



**Winona Development Code Update  
Meeting with Planning Commission  
November 9, 2015**

**AGENDA**

- A. Stakeholder listening sessions
  - Recap and discussion of input we heard
- B. City's current development codes and plans
  - Present our preliminary findings
  - Gain PC members' input
- C. Major issue themes
  - Present preliminary major themes to guide code update project
  - Gain PC members' input
- D. Upcoming public meeting
  - Schedule
  - Goals and approach
- E. Questions

# MEMORANDUM

Hoisington Koegler Group Inc.



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TO: Winona Planning Commission

FROM: Jeff Miller, Hoisington Koegler Group Inc. (HKGi)

SUBJECT: Development Code Update Project

DATE: November 4, 2015

CC: Mark Moeller, City Planner  
Carlos Espinosa, City Planner

## Greetings –

At the November 9<sup>th</sup> Planning Commission meeting, we will be presenting our preliminary findings relating to the Development Code Update project and asking the Planning Commission to provide feedback related to key issues that should be addressed in the new, Unified Development Code. As you know, on October 5<sup>th</sup> & 6<sup>th</sup>, we held six stakeholder listening sessions. The meeting notes from each stakeholder listening session are included in your meeting packet. A summary of the input will be presented at our meeting. During our trip, we also met with City Staff, including the City Manager, Economic Development Director, and City Attorney, and visited key areas of the city related to zoning issues with Staff.

We are now in the process of a comprehensive review of the City's current development codes as well as plans, including the Comprehensive Plan, Downtown Revitalization Plan, Riverfront Revitalization Plan, and Historic District Design Guidelines. Our preliminary evaluation of the plans and their relationship to this project is included in your meeting packet. Based on this review and the input received from the community, we have identified preliminary major issues or themes to guide the development code update project. We will present and discuss these major themes at the November 9<sup>th</sup> meeting in order to refine them or add to them. Thus far, we have identified the following major themes: 1) unify, reorganize, and reformat the development code; 2) clarify development procedures and roles; 3) clarify and modernize zoning districts' uses and standards; 4) comprehensive review of downtown zoning districts, including mix of uses allowed, housing types, compatibility between uses, parking, and appropriate form-based standards; 5) residential zoning districts, including housing types allowed, student vs. non-student housing, narrow/half-lots, parking, and form-based standards.

I look forward to discussing your feedback and questions at the meeting on Monday.



**Winona Development Code Update  
Stakeholder Listening Sessions  
October 5, 2015**

**STAKEHOLDER LISTENING SESSIONS NOTES**

On October 5, 2015 the project consultant team (Hoisington Koegler Group Inc. and McBride Dale Clarion) facilitated six (6) stakeholder listening sessions. The purpose of these sessions was to engage with key stakeholder groups related to the City’s Development Code Update early in the project. Participants were invited to identify current development challenges and their ideas for improving the City’s development codes and processes. A brief overview of the City’s current development codes and the code update project was provided at the beginning of each stakeholder session. The discussions were focused on the following questions:

- 1) What concerns do you have about building/development in:
  - Downtown
  - Residential Neighborhoods
  - Campus Neighborhoods
  - Commercial Areas
  - Industrial Areas
  - Natural Areas
- 2) What works or doesn’t work in the City’s application and review process?
- 3) Are there code requirements that are not up to date with today’s building practices?
- 4) What discrepancies are there between various code sections and/or the codes and the Comprehensive Plan?
- 5) Are there changes to the codes that would make them easier to use?

**Schedule of Stakeholder Sessions:**

12:00 – 1:00	Realtors and developers
2:00 – 3:00	Colleges (Winona State University, Saint Mary’s University, Southeast Technical College)
4:00 – 5:00	Winona Housing Association members
4:00 – 5:00	Chamber Of Commerce & Main Street Program
5:15 – 6:15	City Boards and Commissions
5:15 – 6:15	City Council

The input received during the stakeholder listening sessions is summarized on the following pages in the form of meeting notes. The project consultant team will use this input to assist with the identification of key issues to be addressed by the Development Code Update project.



**Winona Development Code Update  
Stakeholder Listening Session: Realtors and Developers  
October 5, 2015**

**MEETING NOTES**

Stakeholders Attending: 14 realtor representatives and 3 developer representatives

Consultants & City Staff Attending: Jeff Miller (HKGi), Rita Trapp (HKGi), Elizabeth Fields (MDC), Mark Moeller (City Planner)

Following is a summary of the input received from the realtors and developers:

- Parking downtown:
  - Current development code is allowing new high density residential development in downtown with no parking space requirements.
  - Concerns about increasing shortage of parking in downtown for commercial uses as a result of new residential development.
  - Parking in other areas of downtown require too much parking, e.g. commercial, industrial.
  - Parking is an issue for residential, commercial, downtown, campus areas.
  - Different parking standards for campus vs. downtown is a concern.
  - Parking requirements are based on occupancy rather than square footage.
  - No cohesive building requirement for residential units and square footage.
- Balance of commercial and residential needs in downtown:
  - How to balance growth of residential development in downtown with needs to fill vacant storefronts and commercial properties?
  - Desire to retain commercial focus in downtown storefronts.
  - The development code is not ensuring enough parking spaces in downtown overall.
- Residential neighborhood issues:
  - Substandard houses on half lots – consider possibilities for combining small lots to build larger houses that fit well into the neighborhood. Opportunity for East End. Arlington Heights neighborhood is a precedent.
  - Current setback standards do not work for houses on existing small non-conforming lots – so many of the older homes are non-conforming.
  - Issue is with homes built before zoning ordinance adopted.
  - Lots of record – redevelopment is problematic.
  - Consider creating alternative setback standards for small lots.
  - Square footage requirements for duplexes and multi-family housing prevent their development on existing small lots. Lot sizes were set at a point that prevented them from being able to fit townhouses.
  - Cluster apartments near users, e.g. WSU, so that neighborhoods are retained for families.
  - Shortage of townhomes. Opportunity to add rentals/apartments in downtown, then more single-family homes would open up for owner-occupied families/residents and less student rental houses in neighborhoods.
  - What should happen when owner-occupied duplexes that have been sold then become renter-occupied? Neighbors call the City.



