

**Red Wing Advisory Planning Commission
Regular Meeting
City Council Chambers
April 21, 2026**

Commissioners Present: Chair Ethan Seaberg; Commissioners George Hintz, Bryan Soper, and Brad Wronski

Commissioners Absent: Commissioner Sue Guerber (excused absence); Commissioner Susan Langer (excused absence)

Others Present: Kyle Klatt, Community Development Director; Steve Kohn, Planning Manager / Staff Liaison.

1. Call to Order

Chair Seaberg called the meeting to order at 7:00 p.m.

2. Pledge of Allegiance

Chair Seaberg led the recitation of the Pledge of Allegiance.

3. Roll Call

Roll call was conducted. Chair Seaberg and Commissioners Hintz, Soper, and Wronski were in attendance.

Commissioner Guerber and Commissioner Langer previously indicated they would be absent.

4. Approval of Agenda

A motion was made by Commissioner Wronski, seconded by Commissioner Soper, to approve the agenda as drafted. A vote was conducted, and the motion carried unanimously by a vote of 4:0.

5. Approval of Minutes

A. Motion to Approve March 17, 2026, Regular Meeting Draft Minutes.

A motion was made by Commissioner Hintz, seconded by Commissioner Soper, to approve the regular meeting minutes as drafted. A vote was conducted, and the motion carried unanimously by a vote of 4:0.

6. Public Comment

Chair Seaberg reviewed the public comment procedure.

No one wished to address the Commission.

7. Motions & General Business

A. Public Hearing - Motion to Recommend Approval of Interim Use Permit for a Short-Term Rental at 781 E. 7th Street, Red Wing, for Kelli & Jerod Gadiant.

Planning Manager Kohn provided background information on the Interim Use Permit (IUP) request for 781 East 7th Street. Manager Kohn explained that Kelli and Jerod Gadiant purchased the property, remodeled it, and are seeking to operate it as a short-term rental. The property is zoned R-2, which requires an IUP to operate a short-term rental. Manager Kohn noted there are no other short-term rentals within 400 feet of the property, meeting the distancing requirement, and that the City remains well below its maximum cap of 50 short-term rentals. The property is a three-bedroom, three-bath home with off-street parking on a large lot located above Colvill Park.

Manager Kohn explained that the applicants have begun the State of Minnesota licensing process. Manager Kohn noted that the City and State have a coordinated process, as each requires the other's permit before issuing its own, and that Staff monitors applications through the process and notifies the State upon City approval.

Manager Kohn stated that all IUP requirements appear to be met. The applicants have not requested to hold events at the property; therefore, occupancy is limited to seven guests based on the two-per-bedroom formula plus one. Manager Kohn noted that Staff has concerns regarding work completed on the property that may have required building permits. Staff is working with the applicants and the Building Inspection Division to ensure proper permits and inspections are completed before occupancy. Manager Kohn stated that no one has occupied the home since the work was completed. Staff has prepared findings of fact and three conditions of approval requiring that building permit and inspection requirements be satisfied and a Certificate of Occupancy be issued before the property may be occupied. Manager Kohn noted no public comment had been received before the meeting.

Chair Seaberg opened the Public Hearing at 7:09 p.m. No one wished to address the Commission. Chair Seaberg closed the Public Hearing at 7:10 p.m.

Commissioner Wronski noted that the ordinance requirements have been met and that the conditions of approval are significant but appropriate given the open building permit issues. Commissioner Soper noted that parking, which is often a concern, does not appear to be an issue given the five off-street spaces available.

A motion was made by Commissioner Hintz, seconded by Commissioner Soper, to recommend approval of the Interim Use Permit with findings of fact and conditions as presented by Staff. A vote was conducted, and the motion carried unanimously by a vote of 4:0.

B. Public Hearing – Motion to Recommend Approval of an Interim Use Permit for a Short-Term Rental Use at 420 Riedell Court, Red Wing, MN, for Cheri Brinkman.

