



Meeting Announcement and Agenda

Advisory Planning Commission Annual Workshop

Date: Wednesday, February 25, 2026

Time: 5:30 PM

- 1. Call to Order**
- 2. Roll Call**
- 3. Workshop Items**
 - 3.A. Discuss 2026-2030 Five-Year Work Plan
 - 3.B. Discuss Land Development Study and Planning Commission Involvement
 - 3.C. Discuss Potential New Zoning Definitions and District Allowances for Uses Including Homeless/Emergency Housing
 - 3.D. Discuss Potential New Zoning Definition and District Allowances for Small Food Processing Establishments
 - 3.E. Discuss Potential Rezoning Sites for Residential Development
 - 3.F. Discuss Status of Existing Potential Redevelopment Sites
- 4. Adjournment**

Accommodations for signing interpreter, Braille, large print, etc. can be made. Call City Hall at 385.3600 seven days prior to the need. Hearing assistance devices are available during meetings.



5-Year Plan of the Advisory Planning Commission 2026 to 2030

Submitted to the Red Wing City Council

(Date)

Purpose:

The Red Wing Advisory Planning Commission is a seven member commission that guides the future development of land within the community to ensure a safe, pleasant and economical environment for residential, commercial, industrial and public activities. The Advisory Planning Commission is the lead agency involved in developing the City's Comprehensive Plan and Zoning Ordinance.

History of the Advisory Planning Commission

The Advisory Planning Commission was created in 1947 with the adoption of Ordinance No. 421. The ordinance was signed by Mayor Dr. R. F. Hedin on July 9, 1947. The commission was created to meet the need of Minnesota Statutes 471.26 through 471.33, which was brought into law in 1945.

The mission of the Planning Commission was to offer advice to the city council on how to guide future development of land to insure a safe and more economical environment for residential, commercial, industrial, and public activity and to also promote public health, general welfare and safety. The first meeting of the Commission was held on January 22, 1948. At its conception in 1947, there were 35 citizens on the Advisory Planning Commission, including seven members that held positions on the Commission due to their positions as Mayor, City Engineer, Chairman of the board of Public Works, chairman of the City Recreation Board, President of the Board of Education, County Commissioner of Goodhue County District No. 1, and Chairman of the board of Water Commissioners.

The Commission was later changed by Ordinance No. 435, which was passed on January 7, 1949. The Commission was later altered again by Ordinance No. 502 on February 4, 1960 by dissolving the existing Commission and replacing it with a new Red Wing Advisory Planning Commission. This new commission consisted of fifteen people, including eight citizen members, three City Council members, the Mayor, President of the board of Public works, President of the Water Board, and President of the Fire Board.

The Red Wing Advisory Planning Commission as it is structured today was formed in 1971 after the City of Red Wing's consolidation with Burnside Township. Ordinance No. 5, Second Series, was adopted on July 13, 1971. The ordinance repealed all ordinances pertaining to the planning commission. The Commission was restructured to have seven citizens on the commission. The current Red Wing Advisory Planning Commission guides the future development of land within the community to ensure a safe, pleasant and economic environment for residential, commercial, industrial and public activities. The Advisory Planning Commission is the lead agency involved in developing the City's Comprehensive Plan and Zoning Ordinance.

Definitions for the 5-Year Plan

Strategy: An overarching role or responsibility the board/commission does as part of its work.

Action: A specific action, activity, or priority the board/commission will accomplish.

Year: The year or years of a specific initiative. *Ongoing* means the action is continuous and not limited to a particular year.

Budget: The range of dollars an action is expected to cost.

0 = No dollars

\$ = \$1 to \$999

\$\$ = \$1,000 to \$3,000

\$\$\$ = \$3,001 to \$5,000

\$\$\$\$ = \$5,001 or more (a dollar amount will be noted if higher than \$7,000)

Staff Time: The estimated staff liaison time an action is estimated to take.

None = No additional time

Small = 5 hours or less

Medium = 6 to 15 hours

Large = More than 15 hours

Equity: How the board/commission will consider the input and experiences of all in Red Wing.

1 = The group will **collect input or feedback from more people** so a wider variety of ideas and thoughts are considered. This may involve using surveys, gathering input at public meetings, hosting events, attending community groups to learn, etc. This may include partnering with organizations, community members, and/or boards and commissions.

2 = The group will **increase its promotion or publicity in a wider variety of places** to reach more people in the community. This may include translating materials into Spanish.

3 = The group will **utilize data that identifies different population groups and how people are experiencing aspects of life** so that information can be considered during decision-making.