**Winona Development Code Update  
Stakeholder Listening Session: Realtors and Developers  
October 5, 2015**

- 30% rule has made single-family rental housing more profitable.
- The City's change from a maximum of 5 to 3 unrelated persons in a household reduces pressure on rental of single-family houses, as do changes to parking standards.
- Development process:
  - Need more communication between the Board of Adjustment and Planning Commission – get boards together and figure out which entities are responsible for which processes. BOA and PC are never in the same meeting.
  - People are intimidated by the variance process, surprised when the City Code requires them to apply for a variance.
- Needs for more housing options:
  - Need for newer, higher-end housing.
  - Attached townhouses are unreasonably prohibited in most residential districts – hard to develop anything but single family. Consider ways to encourage flexibility in housing types permitted, such as townhouses.
  - Shortage of high-end rental housing for young professionals because most rental housing is targeted toward university students. Need to consider housing demands and availability beyond university students.
  - Shortage of rental single-family houses and apartments.
  - Need townhouses for retiring baby boomers that are single-level with universal access and 2-car garages.
  - Many townhomes do not allow rentals – not city policy.
  - Some resistance to non-single family housing development by neighborhood residents in Winona and Goodview.
  - Rental of single-family houses to family households has become financially unfeasible because you can't get a high enough rent price to pay the house mortgage.
  - Younger generation is more interested in different types of housing, e.g. single-family house rental, townhouse rental.
- Growth issues:
  - Commercial and industrial developments – due to environmental constraints, the City is out of space for industrial developments and auto-oriented commercial, need retail.
  - Provide additional areas to grow commercial and industrial development, e.g. annexation.
  - Issues with shoreland and bluffland standards – need to review the one mile buffer from the river. One mile buffer is significantly deterring new development.
  - Is there a plan for growth for Winona? What is the residential demand now vs. demand estimated with comp plan? Comprehensive Plan identified approximately 600 new housing units? Where will we put this amount of housing? Should the Comprehensive Plan be revisited/updated?
  - Promoting growth of any kind – don't restrict it! 30% rule is restricting growth.
  - Like the growth and development in downtown. Would be good to update zoning code in ways that keep the momentum going.



**Winona Development Code Update  
Stakeholder Listening Session: Realtors and Developers  
October 5, 2015**

- Allow higher density in low density districts. Relaxed density standards for zones 1, 2, and 3 – establishing minimum quality standards and parking requirements for new development.
- Other:
  - Want to enhance the riverfront – heavy industrial land is underutilized along the riverfront.
  - The Zoning Map has not changed much since the 1960s.
  - What is our long-term mission as a community – what do we want the city to be – evaluate proposals off of a plan. Not aware if the Comprehensive Plan provides enough guidance. It would be beneficial to reiterate what the Comp Plan's vision is.



**Winona Development Code Update  
Stakeholder Listening Session: Colleges  
October 5, 2015**

**MEETING NOTES**

Stakeholders Attending: Steve Ronkowski (WSU), Mike Kroening (MN State College – Southeast Technical), Jim Bedtke (Saint Mary’s University of MN)

Consultants & City Staff Attending: Jeff Miller (HKGi), Carlos Espinosa (City Planner)

Following is a summary of the input received from the colleges’ representatives:

- College development applications typically involve the City’s Building Official and the State’s Department of Labor & Industry for code review related to a proposed project.
- City gets involved in site plan review and stormwater management review for colleges’ development applications.
- Architects hired by the colleges typically submit development applications rather than college staff.
- All three colleges described their interactions with City Staff and the development application/code review process as positive experiences.
- Sometimes the Building Code seems excessive.
- The colleges all feel that they are able to provide adequate parking for their students on campuses. There may be periodic parking shortages during a day.
- WSU student vehicle parking – an issue that sometimes occurs with on-street parking is when students leave a car parked on the street for weeks
- WSU student bicycle parking – lots of bikes are abandoned by students. College must cut off padlocks to get rid of abandoned bikes.
- Requirement for number of handicapped parking spaces seems excessive sometimes, however, this requirement is not set by the City.
- MN State College – Southeast Technical does not provide campus housing.
- Saint Mary’s University feels that it becomes aware of and addresses any issues with its students who live in off-campus housing.
- WSU is currently updating its campus master plan working with a consultant – RDG.
- WSU has two campuses – Main Campus and West Campus – as well as the East Lake Apartments located near Lake Winona and owned by the WSU Foundation.
- WSU currently has one theme house, which is the Sustainability House that opened in 2012. As part of the City’s approval of the theme house, the City’s code added requirements regarding campus theme houses and established campus overlay zoning districts.



**Winona Development Code Update  
Stakeholder Listening Session: Chamber of Commerce & Main Street Program  
October 5, 2015**

**MEETING NOTES**

Stakeholders Attending: David Bittner (Main Street Program Coordinator), LaVonne Mikrut (Chamber), Rich Mikrut (Chamber), Lee Gundersheimer (Managing Director of Great River Shakespeare Festival, Main Street Program), Steve Kovala (Main Street Steering Committee Chair), Natalie Siderius (Winona County Economic Development and Sustainability Director), Lew Overhaug (Winona County Planner), David Adcock (Chamber & Main Street Program), Della Schmidt (Chamber President & Main Street Program)

Consultants & City Staff Attending: Rita Trapp (HKGI), Elizabeth Fields (MDC), Carlos Espinosa (City Planner)

Following is a summary of the input received during the listening session:

