



**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  
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- 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



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Stakeholder Listening Session: Chamber of Commerce & Main Street Program  
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- 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  
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- 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?

## 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.