



Development Code Update
Planning Commission / City Council
Work Session

1.25.2016



Agenda

» **Summary of Community Input**

- January open house & October stakeholder listening sessions

» **City's Current Development Codes & Plans**

- Key findings from project consultants' diagnosis

» **Major Themes for Updating Development Code**

- Present and discuss general recommendations

» **Proposed Structure for Unified Development Code**

- Present and get feedback on proposed structure

Community Open House – January 12th

» More than 25 attendees

» Key feedback:

- Downtown – current plans and design guidelines a good foundation for determining boundaries and developing standards
- Residential Neighborhoods
 - potential housing types to consider include accessory dwelling units, duplexes, cottages, and townhomes
 - design of new housing most important
- Mixed Use Neighborhood Centers
 - no concerns about proposed locations
 - uses cited as most appropriate are retail and housing

Stakeholder Listening Sessions - October

6 stakeholder listening sessions

- Realtors and Developers
- Colleges
- Winona Housing Association
- Chamber of Commerce and Main Street Program
- City Boards and Commissions
- City Council

Common Concerns Identified

- Downtown boundaries, mix of uses, and standards
- Parking
- Compatibility of uses
- Housing types allowed in residential districts
- Small residential/half lot dimension standards

Approximately 50 participants

Current Code Diagnosis

- » City Staff recommends the project focus on:
 - Code organization and format
 - Zoning district improvements
 - Administrative process updates
- » Reoccurring variances - consider for code updates
 - Off-street parking spaces, residential distance from public parking lots, building setbacks, narrow lots
- » Fed/state laws - religious uses, manufactured homes

Current Code Diagnosis

- » Recently rewritten sections that will be incorporated and reformatted but not updated in content:
 - Conditional Use Permit
 - Nonconformities
 - Detached Heating Systems
 - Transportation Impact Analyses & Road Use Agreements
 - Extraction Pits
 - Dynamic Signage
 - Campus Overlays
 - Shoreland, Floodplain Management, Bluffland Protection
 - Adult Uses

Current Code Diagnosis

Administrative Procedures

- » Public hearing requirement varies – 2 vs. 1
- » Inconsistent public hearing notification areas
- » Inconsistent review periods across various applications
- » Development application review responsibilities vary – PC, BOA, CC, HPC, ARB, Staff
- » Pre-application meetings limited
- » Review criteria updating
- » Some procedures not used

Current Code Diagnosis

Zoning Districts in General

- » Challenging to view and understand permitted/conditional uses across zoning districts
- » Residential uses/housing types approach is confusing
- » Zoning districts have limited # of conditional uses
- » Use types – outdated and missing uses
- » Performance standards/conditions language is confusing - only clarified for M-2 district

Current Code Diagnosis

Downtown

- » Multiple definitions of downtown boundaries
- » Downtown area includes several zoning districts – B-2 (CBD), B-2.5 (MU), B-3, M-1, M-2, R-3
- » Residential uses/housing types approach is confusing
- » CBD Parking Overlay exempts portion of downtown area from providing off-street parking spaces
- » Lack of site and building design standards

Major Themes for Code Updates

1. Restructure and Reformat Development Code
2. Clarify Development Procedures and Roles
3. Clarify and Evaluate Zoning Districts' Uses and Standards
4. Implement the Comprehensive Plan
5. Update Downtown Zoning Districts' Uses, Standards, and Boundaries
6. Update Residential Zoning Districts

Preliminary Sequence for Code Updates

Module 1

- Zoning Districts and Uses

Module 2

- Downtown Mixed Use District(s) and Parking

Module 3

- Development Standards
- Signage

Module 4

- Subdivision of Land
- Administration and Procedures

Module 5

- General Provisions
- Definitions
- Zoning Map

Discussion Topics

~10-minute brainstorming

- » Purpose is to provide insight and feedback on topics identified through the community engagement and diagnosis
- » Intent is not to reach a conclusion or specific recommendation
- » Please use the comment form to record any additional thoughts that you want us to consider
- » Feel free to follow up with Staff or the Consultant Team if you have additional thoughts later

Discussion Topics

- » Zoning Districts Uses & Standards
- » Development Procedures
- » Residential Redevelopment
- » Roominghouses
- » Residential Half-Lots
- » Downtown Mixed Use Zoning Districts
- » Downtown Parking Regulations
- » Downtown Form Based Standards

Discussion Topic

Zoning Districts Uses & Standards Today

- Each zoning district's uses are identified cumulatively, so must refer back to other districts
- Dimensional standards are identified in each zoning district
- Standards are described narratively without clear tables or illustrations

Discussion Topic

Zoning Districts Future Approach

- Zoning districts should have purpose statements
 - e.g. Central Business District (B-2) is applied outside of downtown
- What would be the benefits or challenges of having more conditional uses or permitted uses with standards?
- What have been some of the challenges in allowing residential uses in non-residential districts?