- **Downtown:**
  - Celebrate the diversity downtown – like to see the variety of uses and mix of uses.
  - Need to review regulations for signs, outdoor dining, etc. looks at those items. Outdoor dining not allowed – very limited downtown. High insurance requirements for sandwich boards and outdoor dining.
  - Strengthen and enhance the downtown design guidelines – make them more like standards – more teeth and protection in the zoning code.
  - The museum wanted to be downtown and it was opposed. Built in industrial area and doesn't fit.
  - Commercial area cohesive together – may need rehabbing.
- **Parking**
  - Too much land is being taken up with surface parking lots – should be developed into taxable productive land.
  - Some lots are underutilized – capacity is available but people don't want to walk.
  - Sea of asphalt – negative visual appearance.
  - Parking lot landscaping is lacking.
  - Development of multi-use and multi-story parking areas.
- **Industrial –**
  - Conflicts between industrial uses and adjacent residential neighborhoods, traffic, riverfront, etc.
  - Perception of conflict more than actual conflict.
  - Issue with rail conflicts – grain elevators that need rail access.
  - Infilling uses on undeveloped properties.
- **Neighborhoods:**
  - Design standards for the residential communities – basic things like front of house should face the street
  - No parking on lawns in residential districts
  - Parking regulations in residential – guaranteed parking in yards



**Winona Development Code Update  
Stakeholder Listening Session: Chamber of Commerce & Main Street Program  
October 5, 2015**

- Development approach:
  - Need to change things up – the current course is not working – industry will be fine but livability won't improve.
  - Process is too slow and too cumbersome.
  - Over ridge to open up development on Mankato Ave
- Streets:
  - Review truck routes – can the number be reduced?
  - Streetscape/landscaping requirements and buffering requirements.
  - Safety on our streets – cross streets.
- Other:
  - Non-conforming commercial buildings
  - Demolition of key historic buildings
  - Stormwater issues
  - More coaching prior to the meeting
- Peer cities for review:
  - Waterfront and downtown development in La Crosse
  - Red Wing
  - Eau Claire
  - Dubuque
  - Wabasha



**Winona Development Code Update  
Stakeholder Listening Session: Winona Housing Association  
October 5, 2015**

**MEETING NOTES**

Stakeholders Attending: 16 representatives from the Winona Housing Association

Consultants & City Staff Attending: Jeff Miller (HKGi), Mark Moeller (City Planner)

Following is a summary of the input received during the listening session:

- Downtown parking:
  - Concern about the 120 parking spaces lost in downtown as a result of the new river bridge construction.
  - Parallel parking converted to diagonal parking on Main Street increased the number of parking spaces.
  - Parking standard downtown should be one space per bedroom, no exemptions.
  - Parking needs to account for growing tourism downtown.
  - Should be equity in parking standards between downtown residential and non-downtown residential areas – same standards for both, otherwise, it’s unfair.
  - Currently there are five new residential development projects downtown with approximately 120 residential units and no new parking spaces are required.
  - New residential projects were not anticipated in the Central Business District (CBD) core. The parking exemption was intended to support existing commercial businesses that had very limited space on their lots to provide parking spaces.
  - Consider different parking standards for new residential development vs. commercial development in downtown.
  - Consider a moratorium on residential development in the CBD core until parking standards are addressed.
  - Change the parking standards now for downtown so that there are no exemptions.
  - Consider the potential for addition of public parking area to replace the lost 120 parking spaces in bridge area.
  - CBD parking overlay has been in place since the 1960s.
  - City’s parking ordinances is old and outdated.
  - City should contribute to parking solutions in CBD.
  - More competition for parking downtown than elsewhere. Adding residential development downtown ultimately creates such a shortage of parking that commercial businesses can’t be successful.
- Parking outside of downtown:
  - 300 ft. distance standard for off-street parking for some zoning districts/uses seems unfair.
  - Parking shortages exist anywhere within three blocks of the WSU campus.
- Downtown zoning districts:
  - CBD zoning districts and language should be more specific.
  - There are too many zoning districts within the small area of downtown.
  - Look at general use patterns downtown. Apply zoning districts that promote what the CBD should be. Should high density residential be part of downtown?



**Winona Development Code Update  
Stakeholder Listening Session: Winona Housing Association  
October 5, 2015**

- It is good to encourage a greater mix of uses in an area, so that things are closer to each other.
- Housing:
  - Necessary repairs to old buildings – sometimes the code requirements are excessive for simple improvements, e.g. stairways.
  - Currently the development code is too general, which leads to differences in legal opinions. An example is duplex/triplex/fourplex residential uses. Language needs to be clarified and simplified.
- Potential rezonings:
  - There needs to be fairness in rezonings. For instance, potential rezoning from M-1 to a residential zoning district now may not be fair to property owners who have struggled to fit residential development into existing zoning districts, such as M-1.
  - There has been a lot of changes since the last update of the Comprehensive Plan. Now that rezoning is being discussed, shouldn't the Comprehensive Plan be relooked at before any major rezoning occurs?
- City's plan/mission:
  - Have the housing goals of 2007 Comprehensive Plan been met?
  - Need for defining the City's mission – who are we as a community?



**Winona Development Code Update  
Stakeholder Listening Session: Boards & Commissions  
October 5, 2015**

**MEETING NOTES**

Stakeholders Attending: Dale Boettcher (Planning Commission), Ed Hahn (Planning Commission), Kendall Larson (Heritage Preservation Commission), Preston Lawing (Heritage Preservation Commission), Chris Sanchez (Board of Adjustment), Jon Krofchalk (Board of Adjustment), Brad Ballard (Planning Commission), Myron White (Development Coordinator & Staff for Heritage Preservation Commission)

Consultants & City Staff Attending: Rita Trapp (HKGi), Mark Moeller (City Planner)

Following is a summary of the input received during the listening session:

- Historic preservation:
  - Include historic preservation efforts into the process
  - Preservation goals didn't exist in 1960 – Look at Comp Plan for goals
  - Expand “neighborhood” historic designations
- Zoning district standards:
  - Building setback issues
  - Rental parking issues
- Downtown:
  - City should participate in CBD parking solutions
  - Address conflicts (Shortridge site)
  - Reuse of excess bridge land – promote expanded tax base
  - How do we promote a cohesive CBD?
  - Promote uses serving people in CBD
  - Look at CBD “walkability” all walkable
  - Look at “what” CBD should be – promote
  - Hodge-podge looks OK
- Industrial Areas:
  - Some riverfront redevelopment opportunities-tough to change – underutilized
  - Explore whether changes could reduce conflicts between industrial and residential without too much impact on industrial given that generally it was there before the residential
- Neighborhoods:
  - Workforce housing limited – taken by students – how to preserve for families?
  - Desire for infill/new development to fit in character with existing neighborhood
  - Lot of Record – if modify have to meet new standards
- Other:
  - How can we grow with what we have?
  - “Pattern” of variances – if enough of same – change code
  - Boards should meet occasionally – what are others doing?



