for a rezoning, including meeting the above-noted objective.

b. Since a major precept of this Plan is to develop commercial uses in a nodal pattern, the linear extension of the areas designated as NC is strongly discouraged and not commended.

General Commercial

Policies

The following policies are recommended for this land use category. In these areas, the Plan strongly encourages access control and site landscape and buffering standards to be applied within the commercial strip.

a. The primary land uses intended for this category include broad activities such as retail trade; consumer and business services like banks, insurance firms, auto repair shops, construction contractors and real estate agencies; personal services, such as restaurants, barber shops; and professional services, legal, and accounting firms.

b. The general commercial center provides a greater depth of merchandise and comparative shopping opportunities than the neighborhood commercial center. It is usually oriented around a big box store or grocery store. Community commercial centers should be located at or near the intersection of two or more major highways, which provide access to the market area.

c. Also, conditionally appropriate in GC areas, based on their merits, are wholesale sales and construction sales and services. Uses not intended within the GC area include bulk warehousing and distribution, truck terminals, manufacturing uses, salvage operations, outdoor storage of commercial or industrial materials, supplies or equipment, and transient lodging.

d. Because of the broad spectrum of uses intended for the GC category, the C-2 zoning district is suitable and recommended zoning district for this category.

e. The Future Land Use Map illustrates recommended locations for GC land use areas.

f. Since a major precept of this Plan is to develop commercial uses in a nodal pattern, the linear extension of the areas designated as GC is strongly discouraged.

Industrial Land Use Requirements

Goal

a. An active industrial community that is an integral part of the economic base (bringing money into the community) for Winona and who provide jobs for citizens.

Objectives

Industrial land uses often include research and office-type developments as well as general manufacturing operations, industrial parks, and warehousing. These uses lend themselves to the development of industrial employment centers that possess similar location requirements.

- a. Identify the most appropriate areas within the city for industrial development.
- b. Identify the types of industry that are complementary to the physical, human, and economic resources of Winona.
- c. Encourage the expansion and improvement of existing industry within the city.
- d. Reserve the most appropriate sites for industrial expansion within the city and prevent their encroachment by incompatible land uses.
- e. Promote the establishment of well-planned industrial areas that possess proper and efficient spatial relationships to other land uses.
- f. Establish an attractive climate for industry through the provision of high quality education systems, attractive environmental surroundings, cultural and recreational opportunities, and high quality leadership.

Policies

a. The Industrial category is a broad land use category envisioned for areas where the primary types of existing or planned development are industrial in character, such as manufacturing, bulk storage (indoors and outdoors), and heavy distribution activities like truck terminals.

b. Industrial activities generally place a heavy demand on local resources, have the greatest impact on the surrounding environment, and characteristically have less flexibility in locational choice than do other types of economic activities. Therefore, land use policies, which promote the efficient utilization of industrial land resources, are essential if optimum industrial development is to be realized. The following policies are recommended for this land use category.

(1) **Appropriate Uses:** The Industrial land use classification applies to areas which are used primarily for fabricating, processing, storage, warehousing, wholesaling, and transportation services.

(2) **Density Range:** Generally, unused or underutilized land is common in most Industrial areas, and this land is suitable for expansion of existing facilities.

(3) **Pattern of Industrial Development:** The orderly expansion of essential services to areas of planned industrial development is important both to ensure growth and to minimize pressure for land use change in areas not recommended for industrial use.

(4) Except at locations where adopted design plans recommend a specific mix and/or pattern of industrial land use, the pattern of industrial development should be sufficiently flexible to accommodate variable market demand (for example, industrial areas planned as manufacturing centers developed with wholesaling and warehousing activities in addition to manufacturing).