Discussion Topic

Development Procedures Today

- Procedures located in many different chapters and sections
- Inconsistent procedures (public hearing requirements, notification area, review periods)
- Review and decision-making responsibilities confusing
- Review criteria missing (e.g. variances)
- Some procedures may not needed

Discussion Topic

Development Procedures Approach

- Bring all procedures into one section (variances)
- Use state statutes to guide procedures
(notification distances, review periods)
- Add review criteria to code (variances)
- Eliminate some requirements
(zoning certificates, dwelling group zoning certificate, integrated neighborhood center/community shopping center plan)
- Review relationship of Architectural Review Board to form based standards

Discussion Topic

Development Procedures Approach

- Explore simplifying review/decision-making authority

Board of Adjustment	Planning Commission	City Council
Decision: <ul style="list-style-type: none">- Zoning Variances- Shoreland Variances- Natural State Area Variances	Decision: <ul style="list-style-type: none">- Site Plan Variances- Subdivision Variances- Conditional Use Permit- Subdivision Preliminary Plat- Subdivision Final Plat- "Minor" Subdivision	Decision: <ul style="list-style-type: none">- Zoning Text Amendment- Zoning Map Amendment- Subdivision Final Plat- Cluster Development Plan (preliminary)- Natural State Area Boundary modification

Discussion Topic

Residential Redevelopment Today

- Housing Types (R-2)
 - By right limited to a max of 4 units per building
 - Cluster Development Plan allows up to 8 in R-2
- R-2 Development Standards

	Lot Area Min	Lot Area Min per Family	Frontage	Front Yard	SY – Least Width	SY – Sum of Widths	Rear Yard
1- family	6,000	6,000	50	25	6	16	30
2- family	8,000	4,000	65	25	10	22	35
3- family	9,000	3,000	70	25	12	28	40
4- family	10,000	2,500	80	25	12	28	45

Discussion Topic

Residential Redevelopment Approach

- What are new housing types that should be considered?
- Is the focus on the R-2 district appropriate?
- Should these new housing types be considered permitted or conditional uses?
- Should form-based standards be added?
(front setback, front entry, garage placement, building materials, height, etc.)

Discussion Topic

Roominghouses Today

■ Definitions

- Roominghouse and rooming unit
- No definition for lodging house (though lodging house referred to in parking regulations)

■ Districts permitted

- Rooming units allowed in R-1, R-1.5, & R-2 districts (up to 2 per du)
- Roominghouse permitted in R-3 but must be owner occupied
- Roominghouses permitted in B-1 to M-1
 - Does not have to owner occupied
 - Standards in some districts (like parking)

Discussion Topic

Roominghouses Approach

- Revise definition?
- Where should it be allowed?
(R-3, Downtown, other districts)
- Make a conditional use rather than permitted use?
- Should standards or conditions be established?
Should parking standards be changed?

Discussion Topic

Residential Half Lots Today

- Sec 43.20 provides for reduced standards for lots of record
- Sec 43.32 allows continuation of nonconformities
- City has generally granted variances in the historic “half lot” areas to accommodate improvements
- When lot cleared and new development occurs, new development continues to meet lot of record requirements

Discussion Topic

Residential Half Lots Approach

- How can we continue to maintain the functionality of the small lots?