**Winona Development Code Update  
Stakeholder Listening Session: City Council  
October 5, 2015**

**MEETING NOTES**

Stakeholders Attending: Mark Peterson, Al Thurley, Gerry Krage, Pam Eyden, George Borzyskowski, Michelle Alexander, Paul Double

Consultants & City Staff Attending: Jeff Miller (HKGi), Elizabeth Fields (MDC), Carlos Espinosa (City Planner), Judy Bodway (City Manager), Lucy McMartin (Director of Economic Development)

Following is a summary of the input received from the City Council:

- Frac sand dust impacts could be addressed by existing performance standards.
- Should better define what is public vs. private parking and implications of such.
- Parking in downtown is a problem now and will continue to be as more residential is developed there. Others stated that there is not a parking shortage downtown.
- Is the 2007 Comprehensive Plan vision still accurate? What about all the changes that have occurred since then. When is the next update of the plan?
- What are the downtown boundaries? There are currently different downtown boundaries within the code.
- Do the codes encourage redevelopment of older buildings?
- Conflicts between residential and active industrial uses – there seems to be creep between industrial and residential areas.



**Winona Development Code Update  
Project Kickoff Session with Planning Commission  
September 14, 2015**

**MEETING NOTES**

Planning Commissioners Attending: Ed Hahn, LaVerne Olson, Brad Ballard, Mandi Olson, Craig Porter, Brian Buellow, Dale Boettcher

Planning Commissioners Absent: Wendy Davis, Ken Fritz

City Staff & Consultants: Mark Moeller, Carlos Espinosa, Jeff Miller (HKGi), Rita Trapp (HKGi)

The HKGi consultant team gave a presentation to the Planning Commission that described the consultant team's members and project experience, provided an overview of the project's work scope and schedule, outlined the key project objectives, and explained the project's community engagement approach. The remainder of the meeting was devoted to the Planning Commission members' input regarding the City's current development code issues and opportunities for the development code update project. The discussion was organized around the following questions:

- 1) *What parts of the City's current development codes have been challenging to understand and use?*
- 2) *What parts of the current development codes are outdated and/or may not be needed?*
- 3) *Where might there be inconsistencies between current development codes and the City's adopted plans and policies?*
- 4) *What opportunities might there be to simplify development application and approval processes?*
- 5) *What physical areas of the City seem to have the most issues related to the current development codes?*
- 6) *What types of changes or additions to the current development codes would make them easier to use?*
- 7) *Who should be included as "stakeholder" groups in the project's community engagement process?*

Following is a summary of the input received from the Planning Commission (PC):

General: Requested that the schedule for the project's stakeholder sessions in October be shared with PC members ahead of time so that PC members could choose to attend any of the stakeholder sessions that they have particular interest in.

Question #1: *What parts of the City's current development codes have been challenging to understand and use?*

- There hasn't been a lot of new development lately due to the economic recession, so familiarity with the development codes may be relatively low currently.
- Where the Comprehensive Plan doesn't mesh with the development codes.



**Winona Development Code Update  
Project Kickoff Session with Planning Commission  
September 14, 2015**

- For new PC members, the development codes are hard to understand, use, and find things.
- Need to implement the Comprehensive Plan by aligning the development codes with the plan.
- The new bluff and shoreland ordinances have not necessarily aligned with the rest of the development codes.
- Consider when the new unified development code will go into effect.
- Like the idea of adding visualization of standards to the code.

Question #2: *What parts of the current development codes are outdated and/or may not be needed?*

- Development code addresses typical lots but not atypical lots, e.g. narrow lots.
- Updates are needed but concern about how things will be “grandfathered”. Should things always be “grandfathered” or should some ordinance updates/improvements be put into effect for all properties right away, so that changes start to occur?

Question #3: *Where might there be inconsistencies between current development codes and the City’s adopted plans and policies?*

- Should bring consistency to the notification processes for various development application procedures.
- There can be a long lag time between the variance process with the Board of Adjustment and the conditional use permit process with the Planning Commission, as an example.

Question #4: *What opportunities might there be to simplify development application and approval processes?*

- Board of Adjustment vs. Planning Commission processes.
- Redevelopment process is challenging in Winona’s complex environment of river shoreland, railroad lines, highways, and the multiple government jurisdictions that need to be involved, including the city, county, state, and federal levels.

Question #5: *What physical areas of the City seem to have the most issues related to the current development codes?*

- Areas where there is an interface between downtown businesses, the college campus, and residential neighborhoods.
- Accommodating new development out in the valleys.
- As background information relating to recent development, East End development was made possible by dredging of Lake Winona and moving the dredge materials to the East End.
- An annexation agreement has recently expired.
- Interest in potential commercial development toward I-90 via Hwy 43.
- Need to focus on redevelopment.



