

PROPOSAL AND QUALIFICATIONS FOR PLANNING SERVICES

# HOUSING STUDY & NEEDS ASSESSMENT

## LA CROSSE, WISCONSIN



Prepared by HKGi and LOCi Consulting  
July 18, 2023



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July 18, 2023

Diane McGinnis Casey, Community Development Manager  
City of La Crosse  
400 La Crosse Street  
La Crosse, Wisconsin 54601



Planning  
Landscape Architecture  
Urban Design

Re: Proposal for Housing Study & Needs Assessment

Dear Ms. McGinnis Casey and Members of the Selection Committee:

Our team's work with a diverse cross section of cities and agencies in the Upper Midwest has helped us understand in greater depth the increasing housing challenges facing communities throughout the region. Offering sufficient housing options is important for maintaining La Crosse as a desirable location to live and for retaining and accommodating the local workforce. This housing study and needs assessment will play an important role in helping the City understand its current demographic and market contexts, as they relate to housing, and will help the City meet its housing needs through a combination of program, policy, and development strategies to attract and incentivize private investment in housing.

Creating strategies that address a community's housing needs requires an understanding of its planning context such as the current and planned land use pattern, economic development, demographic trends and projections, potential zoning ordinance barriers, and current housing and household characteristics. For this project, HKGi, a planning firm with offices in Minneapolis and southwestern Wisconsin, will serve as the lead consultant. In this role, HKGi will coordinate the study, lead the analysis of housing barriers, facilitate community engagement, and provide planning expertise. LOCi Consulting will conduct market research and analysis for this project, providing a critical, data-based foundation that will inform the study's strategy recommendations. The HKGi/LOCi Consulting team is currently conducting a similar housing study for Winona County (MN), and we have also worked in concert with one another to develop housing strategies in Grand Marais/Cook County (MN). We are excited to have an opportunity to team with the City of La Crosse and work closely with staff, decision-makers, and stakeholders to explore potential housing strategies and identify those that best fit the community's housing context and objectives.

For this project I will serve as the consultant team's Project Manager and will provide leadership throughout the planning process. Grant Martin, founder of LOCi Consulting, will provide market data collection and analysis services. Additional HKGi staff include Rita Trapp and Kevin Clarke, both of whom have contributed to housing studies in communities such as Onalaska (WI) and Northfield (MN). Kendra Ellner, who recently served as a city planner with the City of River Falls (WI), will provide planning support for this project. Rita and I also bring a strong understanding of the region from our work with Winona and Onalaska, including zoning code updates, comprehensive planning, redevelopment planning, and the recent Onalaska housing study.

If you have any questions about our proposal or would like to discuss this project in more detail, I can be reached via the contact information included below. We appreciate the opportunity to be considered for this project, and we look forward to speaking with you.

Sincerely,



A handwritten signature in black ink that reads "Jeff Miller".

**Jeff Miller**  
**Project Manager | Associate**

612.720.8311

[jmiller@hkgi.com](mailto:jmiller@hkgi.com)

# PROJECT TEAM



## HKGI

HKGI was established in 1982 to provide community-based planning and landscape architecture services to clients throughout the Upper Midwest.

Our objective is to help our clients build great places for people to live, work, and play, and we strive to achieve this objective by combining our technical skills and expertise with the local knowledge that only community members and leaders can provide. We use their input about the community's strengths, values, needs and challenges as the foundation for plans, designs, and strategies that prepare them for the future and put them in position to thrive as the community grows and evolves.

This community-based approach has been at the heart of our practice since HKGI's founding. Regardless of whether we are developing a comprehensive plan, creating a redevelopment master plan, or designing a key community amenity, gathering and responding to community input remains essential to ensuring that our plans and designs are feasible, supported by the community, and will generate positive results for our clients and their constituents.

## Key Personnel

HKGI will provide project leadership, GIS and mapping services, and technical planning expertise for the development of strategies that will help the City of La Crosse achieve its housing development goals. LOCi Consulting will conduct market research and analysis, which will provide the foundation for the creation of implementation strategies. Resumes for staff members assigned to the project begin on page 4.



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800 Washington Ave. N., Suite 103  
Minneapolis, Minnesota 55401

## PRINCIPALS

Paul Paige, PLA, President  
Brad Scheib, AICP, Vice President  
Bryan Harjes, PLA, LEED AP, Vice President  
Gabrielle Grinde, PLA, Vice President

## ASSOCIATES

Rita Trapp, AICP, LEED AP  
Jeff Miller, AICP  
Lance Bernard

## STAFF

4 Certified Planners  
7 Licensed Landscape Architects  
10 Planners/Urban Designers  
2 Marketing Communications



**COLLABORATE  
LISTEN  
EXPLORE  
CREATE**

# LOCi Consulting

## Location intelligence and real estate strategy

LOCi Consulting LLC was founded in 2019 and has helped leading national retailers, local developers, and progressive municipalities find, analyze, and value locations that meet their critical conditions. Whether that critical condition is finding the right locations for market expansion, identifying key customer segments, or developing a forecasting model to assess multiple locations, LOCi Consulting LLC creates customized solution that meets our clients' needs. We have completed market feasibility studies across the country for a wide variety of commercial real estate uses, including retail, office, residential, and mixed use.

### Services

- » **Comprehensive Housing Needs Analyses.** Through a detailed analysis of demographic, economic, property, and market data, we assess a community's need for additional single-family, rental, affordable, and senior housing units. We collect data on properties within the market and interview knowledgeable sources to provide a more comprehensive assessment of housing opportunities and challenges in the community.
- » **Market Feasibility Studies.** Lenders, investors, and municipalities often require a thorough analysis of a project's market potential. Clients use these studies to tailor their projects to the potential in the market. We have completed market feasibility studies for a wide variety of projects—retail, office, industrial, mixed-use, for-sale housing, rental housing, senior housing, healthcare, and hospitality. We define an appropriate market area, analyze demographic trends, survey the competitive market, estimate demand potential, and make actionable recommendations for a project's success.
- » **Site Selection.** We help clients find locations that will maximize the potential for success. We dive deep into the variables that drive performance for existing locations or that are expected to drive results based on client's operating model. We scour markets and identify neighborhoods, sectors, or points that present the best opportunity for success.
- » **Trade Area Definition and Analysis.** Using available customer data or other resources, we define clients' current trade areas. When organizations know where their customers are coming from, they know their customers. We analyze who is in the trade areas and help clients better understand how their customers are using brick-and-mortar locations along with digital platforms.
- » **Sales Forecasting Development.** What are key drivers of success for your locations? How much do guests spend at locations? How frequently do they shop or visit? We help clients analyze their existing customer performance and build models to forecast performance at new locations, elevating decision-making from a gut-level discussion to one that is data driven.