Planning Manager Kohn provided background information on the IUP request for 420 Riedell Court. Manager Kohn explained that Cheri Brinkman has applied for a short-term rental permit for the property, which has undergone extensive rehabilitation, including a new foundation. All building permits have been pulled and are active, and the applicant is working toward a final Certificate of Occupancy (CO). The property is zoned agricultural-residential (AR), located near the intersection of Bench Street and Highway 61. Manager Kohn noted the neighborhood predates current zoning, and many lots are grandfathered, though this property has been connected to City sewer and water.

Manager Kohn stated the property is a four-bedroom home, allowing up to nine guests under the two-per-bedroom formula plus one. The property features three garage stalls and a widened driveway. Staff from Public Works, Community Development, Engineering, Police, and Fire reviewed the application and had no concerns. There are no other short-term rentals within 400 feet of the property, meeting the distancing requirement, and the City remains well below its cap of 50 short-term rentals. The applicant has also begun the State of Minnesota licensing process. Manager Kohn noted that Staff prepared findings of fact and that a CO would be required before occupancy, consistent with standard practice for properties with active building permits. Staff recommended approval. Manager Kohn noted that one written comment had been received before the meeting.

Chair Seaberg opened the Public Hearing at 7:16 p.m. Manager Kohn summarized the written comment received from Scott Riegelman, a neighboring property owner, who expressed opposition to the short-term rental and raised concerns about parking and the general change in character of the quiet residential neighborhood. The written comment was included in the meeting packet and is part of the public record. No one else wished to address the Commission. Chair Seaberg closed the Public Hearing at 7:18 p.m.

Commissioner Soper noted that the expanded driveway and available parking appear adequate. Chair Seaberg acknowledged the concerns raised by the neighboring property owner as consistent with concerns the Commission has heard regarding short-term rentals over the years. Chair Seaberg also noted, for Staff's consideration, that it would be helpful for future staff reports to list conditions of approval directly within the recommendation section, in addition to the analysis section.

A motion was made by Commissioner Soper, seconded by Commissioner Hintz, to recommend approval of the Interim Use Permit with conditions as presented. A vote was conducted, and the motion carried unanimously by a vote of 4:0.

C. Public Hearing – Consider a Zoning Ordinance Text Amendment Related to Emergency Housing, Supportive Transitional Housing, Community Centers, Community Services, and Small-scale Food Production Operations.

Planning Manager Kohn provided an overview of the proposed Zoning Ordinance text amendment to Chapter 11. Manager Kohn noted the Commission has discussed the amendment over several months, including at a prior workshop and at the March meeting, at which time the Commission directed Staff to schedule a public hearing. Manager Kohn explained that the amendment updates and refines definitions and establishes allowances for uses in various zoning districts related to emergency housing, supportive transitional housing, community centers, community services, and small-scale food production.

Manager Kohn summarized the key changes. The community center definition would be removed from Division 10 and relocated to Division 1 as a standalone permitted use. Community services definitions were updated. A new definition for emergency housing was created to address short-term overnight stays, a use not previously recognized in the Zoning Ordinance. Manager Kohn noted that emergency housing has been occurring informally through local churches and organizations providing vouchers and immediate shelter. Supportive transitional housing replaces the former "halfway house" designation and applies to longer-term, non-permanent housing situations where residents receive support services; this use was previously allowed in various districts by a conditional-use permit (CUP). Small-scale food production was added as a new definition to accommodate downtown businesses that both produce and sell goods on-site, such as bakeries and confectioneries, and to allow similar uses to locate downtown.