Discussion Topic

Downtown Zoning District(s) Today

- Downtown area today includes several zoning districts – B-2, M-1, B-3, R-3, B-2.5, M-2
- DT boundaries confusing with at least 6 zoning/overlay definitions – CBD zoning, CBD parking, minimum lot area, first floor residential, residential within manufacturing, signs
- Current zoning districts in downtown are inconsistent with Future Land Use Plan

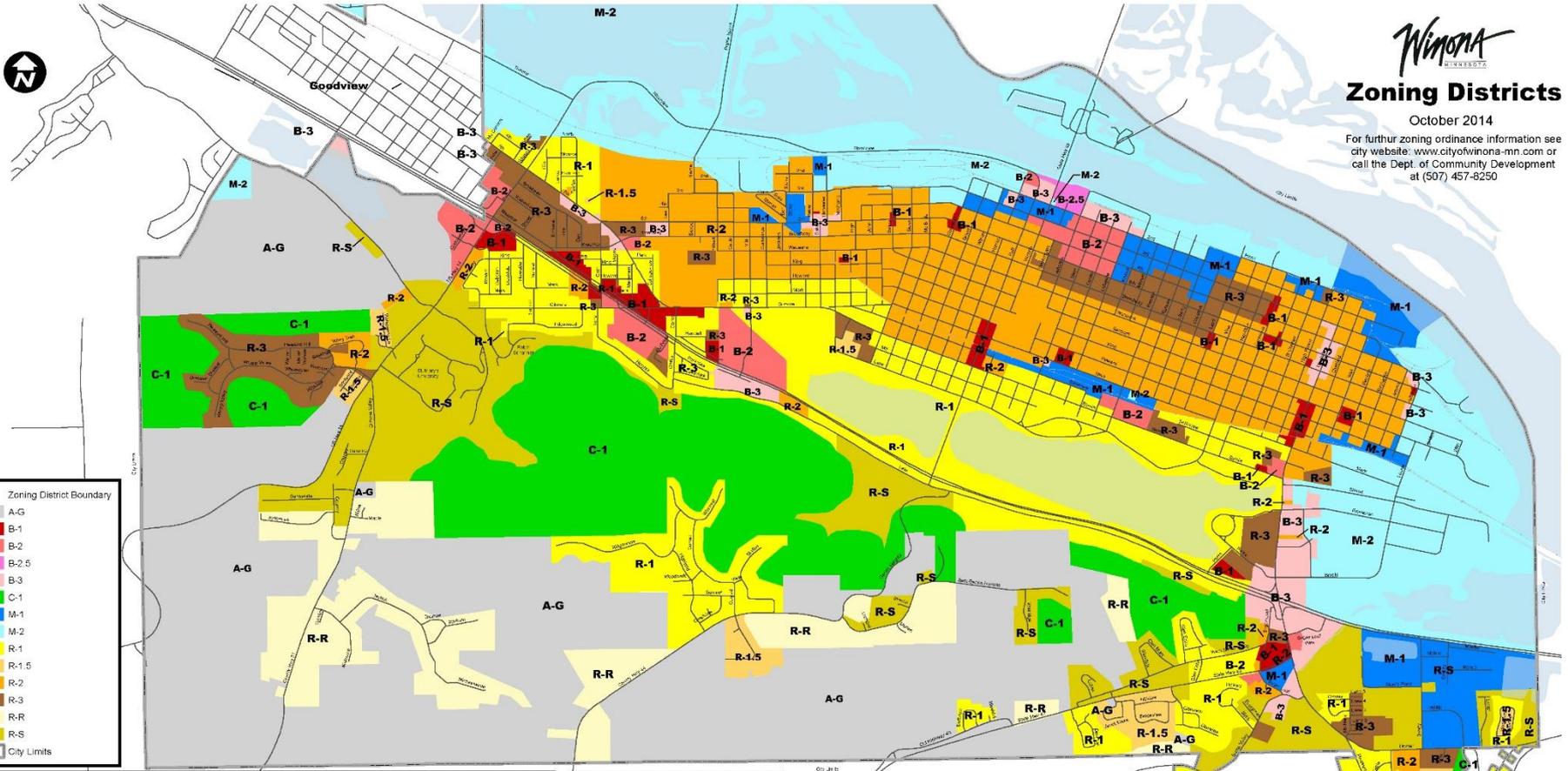
Zoning Map



Zoning Districts

October 2014

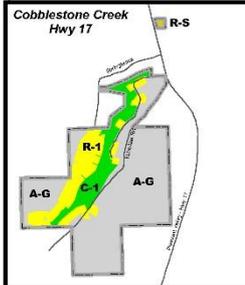
For further zoning ordinance information see city website: www.cityofwimona-mn.com or call the Dept. of Community Development at (507) 457-8250