(5) Lands to be considered for industrial uses should be reasonably level with slopes of six percent or less and capable of being graded at reasonable cost. The area should be well drained, possess soils capable of bearing heavy loads, and outside of the regulatory flood plain or areas subject to periodic flooding. Industrial areas should possess adequate acreage for division into large individual industrial type lots which are capable of accommodating modern facilities with off-street parking areas, loading areas, and landscaping. Adequate acreage for future expansion should also be available. Industrial development requires public utilities such as electric power, water supply, gas, and wastewater disposal. The availability and capacity of such utilities determines the type and extent of industrial activity that can be supported by any given site.

(6) Industrial areas should be located within easy commuting time of the labor force and possess excellent access to the many methods of transportation required to ship materials and products. Sites should be available at or near the intersection of major highways so that it is not necessary for trucks and employees to travel through residential or commercial areas. Direct connections to the interstate highway system and regional system of interstates and other highways are most desirable.

(7) Adequate physical separation between industrial and other land uses, especially residential, should be attained whenever possible. Highways or natural physical features should be used as buffers. Buffers also restrict the encroachment on designated industrial areas by residential, commercial, or other non-compatible land uses.

(8) Industrial land uses should be located and designed only in accordance with the natural capability of the site to accommodate such development.

(9) Industrial development should be encouraged in areas possessing adequate public water supply sanitary sewer service and high capacity utilities. Types of industrial uses appropriate for each site should be matched with the available level of such services.

(10) Industrial areas should be adequately protected from incompatible land uses by sufficient physical features and ample land areas should be reserved for future expansion.

(11) Over-zoning of land for industrial uses should be discouraged, especially those areas which are inappropriate or in excess of projected needs.

(12) Proper control of nuisance factors such as noise, vibration, air pollution, and water pollution should be encouraged in relation to the possible detrimental effect they would have on surrounding areas and their occupants.

(13) The development of zoning regulations which recognize the different needs and compatibilities of various types of industrial land uses should be encouraged if necessary (light versus heavy industrial, manufacturing versus research activities).

(14) The development of industrial areas should adequately provide for internal traffic circulation and other operational needs. Each industrial establishment should fully provide for its individual needs of employee parking, storage, loading, etc.

(15) Storage, parking and loading areas should be enclosed or landscaped.

Public and Institutional Land Use Requirements

The public and institutional category includes land uses such as colleges, universities, schools - kindergarten through twelfth (K-12) grades, seminaries, churches, places of worship, public or governmental libraries, hospitals & medical centers, museums, governmental services, military installations, governmental institutions, cemeteries, utilities and/or uses of similar character.

Policies

a. Types of uses appropriate to the public and institutional category should be considered on the merits of the project provided they are compatible with adjoining off-site activities and the impacts upon services are satisfactorily resolved. All new and proposed expansions of public and institutional land uses should be considered only after special studies have been conducted relative to their specific needs.

b. The federal, state, and Montgomery County are encouraged to coordinate with the City of Winona regarding proposed public uses of sites under their ownership whenever such uses are unrelated to the existing activities and land uses.

General Development Policies

In addition to the general and specific land use policies that correspond to the land use areas designated on the Future Land Use Map, this Plan also includes some special policies dealing with various aspects of overall development. These policies are identified below.

Policies for Nonconforming Activities

The following policies shall apply to existing development that is not in conformance with the policies and other provisions covered under the detailed land use categories of this plan.

- a. The territorial expansion or on-site intensification of existing activities that are not in conformance with the city's land use policies is not recommended.
- b. Existing activities that already exceed the specified intensities for the area should not be further intensified.
- c. Proposals, which would result in the termination of an existing nonconformity and move toward conformity with the policies for the area, should be considered on their merits. Changes in use that would not reduce the degree of policy nonconformity are inappropriate.

