



**Winona Development Code Update
Joint Meeting with Planning Commission and City Council
January 25, 2016**

MEETING NOTES

Planning Commissioners Attending: Brad Ballard, Dale Boettcher, Brian Buelow, Wendy Davis, Ed Hahn, LaVerne Olson, Mandi Olson, Craig Porter, and Peter Shortridge.

City Council Members Attending: Mayor Mark Peterson, Allyn Thurley, , Pamela Eyden, George Borzyskowski, Michelle Alexander, and Paul Double

City Council Members Absent: Gerry Krage

City Staff & Consultants: Judith Bodway, Mark Moeller, Carlos Espinosa, Lucy McMartin, Jeff Miller (HKGi), and Rita Trapp (HKGi)

The HKGi consultant team gave a presentation that summarized the community input received at the January Open House and October Stakeholder Sessions; the findings from the current code diagnosis; and an overview of the major themes for the code updates. A preliminary sequence for the upcoming code updates and a proposed schedule were also reviewed. The remainder of the meeting was devoted to discussing topics identified by the community as needing to be addressed in the update and soliciting clarification and feedback on the topics. The discussion is summarized in bullets under each topic.

Zoning District Uses & Standards

- Parking concern with residential uses in non-residential districts.
- How do you accommodate/balance parking needs between commercial and residential uses? Residential uses take up parking spaces needed by commercial customers.
- It was pointed out by someone who is a downtown employee that there may not be an actual parking shortage in downtown.
- Conflicts/impacts between adjacent residential and manufacturing uses, particularly concerns about the negative impacts of manufacturing operations. What happens when the original residents living adjacent to manufacturing move on and the next residents are less accepting of residential next to manufacturing?
- Younger generations using cars less, so parking issues may improve in the future. May not want to keep increasing the number of parking spaces in downtown.
- What kinds of businesses are mixed in with the residential? Need to leave room for both business and residential uses to be able to expand in the future.
- Need to create mixed use areas along key corridors, less separation of uses.
- Should consider any impacts on city services with potential development code changes.
- Residential parking can result in challenges to snow removal? Currently, there is odd/even day parking in off-street parking lots for this purpose.



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Development Procedures

- Remind us what form-based standards are.
- A challenge with duplicating state code requirements in the City Code could be keeping the City's code up-to-date with state code changes. Is it necessary to duplicate these requirements? Question for the City Attorney.
- What does simplifying the review procedures mean? Same number of days for review for each type of development application?
- Will the administrative updates result in changes to development costs, application fees?
- Don't make the code more restrictive. Could result in deterring development interest? The change of even a word or two can sometimes create a substantial challenge for potential developers.
- Appeals process should also be part of our review/simplification of the development procedures.
- Explore why a zoning variance that is not approved by the PC may then go to the BOA and get approved.
- The project team should review and evaluate the roles of the PC vs. BOA.

Residential Redevelopment

- Like the idea of form-based standards. The new infill residential building at 6th Street (Broadway & Franklin) could have probably turned out better if the City had form-based standards.
- The City has a lot of guidelines today but doesn't have standards. Design guidelines tend to be a bit mushy. With clear design standards, could get higher quality redevelopment that ultimately improves the character and property values of neighborhoods.
- Encourage diversity of character of redevelopment but still harmonious with existing development – using form-based standards. Standards could be helpful but should also allow diversity of architecture and use.
- What are examples of form-based standards? Are setbacks an example?
- How do form-based standards differ between different types of neighborhoods, e.g. older neighborhoods vs. more contemporary neighborhoods?
- Form-based standards – may need to look at block-by-block to identify the appropriate standards?
- Winona Code doesn't allow smaller houses? Verify this.
- Concern with the appropriate use of very large older homes, e.g. splitting them up into multiple residential units.
- Could the architectural review board (ARB) be used for the form-based standards?
- ARB has not met since 2007?



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Roominghouses

- Roominghouses can have a shared kitchen. This is the case of one Council member who owns a roominghouse.
- A bed & breakfast is not considered a roominghouse.
- Developments with up to 4 rooming units are approved by the City; developments with 5+ rooming units are approved by the County.
- Rehab/halfway housing, community residential facilities – not considered roominghouses?
- 30% rule? Does not apply to roominghouses.
- Roominghouses are not inspected by the City.
- Are there standards that should be added for roominghouses?
- Need a better definition for roominghouses.
- One Council member does not support roominghouses in downtown and supports standards for roominghouses elsewhere.
- Roominghouses that are being created in existing buildings, esp. commercial buildings, may not fit well in existing residential neighborhoods.
- Inspection of roominghouses is important.
- Is there a duplication of responsibilities between the City and the County?
- Should standards impact a housing type that has existed in the city for a long time, e.g. roominghouses? Is it just adding restrictions? Goal should be adding standards focused on new construction rather than existing uses.