Zoning District Boundary

- A-G
- B-1
- B-2
- B-2.5
- B-3
- C-1
- M-1
- M-2
- R-1
- R-1.5
- R-2
- R-3
- R-R
- R-S
- City Limits

District	Designation	Principal Uses
R-R	Rural Residential District	Residence - 1 family residence, limited agricultural
R-S	Residential Suburban District	Residence - 1 family residence, churches, schools
R-1	One-Family Residence District	Residence - 1 family homes, home occupations, professional offices, institutional uses, 2 family dwelling in certain locations, etc.
R-1.5	One to Four-Family, Medium Density	Residence - 1 to 4 family dwellings
R-2	One to Four-Family Residence District	Residence - 1 to 4 family dwellings; community development projects, townhomes, etc.
R-3	Multiple-Family Residence District	Residence - multi-family dwellings, apartments, hotels, clinics, motels, trailer parks, etc.
B-1	Neighborhood Business District	Neighborhood Business - neighborhood retail stores, auto services, advertising, etc.
B-2	Central Business District	Central Business District - major retail stores, department stores, bars, studios, hotels, restaurants, etc.
B-2.5	Mixed Use Business District	Mixed Use Business - wholesale business, drive-ins, trades, contractors, etc.
B-3	General Business District	General Business - wholesale business, drive-ins, trades, contractors, etc.
M-1	Light Manufacturing District	Light Manufacturing - light industrial plants, laboratories, etc. - no dwellings
M-2	General Manufacturing District	General Manufacturing - heavy industries subject to performance standards and distance requirements.
C-1	Conservancy District	Conservancy Districts - use by conditional permit only
A-G	Agricultural District	Agricultural, parks, wildlife areas, 1 family residence



This map was compiled from a variety of sources. This information is provided with the understanding that conditions drawn from such information are solely the responsibility of the user. The GIS data is not a legal representation of any of the features depicted, and any assumption of the legal status of this map is hereby disclaimed.

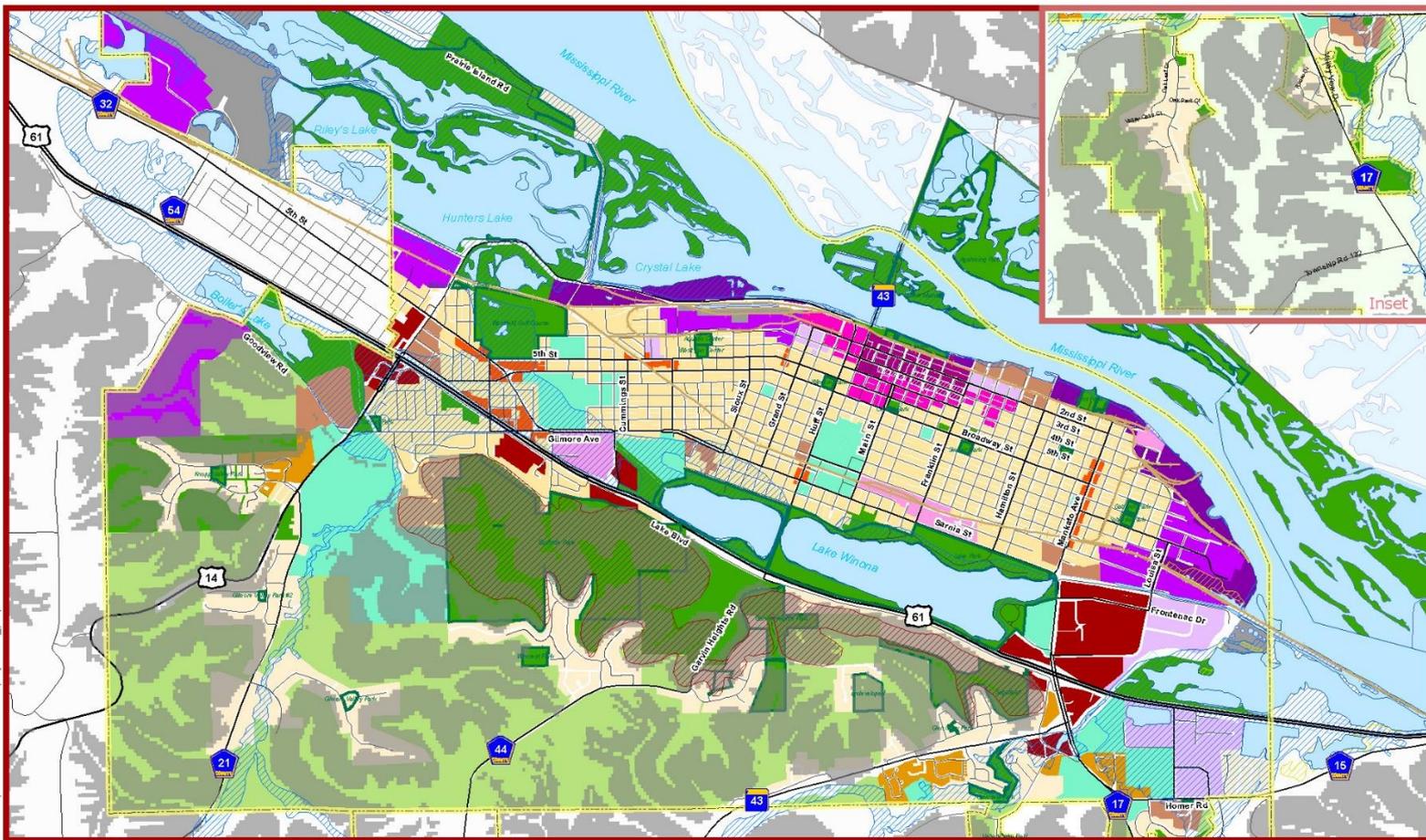
See inset, for parcel south of this point. Cobblestone Creek