Policies for accommodating selected uses based on location criteria independent of the Land Use Map

Consideration may be given to accommodating small-scale offices for transitional purposes and convenience retail activities based upon location and other criteria contained in this section; conformance of these land uses with the Land Use Map is not required. The applicable criteria are as follows:

Small-scale Transitional Offices: Small-scale office activities used principally for transition and buffering between residential uses and incompatible non-residential activities may be considered on their merits in accordance with the following guidelines and criteria:

- a. The proposal should conform to the land use and intensity policies in sections that apply to the neighborhood commercial (NC) land use category.
- b. The requirements of this plan regarding support services should be met
- c. The site should be suitable for the proposed use based on its physical site characteristics. Sites that are steeply sloping, prone to flooding, or contain other sensitive environmental features are inappropriate.

d. Access to the site should be from the adjoining non-residential area or a side street that leads directly into the non-residential area, and safe ingress/egress should be assured. To the extent practicable, transitional office sites with double frontage should be avoided. Where double frontage is necessary for adequate site size, access should be provided that has the least adverse impact on the residential area.

Chart 12

Year Housing Units Built in Winona

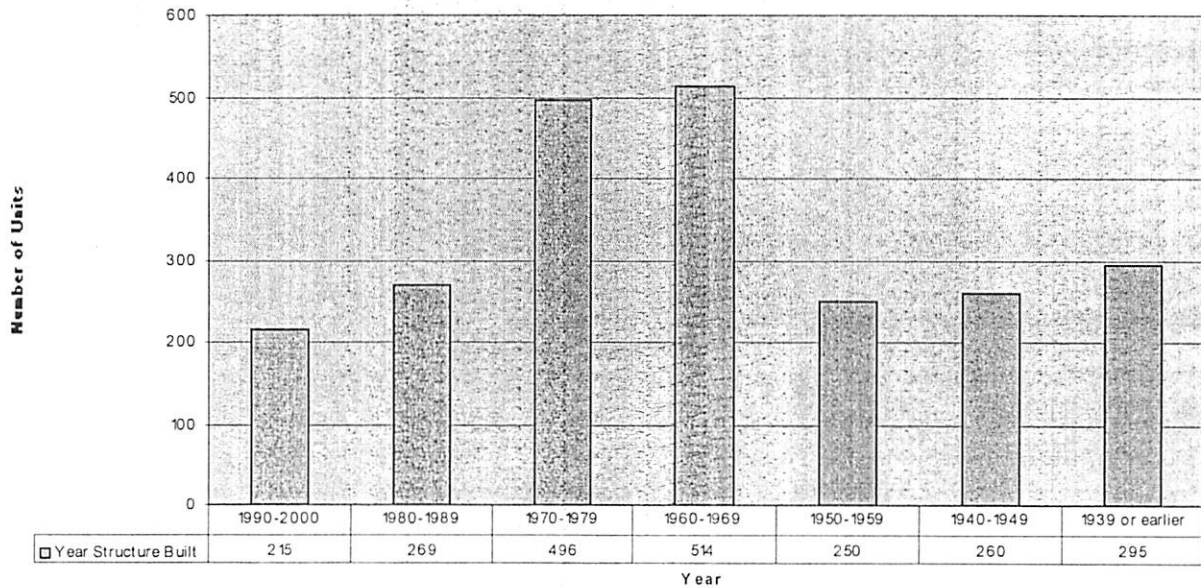


Table 25
Units in Structure
City of Winona
2000

Single-Family*	Two-Family	Multi-family	Mobile Home	Total
1872	176	144	107	2299

Source: US Bureau of the Census – ST 3A Sample Data.

Because Winona's projected population shows a decrease in the planning time frame, there are no new housing units projected for new population. However, as the housing stock gets older and the market changes, there is still a need for the construction of new housing in the City as well as renovation of the older units (these are particularly useful for starter and affordable housing). Of the 2299 housing units in the Census sample data, almost 80% was constructed before 1980, and less than 10% are 16 years old or younger. It is not expected that the housing type trend will differ significantly from the existing housing stock. Most of the additions to the housing stock will be single-family.

Space requirements for Retail and Industrial Uses

Space requirements for retail functions are assumed to increase in proportion to increases in retail trade area population. Space requirements for office functions are assumed to increase proportional to increase in finance, insurance and real estate. Parking space needs are approximated by relating parking area to the floor area (only leaseable space) in retail and office function.

