



**City of Winooski**  
Vermont's Opportunity City

27 West Allen Street  
Winooski, Vermont 05404  
802 655 6410  
**winooski.vt.gov**

**Planning Commission Agenda**

Thursday, June 11, 2020 at 6:30 PM

- Attend online: <https://zoom.us/s/94299879666>
- Attend by phone: 1 301 715 8592
- Meeting ID: 942 9987 9666
- Need help installing and using Zoom? View their online resources: <https://zoom.us/docs/en-us/covid19.html>

**I. Call to Order**

**II. Changes to the Agenda**

**III. Public Comment**

**IV. Approve Previous Meeting Minutes**

[https://www.winooski.vt.gov/AgendaCenter/ViewFile/Minutes/\\_05142020-655](https://www.winooski.vt.gov/AgendaCenter/ViewFile/Minutes/_05142020-655)

**V. Planning Commission Appointments**

Documents:

[V - Planning Commission Appointments Overview Memo - 06.11.2020.pdf](#)

**VI. Overview of Draft Interim Zoning Bylaw – Downtown Core Zoning District**

Documents:

[VI.1 - Downtown Core Draft Interim Zoning Bylaws Overview Memo - 06.11.2020.pdf](#)

[VI.2 - Draft Winooski Interim Zoning Bylaw - Downtown Core - 06.15.2020.pdf](#)

[VI.3 - Draft Winooski Interim Zoning Bylaw - Downtown Core - 06.15.2020 - Alt.pdf](#)

**VII. Discussion and Comments on Parking Waiver**

Documents:

[VII - Parking Waiver Discussion Memo - Master Plan Goals and Policies - 06.11.2020.pdf](#)

**VIII. Department and City Updates**

**IX. Other Business**

**X. Adjourn**

## Memorandum

**TO:** Planning Commission

**FROM:** Eric Vorwald, AICP  
Planning & Zoning Manager

**RE:** **Planning Commissioner Appointments**

**DATE:** June 11, 2020

---

The purpose of this memo is to provide information regarding the appointment of Planning Commission members with terms set to expire on June 30, 2020 and to gauge interest in consideration of reappointment by City Council. No formal action by the Planning Commission is required.

### Overview

Over the past year, the City Council has worked to realign its commission structure to match the strategic vision areas for the City. Along with this realignment, appointment to the City's boards and commissions was established to coincide with the fiscal year, which ends June 30<sup>th</sup> of each calendar year. With that in mind, three Planning Commissioners have terms expiring on June 30, 2020. These members include:

- Amy Houghton, Vice-Chair
- Abby Bleything, Member
- Sarah Van Ryckevorsel, Alternate

While appointment and reappointment to the Planning Commission is at the discretion of the City Council, it is important to provide an indication of interest in reappointment. The three members with terms expiring will be requested to provide an indication if they are interested in being considered for reappointment. The City Council will consider appointments to the various boards and commissions at an upcoming meeting in order to ensure members are installed prior to the first scheduled meeting of the Planning Commission in July.



## Memorandum

**TO:** Planning Commission

**FROM:** Eric Vorwald, AICP  
Planning & Zoning Manager

**RE:** **Overview of Draft Interim Zoning Bylaws for the Downtown Core Zoning District**

**DATE:** June 11, 2020

---

The purpose of this memo is to provide information on draft interim zoning bylaw that will be considered for adoption by the City Council at their regular meeting on June 15, 2020. The purpose of the interim zoning bylaw is to correct a discrepancy in the Unified Land Use and Development Regulations (ULUDR) specific to the Downtown Core Zoning District related to the location of the easterly district boundary. No other areas of the City will be impacted by the proposed interim zoning bylaw and no existing regulations will be changed or amended.

### Overview

The use of interim zoning bylaws is not new to the City of Winooski. Specifically, interim zoning bylaws have been adopted by the City Council to establish alternative parking regulations for the Downtown Core, and to increase development density in the C-1 Zoning District. In both instances, the interim zoning bylaws were enacted to support economic development initiatives including the redevelopment of Downtown Winooski. The provisions that were established through these interim zoning bylaws were later formalized, made permanent, and are now part of the City's regulations.

Adopting interim zoning bylaws is a tool that is outlined in state statute and allows a municipality, through their elected body, to consider draft regulations without a recommendation from the Planning Commission. The use of interim zoning bylaws is intended to react quickly to an issue or challenge within a community and is valid for two years following adoption. The purpose of this time limitation is to allow the municipality, through the Planning Commission, to further study the circumstances that required the interim zoning bylaw and make recommendations for a permanent solution.