4 = The group will **lead or collaborate on an event or project that acknowledges history and/or provides representation or voice** to one or more identified groups*.

5 = The group will recommend to Council **a policy or practice that will improve the lives of more people.**

** "More people" or "identified groups" refers to those who are often under-represented or not focused on due to their age, race, color, creed, religion, national origin, sex, gender identity, sexual orientation, marital status, disability, status with regard to public assistance, and/or limited English proficiency. (These groups are identified by state and federal governments and are also included in the City of Red Wing's required Title VI Plan, approved by City Council on September 12, 2022.)*

Strategic Plan: This designates where the board/commission's actions fit with the goals of the City's 10-Year Strategic Plan.

2040 Plan: This designates where the board/commission's actions fit with the goals of the Red Wing 2040 Community Plan.

Advisory Planning Commission 2026-2030

Strategies	Actions	Year	Staff Time	Equity	Strategic Plan	2040 Plan
Process Applications	Review Zoning and Subdivision Applications	Ongoing	Large	1		
Land Development Study	<p>Land Development Feasibility Analysis</p> <ul style="list-style-type: none"> - Identify areas ideal for residential development - Citywide analysis of sites and areas with barriers to development - Identify sites for rezoning/redevelopment - Identify sites for annexation - Develop site readiness index scoring for potential development sites - Develop implementation roadmap 	2026	Large	1	Goal 2.a Goal 3.f Goal 5.c Goal 5.d	8.D.2.
Redevelopment Projects	<ul style="list-style-type: none"> - Bay View Nursing Home - Jefferson School - Maltery - Highway 61/19 site - Bauer Built - Sites in West End and downtown for multifamily 	2026-27	Large	1, 5	Goal 2.a Goal 6.d	8.A.2. 4.A.1. 4.B.1. 4.C.1. 4.B.1.
Zone/Rezone to Support Development	<ul style="list-style-type: none"> - Area Surrounding the Spring Creek Road/Hwy 61 Intersection (south of Hwy 61) - Rezone to support future residential development <ul style="list-style-type: none"> o Sites for high density (RM-3 zoning) o Site for Three Rivers o Briarwood PUD o MN State College SSE o Jefferson School o Hope Heights (evaluate if project is infeasible as proposed) 	2026+	Medium	1	Goal 2.a Goal 3.a Goal 5.c	4.A.1.
Regulatory Review	<p>Zoning Ordinance update:</p> <ul style="list-style-type: none"> - Increase opportunities for all types of housing - Unhoused/recovering individuals 	2026	Large	1, 5	Goal 4.b	E.C.2. 3.C.4. 8.A.2. 4.A.1.

	<ul style="list-style-type: none"> - Residential housing design and size standards - Residential driveway and parking standards - Goat browsing for conservation management/weed control 					
Annexation Study	Identify and guide larger tracts for industrial development and engage Wacouta and Featherstone townships in annexation discussions	2026+	Medium	1	Goal 5.c	
Comp Plan	Implementation of 2040 Plan	Ongoing	Large			4.A.1
	Review 2026-2030 CIP for Consistency with the 2040 Plan	Ongoing	Small			
	Ensure projects are consistent with the 2040 Plan	Ongoing	Small			
	Start process to update the 2040 Plan	2028	Large			

DRAFT



TO: Red Wing Advisory Planning Commission Members

FROM: Brandy Howe, Community and Economic Development Facilitator

DATE: February 17, 2026

ITEM: 07.B.

Title

Review and direction – proposed zoning text amendments related to Emergency Housing, Halfway House, and Community Services definitions.

Attachments

N/A

Purpose

Staff is working on zoning text amendments to clarify and modernize land use definitions related to community services and community centers, emergency sheltering, and transitional housing, while maintaining consistency with the City's broader zoning framework and land use goals. Specifically, the amendments are intended to:

- Clearly distinguish emergency housing from residential uses and transitional housing.
- Update and refine the definition of halfway house to reflect contemporary transitional housing models.
- Maintain the integrity of community services as a non-residential use category, while avoiding unintended land use interpretations in residential zoning districts.
- Reduce ambiguity in use classification and improve administrative consistency when reviewing shelter- and housing-related proposals.

Discussion

In recent months, City staff have received several inquiries from public, nonprofit, and service-providers interested in establishing emergency sheltering, transitional housing, or related community-based service uses within the city. These inquiries have highlighted areas where existing zoning definitions do not clearly distinguish between service-oriented uses, assembly uses, and residential or lodging uses, creating uncertainty in how proposals should be classified and reviewed.