**Winona Development Code Update  
Project Kickoff Session with Planning Commission  
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Question #6: *What types of changes or additions to the current development codes would make them easier to use?*

- Addition of graphics to the code.
- Learning from other cities like Duluth.
- Address heritage preservation areas.
- Visualization of the bluffs, ravines, and other sensitive resources.
- No repercussions for when people develop in a way that is not permitted, e.g. keeping development out of sensitive resource areas. An example is construction of a path and dock that is not allowed in a sensitive resource area.
- Properties that are not maintained sufficiently are a big problem in the city (includes houses, fences, placement of refuse bins)
- Zoning improvements for issues related to the 30% rule, such as transitions/compatibility between student rental housing and other residential.
- Parking requirements for rental housing should be looked at.
- As background, the PC did not recommend the adoption of the 30% rule. The public went to the City Council who then adopted the 30% rule.
- Evaluate whether fees for development processes are in line with similar size cities.
- Commercial development within the historic district. The City doesn't have lots of landscaping standards to ensure nice landscaping within the historic district.

Question #7: *Who should be included as "stakeholder" groups in the project's community engagement process?*

- Architectural Review Board – a new multi-family residential building was recently reviewed by them and should be part of the consultants' tour of the city in October.

Question #8: *What are the most important things to accomplish with the development code update project?*

- There are discrepancies in the codes that need to be cleaned up. They create the problems.
- The code should be updated to reflect what the Comprehensive Plan says, what we want.
- Discrepancies. Organization. Inconsistencies between notification processes for different development application processes.
- Congruency between the Comprehensive Plan and the development codes. The PC's hands are often tied because they are required to have reasons for recommending denial of an application.
- Bring timeframes closer together between the various development application processes.
- Combining things together.
- Update things in Winona to the 21<sup>st</sup> century. Things are outdated. It seems like there is too much "grandfathering" for existing development issues.
- Enforcement.
- Alignment with the Comprehensive Plan.



**Winona Development Code Update  
Project Kickoff Session with Planning Commission  
September 14, 2015**

- Important that the development codes aren't so restrictive that they deter development. There is a very vocal opposition group to changes to the development codes. Need to find the fine line that works for all without being too restrictive.

# Preliminary Evaluation of Existing Plans' Guidance for the Update of the Development Code

One of the objectives of the Development Code Update Project is to implement the regulatory recommendations of the City's plans. The consultant team reviewed the 2007 Comprehensive Plan, 2007 Downtown Revitalization Plan, 2007 Riverfront Revitalization Plan, and the Historic District Design Guidelines. The table below summarizes policies and actions from each of the plans and provides our preliminary evaluation of how each of the plan recommendation can be addressed in the Development Code Update Project. Please review and be prepared to discuss at the meeting whether any plan recommendations are missing, whether there are any recommendations that are no longer valid, or whether any of the recommendations relate to other areas of the development codes.

## 2007 Comprehensive Plan

<b>Land Use Plan Chapter</b>	
<i><b>Policies and Actions</b></i>	<i><b>Relationship to Development Code Update</b></i>
<p><b>4. New Neighborhood Planning and Design.</b> The Mixed Residential designation in the Urban Expansion Area indicates that new residential areas should be planned as integrated neighborhoods, rather than large-lot single-family subdivisions. Neighborhoods should include:</p> <ul style="list-style-type: none"> <li>• Some diversity of housing types, including limited numbers of two-family and attached units and secondary units on single-family lots;</li> <li>• Small neighborhood services and office uses, providing opportunities for residents to work at home and reducing the need to drive for daily necessities;</li> <li>• Open space – playgrounds, parks and trails – designed to serve the neighborhood and to connect it to its surroundings;</li> <li>• An interconnected street system within the neighborhood, providing a variety of routes and encouraging walking and biking, with adequate connections to surrounding roads and to adjacent neighborhoods. Topography may limit street connectivity, but the use of cul-de-sacs should be limited. Where lot sizes are narrow, the use of alleys or rear service drives to parking areas can create a more attractive and pedestrian-oriented streetscape.</li> </ul>	<p>This recommendation relates to allowable uses in residential zoning districts and design requirements for new subdivisions.</p>
<p><b>5. Conservation Design.</b> The City will encourage conservation design for privately-owned properties that fall within the Sensitive Resources Overlay. Conservation design, sometimes called 'cluster development' is a technique for open space preservation on a parcel-by-parcel basis. In a conservation subdivision, houses are clustered on relatively small lots, while the remainder of the site is protected as open space. Essentially, conservation design concentrates allowed density on the most suitable portions of a site, while protecting sensitive natural features and, in some cases, productive farmland. Advantages of conservation design include:</p>	<p>The City has a Cluster Development Ordinance in Section 43.46 that was last modified in 2005. It may need to be updated to reflect current trends.</p>

## Preliminary Evaluation of Existing Plans' Guidance for the Update of the Development Code

<ul style="list-style-type: none"> <li>• Greater design flexibility in siting houses and other development features such as roads and utilities. Frequently the length of roads and utility runs can be reduced, and the amount of site clearance minimized.</li> <li>• Preserving scenic views and reducing the visual impact of new development by maintaining landscaped buffer areas along roads.</li> <li>• Providing housing units with direct visual and physical access to common open space.</li> <li>• Creating environmental corridors by connecting open space between adjacent properties.</li> <li>• Allowing for continuation of forestry or agricultural uses, where these can be adequately buffered from nearby residential uses.</li> </ul>	
<p><b>8. Mixed Use.</b> The City will encourage and act to foster a mix of activities, uses and densities consistent with its traditional built form and historical development patterns. To ensure that different land uses are compatible, and that new development is in scale with its context, the City will develop zoning standards and design guidelines that:</p> <ul style="list-style-type: none"> <li>• Permit a variety of land uses to coexist within buildings when the building is of appropriate size and character;</li> <li>• Recognize and reflect unique or traditional neighborhood building patterns and street and block layouts;</li> <li>• Provide adequate transitions to lower-density neighborhoods and districts; and</li> <li>• Keep sufficient separation between clearly incompatible uses, such as between intensive industrial or auto-oriented commercial and residential neighborhoods.</li> </ul>	<p>This recommendation will be considered during the review of district uses, the creation of any new zoning districts, the development of any form based codes, and a reexamination of exterior storage and buffer requirements.</p>
<b>Environment and Energy Plan Chapter</b>	
<b><i>Policies and Actions</i></b>	<b><i>Relationship to Development Code Update</i></b>
<p><b>1. Continue to Strengthen Environmental Protection Standards.</b> Environmental policies and regulations at the City, County and State level have been strengthened and enhanced since completion of the 1995 comprehensive plan. These policies and regulations include the City's Wellhead Protection Plan, Stormwater Management Ordinance and Environmentally Sensitive Lands Development Ordinance, and the Upper Mississippi National Wildlife Refuge Management Plan. Additional improvements should include:</p> <ul style="list-style-type: none"> <li>• Requirements for the use of conservation design in sensitive resource areas. Conservation design, also known as clustering or open space development, concentrates allowable development on the least sensitive portions of a site while protecting key natural, scenic or historic resources; it can also be used to protect working farmland. (See the discussion in Section 3, Land Use Plan.)</li> </ul>	<p>The City has a Cluster Development Ordinance in Section 43.46 that was last modified in 2005. It may need to be updated to reflect current trends. The recommendation could also be considered in reviewing impervious surface and</p>