288 Macalester Street  
Saint Paul, MN 55105  
www.lociconsult.com  
grant@lociconsult.com  
651-888-8464

### We specialize in helping:

- » Real estate developers and owners
- » Local governments
- » Economic/community development organizations
- » Industry associations
- » Retailers and restaurants



Jeff will serve as the Project Manager for this study. Jeff has more than twenty years of planning experience and has recently led several projects that have helped communities explore strategies for improving and expanding objectives related to housing and economic development. He has also led several zoning ordinance revision projects, many of which address barriers to housing development at the ordinance level. Jeff understands how to enact comprehensive plan direction in zoning ordinances, and he also brings an understanding of how regulatory tools can impact and guide a community's development environment.

He is valued by clients for his listening and communication skills, his thoughtful approach, and for the outstanding client service he provides. Jeff leverages his problem solving and critical thinking skills to address stakeholder concerns and identify appropriate planning solutions.

### Relevant Project Experience

- » Housing Study | Winona County, MN
- » Housing Study & Zoning Ordinance Revision | Grand Marais, MN
- » Housing and Planning Study | Northfield, MN
- » Unified Development Code Rewrite and Housing Study | Onalaska, WI
- » Comprehensive Plan 2045 and Unified Development Code Rewrite | Winona, MN
- » 2040 Community Plan - Housing Plan | Red Wing, MN
- » Zoning Ordinance Revisions and Housing Audit | St. Louis Park, MN
- » Rental Housing Ordinance Litigation Research | Winona, MN

## Jeff Miller

AICP

Associate

 612.720.8311

 jmillier@hkgi.com

**Years of Experience: 23**

### Education

Master of Planning, University of Minnesota  
B.A., Economics, St. Olaf College, Northfield, MN

### Registration

American Institute of Certified Planners,  
Certification #025995

### Awards

- 2022 MN APA Success Stories in Implementation Award - Woodbury Urban Village Master Plan
- 2019 MN APA Excellence in Community Engagement Award - Red Wing 2040 Community Plan
- 2017 MN APA Success Stories in Implementation Award - Chaska Downtown Master Plan
- 2017 MN APA Context in Planning Award - Eliot School Site Reuse Study - St. Louis Park, MN
- 2014 MN APA Planning in Context Award - Chaska Downtown Signage Design Guidelines



## Qualifications

Grant Martin has over 15 years' experience conducting market research studies and providing critical recommendations for real estate uses. An excellent communicator, Grant effectively drives strategy through a combination of deep market understanding and thorough data analysis. He has presented meaningful and actionable recommendations to CEOs and CFOs, corporate real estate committees, city councils and economic development boards, and industry associations. Grant understands that clients need tailored, cost-effective methodologies that drive true value for their organizations.

For over 10 years, Grant developed and led new store forecasting strategy, property portfolio optimization, and location-based analytics for Target Corporation. Most recently as Director of Regional Market Analysis, Grant and his team owned the geographic infrastructure and provided key data and market intelligence that continues to drive successful location strategy for the organization. His analytic team conducted location-based studies on sales, guest segmentation, competitive impacts, and other areas critical to success.

Grant also managed regional market planning teams for Target, directing retail market research in a wide variety of markets across the United States and Canada and overseeing market strategy, sales forecasts, and site opinions for new stores and re-investments. He developed methodology, forecasted new stores, and coordinated market review trips with C-Suite level executives. He frequently presented new store proposals and market strategy to Target's executive leadership team.

Prior to coming to Target, Grant was Director of Market Research at Clifton Larson Allen, where he consulted with senior living and healthcare clients, estimating demand and providing strategic recommendations. He also conducted a wide variety of research for real estate uses at Maxfield Research Inc., including studies for multifamily, single-family, office, industrial, hospitality and mixed-use projects.

Grant is a member of the International Council of Shopping Centers, where he is a member of the North American Research Group, the Minnesota Shopping Center Association, and the Minnesota Commercial Association of Realtors. He is a licensed real estate broker in Minnesota.

Grant lives in Saint Paul, Minnesota, with his wife and two daughters.



**Grant Martin**  
Principal and Founder

### Education

Master of Public Policy, Hubert H. Humphrey Institute, University of Minnesota, Minneapolis, Minnesota

Bachelor of Arts, Beloit College, Beloit, Wisconsin





Rita Trapp will serve as the Lead Planner for this project. In this role she will provide expertise related to zoning and regulatory tools analysis and strategy development.

Rita has twenty-plus years of experience, and for much of her career she has worked with planning regulations on a daily basis. She has provided day-to-day planning services for dozens of communities and has led several zoning ordinance revision or rewrite projects. She is also experienced at writing comprehensive plans and translating comprehensive plan direction into zoning ordinances, regulations, and policies.

Her insight into all phases of the planning process, from comprehensive planning to writing zoning ordinances and then applying those ordinances to real-world development applications, provides her with valuable insights into how zoning and regulations impact community development. This experience enables her to write effective ordinances that achieve the city's objectives while minimizing unintended outcomes.

### Relevant Project Experience

- » Housing Study | Onalaska, WI
- » Unified Development Code Rewrite | Onalaska, WI
- » Unified Development Code Rewrite and Comprehensive Plan | Winona, MN
- » Zoning Ordinance & Housing Audit | St. Louis Park, MN
- » Zoning Ordinance Rewrite | Johnston, IA
- » Comprehensive Plan and Zoning and Subdivision Ordinance Rewrite | Lindström, MN
- » Comprehensive Plan and Zoning Ordinance Revision | Maplewood, MN
- » Zoning and Subdivision Ordinance Revisions | Golden Valley, MN

## Rita Trapp

AICP

Associate

 rita@hkgi.com

**Years of Experience: 21**

### Education

B.S., Land Use Geography and Economics,  
University of Wisconsin-Eau Claire

### Registration

American Institute of Certified Planners -  
Cert. #021555

### Awards

2018 MN APA Excellence in Community  
Engagement Award - Chanhassen Parks and  
Recreation System Plan

2017 National APA President's Council  
Leadership Award

2009 ASLA-MN Honor Award for Planning  
and Research - Saint Paul Park and  
Recreation Vision Plan







Kevin will provide GIS and data collection expertise to this project and will compile an overview of the demographic and community factors that are impacting development in La Crosse.

Kevin is a community planner whose market data and analysis skills has enabled him to contribute valuable information for several of HKGi's economic development, and housing planning projects. His work ensures that planning initiatives and development concepts are based on solid projections and that the planning team can evaluate a range of potential options.

His engagement approach emphasizes listening and establishing a good relationship not only between consultant and stakeholder but also among stakeholders and organizations. His approach has been effective on several projects in which building consensus across interest groups is vital to a project's success.