### Specific Purpose

The purpose of the draft interim zoning bylaw being considered by City Council on June 15<sup>th</sup> is to correct a discrepancy in the ULUDR related to the boundaries of the Downtown Core (DC) Zoning District. With the plan for redevelopment of Winooski's Downtown in the early 2000's, specific zoning regulations were established to provide increased development density and a mix of land uses consistent with a



vibrant, walkable, downtown. These regulations are outlined in Appendix C of the ULUDR. Included in these regulations is a very detailed and specific description of the zoning district boundaries for the DC Zoning District. This is the only zoning district in the City that has a specified description for its boundaries. Over time, as the ULUDR has been updated, the boundaries of the DC Zoning District have been changed on the zoning map to follow property boundaries, which is not consistent with the description included in Appendix C.

The description of the DC Zoning District defines the easterly boundary as being coterminous with a "Green Space Boundary" as shown on the Building Height and Location Map, that is also included in Appendix C. The "Green Space Boundary" is intended to follow the delineation of the wetland complex in the Casavant Natural Area. The current zoning boundary, as depicted on the zoning map, does not follow this intent, and instead, follows the property boundaries in the Downtown for the easterly boundary of the DC Zoning District.

This inconsistency between the zoning map and the description of the zoning district will adversely impact the development potential of Lot 7D, which the City is actively working to complete. Development of Lot 7D will allow the City to move one step closer to completing the master plan for the redevelopment of Downtown. The interim zoning bylaw will provide the support necessary for the Zoning Administrator to make an interpretation of the easterly boundary of the DC Zoning District, consistent with the authority outlined in Section 2.1.

### **Next Steps**

Included with this memo is the draft interim zoning bylaw that was introduced by City Council at their meeting on May 18, 2020 when the public hearing was set. In addition, a draft interim zoning bylaw with alternative language is included to more directly specify the intent of the interim zoning bylaw regulations. Both options will be provided to Council for their consideration of adoption following a public hearing at their regular meeting on June 15, 2020. These draft interim zoning bylaws are being provided to the Planning Commission for informational purposes. No formal action, recommendations, or comments from the Planning Commission are required.



**CITY OF WINOOSKI  
INTERIM AMENDMENT TO  
THE UNIFIED LAND USE & DEVELOPMENT REGULATIONS  
TO CLARIFY THE BOUNDARIES OF THE DOWNTOWN CORE ZONING DISTRICT**

Winooski City Council  
Introduced: May 18, 2020  
Public Hearing: June 15, 2020

**Whereas**, the City of Winooski Unified Land Use & Development Regulations (the "Regulations") contain inconsistent references to the easterly boundary of the "Downtown Core" zoning district as depicted on the Official Zoning Map and the "Building Height and Location Map" incorporated into Appendix C of the Regulations; and

**Whereas**, it is the intent of the City to provide greater certainty of the boundary in order to permit development of the Downtown Core consistent with the previously adopted Master Plan for the Winooski Falls Riverfront Downtown Project, which extended the Downtown Core to the limits of the wetlands to the east, and is referenced as the so-called "Green Space Boundary" as depicted on the Building Height and Location Map incorporated into Appendix C;

**Now Therefore**, the City Council hereby amends the Regulations as follows:

1. The official zoning map, "City of Winooski Zoning Map" as adopted under Section 2.1 of the Regulations is hereby amended to extend the easterly boundary of the Downtown Core district to the most recent delineation of the wetlands to the east.
2. Article II Zoning Districts, Section 2.3 Applicability is amended to add:
  - E. "Any inconsistency in the delineation of the easterly boundary of the Downtown Core district shown on the Official Zoning Map or the boundary shown on the Building Height and Location Map" incorporated into Appendix C of the Regulations shall be interpreted to follow the most recent delineated boundary of the wetlands as approved by the State of Vermont. "

\_\_\_\_\_  
Kristine Lott, Mayor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Attest



**CITY OF WINOOSKI  
INTERIM AMENDMENT TO  
THE UNIFIED LAND USE & DEVELOPMENT REGULATIONS  
TO CLARIFY THE BOUNDARIES OF THE DOWNTOWN CORE ZONING DISTRICT**

Winooski City Council  
Introduced: May 18, 2020  
Public Hearing: June 15, 2020

**Whereas**, the City of Winooski Unified Land Use & Development Regulations (the "Regulations") contain inconsistent references to the easterly boundary of the "Downtown Core" zoning district as depicted on the Official Zoning Map and the "Building Height and Location Map" incorporated into Appendix C of the Regulations; and