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<ul style="list-style-type: none"> <li>• Limitations on impervious coverage in all zoning districts, so that a percentage of each parcel will remain vegetated, providing improved stormwater management, aesthetics and pedestrian comfort.</li> <li>• Stronger requirements for landscaping as part of the development review process, including both protection of existing vegetation and establishment of new landscape screening around site elements such as surface parking, service areas and outdoor storage.</li> <li>• Setbacks of structures from bluff tops and ridgelines in order to protect biodiversity and key scenic viewsheds.</li> </ul>	<p style="text-align: center;">landscaping requirements.</p>
<p><b>4. Develop Street Standards that Minimize Impervious Coverage and Runoff.</b> While the City's existing street system relies largely on the existing stormwater collection system, new development outside the Island has the opportunity to use drainage swales rather than the typical curb and gutter system, as a means of managing stormwater more effectively. This type of street design can be used in conjunction with sidewalks or a pathway system, either placing the swale between the sidewalk and the property line or within the planting strip between street and sidewalk. The narrower street widths recommended in the Transportation section of this plan would also reduce stormwater runoff.</p>	<p style="text-align: center;">This could be addressed in the subdivision regulations.</p>
<p><b>5. Develop a Comprehensive Tree Planting and Urban Forestry Program</b> Street trees can reduce energy consumption and cool the urban environment while increasing the level of pedestrian comfort during the summer months. While the City's original street system was designed with street trees, placed in boulevards (planting strips) between curb and sidewalk, there is currently no street tree planting policy in place. Several steps are recommended:</p> <ul style="list-style-type: none"> <li>• Institute a requirement for street tree planting as part of new subdivisions. Options could include requiring developers to provide trees within the street right-of-way as part of their required improvements, or for the City to plant trees, possibly under a cost-sharing arrangement. The City would then commit to maintaining street trees and replacing them if they are damaged or destroyed.</li> <li>• Require at least one tree to be placed on any new lot created under the subdivision ordinance, with future maintenance by the homeowner.</li> <li>• Assist homeowners wishing to plant trees on their properties by providing appropriate tree species at low cost or providing matching funds. Offer educational materials to homeowners on proper selection, planting and maintenance of trees.</li> </ul>	<p style="text-align: center;">This could be addressed in the subdivision regulations.</p>

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<b>Arts and Humanities Plan Chapter</b>	
<i>Policies and Actions</i>	<i>Relationship to Development Code Update</i>
<p><b>4. A Mixed-Use District.</b> Establish a mixed-use arts-oriented district focused on the downtown that will combine housing, studios, galleries, entertainment, retail and restaurants in a walkable setting. (See discussion of updated zoning for mixed use under Section 5, Downtown Revitalization Plan.)</p>	<p>This can be addressed in a new zoning district or by incorporating new uses and standards in existing districts.</p>
<b>Historic Preservation Plan Chapter</b>	
<i>Policies and Actions</i>	<i>Relationship to Development Code Update</i>
<p>Related actions include the following:</p> <ul style="list-style-type: none"> <li>• Implement <b>design standards</b> for both contributing and non-contributing buildings, including uniform signage within the Downtown Local Historic District. (Design standards were developed in 1999 for the East Second Street Historic District, primarily focusing on building renovation standards, and are currently being updated for the Third Street Historic District.)</li> <li>• Implement <b>design guidelines</b> for the greater downtown area, focusing primarily on achieving compatibility between new infill development and surrounding traditional storefront buildings. Design guidelines can be linked to updated zoning standards (see below) or incorporated into a site plan review process. (This recommendation is also identified in the Downtown Revitalization Plan.)</li> <li>• Compile reference materials for building owners regarding process and time line for permitting projects within the Downtown Local Historic District and informing them of the existing tax credit attached to the National Historic District and other state, federal and local funding options.</li> </ul>	<p>Historic design standards could be incorporated within the new UDC. While the UDC project scope does not include developing detailed historic district standards, the location for such standards can be identified in the update process.</p>
<p><b>2. Update zoning regulations to encourage preservation and context-sensitive development.</b> Zoning standards, both in downtown Winona and in its traditional neighborhoods and commercial districts, should encourage mixed use development, emphasize pedestrian-oriented design, and encourage adaptive reuse of historic buildings. Zoning standards should provide incentives for such reuse, such as reduced requirements for off-street parking, relaxation of setback requirements, or additional density or intensity of development.</p>	<p>This recommendation will be considered in the review of existing zoning districts and the creation of new districts.</p>