### Relevant Project Experience

- » Housing and Planning Study | Northfield, MN
- » 2040 Community Plan - Housing Plan | Red Wing, MN
- » Rental Housing Ordinance Litigation Research | Winona, MN
- » Redevelopment Area Planning - Market Projections | Onalaska, WI
- » Shape Stearns 2040 Comprehensive Plan | Stearns County, MN
- » Comprehensive Plan | Byron, MN
- » Comprehensive Plan | St. Francis, MN
- » Comprehensive Plan | Ironwood, MI
- » Growth Area Planning | Hutchinson, MN

## Kevin Clarke

Planner and Urban Designer

 kevin@hkgi.com

**Years of Experience: 12**

### Education

Master of Landscape Architecture and  
Master of Urban and Regional Planning -  
University of Minnesota

B.A., Economics -  
Saint John's University

### Awards

2017 MN APA Success Stories in  
Implementation Award - Downtown Master  
Plan and Streetscape Design - Chaska, MN

2015 MI APA Daniel Burnham Award for a  
Comprehensive Plan - Comprehensive Plan  
for the City of Ironwood





Kendra will provide planning support for all aspects of this project. In this role she will assist with data collection, engagement, GIS mapping, formatting of the document, and other work plan tasks as needed. She is a multifaceted planner who is committed to facilitating and creating equitable and livable communities.

Kendra has provided planning support on a wide variety of projects while at HKGi. Her project portfolio includes downtown studies, parking studies, comprehensive plans, day-to-day planning, redevelopment planning, and housing studies. Prior to joining HKGi, Kendra served as a planner and GIS technician for the City of River Falls (WI) where she contributed to the City of River Falls Focus River Falls process as well as to updates of the city's Comprehensive Plan, Outdoor Recreation Plan, and Bike and Pedestrian Plan.

Her professional and academic experience has cultivated strong skills in policy research, data analysis and visualization, site plan and design work, and grant writing.

### Relevant Project Experience

- » Housing Study | Winona County, MN
- » Zoning Ordinance & Housing Audit | St. Louis Park, MN
- » Downtown Parking Study | Lakeville, MN
- » Towerside Innovation District Parking Study | Minneapolis, MN
- » Comprehensive Plan and Zoning Ordinance Revision | St. Michael, MN
- » Highway 10 Downtown Development Framework | Dilworth, MN
- » \*Focus River Falls | River Falls, WI
- » \*Comprehensive Plan | River Falls, WI

*Project completed for previous employer*

## Kendra Ellner

### Planner

 [kendra@hkgi.com](mailto:kendra@hkgi.com)

### Years of Experience: 2

### Education

Master of Science in Urban and Environmental Planning (Accelerated Program), Arizona State University

Bachelor of Science, Urban Planning, Arizona State University

### Accomplishments

Team Leader - 2021 ULI Hines Student Urban Design Competition and American Planning Association's Outstanding Planning Student Organization Runner-Up



# EXPERIENCE & REFERENCES

## RESIDENTIAL BUILDING TYPES

<b>ROWHOUSE, SMALL (2 to 4 units/lot)</b> 	<b>Lot Width Minimums</b> 18' 24'
<b>ROWHOUSE, LARGE (5 to 8 units/lot)</b> 	<b>Lot Width Minimums</b> 18' 24'
<b>MULTI-FLEX, LARGE (7 to 18 units/lot)</b> 	<b>Lot Width Minimums</b> 70' 80'
<b>COURTYARD APARTMENT (2 to 40 units/lot)</b> 	<b>Lot Width Minimums</b> 100' 120'
<b>LIVE/WORK (2 units/lot)</b> 	<b>Lot Width Minimums</b> 18' 24'
<b>MAIN STREET MIXED USE (1 to 8 units/lot)</b> 	



## Housing Study and Zoning Ordinance Revisions

Grand Marais, Minnesota - HKGi conducted a housing study to help the City of Grand Marais and its residents identify strategies to encourage a more diversified housing stock and led a subsequent zoning ordinance revision project to implement the study's findings and recommendations. For the study HKGi inventoried the City's current land use and housing regulations, researched housing best practices, and led two community workshops in which stakeholders shared ideas and concerns and helped brainstorm strategies and establish priorities for implementing the Housing Plan.

Following completion of the housing study, HKGi worked with the City to revise the Grand Marais zoning code to provide greater flexibility and more clear guidance for the development of new housing and a greater diversity of housing types to meet the city's unique seasonal and year-round housing needs. Recommended zoning revisions include reduction in minimum lot sizes; allowance for ADU's and other housing types in residential areas currently restricted to single-family homes only; new lot and building standards for each new housing type, and illustrations to make the code more user friendly to a broad scope of stakeholders.

## HIGHLIGHTS

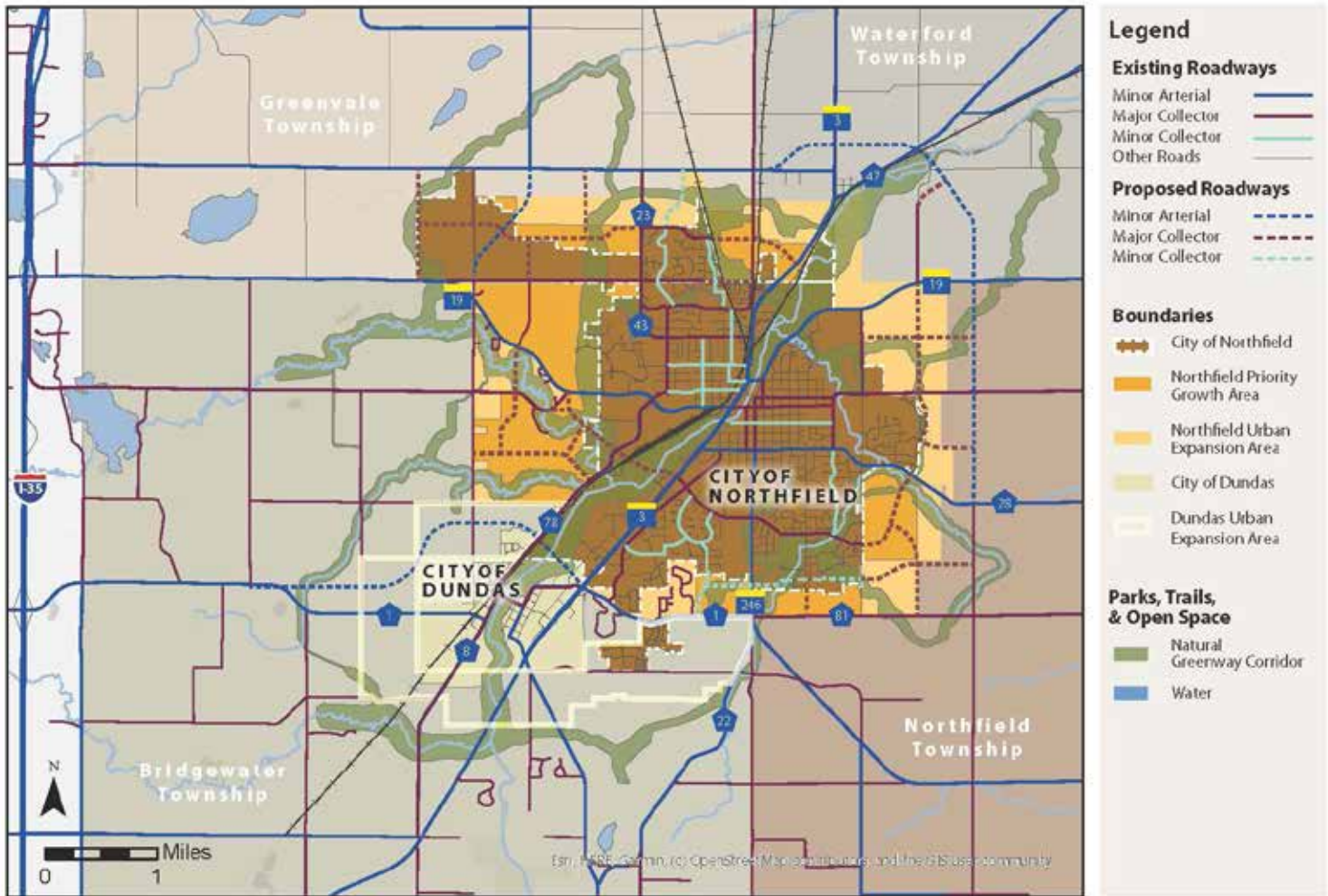
Establishment of new standards to ensure new housing types fit existing neighborhoods