Residential Half-Lots

- Need for proportional standards?
- Are these lots already defined adequately in the City Code?
- Current requirements – other than garages – probably adequate.

Downtown Mixed Use District

- Mixed use is already there. How to fit so that we support what is already there. Don't want to stop the growth and development that is happening.
- Mixing residential and manufacturing – need to be careful.
- The name of the district is not important – we just want it simpler to understand.
- Push for more mixed use. Do we even need multiple mixed use districts? Could we just have one? Does the central business district (CBD) designation serve a function?
- Clearly defining downtown would be helpful.
- Property owners currently zoned M-2 don't want to be constrained.
- Suggested downtown boundaries:



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- Liberty to Huff, River to Broadway
- Franklin to Huff, River to Broadway
- Northwest side of Huff – should be downtown fringe district and allow some manufacturing.
- Legacy issue for Winona – most developable land is along the river. Oldest industrial area. Long-term strategy could look at how mixed use can go into large area – past Franklin.
- Transition/fringe mixed use district probably makes sense – maybe 2 blocks further from core area? Maybe fringe area should allow more manufacturing uses? Maybe fringe area could allow more residential uses?
- Not sure that where businesses are currently should dictate the downtown boundaries. It should be based on what is most appropriate for the downtown boundaries to be.
- Where downtown is may depend on what the form-based standards look like.
- Need to consider the downtown core – this is where to concentrate code update efforts.
- The more that the downtown area is expanded, the less we will be able to impact the area – that is why two downtown mixed use districts may make sense.
- The downtown fringe district could possibly extend out to the fire station.
- Define downtown core area based on percentages of businesses on those blocks.

Downtown Parking Regulations

- The City is at a crossroads to make a choice about what we are encouraging in downtown.
- Is the trend of fewer cars for residential uses applicable?
- Are we aiming to be a walking downtown?
- More to look at than just parking. Need to look at buses and other transit options. Our buses seem to be hardly used. City Manager noted that there is currently good ridership on city buses.
- Parking should be required to be provided for apartments - either on their site or through a contract. Otherwise it is not fair that it is not required, yet the residents are parking on lots paid for other property owners.
- How can off-street parking be required when the zoning allows zero lot lines? Consider requirement for allowing parking within 300 feet of building?
- Treat downtown district differently related to off-street parking space requirements.
- Depending on where a potential parking ramp may be located, it might not be used. Also concerned about loss of buildable lots to make space for a parking ramp.
- Maybe with motel or convention center a parking ramp might work.
- While generally businesses downtown should not have to provide parking, it would make sense that above a certain threshold of employees parking would be required.
- When a new building is constructed, then it may make sense to require off-street parking spaces.
- Evenings and weekends, downtown is a ghost town so indicates that residential uses may not be causing a parking problem.



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- Ultimately a density issue for downtown. Don't want to restrict downtown development.
- Attracting the younger audience – which may not have cars – but don't have as much disposable income. What about the older audience who might move but need a space for parking?
- Need a balance – need to change as trends change.
- No garages in downtown, which are like a blank storefront.
- Market will drive the need for parking spaces.
- Recently constructed residential units may have impact on downtown parking availability.
- Renters – one Council member noted that their experience is that renters often times do not have cars – instead bike, take bus, walk to WSU.
- Suggestion that consideration be given as to whether zoning could be used to guide design on properties on streets that are designed to accommodate multiple modes of transportation.
- Biking ordinance – cannot ride a bike on the sidewalk in the CBD – then bike lanes become more important.
- Put 12-hour parking on downtown edge as a means of to move employee parkers out from core area of downtown.

Downtown Form-Based Standards

- Like to see something done with backs of buildings – screening of refuse areas – make back entries look nicer.
- Is this about renovating old buildings or for new buildings?
- Historic designation determines appropriate features on renovations for existing buildings – hinders freedom of expression that is possible with new buildings.
- Historic guidelines go for all sides of a building but focus is on the front façade along the public street.
- Form-based standards should have more impact in core downtown area to preserve and contribute to an architecturally interesting downtown. New buildings harmonize with that. In fringe district not as concerned.
- Are areas in core area of downtown that are outside of historic area where the historic design guidelines don't apply?
- Core riverfront does not have any riverfront standards.
- Like to see greenery – enhances a building's appeal – some sort of landscape standards are needed.
- Parking lot standards – way to make downtown parking lots look less drab. Make more distance/buffer between parked cars and pedestrians. Was a study done by Main Street Program?
- Concerned about water runoff and impervious surface requirements. Like to reduce the amount of stormwater flowing off a site – particularly with new construction.



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Proposed UDC Structure

- Code restructure and reformatting should be based on easier usability of the code.