Manager Kohn reviewed the proposed district-by-district allowances. In residential districts, supportive transitional housing would not be permitted in R-1 and would require a CUP in R-2, RM-1, RM-2, and RM-3, consistent with current allowances. Community centers would not be permitted in R-1 and would require a CUP in all other residential districts. Emergency housing would not be permitted in R-1, R-2, or RM-1, and would be allowed in RM-2 and RM-3. In commercial and mixed-use districts, supportive transitional housing would require a CUP in B-2, B-3, and Civic districts and would not be permitted in B-1, mixed commercial, mixed commercial tourism (MCT), or the Riverfront District. Community centers would be permitted by administrative permit in B-2, B-3, mixed commercial (MC), MCT, and Civic districts. Emergency housing would require a CUP in B-3 and Civic districts and would not be permitted elsewhere in commercial zones. Manager Kohn noted that the B-3 and Civic allowances reflect the proximity of services such as Goodhue County Health and Human Services, the Police Department, the Library, and transit options. Small-scale food production would be permitted in B-2, B-3, and MC districts; require a CUP in MCT; and not be permitted in B-1, Civic, or Riverfront districts.

Manager Kohn described the performance standards created under Sections 55-165 and 55-166. Supportive transitional housing and emergency housing would both be prohibited on the ground floor of buildings with primary street frontage in the Downtown Historic District or Red Wing Historic Mall District, consistent with how retail and multi-family uses are treated in those areas. Outdoor gathering areas for both uses would be required to be supervised and screened from adjacent properties. Emergency housing facilities would additionally be required to comply with all building, fire, and life safety codes applicable to residential occupancy, given the potential for commercial structures to be converted for overnight use. Small-scale food production performance standards are intended to ensure a retail presence is maintained at the street level and that production activity does not displace commercial activity downtown. Manager Kohn confirmed that no changes had been made to the amendment since the Commission's last review.

Chair Seaberg opened the Public Hearing at 7:34 p.m. No public comment had been received before the meeting, and no one wished to address the Commission. Chair Seaberg closed the Public Hearing at 7:35 p.m.

Commissioner Wronski expressed support for the amendment, noting that the updated definitions represent a significant improvement in clarity. Chair Seaberg asked Manager Kohn to clarify the life safety requirements for emergency housing, specifically whether existing church facilities would be required to make structural modifications. Manager Kohn explained that requirements would vary depending on whether a building is sprinklered and the size of the space, and that Staff intends to ensure that nonprofits and churches considering such uses are aware of applicable code requirements before beginning the process. Commissioner Soper expressed appreciation for the time Staff invested in refining the language, noting that clear definitions will be important as the Commission considers future rezoning decisions.

A motion was made by Chair Seaberg, seconded by Commissioner Wronski, to recommend approval of the Zoning Ordinance text amendment as presented in its entirety. A vote was conducted, and the motion carried unanimously by a vote of 4:0.

Manager Kohn noted that the amendment would not be placed on the City Council agenda for the following week and would instead be forwarded to the Council's May meeting schedule.

D. Public Hearing – Conditional Use Permit Amendment Request by Northern States Power/Xcel Energy for its Ash Disposal Operation Adjacent to Bench Street.

Planning Manager Kohn provided background information on the conditional-use permit (CUP) amendment request by Northern States Power, doing business as Xcel Energy. Manager Kohn explained that Xcel Energy operates an ash-

disposal facility on Bench Street, west of the former City and County municipal landfill site. The facility is classified as a landfill under the City's definitions and holds all required permits through the Minnesota Pollution Control Agency (MPCA). Manager Kohn noted the City has a long working history with Xcel Energy on CUP amendments at this site, with several amendments processed over the past decade.

Manager Kohn described the proposed amendment. Xcel Energy is not requesting to expand any disposal cells. The amendment would allow Xcel Energy to resume metal-separation operations at the facility using an existing on-site building. Manager Kohn explained that a similar operation was previously conducted at the site by a prior contractor but ceased after approximately one year due to financial reasons. Xcel Energy is now working with a new contractor, JEM, to revive the operation. Under the proposed process, fresh ash from the Red Wing generating plant on East 5th Street would be brought to the site, stockpiled briefly in an open cell to reach the appropriate moisture content, then processed in the existing building to separate ferrous and nonferrous metals before the remaining material is returned to the cell. Manager Kohn noted that all operations would be conducted inside the existing building, using established haul roads. Xcel Energy is subject to daily truck limits under its existing MPCA permits. Manager Kohn stated that during the prior operation, no complaints were received regarding noise, dust, or truck traffic.