Discussion Topic

Downtown Mixed Use Zoning District(s) Approach

- Comprehensive Plan designates DT Mixed Use and DT Fringe land use categories
- Mixed use zoning district(s) will clearly identify permitted and conditional uses for downtown
- Downtown boundaries need to be updated and consistent
- What potential DT rezoning areas should be explored?
- Should there be one or multiple DT MU districts, e.g. core vs. fringe?

Comprehensive Plan Land Use Map



See Inset Above



Map Location



Figure 2
**Future
 Land Use Plan**
 June 2007

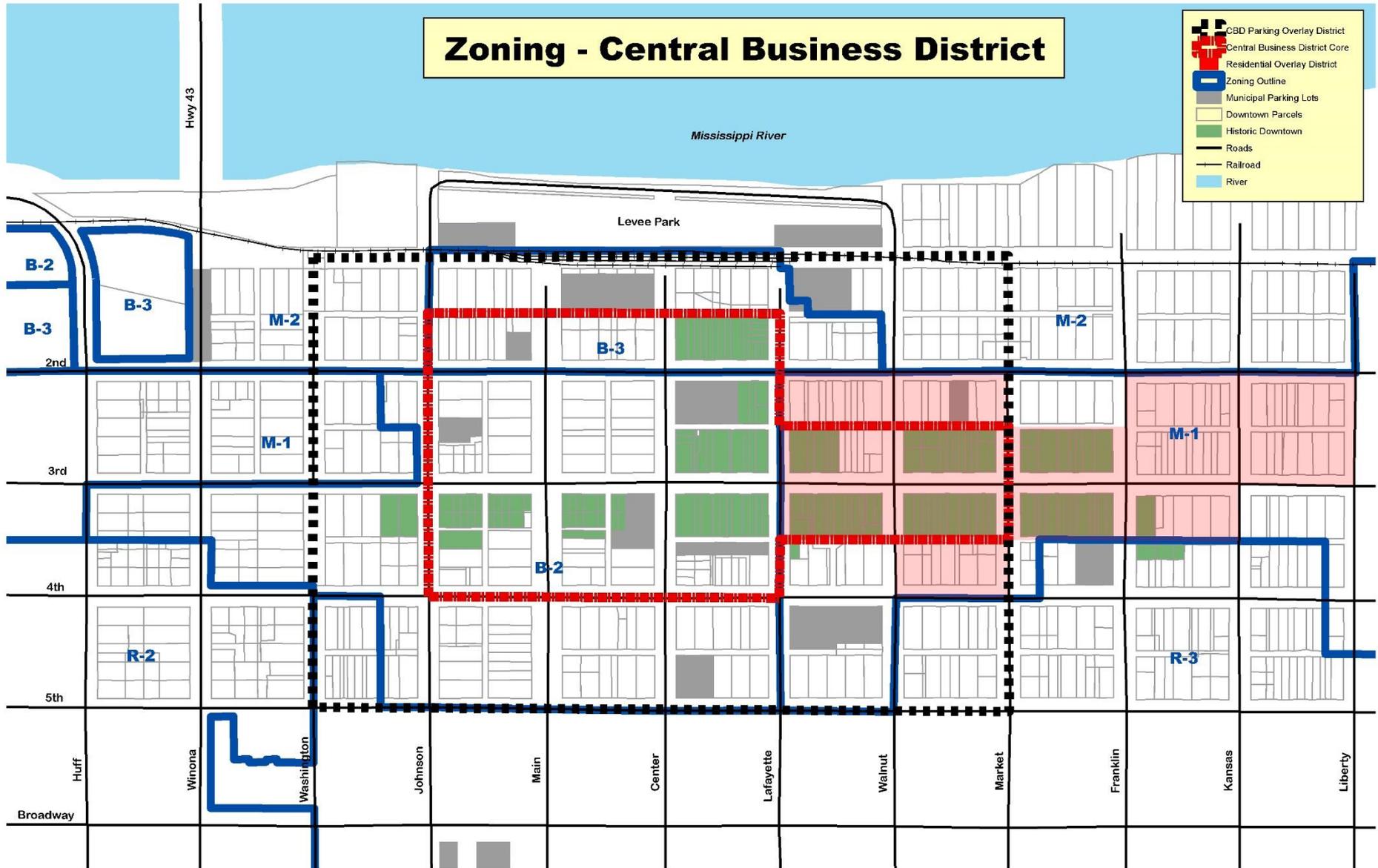


Discussion Topic

Downtown Parking Regulations Today

- CBD parking overlay (1959) exempts CBD from off-street parking spaces requirement
- Residential uses likely not significant factor in B and M districts historically vs. proposals today
- CBD parking overlay applies to portions of 6 zoning districts – B-2, B-3, B-2.5, M-1, M-2, and R-3
- CBD parking overlay boundary differs from other downtown district and overlay boundaries