Table 26

Commercial & Industrial Space Needs Per Employee

<u>Type of Employment</u>	<u>Employment Proj. 2031</u>	<u>Mean Square Feet Per Employee</u>	<u>Additional Square Footage Needed</u>
Industrial & Wholesale	691	624	431,184
Warehouse	60	2,746	164,760
Office	584	347	202,648
Retail	754	197	148,538
Restaurant & Accom.	278	388	107,864
Facilities/Schools	1,623	699	1,164,534

Source: American Planning Association. Mississippi Employment Commission, Annual Averages, 1990-2000, Labor Market Information, 2005, Employment Projections.

VOLUME IV. IMPLEMENTATION RECOMMENDATIONS

A. Capital Facilities Financing Mechanisms

Sources and Methods

Ingenuity and sound financial policies should be exercised in obtaining capital improvements. While certain methods are better suited to particular needs and situations, there is no one ideal way to acquire all capital improvements. Some of the suggested sources and methods found desirable in most cities are discussed below:

1. General Obligation Bonds - General obligation bonds are usually financed out of the property taxes. Assessed valuation of property in the City is, in a sense, pledged as security towards payment of these bonds. Legal limits exist for bonding in the State of Mississippi set at ten percent of the assessed valuation within the municipality. There is no limit to the number of projects needed or desired by a city and it is possible to sell within this legal limit as many bonds as the market will bear. As the community's general obligation debts outstanding approaches this mark it is generally found that higher interest rates are incurred. General obligation bonds should not be issued for a period of longer than 30 years and generally should be limited to shorter periods. As a practical rule, the Mayor and Board of Aldermen should keep its debt requirement so scheduled that at least 25 percent of the principal is due for amortization within a five year period. Serial bonds are recommended because these come due in successive years and are from current funds each year, permitting lower interest rates in some cases. Serial bonds are sometimes refinanced to take advantage of lower interest rates. If revenues from a particular tax, or from a limited property tax levy are pledged, the bonds are known as limited tax bonds. Sometimes general obligation bonds are sold with the stipulation that revenue from a facility will be used to retire the bonds and only in the event that this revenue is insufficient will the full faith and credit of the city be used. A combination of term and serial bonds are used to finance a revenue producing facility whose earning revenue cannot be readily determined.

2. Revenue Bonds - If both principal and interest costs are to be met exclusively from the earnings of a facility to be constructed the bonds are known as revenue bonds. Interest rates on this type of bond depend upon the type of facility and its economic feasibility. Extension of sewer and water utility systems are often financed in this manner. Revenue bonds are limited in Mississippi by the Fifteen Percent Rule, which says that a municipality cannot collectively issue revenue bonds in excess of fifteen percent of its assessed valuation. Revenues must be sufficient to cover principal and interest in this type bonds. Again it is desirable for their term to be held to as short a period as possible.

3. Special Taxing Districts - Special benefit assessment or improvement districts are another financing alternative. Taxes levied on certain properties benefited by the improvements are often called district. Special assessments may be levied on property fronting on a road to be paved, for example, or for street lighting in a particular area.

4. Tax Increment Financing - Under this finance mechanism, a bond instrument is used to raise capital for public improvements related to an economic development project. Additional tax dollars raised by the new economic development activity are then pledged to retire the previously issued bonds.

5. Pay as You Go - Financing from current revenue or the “pay as you go” policy has both advantages and disadvantages. When expenditures of comparatively large amounts occur at varying intervals, it may not work. Current revenues available for capital expenditure are those funds left over after all operating expenses have been taken care of. Excess funds, when they occur, may be set aside for future improvements. Having available funds at any specified time is not dependable.

6. Subdivision Regulations - The subdivision regulations require that subdividers provide certain public improvements at the time a new subdivision is constructed. Local streets and major street right-of-way, paving, water main, storm and sanitary sewerage and sidewalks may be required when the subdivider takes the responsibility for construction. A performance bond is required to guarantee that all improvements are installed in accordance with the specified standards of construction. Improvements must be made and inspected before approval of the final subdivision plat is granted.