**Whereas**, it is the intent of the City to provide greater certainty of the boundary in order to permit development of the Downtown Core consistent with the previously adopted Master Plan for the Winooski Falls Riverfront Downtown Project, which extended the Downtown Core to the limits of the wetlands to the east, and is referenced as the so-called "Green Space Boundary" as depicted on the Building Height and Location Map incorporated into Appendix C;

**Now Therefore**, the City Council hereby amends the Regulations as follows:

1. The official zoning map, "City of Winooski Zoning Map" as adopted under Section 2.1 of the Regulations is hereby amended to extend the easterly boundary of the Downtown Core district to the 2019 delineation of the wetlands to the east.
2. Article II Zoning Districts, Section 2.3 Applicability is amended to add:
  - E. "Any inconsistency in the delineation of the easterly boundary of the Downtown Core district shown on the Official Zoning Map or the boundary shown on the Building Height and Location Map" incorporated into Appendix C of the Regulations shall be interpreted to follow the 2019 wetland boundary delineation as approved by the State of Vermont. "

\_\_\_\_\_  
Kristine Lott, Mayor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Councilor

\_\_\_\_\_  
Attest



## Memorandum

**TO:** Planning Commission

**FROM:** Eric Vorwald, AICP  
Planning & Zoning Manager

**RE:** **Policies and Objectives Regarding Land Development and Parking**

**DATE:** June 11, 2020

---

The purpose of this memo is to provide information on adopted policies and objectives to assist in the discussions on parking and land development within the City. The primary source of information in this memo is the City of Winooski Master Plan which was extensively reviewed, discussed, and edited by the Planning Commission with input from the other City commissions. The Master Plan was ultimately adopted by the City Council in 2019 and serves as the guiding document to provide direction for City policy over the next eight years.

The Planning Commission considered a waiver to the current minimum parking requirements to achieve two things:

1. Provide an avenue for uses not listed under Section 4.12 C. to establish the minimum parking necessary to support a proposed development or redevelopment
2. Provide an option for additional parking relief beyond the administrative options currently outlined in Section 4.12 C.

In both cases the parking waiver, as drafted, requires review and discussion by the Development Review Board including a public hearing before a decision is rendered.

Since its recommendation to the City Council on February 13, 2020, the Planning Commission has expressed concerns that the draft parking waiver currently under consideration by City Council may not effectively achieve the intended outcomes that were discussed during the drafting of the amendment. Specific comments expressed by the Planning Commission include:

- The proposed parking waiver may not provide adequate direction or enough detail to the Development Review Board for considering the impacts on neighborhoods adjacent to redevelopment or development areas where the parking waiver has been requested
- The parking waiver may not appropriately incentivize, encourage or facilitate the installation of alternative transportation options within or adjacent to development and redevelopment areas as an alternative to reduced parking minimums



- Reduced on-site parking may inadvertently encourage the expansion of on-street parking that may be difficult to remove or relocate in order to support future bicycle, pedestrian, or transit facilities

It has been expressed that the Planning Commission is interested in further discussion of the draft parking waiver language and providing comments to City Council during their next public hearing on the matter. In an effort to help the Planning Commission align their comments to existing policies, a list of the goals and objectives from the chapters of the Master Plan that provide policy direction regarding land development, parking, neighborhoods, or related topics are included below. These goals and objectives should inform the discussion and comments provided by the Planning Commission on the draft parking waiver. This will help support the comments or concerns being provided to the City Council.

## **Municipal Master Plan**

### **Land Use Goals & Objectives**

1. Considering the limited land area in Winooski, continue to infill and build upward in accordance with the land use regulations to ensure economic sustainability.
3. Transform the Gateway districts using both public and private sector investment to:
  - a. Capitalize on public investment in existing infrastructure
  - b. Stabilize and strengthen mixed-use commercial areas and residential neighborhoods
  - c. Create a pedestrian-friendly and multi-modal district
  - d. Promote, create, and expand housing options
  - e. Ensure a complementary relationship between the Corridors and the surrounding neighborhoods
  - f. Better utilize existing resources to redevelop under-utilized lots and create an improved pedestrian experience
4. Refine the 2016 Unified Land Use & Development Regulations to improve the implementation of the Form Based Code and this Master Plan, including parking requirements, future land uses, stormwater management, and other refinements.
5. Preserve the scale, character, and value of established neighborhoods by ensuring that new residential development is well integrated with existing development as called for in the Unified Land Use & Development Regulations.
6. When considering residential neighborhood redevelopment allow for neighborhood scale retail and services within residential neighborhoods.