Downtown Zoning Districts



Discussion Topic

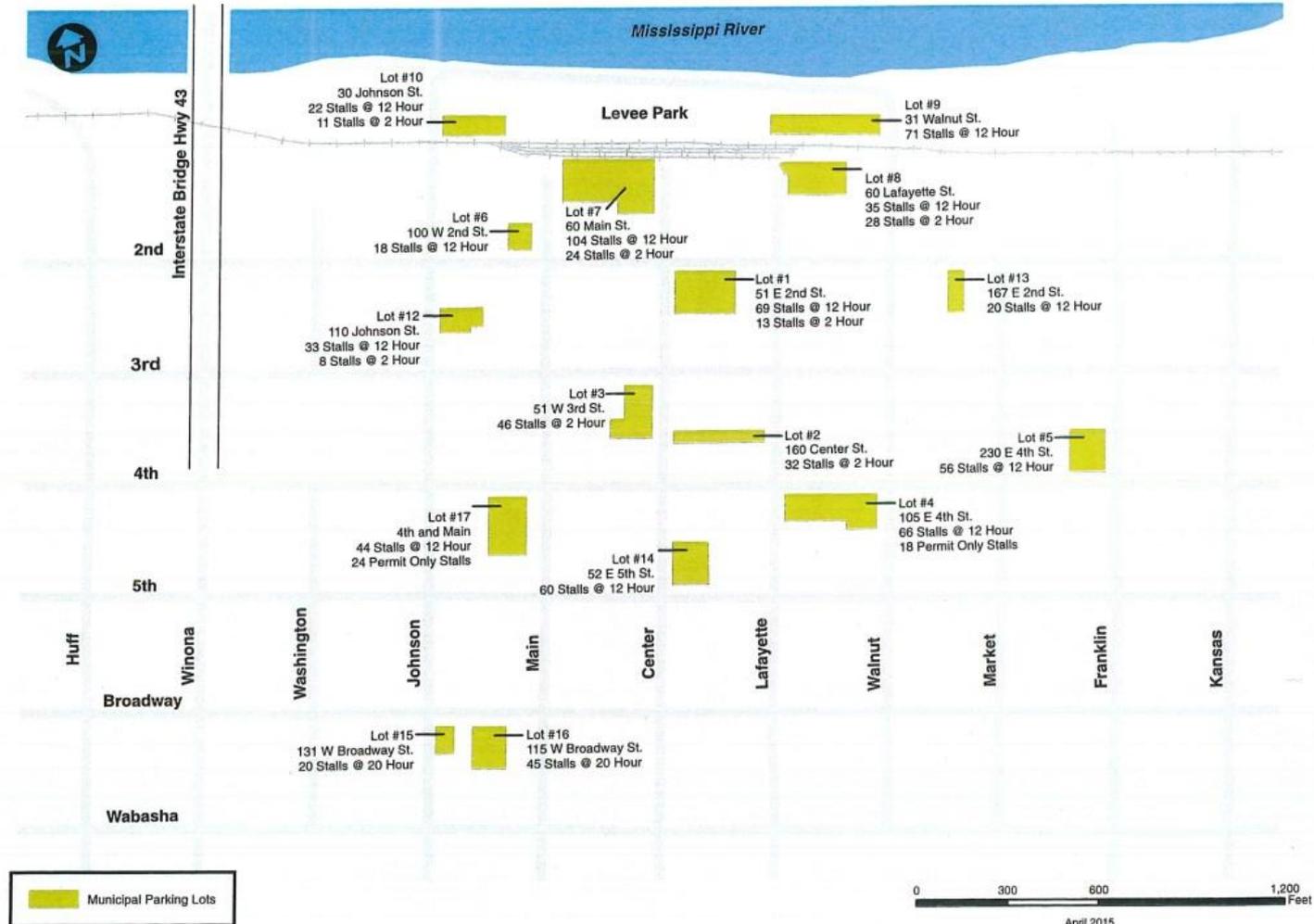
Downtown Parking Regulations Approach

- Comprehensive Plan contains policies and strategies for downtown parking management and improvements
- Off-Street, City Owned Parking Lot study updated in November 2015
- What are appropriate DT parking boundaries?
- Consider off-street parking requirement for new or intensified residential (and commercial) uses?
- Identify potential public parking management strategies, e.g. parking district/authority, parking ramp, etc.

Discussion Topic



City of Winona, MN Downtown Municipal Parking Lots



Discussion Topic

Downtown Design Guidelines Today

- » Approved as part of Downtown Revitalization Plan (2007)
- » Not currently being used for downtown development projects
- » Design Guidelines Categories:

- Building types
- Building design elements
- Site design
- Signage

City of Winona		Downtown Design Guidelines		Appendix 1
General building guidelines <p>Building height and placement: Maximum building height is determined by zoning requirements, but typically should not exceed six stories without a detailed review process. Care should be taken to avoid blocking views toward the river and bluffs from nearby streets and properties. The longest dimension of a building should be oriented perpendicular to the riverfront, rather than parallel.</p>	Image Examples 			
Façade articulation: Long façades should be divided into smaller increments by architectural elements, variation in materials, etc. Buildings should have a defined base, middle and top. The base or ground floor should include elements that relate to the human scale and appeal to the pedestrian, such as awnings, windows and arcades. Building tops should be articulated with cornices or parapets.				