7. State and Federal Loans - Considerable amounts of money are provided by other units of government to aid cities with needed public improvements. State highways, where they are within a city are eventually built, widened, or otherwise improved by the State. Libraries, schools, hospitals, and parks may be financed in part for both land and construction costs from other government funds. Hospitals, parks, sewerage and water systems are supported by federal grants. In some cases, matching funds must also be provided by the city to obtain this aid. That is, the city puts up one dollar for each dollar or more received from the state or federal government.

8. Grants - A number of sources are available to the city for bequests, grants, donations, etc., of land, money or building equipment. A local company may build a facility for the city or an estate or trust may specify in money or land to be put up for a public park. Care should always be exercised that a particular gift is an economic asset to the city and will not become a white elephant. A building donated for public use is not necessarily free, as it may be obsolete and cost more to remodel than construction of a new building. Land which is too small or inaccessible to the public for a park will become a burden because of a continuing maintenance cost.

9. Impact Fees: Impact fees can be a valuable method for generating revenue in a growing area. The Mississippi Municipal League is studying ways in which these fees can be utilized in Mississippi cities.

Capital Budgeting Method: Capital improvements are one-time expenditures, nonrecurring in nature, and generally have long life expectancy, usually between 20 and 50 years. Their scheduling is based on a series of priorities established by the city through its planning process reflecting the city's present and anticipated needs, desires, and the importance of the various proposed improvements, along with its present and anticipated future financial condition. The benefits derived from capital improvements programming are many and include the following:

- a. Assurance that projects will be carried out in accordance with a predetermined priority and the city's ability to finance them.
- b. Protection for the city from undue influence of aggressive partial interest groups and consideration of the best interests of the entire community.
- c. Reduction of possible opposition to needed projects by showing special interest groups that their projects will be taken care of at a proper time.
- d. Assurance of impartial treatment to all citizens.
- e. Means for foreseeing and anticipating bond issues and tax income.
- f. Realization of efficiency through the ability to foresee needed construction over several years including the avoidance of purchasing additional equipment or technical services when several related projects might justify the use of the same resources.
- g. Saving of desirable, but not urgently needed projects for periods when the economy of the community can better accommodate them.
- h. Strengthening of the period of time available for technical design of long-range public improvements to provide for better long term planning and coordination of various city projects.
- i. Provision for advance acquisition of land by purchase at favorable market prices and conditions when feasible.

It is essential that Winona projects its intermediate-range capital improvement needs and chart an intermediate range financial plan. With increased demands for public service, the cost of government is continually increasing. Providing fire and police protection, streets, schools, and other public services is consuming a larger part of the annual revenue dollar, leaving fewer funds each year for adding new capital improvements. Consequently, a well-analyzed, economically sound intermediate-range financial program is an important management tool derived from the Comprehensive Plan for developing the city in order to provide adequate community facilities.

The capital improvements program provides a link between the Comprehensive Plan and actual construction of public improvements. Because of the influence attendant to the provision, nature, and location of public facilities and its effect on the pattern of urban growth, the capital improvements program is one of the most important implementation tools available for implementation of the community's Comprehensive Plan. The zoning ordinance and subdivision regulations guide certain aspects of private development. The capital improvements program guides decisions as to how and when improvements that support private development will be built.

The general purpose of the capital improvements program provides a schedule for the acquisition, construction, and alteration of public property and facilities within the City of Winona over the next 5 years. This program includes recommendations from several of the Comprehensive Plan elements in order of relative need, merit, and economic desirability.

The capital improvements program is not a rigid schedule, which must be followed regardless of unforeseen changes, nor does its adoption constitute such a commitment; rather, it is a framework for decision-making. The program should be reviewed and revised annually to remain relevant. As each year of the schedule is carried out, an additional year should be added to it containing new projects. This annual review is primarily for the purpose of adjusting to individually changing circumstances. In order that this program can, in fact, provide the desired framework, it should become policy of the city that no major community improvement be undertaken without the Planning Commission's review in light of the Capital Improvements Program.