Recommended changes to zoning ordinance include reduction in minimum lot sizes; allowance for other housing types; new lot and building standards for new housing types

## REFERENCE

Mike Roth, City Administrator  
 City of Grand Marais  
 218-387-1848  
[administrator@grandmarais.city](mailto:administrator@grandmarais.city)





**GROWTH CONTEXT MAP**

## Housing and Growth Studies

Northfield, Minnesota - HKGi recently conducted two studies for the City of Northfield. The growth study will assist the City with negotiations regarding regional growth and development issues. The study consisted of a review of existing planning guidance the preparation of demographic and development forecasts to analyze the City’s ability to accommodate development potential within its existing boundaries. The study also included an analysis of transportation and infrastructure systems and potential environmental issues.

HKGi also conducted a comprehensive housing study and needs analysis to help the City establish a full understanding of its housing needs. The study findings will be used to create strategies to grow and maintain Northfield’s affordable housing options. The study was informed by the Rice County housing analysis, and the final report included an inventory and analysis of Northfield’s existing housing stock, its demographic trends, and future housing demand and supply projections. HKGi compared the community’s existing housing types with current and projected population demographics in order to identify affordable housing gaps.

## HIGHLIGHTS

Rice County housing study was used as a data source

Housing study intended to assist City in implementation of one of its Comprehensive Plan goals

Data collection and analysis effort to project future development, especially in the area of workforce housing types

## REFERENCE

Ben Martig, City Administrator  
 City of Northfield, MN  
 507-645-3009  
[Ben.Martig@ci.northfield.mn.us](mailto:Ben.Martig@ci.northfield.mn.us)





## Housing Study & Unified Development Code Rewrite

**Onalaska, Wisconsin** - HKGi recently completed a Housing Study intended to help the City of Onalaska better understand its current housing context and recent trends. The study documents the City's current demographics and housing inventory and explores why the City has seen the type of housing construction it has experienced up to this point. HKGi also evaluated whether the City's existing housing inventory is meeting community needs. The study team and the City both recognize the opportunity to increase the number of people who both work and live in the City. The study will be used to inform the upcoming comprehensive planning process.

Some of the key findings included demographic shifts that suggest a growing interest in housing other than detached single family. The study also found that households on Onalaska are getting smaller. While the average size of new homes has not yet decreased significantly, the study found that the composition of building permits has changed from detached single family to twinhomes, townhomes and apartments, a trend that is expected to continue.

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### HIGHLIGHTS

In addition to a Housing Study, HKGi previously conducted a rewrite of the City's development code. Among the zoning changes were ordinances intended to facilitate the creation of more mixed-use development and new housing types

### REFERENCE

Katie Aspenson, City Planner  
City of Onalaska  
kaspenson@onalaskawi.gov  
608-781-9590





## Housing Study

Winona County, Minnesota - HKGi and LOCi Consulting are in the process of conducting a housing study for Winona County. The study report will be used to inform strategic decision-making by the County to address future housing and economic development initiatives. The study will also provide a foundation for the 2024 Comprehensive Plan update.

The study team is conducting a non-traditional housing study that incorporates a housing inventory, projections, and needs analysis—a more traditional housing market survey and analysis—along with an analysis of barriers to housing development. The study team will also identify potential opportunities to mitigate or eliminate those barriers, and will draft a series of recommendations for policy or regulatory revisions and other programs or incentives to facilitate new development that meets the county’s housing needs.

The study consists of five phases. The first three phases involve demographic and market data collection and analysis. Those phases are nearly complete and the study team is proceeding to phases 4 and 5, which address barriers, challenges, opportunities, and recommendations.

## HIGHLIGHTS

Non-traditional housing study combining data collection and analysis with regulatory and planning tools analysis

## REFERENCE

Lew Overhaug, Planner  
Winona County  
507-457-6336  
loverhaug@co.winona.mn.us





### Open Space

1. Yards and open spaces provide an opportunity for outdoor "active" areas.
2. Seating, shade, art, and events are encouraged within open spaces, especially along the street frontage.
3. Cafe seating and open transitions from indoor uses are also encouraged.



### Transportation & Parking

1. Properties should prioritize pedestrians, transit users, and bicyclists in their site design, and placement of buildings and entrances.
2. Existing buildings that update uses will not require additional off-street parking, however, additions/expansions to buildings may trigger additional parking requirements.
3. New off-street parking areas should not be located between the building and the street, and driveway access should be off of secondary streets, when available.



## Zoning Ordinance and Housing Audit

St. Louis Park, Minnesota - HKGi's work on the 2040 Comprehensive Plan Update for the City of St. Louis Park addressed several new initiatives and directions such as resiliency planning; addressing the need for affordable housing; and redevelopment of several key areas. HKGi has subsequently assisted the City with implementation initiatives including developing zoning ordinances and regulatory tools related to housing, mixed use, and transit-supportive development in several focus areas in the city. This effort has included creating the City's first accessory dwelling unit (ADU) to encourage the creation of new and affordable housing types.