Manager Kohn noted that ash accepted at the facility is limited by existing resolutions and agreements to material generated solely at the Red Wing facility; ash from other Xcel Energy facilities may not be brought to the site. Manager Kohn noted that the City also leases property adjacent to the site from Xcel Energy for concrete-crushing operations and Public Works storage, and that City vehicles use the same access road. Staff prepared suggested findings of fact and one condition of approval reaffirming the restriction on ash sources. No public comment had been received before the meeting, and representatives from Xcel Energy and JEM were present to answer questions.

Chair Seaberg opened the Public Hearing at 7:46 p.m. No one wished to address the Commission. Chair Seaberg closed the Public Hearing at 7:47 p.m.

Commissioner Wronski noted that the proposed operation is a resumption of a previously approved use and expressed support for efforts to recover value from the ash and reduce the volume of material entering the disposal cells. Commissioner Soper concurred, noting the prior approval history and stating no concerns with the amendment.

A motion was made by Commissioner Wronski, seconded by Commissioner Soper, to recommend approval of the conditional-use permit amendment for Xcel Energy's ash-disposal operation. A vote was conducted, and the motion carried unanimously by a vote of 4:0.

E. Discussion and Direction Regarding Potential RM-3 Rezoning Sites.

Manager Kohn noted that this item would not be placed on the City Council agenda for the following week and would instead be forwarded to the Council's May 11 meeting.

Manager Kohn provided an overview of four sites identified as candidates for rezoning to the RM-3 high-density residential district, which was established in December 2025 under Ordinance No. 26, 4th Series. Manager Kohn explained that the RM-3 district is intended to allow significantly higher residential density than the RM-1 and RM-2 districts, with allowances of up to 24 to 80 units per acre. The district does not permit single-family detached structures; however, Manager Kohn noted that Staff would consider language to protect existing single-family uses in areas where RM-3 zoning might extend beyond a primary redevelopment site, ensuring those properties would not become nonconforming. Manager Kohn noted that the Commission has reviewed potential RM-3 sites over several months, including at a prior workshop, and that the four sites presented represent those with the strongest redevelopment potential.

The first site discussed was the Bay View Nursing Home, located on West 4th Street and currently zoned R-2. Manager Kohn explained that the site's significant grade change, the building is effectively four to five stories on its north side despite appearing two stories from 4th Street, makes redevelopment without demolition or substantial fill impractical. Prospective developers have indicated that the density allowed under RM-3 would be necessary to make a project financially viable, particularly given the anticipated need for underground parking. Manager Kohn noted that a Comprehensive Plan amendment would be required, as the current future land use map designates the site as public/semi-public. Staff also raised the possibility of extending the RM-3 designation northward toward 3rd Street to encourage additional density along that corridor, noting that 3rd Street no longer has direct access to Highway 61 and functions as a no-outlet street. Director Klatt confirmed that developers who have inquired about the Bay View site have consistently indicated they would be unlikely to pursue the property without RM-3 zoning in place.

Chair Seaberg asked whether extending the RM-3 boundary northward could expand the footprint available to a future developer. Manager Kohn confirmed that it could, and noted that any single-family or duplex properties in that area would be protected through proposed ordinance language. Commissioner Wronski asked whether the expanded boundary would make the Bay View site more or less attractive to developers; Manager Kohn indicated it would likely be more attractive given the site's topography and the potential for phased development. Chair Seaberg raised the concern of spot-zoning. Manager Kohn responded that spot-zoning typically involves placing an incompatible use on a small, isolated parcel, and that the proposed rezonings involve larger redevelopment sites where the economics of demolition and reconstruction

require higher density. Director Klatt added that none of the proposed sites is smaller than a full city block, and each is at least two acres in size.