Transparency: a minimum percentage of building façades should be composed of windows and doors. Commercial and office uses: 30% of ground floor front façade. Residential: 15-20% of front façade.				

Discussion Topic

Downtown Form-Based Standards Approach

- How should design standards be applied?
 - Within a specific zoning district, e.g. new DT MU district
 - Within an overlay district that can be applied to multiple zoning districts
- Any concerns with the scope of the form-based standards categories?
- What areas of downtown should standards apply to?

Discussion Topic

Downtown Design Guidelines Categories

- » Building height & placement
- » Façade articulation
- » Transparency
- » Building materials
- » Building colors
- » Building entries
- » Backs of buildings
- » Building types:
 - residential, mixed-use, freestanding commercial/office/industrial
- » Site design, circulation, parking
- » Signage

Proposed UDC Structure

Article I.	General Provisions
Article II.	Zoning Districts and Uses
Article III.	Development Standards
Article IV.	Subdivision of Land
Article V.	Signage
Article VI.	Administration and Procedures
Article VII.	Definitions
Appendix A	Application Requirements

Proposed UDC Structure

Article II Zoning Districts and Uses

- | | |
|-----------|---|
| Section 1 | General Provisions |
| Section 2 | Residential Districts |
| Section 3 | Non Residential Districts |
| Section 4 | Mixed Use Districts |
| Section 5 | Overlay Districts |
| Section 6 | Use Tables (permitted/conditional, accessory) |