HKGi recently conducted more detailed zoning and housing audits to help City staff and leadership explore potential new ordinance approaches, understand current development contexts related to housing, and identify potential housing-related strategies for further exploration. Findings from the audit indicate that the zoning code contains multiple barriers to the development of a range of housing types, is long and lacks flexibility, and will make it difficult to achieve the City's development goals. The audit team identified key recommendations to help the City address these regulatory issues.

### HIGHLIGHTS

Zoning and Housing Audits to aid in identifying community gaps/needs

Zoning revisions to allow auxiliary dwelling units (ADUs)

Initiatives address topics such as housing, sustainability & connectivity

### REFERENCE

Sean Walther, Planning Supervisor  
City of St. Louis Park  
952-924-2574  
swalther@stlouispark.org

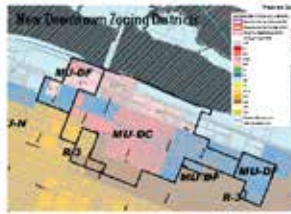


## ZONING DISTRICTS

The proposed zoning map divides the city into 15 base districts and five overlay districts, including three new mixed-use districts described in further detail below. Allowable uses and dimensional standards are established for each zoning district to ensure compatibility between various uses throughout the city. Improvements and changes to zoning district uses and dimensional standards are outlined below.

### DOWNTOWN MIXED USE DISTRICTS

The City's 2007 Comprehensive Plan identified the need for downtown zoning changes by establishing new Downtown Mixed Use and Downtown Fringe land use areas. These land use plan boundaries, as well as the existing land use pattern, were used as a foundation for the establishment of the proposed boundaries for the Mixed Use - Downtown Core (MU-DC) and Mixed Use - Downtown Fringe (MU-DF) districts. The map to the right shows the boundaries of the new districts. The purpose of both districts is to have a mix of commercial, public, institutional, and residential uses. The Downtown Core district is intended to have higher densities, while the Downtown Fringe district would have lower densities and serve as a transition to the adjacent residential neighborhoods.



Winona's current Zoning Code defines the boundaries of the Downtown/Central Business District in multiple ways to address permitted uses, lot areas, first floor residential, parking and sign regulations. Multiple zoning district boundaries cause inconsistencies, confusion, and negative perceptions. This issue has been addressed through the creation of two new mixed-use districts for downtown.

### NEIGHBORHOOD MIXED USE DISTRICTS

As directed by the City's 2007 Comprehensive Plan, the UDC project explored the development of a new mixed-use district for small commercial nodes outside of downtown and directly adjacent to residential neighborhoods. The new Mixed Use Neighborhood Center (MUN) zoning district is proposed for three (3) existing neighborhood centers shown below: West 5th Street, Elmwood Street, and Monksite Avenue.



The new 10 and 15e Neighborhood Center district will provide flexibility in the mix and design of uses so as to support the mix of buildings that better reflects modern development.

#### Uses Table Format

Use Type	10	15	15e	15f	15g	15h	15i	15j	15k	15l	15m	15n	15o	15p	15q	15r	15s	15t	15u	15v	15w	15x	15y	15z	
Accessory																									
Office																									
Professional																									
Residential																									
Single-Family Detached																									
Single-Family Attached																									
Multi-Family																									
Commercial																									
Industrial																									
Public																									
Community																									
Recreational																									
Other																									

#### Dimensional Tables Format

Zoning District	Use Types	Lot Area Minimum per 7 units (sq. ft.)	Lot Frontage Minimum (ft.)
10	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	10,000	100
15	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15e	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15f	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15g	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15h	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15i	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15j	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15k	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15l	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15m	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15n	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15o	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15p	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15q	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15r	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15s	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15t	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15u	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15v	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15w	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15x	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15y	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150
15z	Office, Professional, Retail, Restaurant, Bar, Food Service, Amusement, Entertainment, Community, Recreation, Public, Other	15,000	150

### ZONING DISTRICT USES TABLE & USE SPECIFIC STANDARDS

- Users will now be consolidated into two tables - one for principal uses and one for accessory uses (Sec. 43.02.22)
- Uses will be identified as permitted, permitted with standards, or conditional
- Use Specific Standards (Article 3, Division 1)
  - Standards that only apply to a specific use are all organized in one section of the UDC, for example bed and breakfasts, gas stations, manufacturing, etc.
  - Use specific standards are referenced in the Uses Table

In the old Zoning Code, uses were organized cumulatively so you needed to look in multiple zoning district sections to determine if a use was allowed in a particular zoning district.

### DIMENSIONAL TABLES

#### Lot Dimensions Table

- Minimized for lot areas and lot frontage
- Requirements for new uses like attached townhouse
- Mixed-use districts do not have minimum lot requirements
- Residential uses in Business Districts have same standards as in the R-3 District

#### Site Dimensions Table

- Minimums for front yard, side yard and rear yard setbacks
- Maximums for heights for principal and accessory structures

To make the requirements easier to understand and ensure all types of uses proposed have proper standard requirements.

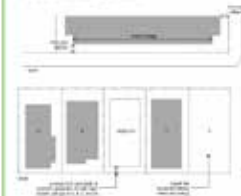
### BUILDING FAÇADE STANDARDS

- Façade horizontal articulation/divisions
- Façade vertical articulation/divisions
- Façade transparency
- Façade materials
- Building entries



### BUILDING SITING STANDARDS

- Building placement (front and setback)
- Building street frontage
- Off-street parking location



### BUILDING HEIGHT STANDARDS

- Building height / upper floor setback
- Ground story height



## Unified Development Code Rewrite & Comprehensive Plan

Winona, Minnesota - HKGi conducted a review and rewrite of the City of Winona's subdivision code, zoning code and map, and site plan ordinance to modernize the code in accordance with the City's most recent comprehensive plan. The City's ordinance was dated, so HKGi worked with City staff over the course of the two year project to combine the different components into a modern Unified Development Code.

The client's goals included modernizing the code; incorporation of form-based and design standard strategies for downtown Winona; inclusion of graphics to facilitate a better understanding of code requirements; establishment of mixed-use zoning districts and regulations; and consideration of Winona's natural setting and greenfield development.

HKGi responded with a reorganized, more user-friendly hybrid code featuring an executive summary to highlight code changes and features.

HKGi was subsequently retained to update the City's Comprehensive Plan. That project is in its final phases and will provide planning direction to help Winona reach a variety of community development goals.

## HIGHLIGHTS

Uses a graphics-based approach to illustrate and demonstrate a variety of topics such as building design and site standards.

The executive summary provides a user-friendly tool to communicate key topics and revisions to the general public, developers, and city leaders.