The capital improvements program is an important implementation tool of the Comprehensive Plan for Winona. The study involves the combination of findings of several previous planning elements, which should be consulted for reference if additional background is needed. The usual procedure after preparation, adoption, and hearing on the Capital Improvements Program is for the Mayor and Board of Aldermen to adopt the first year of the capital budget and incorporate it as part of the annual budget. The Mayor and Board of Aldermen then should tentatively authorize the remainder of the program subject to annual revision and reauthorization. As the City of Winona grows it must not only renew and replace structures and equipment that have become old and worn out, destroyed or obsolete, but it must also improve its facilities and services to support its population.

B. Zoning

The City of Winona's existing zoning ordinance has been analyzed for effectiveness in implementing the recommendations of the Comprehensive Plan. Proposed revisions to the zone ordinance are as follows:

- Keep "tickler file" for home occupations and conditional uses that must be re-approved annually.
- Site plan review should be combined with design review if Design/Landscape Standards are adopted.
- PUDs should have provisions for requiring a Homeowners Association to care for common areas and enforce covenants. These should be incorporated into the covenants, which run with the land.
- Area around the hospital should be zoned as a medical office zone to reserve this area for the possible medical facilities needs.
- A general office zone for less intensive commercial uses like banks, accounting offices, barber or beauty shops, etc. should be added. These can be good buffer uses between residential and commercial.
- Eliminate any Highway Commercial zoning in the areas adjacent to the downtown.
- Eliminate any Highway Commercial zoning for residential areas adjacent to the downtown.
- Mitigate possibilities for strip commercial development in frontier areas by zoning commercial in a nodal fashion around intersections.
- Allow mixed uses in the downtown area.
- Allow for townhouse/condominium developments.
- Add an agricultural-residential (AR) zone.
- Add zones for manufactured home subdivisions and manufactured home parks.

C. Subdivision Regulations

The City of Winona's existing subdivision regulations have been analyzed for effectiveness in implementing the recommendations of the Comprehensive Plan. The subdivision regulations should be updated to reflect current state and federal regulations and provide for innovative subdivision development. Preliminary recommendations include:

- Narrower roadway widths could be allowed where the Planning Commission has approved a Traditional Neighborhood Development Overlay zone or PUD and has found that narrower streets will provide a better environment for the residents.
- Remove any prohibition for alleys.
- Provide for more natural treatment of the land to mitigate soil erosion and sedimentation.

D. Historic Preservation

The City has recently adopted an historic preservation ordinance.

E. Community Design and Appearance

Community design and appearance should be addressed in the implementation measures through the Historic Preservation and Design & Landscape Standards ordinances.

The City should also seek evaluations by the Mississippi Main Street Association, and concentrate on code enforcement efforts, protection of key community entryways, and development of a durable and attractive community through site/design review of building and development projects.

State statutes (21-19-11) should be aggressively implemented regarding clean-up and demolition of dilapidated properties and properties that pose threats to public health and safety.

F. Structure, Staffing and Enforcement

The city should combine the duties of the Planning Commission and the Zoning Board and have one Planning Commission that gives advisory opinions to the Mayor and Board of Aldermen on zoning amendments, approves new subdivisions, provides site and design review of projects, hears variances and conditional use cases, and engages in continued long range planning. Each commissioner should be a member of the American Planning Association. The Mayor and Board of Aldermen and Planning Commission should receive regular training in plan and ordinance administration.