The proposed amendments focus first on clarifying and refining the relevant land use definitions to ensure consistent interpretation and predictable application of the Zoning Ordinance. Once the definitions are clearly established, staff intends to evaluate which zoning districts are most appropriate for each use type and what review processes should apply.

Community Centers and Community Services

The Zoning Ordinance currently groups a wide range of public, nonprofit, and charitable activities under the definition of *Community Services*, while also separately defining *Community Center* in a way that partially overlaps in practice. This overlap can create ambiguity in how service-oriented uses and assembly-oriented uses are classified, particularly when facilities include a mix of programming, meetings, and public access.

The proposed definitions more clearly distinguishing between uses primarily engaged in the delivery of services (*Community Services*) and those primarily designed for public assembly, recreation, or civic gathering (*Community Center*).

Existing Definition

Community Services. Establishments of a public, nonprofit, or charitable nature generally providing a local service to people of the community. Generally, they provide the service on the site or have employees at the site on a regular basis. The service is ongoing, not just for special events. Community centers or facilities that have membership provisions are open to the general public to join at any time (for instance, any senior citizen could join a senior center). The use may also provide special counseling, education, or training of a public, non-profit, or charitable nature. Accessory uses may include offices, meeting areas, food preparation areas, parking, health and therapy areas, day care uses, and athletic facilities. Examples include libraries, museums, senior centers, community centers, police stations, fire stations, social service facilities, post offices, and environmental centers.

Proposed Definitions

Community Center. A place, structure, or facility designed and operated primarily for public assembly, recreation, social interaction, or civic engagement, and intended to accommodate gatherings, events, classes, or activities serving significant segments of the community. Community Centers may include facilities for meetings, performances, recreation, educational classes, or social events, and may be operated by public, nonprofit, or private entities. Accessory uses may include offices, meeting rooms, food preparation or concession areas, athletic or recreational facilities, and parking. Community Centers do not include facilities primarily engaged in the delivery of social services, counseling, or assistance, which are classified as Community Services.

Community Services. Establishments of a public, nonprofit, or charitable nature that provide social, civic, educational, health, cultural, or humanitarian services to the general public or defined community populations. Community Services are characterized by the delivery of services, programs, counseling, or assistance, rather than by assembly, recreation, or residential occupancy. Community Services generally provide services on site or have employees present on a regular basis, and such services are ongoing rather than limited to special events. Accessory uses may include offices, meeting rooms for program activities, food preparation areas, parking, health and therapy areas, and day care uses. Community Services do not include facilities primarily designed for public assembly, recreation, or social gathering, which are classified as Community Centers.

Emergency Housing

The Zoning Ordinance does not currently include a definition that clearly addresses facilities providing short-term, emergency sleeping accommodations without establishing residency. The

proposed definition of *Emergency Housing* is intended to fill this gap by distinguishing emergency sheltering from residential, transitional, and institutional housing uses.

Proposed Definition

Emergency Housing. A facility that provides temporary, short-term sleeping accommodations to individuals or households on an as-needed basis, operated under continuous staff supervision, and intended to address immediate housing instability or emergency shelter needs. Emergency Housing does not establish residency, tenancy, or dwelling units, and is not intended for long-term habitation. Occupancy is temporary and episodic, without the assignment of permanent rooms or beds, and without the formation of a household or living unit as defined by this Chapter. Emergency Housing may include limited ancillary services incidental to overnight accommodation, such as supervision, basic hygiene facilities, or referrals to external services, but shall not function as transitional housing, permanent housing, a halfway house, or a group residential facility.

Halfway House

The existing definition of *Halfway House* reflects older terminology and does not clearly distinguish this use from other residential or institutional housing types. The proposed revision modernizes the definition and clarifies its residential and transitional nature.

Existing Definition

Halfway House. An establishment providing accommodations, rehabilitation, counseling, and supervision to persons suffering from alcohol or drug addiction, to persons reentering society after being released from a correctional facility or other institution, or to persons suffering from similar disorders.

Proposed Definition

Halfway House. A residential facility that provides time-limited housing and structured supervision to individuals transitioning from incarceration, institutional care, or treatment programs to independent living. A Halfway House is intended to support rehabilitation, reintegration, and stabilization through a combination of housing, supervision, and required participation in programs or services. Occupancy in a Halfway House is residential in nature, may involve assigned sleeping rooms or beds, and may include conditions of stay such as curfews, program participation, or behavioral requirements. A Halfway House is not a correctional facility, but may operate pursuant to court orders, agency referrals, or contractual agreements with public or nonprofit entities.

Next Steps

Staff is seeking Planning Commission feedback on the proposed definitions prior to initiating a formal zoning text amendment process.