Proposed UDC Structure

Article 3 Development Standards

Section 1	General Provisions
Section 2	Dimensional Standards
Section 3	Form Based Design Standards
Section 4	Parking, Loading and Circulation
Section 5	Landscaping and Tree Preservation
Section 6	Screening, Walls, and Fences
Section 7	Exterior Lighting
Section 8	Stormwater Drainage and Erosion Control
Section 9	General Performance Standards
Section 10	Use Specific Standards

Preliminary Module Sequence

Module 1

- Zoning Districts and Uses

Module 2

- Development Standards
- Signage

Module 3

- Downtown and Parking

Module 4

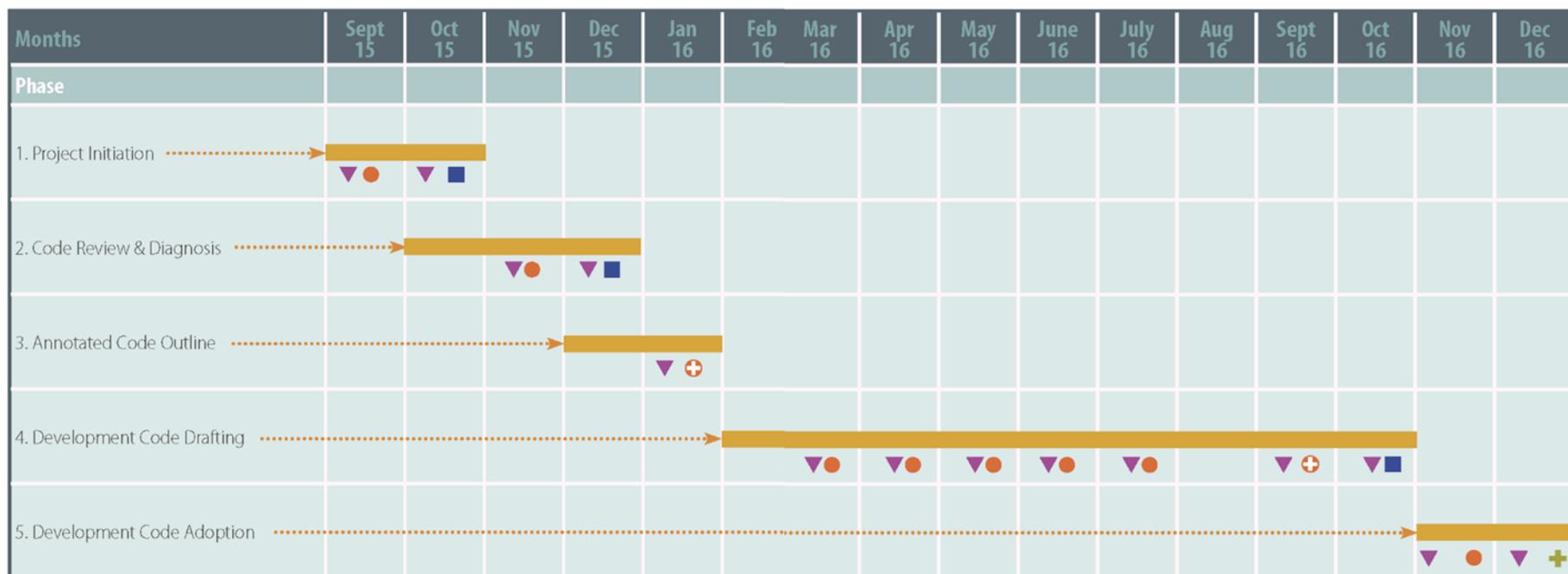
- Subdivision of Land
- Administration and Procedures

Module 5

- General Provisions
- Definitions
- Zoning Map

Next Steps

- Complete code diagnosis and UDC outline report
- Begin drafting code updates Feb – July
- Meetings with Planning Commission and Staff



An aerial photograph of a town nestled between two large bodies of water. The foreground shows a blue lake with dark reflections. The middle ground is a dense residential area with trees in various shades of green, yellow, and orange, indicating autumn. A prominent white building with a steeple is visible. In the background, rolling hills and mountains are visible under a clear sky. Dark tree branches frame the top and right sides of the image.

Questions and Feedback