## REFERENCE

Carlos Espinosa, City Planner  
City of Winona  
cespinosa@ci.winona.mn.us  
507-457-8250





## **LOCi Consulting Relevant Experience**

### **Comprehensive Housing Needs Analysis, East Range Joint Powers Board – 2023**

Minnesota's Iron Range region is seeing a long transformation from an area dominated by heavy mining to a region with specialized industry and tourism opportunities. Overall, the population is not growing. However, shifts within the population and an aging housing stock are creating demands for new types of housing to support the residents in the region. LOCi Consulting LLC was engaged by the East Range Joint Powers Board to conduct a comprehensive housing needs analysis for the communities of Aurora, Biwabik, Hoyt Lakes, and White Township. We are completing a detailed demographic and economic analysis for the area, inventorying housing within the jurisdiction of the Joint Powers Board along with competitive properties in Eveleth, Mountain Iron, and Virginia, and conducting interviews with Realtors, homebuilders, property managers, and city officials. We will be providing forecasts for housing demand for single family, rental, affordable housing, senior, and special needs populations. We will be presenting results and recommendations to the board in January 2023.

### **Comprehensive Housing Needs Analysis, Cook County, Minnesota – 2022**

With its remote location in far northeastern Minnesota, Cook County faces unique housing challenges. A popular vacation and second home destination, over half of its single-family housing stock is classified as seasonal vacation property. The area has seen an increase in interest from buyers outside of the county who can work remotely in the area, pushing up pricing for all single-family homes. And employers say that a lack of workforce housing is making it difficult to attract and retain workers from outside the region. LOCi Consulting LLC was engaged by the Cook County/Grand Marais Joint Economic Development Authority to conduct a comprehensive housing needs analysis for the county. We conducted a detailed economic and demographic analysis, looking at both existing data and projections, inventoried existing housing and new developments marketing in the area, and interviewed local sources familiar with housing trends and developments. LOCi Consulting provided forecast demand for single-family, rental housing, affordable housing, senior housing, and special needs housing, along with recommendations on ways to incentivize development in the region.

**Reference:** Beth Drost, Executive Director, Cook County/Grand Marais Joint Economic Development Authority, 218-387-3112, [director@prosperitynorth.com](mailto:director@prosperitynorth.com)

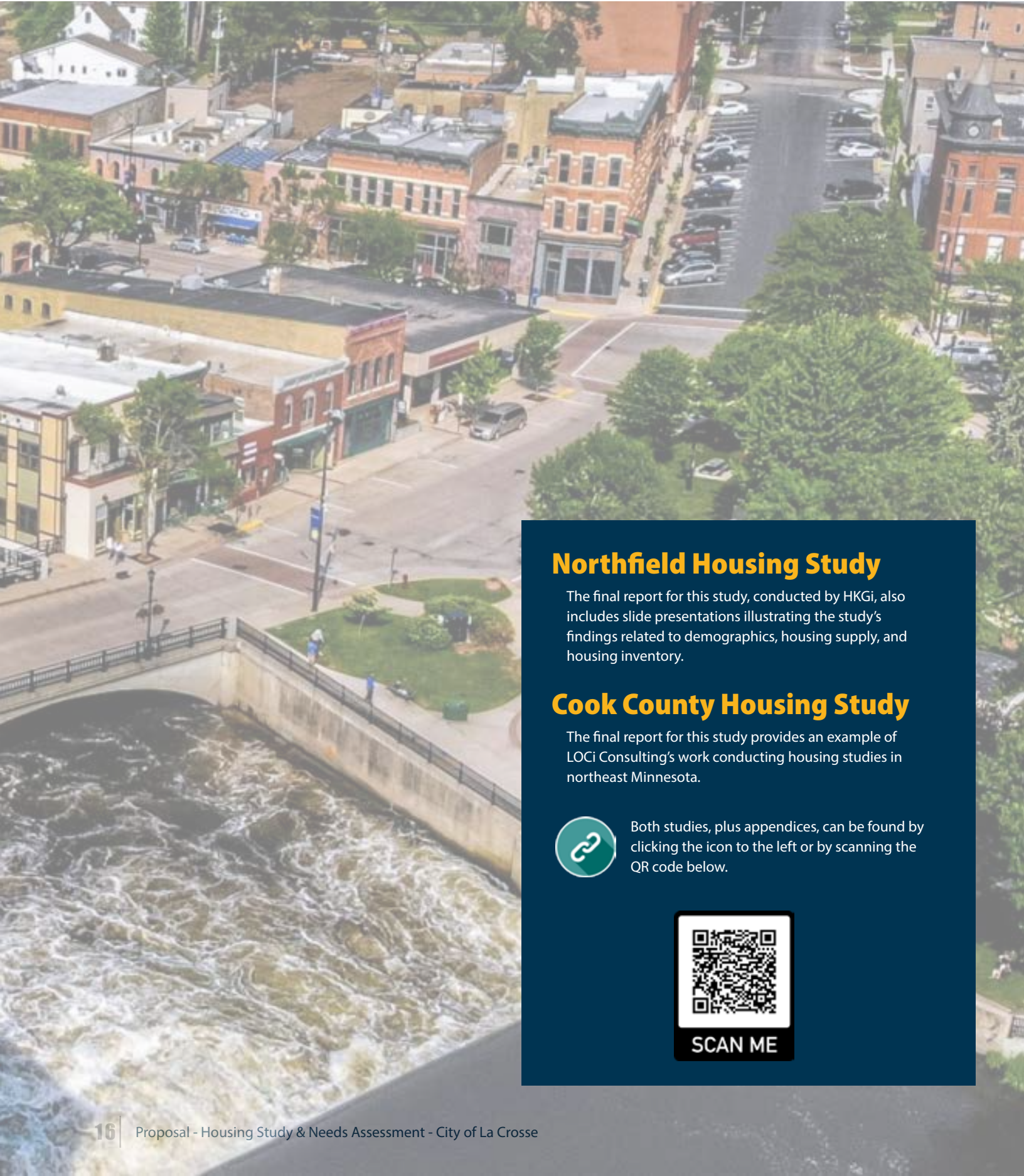
### **Housing Needs Analysis for Winneshiek County, IA – 2021**

Winneshiek County—home to the city of Decorah and Luther College—is a popular vacation destination in the Driftless Area of northeastern Iowa. Visitors are attracted to its rolling hills, quaint downtowns, and outdoor recreational opportunities like biking, hiking, and kayaking. Home prices and rents in the area have been affordable for the majority of the population in the county. However, communities in the county have older housing stock and apartment buildings that are becoming less desirable and may be hindering the county's ability to attract and retain working families and professionals. And higher construction costs and labor shortages have meant it has been challenging to build new projects. LOCi Consulting LLC was engaged by Winneshiek County Tourism and Development to conduct a needs assessment for single-family, rental housing, and affordable housing, focusing on the five largest communities in the county. We provided a detailed demographic and economic analysis, inventoried and surveyed properties in the community, and provided demand estimates and recommendations. We also interviewed Realtors and homebuilders in the county, and affordable housing developers who do work across the state of Iowa.