### **Economic Vitality Goals & Objectives**

3. Maintain, manage, and reinvigorate the city’s built and natural environment through implementation of high priority multi-modal projects, coordination of utility upgrades with private investment on the Gateways (such as utility and streetscape improvements on Main Street), and work to utilize the recreation potential of publicly owned lands.
8. Establish and implement a wayfinding plan to encourage those driving through to stay and visit the City’s restaurants, bars, parks and cultural offerings.

### **Municipal Infrastructure Goals & Objectives**

4. Streets and sidewalks are improved and maintained for safety and convenience for all users at all times of the year (including but not limited to complete streets, lighting, trees, signage); and every street in the City will have at least one sidewalk starting with the priority segments identified in the Transportation Master Plan.
8. Enhance pedestrian, bicycle, and vehicular connectivity within Winooski and to adjacent towns, starting with priorities identified in the Transportation Master Plan. Improve transit access frequency and reliability.
9. Work to implement high priority programs of the parking plan and the transportation master plan related to parking and parking management to mitigate parking demand by promoting alternative modes of transportation and initiatives to better manage public parking assets.

### **Safe, Healthy, Connected People Goals & Objectives**

1. Maintain and establish safe and inviting walkable connections throughout the City and to neighboring communities with sidewalks, crosswalks, greenways and streetscape amenities (wayfinding, street trees, sitting areas, lighting).
7. Winooski will partner with local healthcare providers to support improved access to healthcare services, while also supporting health promotion and education initiatives that promote improved well-being for Winooski residents (i.e. "complete streets", smoke free zones), and support for local health resources.
13. Winooski Seniors (55+) will have access (including transportation services) to programs, resources, and places to gather that empower them for personal independence, healthy aging, social connection, and life-long learning.



14. Improve transportation services for all to enable independence, social connection, and access to necessary services.

### **Housing Goals & Objectives**

4. Preserve and sustain the scale, character and settlement patterns of our neighborhoods.
6. Support sustainable growth, density and creation of additional housing units.

### **Additional Information**

In addition to the specific goals and objectives outlined in each section of the master plan, there are specific statements that are included in the master plan and the transportation master plan. These include:

#### **Municipal Master Plan – March 2019**

##### Land Use, Page 20, Gateways

There are some refinements that will be needed to improve the implementation of the Code. As an example, parking requirements are likely too high and limiting growth potential on developed sites, and are counter to increased bike, pedestrian and transit use.

##### Municipal Infrastructure, Page 40

Improvements to walking and biking infrastructure will help the City achieve goals of connectivity, relieve pressure on parking and road congestion, and reduce energy use from transportation.

#### **Transportation Master Plan – March 2017**

##### Vision Statement

Winooski recognizes the significance of the transportation system in sustaining a vibrant, livable City by fostering a healthy community and strong local economy. Winooski's transportation system will meet the needs of the City's diverse population and will provide for safe, efficient, and convenient transportation choices for all users—including pedestrians, bicyclists, motorists and public transit riders. The City will invest in safe and regionally connected bicycle and pedestrian facilities to promote active transportation and increase the number of people that walk and bike in and through the City.



## Recommendations

### Bicycle Network Enhancements:

3. Malletts Bay Avenue - Colchester Town Line to Elm Street: Evaluate the feasibility to remove on-street parking and replace with protected bicycle lanes.

## **Adjacent Municipalities**

Reducing or eliminating parking in specified areas of the City would be consistent with the actions adopted or being considered by adjacent municipalities. Specifically, the City of South Burlington eliminated their minimum parking requirements city-wide with the exception of their multi-family district. Now, applicants provide parking based on their market research and best practices for the proposed uses. This has allowed some properties to redevelop existing surface parking with new developments that create a more dense, walkable, transit-oriented development pattern.

Similar to South Burlington, the City of Burlington has drafted regulations that would eliminate parking in their multi-modal parking district. In addition to removing parking minimums, the City of Burlington has a parking *maximums* for on-site parking, and provides a waiver option to exceed the maximum parking limitation. Through this process, the applicant needs to prove that on-street parking is not sufficient to meet the needs of the development in order to provide more parking on their site. This is opposite of what the City of Winooski currently has, where there is a minimum number of parking spaces required and the draft waiver would allow the applicant to reduce the minimum required on-site parking.

## **Summary**

The Planning Commission should review the above information and consider comments about the draft parking waiver in context of the adopted goals, objectives, and policies for the City. This will help inform the discussion and provide a direct connection to ensure draft regulations are consistent with adopted policy. This information will be used to support the Planning Commission Chair as he provides comments on behalf of the Planning Commission to the City Council at their public hearing on June 15, 2020.