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<b>Housing Plan Chapter</b>	
<i>Policies and Actions</i>	<i>Relationship to Development Code Update</i>
<p><b>1. Maintain and enhance the viability of single-family housing in older neighborhoods,</b> through existing housing rehabilitation programs, appropriate zoning standards, code enforcement, and additional neighborhood revitalization efforts. Strategies include:</p> <ul style="list-style-type: none"> <li>• The “half-lot” single-family houses found throughout much of the East End represent an important part of Winona’s heritage, having been constructed by Polish immigrants and added on to as economic circumstances improved or to accommodate extended families. Today they provide some of the only affordable single-family detached housing in the city. However, their lot width (typically 25 feet) and ‘shotgun-style’ design make them difficult to update and often require multiple variances. Zoning standards should be revised to recognize this housing type, perhaps as a distinct sub-district, and to allow reasonable expansion. In addition, development of an architectural “plan book” for half-lot houses should be considered. Guidebooks of this type provide guidance for typical renovations or expansions that are consistent with the architectural character of these houses.</li> </ul>	<p>The process will specifically consider strategies to ease the ability of property owners to expand or redevelop the narrow “half-lot” houses.</p>
<p><b>2. Encourage mixed use and mixed income infill and redevelopment.</b> As shown in the Land Use Plan (Figure 2), certain areas of the City – including both industrial and residential districts – are identified as suitable for redevelopment. Many other residential neighborhoods could benefit from introduction of new housing types or complementary commercial and office uses. But can new housing types such as duplexes, townhouses, or carriage houses be introduced into a largely single-family neighborhood without threatening its character? What about offices, coffee shops or convenience stores? To ensure that any land use changes are beneficial to surrounding neighborhoods, the following strategies should be explored as part of an update of the City’s ordinances:</p> <ul style="list-style-type: none"> <li>• Zoning and design standards that will allow for some degree of housing diversity while maintaining neighborhood character. For example, some cities have used “neighborhood conservation” overlay districts to allow for some design review of new development proposals, while others have established “form-based” zoning standards that define specific compatible building types.</li> <li>• A limit on the number or size of any new housing type or nonresidential use, based on percentage of block face, number of units per block, or similar standards. Similar to the City’s “30%” standard for rental properties, this type of zoning standard can help prevent replacement of entire blocks of housing with other housing types or</li> </ul>	<p>This recommendation will be considered as part of examining use and design standards for residential zoning districts.</p>

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<p>land uses.</p> <ul style="list-style-type: none"> <li>• Consideration of the use of carriage houses or similar secondary units (typically built above detached garages) as a means of adding additional affordable units without some of the negative impacts of multifamily conversions of single-family houses. Adding secondary unit of this type can also help homeowners provide for elderly family members or provide additional rental income that can help them maintain their older homes. Secondary units can be designed to be compatible with the principal structure.</li> </ul>	
<b>Transportation Plan Chapter</b>	
<i>Policies and Actions</i>	<i>Relationship to Development Code Update</i>
<p><b>10. Sidewalks and Paths in Neighborhoods.</b></p> <p>Sidewalks and paths are essential pedestrian features in existing and new neighborhoods. While the older parts of the city are interconnected by sidewalks, newer neighborhoods have been developed without a consistent sidewalk policy. The issue of whether or not to require sidewalks is often a controversial one. Some residents feel that the “rural character” of newer neighborhoods is incompatible with sidewalks. Others appreciate the pedestrian safety, comfort and connections that sidewalks can provide. The City will require sidewalks, or interconnected off-street trails (non-motorized) as part of new development, unless it is determined that an exception or waiver is warranted. Criteria for an exception to the sidewalk policy may include:</p> <ul style="list-style-type: none"> <li>• Steep topography (alternative trail alignments should be considered)</li> <li>• Very low density and traffic volumes</li> <li>• Distance from schools, parks or citywide trails, making connections difficult or impractical</li> </ul> <p>Sidewalks should generally be required on both sides of a new street, unless parkland or open space is adjacent to the street on one side, in which case an off-street trail might be preferable.</p> <p>It is important to recognize that:</p> <ul style="list-style-type: none"> <li>• Sidewalks would be provided in future development, not in existing neighborhoods, unless specifically requested by residents.</li> <li>• Existing sidewalks also need to remain usable, and to be replaced on a regular maintenance cycle.</li> <li>• In combination with narrower street widths, sidewalks do not result in more pavement.</li> <li>• Sidewalks can be designed in a manner compatible with the rural character of some neighborhoods.</li> </ul>	<p>This recommendation can be addressed in the subdivision regulations.</p>

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### **12. Local Street Improvements.**

Current City street design policies call for a standard 36-foot pavement width for local streets, although narrower streets may be allowed on a case-by-case basis. There is no consistent policy to require sidewalks in new development (see discussion above) and they are often omitted.

Most of Winona's older streets are 40 feet wide, but many of them are effectively narrowed by the amount of on-street parking they accommodate. Most newer streets serve larger lots and have little on-street parking. The result, combined with the lack of sidewalks, is a local street that is oversized for the traffic levels it accommodates. An overly-wide street results in additional stormwater runoff, encourages higher traffic speeds, and is not safe or comfortable for pedestrians.

Another local street safety issue is the number of uncontrolled or "yield" intersections of local streets. While stop signs are not required at such intersections, the current system is confusing to visitors and new arrivals such as students.

The following policies should be applied to local streets as they are developed or reconstructed.

- **Connectivity.** In general, streets should connect to other local or collector streets in at least one direction in order to provide pedestrian and bicycle connections and alternative routes for vehicular traffic. While the steep topography of the city's developing areas can make such connections difficult, providing such connections should always be a goal.
- **Street Design.** Local street policies should be reviewed and revised, to establish optimum widths for streets in order to promote safe traffic speeds and provide a pedestrian-friendly environment.
- **Traffic Calming.** Traffic calming should be considered for local streets or predominantly residential collector streets where problems with traffic speeds or vehicular or pedestrian safety have been identified.
- **Traffic Control Devices.** The City will consider the use of "Yield" signs or traffic calming measures such as small traffic circles at uncontrolled intersections.

The design of new local streets should provide for traffic movement while ensuring a safe, attractive, and pedestrian and bicycle friendly neighborhood environment. The following street design provides 30-feet from curb to curb and allows for two-side parking and two-way traffic.