**Reference:** Bruce Allen Kopytek, Chief Architect, Contour Companies, (586) 944-6715, [bruce@contourcompanies.com](mailto:bruce@contourcompanies.com); Relevant experience: Retail market analysis for suburban mall redevelopment in Detroit, 2021

**Additional Reference:** Lori Bonin, President and General Partner, REVocity Community Real Estate Funds, Rebound Real Estate, 612-237-0316 cell, [lbonin@reboundenterprises.com](mailto:lbonin@reboundenterprises.com); Relevant experience: Market prioritization project for community funds, 2020

# WORK SAMPLES



## Northfield Housing Study

The final report for this study, conducted by HKGi, also includes slide presentations illustrating the study's findings related to demographics, housing supply, and housing inventory.

## Cook County Housing Study

The final report for this study provides an example of LOCi Consulting's work conducting housing studies in northeast Minnesota.



Both studies, plus appendices, can be found by clicking the icon to the left or by scanning the QR code below.



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# PROJECT APPROACH



## HKGi/LOCi Consulting Team Approach

Our team's approach to preparing La Crosse's housing study and needs assessment is focused on achieving a comprehensive and organized report that highlights key housing gaps, needs, barriers, and opportunities. Our report will provide the required analyses identified in the RFP, including demographic/economic trends and projections, city's housing stock and market, market rate housing, affordable housing, special needs housing, changing housing preferences, zoning/policy barriers, suitable development land barriers, and funding options. Since the City is currently updating its comprehensive plan, we anticipate the need to coordinate the housing study process with any relevant information and guidance in the updated comprehensive plan, particularly the Land Use and Housing chapters.

HKGi's experience with housing analysis is unique from that of traditional housing/market analysis firms. As a result of HKGi's extensive comprehensive planning experience, we bring expertise in all aspects of planning to address a community's housing issues and needs. Our housing analysis experience includes assembling inventories of existing housing stock, identifying housing gaps/mismatches, planning for future housing needs, establishing land use guidance related to housing, exploring potential housing types (e.g. Missing

Middle Housing), and evaluating zoning code barriers to housing development. In addition to planning for a community's housing needs, HKGi brings experience with housing implementation strategies, such as updating zoning and subdivision regulations, preparing residential/mixed use site and building design guidelines, developing district and site master plans, exploring potential housing programs/partnerships, and identifying housing financing tools.

Based on the findings of a multi-pronged housing analysis, HKGi will recommend housing demand projections and strategies to achieve the identified housing needs and overcome identified housing barriers. We will utilize background information and data, including U.S. Census, American Community Survey (ACS), WI State Demographics Service Center, ESRI, OnTheMap, County, and City.

We have organized the numerous housing analyses specified in the City's RFP into the following six tasks and sub-tasks:

## Task 1 - General Demographic and Economic Data and Trends

- 1.1 Define market area for housing in the community.
- 1.2 Provide maps of market area.
- 1.3 Gather and summarize key demographic data for the market area:
  - Total population and number of households, 2023 and 2028 (data for 2023 are estimated and data for 2028 are forecasted)
  - Age by gender, 2023
  - Income by age of householder, 2023 and 2028
  - Homeownership by age of householder, 2010
  - Median home value, 2023
  - Daytime population, 2023
  - County employment estimates, 2020
  - Unemployment rate
  - Employment by industry
  - Major employers
  - Turnover as shown by move-in year for rental households, 2020
  - Cost burdened households, 2020
  - Affordable housing income requirements for the county
- 1.4 Provide population and household projections for the next 10 and 15 years in the city of La Crosse, based on the most current projections available from the Wisconsin Department of Administration. (Forecasts may be adjusted based on more current population and household estimates.)
- 1.5 Provide thematic maps showing demographic and economic data.
- 1.6 Discuss how population trends over time will impact the demand for different types of housing.
- 1.7 Discuss how evolving economic conditions will impact demand for different types of housing—broadband access, transportation changes, work-from-home trends, etc.

## Task 2 - Housing Market Analysis

- 2.1 Gather data from county records on existing uses:
  - Number of parcels and acreage of property by use (residential, commercial, etc.)
  - Number of parcels and acreage of residential property that is homesteaded and non-homesteaded
- 2.2 Gather data on building permits issued between 2016 and 2022:
  - New construction permits, single family and multifamily
  - Remodel or rehab permits, if available
- 2.3 Gather and summarize housing data from American Community Survey for the market area:
  - Age of housing stock, 2020
  - Quality of housing stock, 2020
- 2.4 Profile recent land sales in the market area. Collect data of prices and sizes.
- 2.5 Gather and summarize data on single-family home sales in the market area.
- 2.6 Profile newer for-sale single-family home, townhome, or condominium developments in or near the market area. Collect data on prices, unit sizes, occupancy, and features and amenities.
- 2.7 Profile newer general-occupancy and affordable multifamily developments (with four or more units) in or near the market area. Collect data on rents, unit sizes, occupancy, and features and amenities.
- 2.8 Profile newer independent living, assisted living, or memory care assisted living developments in or near the market area. Collect data on rents, services, unit sizes, occupancy, and features and amenities.

- 2.9 Profile housing for special need communities, including housing for residents with disabilities, housing with support services to address homelessness, or shelters serving homeless individuals or families.
- 2.10 Interview up to four sources familiar with the local housing market (real estate agents, property managers, developers, owners, etc.)
- 2.11 Interview up to three sources familiar with housing for special need populations.
- 2.12 Interview city and county officials to gather data of planned and pending units of housing.

### Task 3 - Stakeholder Engagement

- 3.1 Conduct regular meetings with the staff working group throughout the project process. We anticipate that the staff working group will include Community Development & Housing staff and potentially Planning, Development & Assessment staff.
- 3.2 Interviews or focus groups could include social service organizations, housing related non-profit organizations, real estate agents, developers, neighborhood associations.
- 3.3 Meeting(s) with City Council and commissions/boards, such as the City Plan Commission, Neighborhood Revitalization Commission, City Housing Authority to present information and get input early in the process.
- 3.4 Facilitate a community survey online to gather residents' preferences and concerns related to the range of housing types that could be developed to meet the city's housing needs.

### Task 4 - Housing Needs Indicators and Recommendations

- 4.1 Provide forecasts of demand for housing in the market area between 2023 and 2028 for:
  - Owner-occupied single family and multifamily housing
  - General-occupancy rental housing
  - Affordable rental housing
  - Independent living senior housing (both with services and without services)
  - Assisted living senior housing
  - Memory care senior housing
  - Affordable senior housing
- 4.2 Provide discussion of housing to serve populations with special needs.
- 4.3 Provide discussion and forecasts about housing needs beyond 2028.
- 4.4 Provide conclusions and recommendations.