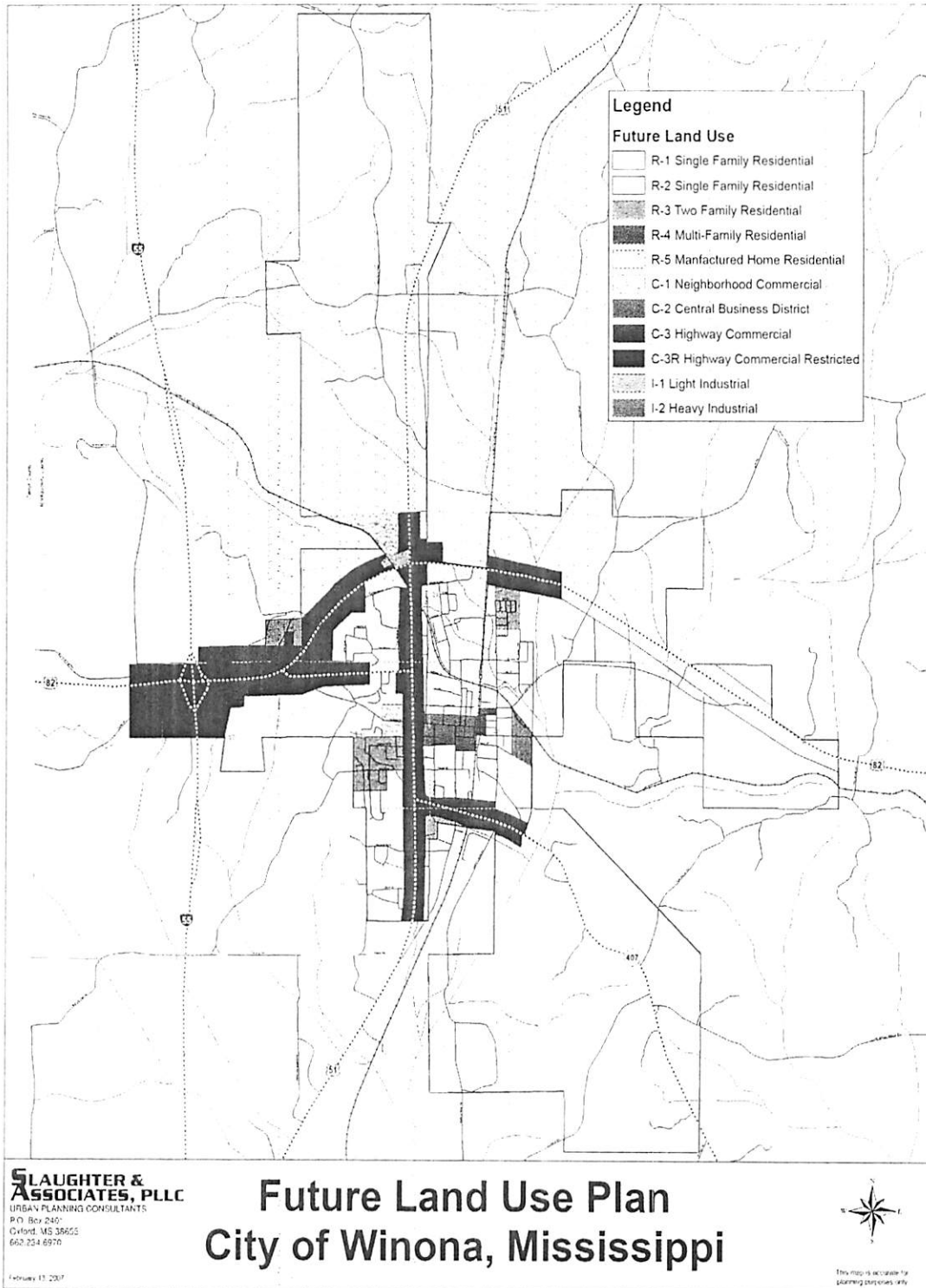
G. Construction Codes

In implementing the Comprehensive Plan, the City of Winona should ensure that it continues to operate under the most current version of construction codes available from the International Building Code Congress.

H. Departmental Financing

Planning activities and ordinance enforcement funding should be partially financed by application fees, filing fees and permit fees consistent with those allowed by State Law.

Appendix A – Future Land Use Plan



Appendix B – Future Transportation Plan