This recommendation can be addressed in the subdivision regulations.

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## 2007 Downtown Revitalization Plan

<i>Policies and Actions</i>	<i>Relationship to DC Update</i>
<p><b>3. Updated Zoning for Mixed Use.</b> Encourage mixed use, including commercial, housing, office and entertainment uses, throughout the downtown riverfront area, fostering pedestrian flow and activity. Mixed use can be promoted through updated zoning that offers incentives for preferred types of uses, as well as through public investments such as the Levee Park redesign. Zoning standards can also encourage a strong arts presence in the downtown area, and facilitate redevelopment of industrial sites (where industrial facilities could be relocated). Updated zoning standards should also address issues such as building height and massing, to ensure that taller buildings are carefully sited to avoid “walling off” the riverfront.</p>	<p>This recommendation will be considered during the review of zoning district uses, the creation of any new zoning districts, and the development of any form-based codes standards.</p>
<p><b>4. Design Guidelines.</b> Implement design guidelines for the greater downtown area. The primary purpose of design guidelines is to foster high-quality development and redevelopment that is compatible with downtown’s historic buildings and streetscapes. Design guidelines can also complement public investment in streetscape or parking improvements, while reducing uncertainty in the development review process. Guidelines typically apply to new construction, major exterior additions, or site improvements such as new parking. They can be linked to updated zoning standards (see above) or incorporated into a site plan review process. Design guidelines are included as an Appendix to the Downtown Revitalization Plan.</p>	<p>Form-based zoning standards can assist with supporting quality design. The Design Guidelines recommended in the Appendix of the plan will be used as a starting point for discussion of desired elements.</p>
<p><b>7. Downtown Housing.</b> Create additional living space in the downtown area that will enhance the vitality of the business community. In this case, Winona can draw upon housing prototypes from the Twin Cities and other riverfront communities such as La Crosse. Loft-type multifamily buildings of up to 4 to 6 stories in height, with some amount of retail at ground floor level, have proved popular both as condominiums and rental units. While the condo market may have peaked in larger cities, its potential in Winona remains untapped. Potential market segments include university faculty, staff and graduate students, empty-nesters, retirees and young professionals. Live-work combinations such as artists’ studios should also be explored. The Downtown Revitalization Plan identifies several suitable locations for conversions or new construction. Of course, detailed market studies would likely be part of any large-scale development proposal.</p>	<p>The update process will include a reevaluation of locations and types of housing for downtown. Form-based standards can be used to address structure design and massing.</p>

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<p>Concentrations of taller buildings can have the negative effect of 'walling off' the riverfront from public view. New buildings should be carefully sited to maintain view corridors, using techniques such as orienting buildings with their longer axis perpendicular to the riverfront (see Design Guidelines, Downtown Revitalization Plan).</p>	
<p><b>11. Parking Management and Improvements.</b> As with many downtowns, Winona suffers from somewhat exaggerated perceptions of inadequate parking supply because of peak hour shortages of visible parking. Parking management should distinguish between different populations:</p> <ol style="list-style-type: none"> <li>1. <b>Visitors and customers:</b> highest priority for visible and convenient on- or off-street parking;</li> <li>2. <b>Employees:</b> long-term, off-street parking, with incentives for its use and disincentives for on-street parking;</li> <li>3. <b>Downtown residents:</b> need dedicated off-street parking, although generally at lower ratios than typical single-family housing. The issue of student housing and related parking demands will require some additional analysis.</li> </ol> <p>The site-specific parking recommendations outlined in the Downtown Framework Plan include the following strategies:</p> <ul style="list-style-type: none"> <li>• Conversion of several north-south street segments to one-way pairs in order to provide diagonal parking on both sides, increasing the on-street supply;</li> <li>• Conversion of parallel to diagonal parking on one side of several two-way streets;</li> <li>• Recommendations for structured parking in combination with liner retail or office uses in several central locations. ("Liner" buildings have retail or office uses wrapped around one or more facades, with parking in the interior.)</li> <li>• Surface parking lots in more remote locations, with incentives for employee or overflow resident use and a possible trolley or shuttle service.</li> <li>• Provision of resident parking on new housing or mixed use development sites.</li> <li>• Improved enforcement and employee training.</li> </ul>	<p>Parking requirements and strategies will be reviewed as part of the update process.</p>

### Riverfront Revitalization Plan

<i>Policies and Actions</i>	<i>Relationship to Development Code Update</i>
<p>The Future Land Use Plan, Figure 8, shows that nearly half of the land use categories identified citywide occur along the riverfront. Riverfront land use spans the complete range from natural wetlands and open space to the heaviest industrial use category. The Downtown Mixed Use classification</p>	<p>The mix of uses in each of the Downtown zoning districts will be reviewed and updates</p>

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<p>covers most of the central downtown core. This category recognizes the existing diversity of retail, office, government and entertainment uses in this area, and encourages housing that takes advantage of riverfront amenities, particularly a redesigned Levee Park, and cultural facilities. The Downtown Fringe classification is proposed for the blocks west of downtown between Olmsted and Winona Street. This is a change from previous industrial use to one that supports downtown's central core but with lower densities.</p>	<p style="text-align: center;">made as needed to support the community's vision for Downtown.</p>
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### **2007 Historic District Design Guidelines**

The Historic District Design Guidelines describes the two downtown National Register of Historic Places (NRHP) historic districts established in the City of Winona and the associated design guidelines that should be used in preservation and redevelopment of the historic buildings therein, as well as the design of any new, infill construction. The Design Guidelines could be used to inform the development of form-based zoning standards incorporated into the UDC. In particular, the New Construction Chapter will have components appropriate for entire zoning district standards. It is unlikely though that the standards will provide a similar level of detail as is available in the Design Guidelines. Thus, the City will most likely continue to use the Design Guidelines as projects are proposed in the historic districts. Incorporation of historic district design guidelines is not currently part of the UDC project work scope.