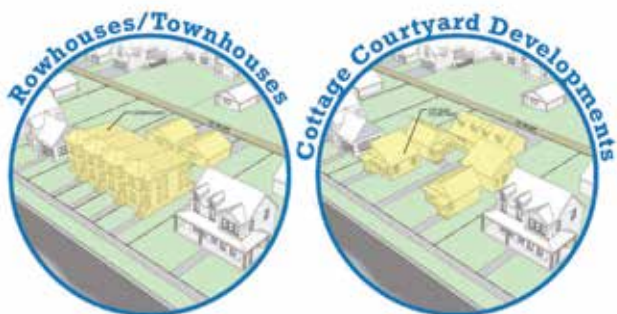
*This study will forecast housing market demand for a variety of housing types.*

## Task 5 - Analysis of Other Barriers to Housing Development

- 5.1 Review and evaluation of the city's existing plans and policies related to housing development, including the future land use map.
- 5.2 Review and evaluation of the city's existing zoning ordinances related to housing development, including the zoning map.
- 5.3 Analyze housing gaps, unmet needs, and barriers for developing the desired growth and mix of housing options, including Missing Middle Housing. How demographic changes will influence households' demands for housing types, costs, locations, and amenities.
- 5.4 Conduct a land suitability assessment to identify potential sites for development of additional housing options.
- 5.5 Identify potential funding/financial strategies for supporting the identified housing needs.

## Task 6 - Public Presentations and Report

- 6.1 Prepare final report that compiles findings and recommendations for addressing the city's housing needs and encouraging private investment in housing options.
- 6.2 Two presentations to the City Council and commissions/boards, such as the City Plan Commission, Neighborhood Revitalization Commission, City Housing Authority.

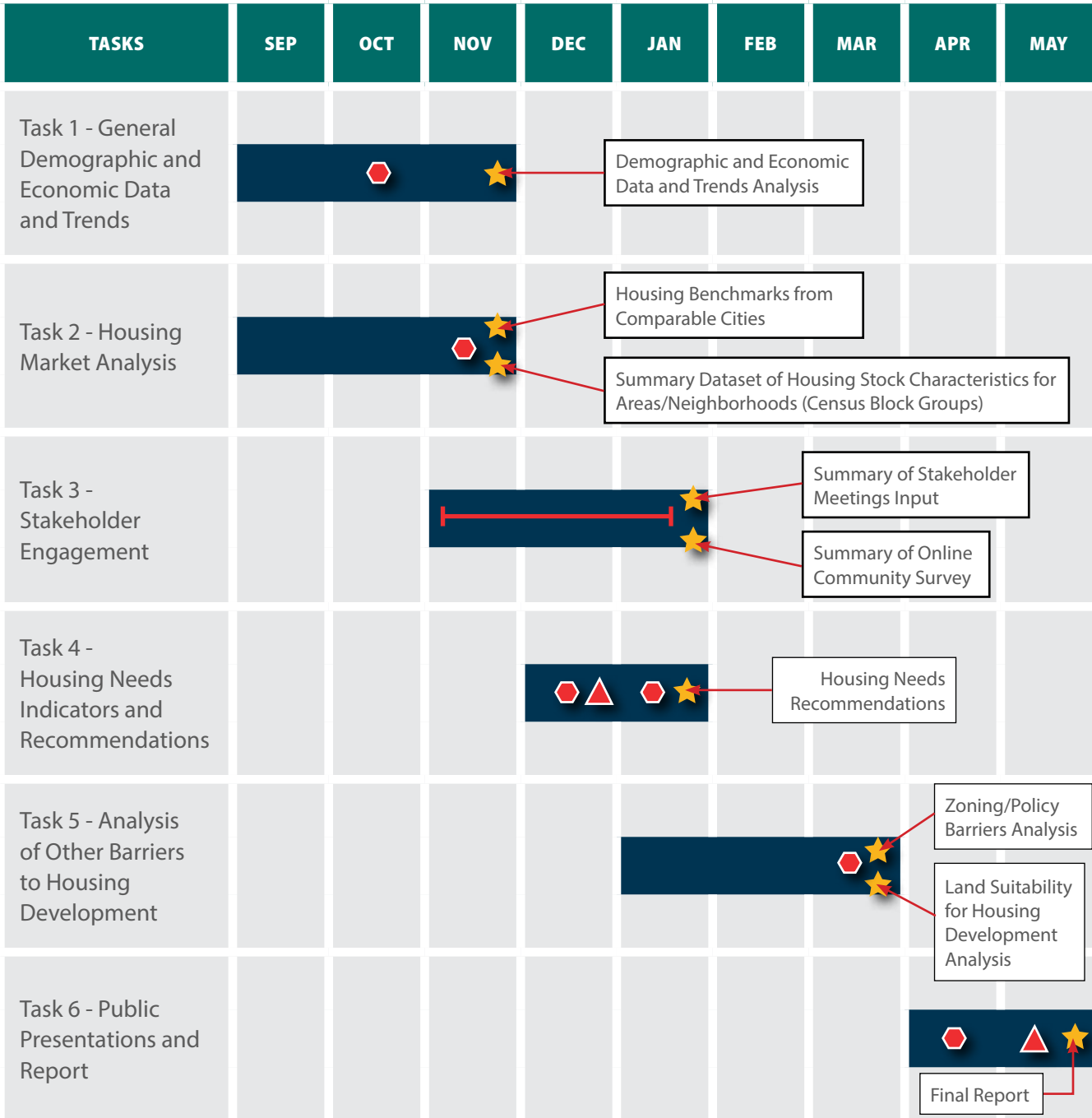


*This process will identify ways to facilitate the development of an appropriate mix of housing for the variety of contexts in La Crosse.*






# TIMELINE

The schedule below outlines the timeframe anticipated to conduct the work plan presented on the previous pages. If selected to conduct this project one of our first tasks will be to work with City staff to confirm the scope and schedule and identify a detailed timeline to achieve project milestones.



## Meetings

-  Staff Meeting
-  Stakeholder Meetings
-  Council/Commissions Meetings

# PROJECT BUDGET

The table below contains the HKGi team’s proposed per task fee to conduct the work plan outlined earlier in this proposal.

TASK	FEE
Task 1 - General Demographic and Economic Data and Trends	\$7,000
Task 2 - Housing Market Analysis	\$9,000
Task 3 - Stakeholder Engagement	\$11,000
Task 4 - Housing Needs Indicators and Recommendations	\$9,000
Task 5 - Analysis of Other Barriers to Housing Development	\$22,000
Task 6 - Public Presentations and Report	\$14,000
Subtotal Fees	\$72,000
Reimbursable Expenses	\$3,000
Total Budget	\$75,000





**CREATING  
PLACES  
THAT  
ENRICH  
PEOPLE'S  
LIVES**