The second site discussed was the Jefferson School block, currently zoned R-2, where the Port Authority holds a purchase agreement with the school district to evaluate redevelopment feasibility. Manager Kohn explained that the Comprehensive Plan encourages reuse of the existing building and shows the site as medium density, though the site profile in the plan references medium to high density, creating some ambiguity as to whether a Comprehensive Plan amendment would be required. A prior development proposal for 16 units was withdrawn before completion; Manager Kohn noted that 16 units represented the maximum allowable under R-2 for a full city block, and that RM-3 would provide greater flexibility, particularly if a developer wished to add a second building on the site.

Director Klatt summarized feedback gathered from outreach to 16 developers, ranging from local small-market developers to regional housing developers. Local developers indicated that 16 units might be viable but would require new garage construction and a cost-minimization approach. Regional developers indicated a minimum threshold of 40 to 70 units to make the project viable, which would require rehabbing the existing building and constructing an additional building on the site. Both groups stated that zoning approvals and density entitlements would need to be in place before they would submit a request for proposals (RFP). Director Klatt noted that market rents in Red Wing are lower than in the Twin Cities area, making financing difficult without assistance such as low-income housing tax credits, historic tax credits, tax increment financing, or fee waivers. The Port Authority is currently pursuing a National Register of Historic Places designation for the site, which could make it eligible for historic tax credits. Director Klatt noted that senior housing in the existing building would be challenging due to accessibility constraints and that green space preservation would need to be balanced against density requirements. Director Klatt stated that the Port Authority is committed to finding a reuse for the building and anticipated issuing an RFP later in the summer, pending completion of due diligence.

The third site discussed was the Briarwood planned unit development (PUD), which has an underlying R-2 zoning and was established in 2000 with a mix of single-family homes, attached and detached townhouses, and planned multifamily buildings that have not yet been constructed. Manager Kohn noted that approximately one-third of the PUD has been built out over 25 years. Staff proposed relocating the planned multifamily component from its original location within the PUD to the northern tip of the development, overlooking the Red Wing Plaza commercial area, where it would be buffered from existing residential units by a natural ravine and trail corridor. Manager Kohn noted that the Comprehensive Plan already supports high-density development on that portion of the site, and that a PUD amendment, but not a Comprehensive Plan

amendment, would be required. Director Klatt noted that Staff would need to contact the current property owner before proceeding, as the owner would likely need to be a co-applicant on any PUD amendment. Director Klatt indicated that the owner has been generally supportive of changes to the PUD in past conversations.

The fourth site discussed was an area in the South End of the City, near the intersection of Bush Street and Highway 58, currently zoned R-2 and B-1. Manager Kohn noted that the B-1 portion includes property owned by Hope Coalition, which has expressed interest in future development. The area also includes property owned by Concordia Lutheran Church and several residential parcels with large, relatively flat backyards, a characteristic that is uncommon in Red Wing. Manager Kohn noted that a Comprehensive Plan amendment would be required and that any rezoning in this area would need to include protections for existing single-family uses. Manager Kohn also noted that, based on the Commission's actions earlier in the evening on the Zoning Ordinance text amendment, Hope Coalition would need to rezone its property to either Civic or a high-density residential district in order to pursue its intended use.

Director Klatt provided a broader context for the RM-3 rezoning initiative. Director Klatt noted that the City Council identified housing supply as a key priority in its two-year strategic plan and that the Housing Summit held in October 2025 generated community input identifying these sites as candidates for additional housing. Director Klatt noted that the City has engaged a consultant, supported by a grant, to conduct a land feasibility study examining larger sites for long-term development potential, including areas near the Technical College and along the West Main Corridor. He noted that the four sites presented are distinct from the land feasibility study sites in that they are infill opportunities with existing services and infrastructure. Director Klatt also noted that the RM-3 district, as drafted, treats multifamily development as a permitted use subject to administrative approval only, without further Planning Commission review, a change from past practice intended to reduce regulatory barriers. Director Klatt referenced the experience of Three Rivers Community Action, whose prior rezoning application was unsuccessful, and noted that the organization has indicated it would not pursue another project in Red Wing without zoning approvals already in place.

Commissioner Soper asked whether Staff could provide illustrative examples of what RM-3 development might look like on specific sites before the public hearing, to help address community concerns about density and scale. Commissioner Wronski noted that there is a tendency for the public to assume that a rezoning will result in maximum development, and suggested that communication should emphasize that RM-3 establishes a ceiling, not a mandate. Commissioner Wronski also questioned whether the Bush Street site had a sufficiently compelling case for RM-3 compared to the other three sites.

Commissioner Hintz stated he would be in favor of pursuing the Bay View and Jefferson sites and waiting on the others.

Chair Seaberg expressed a preference for prioritizing the Bay View Nursing Home site, noting apparent developer interest and the urgency of the situation. Chair Seaberg expressed support for including the Briarwood site with appropriate protections for existing landowners, but indicated less urgency for the Bush Street site. Chair Seaberg asked whether the Bush Street area was included in the land feasibility study; Manager Kohn indicated it was likely not one of the sites selected for detailed study. Director Klatt confirmed that the Port Authority's purchase agreement on the Jefferson site runs through the end of June, creating a near-term timeline for decisions on that property.

Commissioner Soper asked whether the Commission was prepared to move forward with all four sites or focus on Bay View and Jefferson first. Chair Seaberg indicated support for including Briarwood Alongside Bay View and Jefferson, with protections for existing landowners, and expressed less certainty about the Bush Street site. Director Klatt noted that Staff had developed an internal rating system to evaluate sites and that the four presented were identified as the strongest candidates for this initial phase. Commissioner Wronski noted that bringing all four forward for a public hearing does not commit the Commission to action, but rather opens the conversation. Director Klatt confirmed that Staff could prepare draft ordinance language in time for the May meeting and noted that public hearings would generate community feedback for the Commission to weigh.

Chair Seaberg directed Staff to prepare draft ordinance language and schedule public hearings for the May meeting, with materials distributed to the public earlier than the standard Friday deadline, given the significance of the items. Chair Seaberg noted that if the Commission was not prepared to take action following the public hearing, the matter could be continued to the June meeting. Director Klatt confirmed that Staff could work within that timeline. The Commission expressed consensus in support of proceeding.

8. Communication Items

A. Status Report.

Director Klatt reported that demolition of the former Central Research property on Highway 19/61 began on April 2, 2026, and is funded in part through a loan from the Minnesota Department of Transportation (MnDOT). Work is expected to be completed within a few weeks, after which the building will be removed and the site restored. Director Klatt noted that the Port Authority intends to bring forward a resubdivision of the property to realign the Highway 19 right-of-way. Staff have been working with MnDOT on a memorandum of understanding (MOU) to facilitate a land swap that would straighten the right-of-way line and increase the buildable area on the site. Director Klatt noted that the City is also working to preserve the ability to use tax increment financing on the property in the future,

which may affect how the site is replatted. The property currently consists of two parcels, one containing the building footprint and one encompassing the remaining acreage, and Staff may need to maintain that separation going forward. Director Klatt noted that the Central Research property is included in the land feasibility study, and Staff intends to bring forward a broader discussion with the City Council later in the year regarding the site's long-term development strategy.

B. Commissioner Comments.

Chair Seaberg noted that the Commission wished to extend well-wishes to Commissioners Guerber and Langer, who were absent from the meeting.

9. Adjournment

Chair Seaberg adjourned the meeting at 8:49 p.m.