



# *City of Monona* Comprehensive Plan *2016-2036*



Adopted April 4, 2016



**Ordinance No. 3-16-677**  
**Monona Common Council**

**AN ORDINANCE AMENDING THE COMPREHENSIVE PLAN**

**WHEREAS**, pursuant to section 62.23(2) and (3) of the Wisconsin Statutes, the City of Monona, is authorized to prepare and adopt a comprehensive plan as defined in section 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and,

**WHEREAS**, the Common Council adopted a Comprehensive Plan in 2004, entitled "Comprehensive Plan: Looking to the Future 2004-2024 of the City of Monona," and said plan has since been in effect; and,

**WHEREAS**, Section 66.1001(4), Wisconsin Statutes establishes the required procedure for a local government to update a Comprehensive Plan once it has been initially adopted; and,

**WHEREAS**, in 2014, the City staff prepared an updated comprehensive plan based on a public process to update its comprehensive plan, guided by a public participation strategy and procedures adopted by the Common Council on January 21, 2014 via Resolution 14-1-1952; and,

**WHEREAS**, on January 25, 2016 the Plan Commission of the City of Monona, held a public hearing on the updated plan and by a majority vote of the entire commission recorded in its official minutes, adopted a resolution recommending to the Common Council the adoption of the document entitled "City of Monona Comprehensive Plan, 2016-2036," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes; and,

**WHEREAS**, the Common Council held its own public hearing on the updated plan on March 21, 2016, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes, considered the public input made and the recommendations of the Plan Commission.

**NOW, THEREFORE**, the Common Council of the City of Monona, Dane County, Wisconsin, do ordain as follows:

**SECTION 1.** The Common Council of the City of Monona, Wisconsin, does hereby adopt the document entitled, "City of Monona Comprehensive Plan, 2016-2036," as the comprehensive plan of the City of Monona, replacing the City's 2004 Comprehensive Plan, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

**SECTION 2.** This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication as required by law.

Adopted this 4<sup>th</sup> day of April, 2016.

BY ORDER OF THE CITY COUNCIL  
CITY OF MONONA, WISCONSIN

  
~~Robert E. Miller~~  
Mayor (Acting)

ATTEST:

  
Joan Andrusz  
City Clerk

Requested By: Plan Commission – 1/25/16  
Drafted By: Sonja Reichertz, City Planner – 12/22/15  
Approved As To Form By: William S. Cole, City Attorney – 12/23/15

Council Action:

Date Introduced: 3-21-16  
Date Approved: 4-4-16  
Date Disapproved: \_\_\_\_\_

Resolution No. 1-25-16

**A RESOLUTION RECOMMENDING THE ADOPTION OF THE CITY OF MONONA  
COMPREHENSIVE PLAN**

**WHEREAS**, section 62.23 of the Wisconsin Statutes authorizes the City to adopt a Comprehensive Plan for the general purpose of guiding and accomplishing coordinated, adjusted, and harmonious development of the City, which will, in accordance with existing and future needs, best promote public health, safety, morals, order, convenience, prosperity or the general welfare, as well as efficiency and economy in the process of development; and

**WHEREAS**, the Common Council adopted a Comprehensive Plan in 2004, entitled "Comprehensive Plan: Looking to the Future 2004-2024 of the City of Monona," and said plan has since been in effect; and

**WHEREAS**, the Comprehensive Plan has been updated by City staff, Committees and the Plan Commission in accordance with the requirements and elements of section 66.1001 of the Wisconsin Statutes; and

**WHEREAS**, the Comprehensive Plan contains data, maps, goals, and objectives for the elements required in section 66.1001 of the Wisconsin Statutes, including issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural and cultural resources, economic development, intergovernmental cooperation, land use and implementation; and

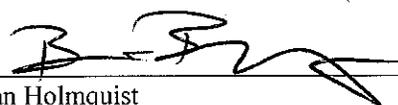
**WHEREAS**, the Comprehensive Plan has been reviewed and recommended for approval by the Plan Commission;

**NOW, THEREFORE, BE IT RESOLVED**, that the City of Monona Plan Commission hereby approves, and recommends to the Common Council that the Comprehensive Plan dated January 25, 2016 and entitled "City of Monona Comprehensive Plan: 2016-2036," be adopted by the City Council pursuant to sections 62.23 and 66.1001(4) of the Wisconsin Statutes, as the Comprehensive Plan of the City of Monona, replacing the City's 2004 Comprehensive Plan.

Adopted this 25 day of January, 2016.

BY ORDER OF THE PLAN COMMISSION  
CITY OF MONONA, WISCONSIN

  
\_\_\_\_\_  
James Busse  
Co-Chairman

  
\_\_\_\_\_  
Brian Holmquist  
Co-Chairman

Requested By: Plan Commission – 1/25/16

Drafted By: Sonja Reichertz, City Planner – 12/22/15

Approved As To Form By: William S. Cole, City Attorney – 12/23/15

# ACKNOWLEDGEMENTS



## **City Council**

Mayor Robert Miller  
James Busse  
Brian Holmquist  
Kathryn Thomas  
Douglas Wood  
Mary O'Connor  
Chad Speight

## **Plan Commission**

James Busse, Chair  
Brian Holmquist, Co-Chair  
Sharon Devenish  
Griffin Dorschel  
Chris Homburg  
Dale Ganser  
Dennis Kugle  
Robert Stein

## **Principal Authors**

Sonja Reichertz, City Planner & Economic Development Director  
Tzu-Hsuan (Diana) Chung, 2015 Intern  
Ryan Krzos, 2014 Intern

## **City Staff**

April Little, City Administrator  
Patrick Marsh, Former City Administrator  
Joan Andrusz, City Clerk  
Leah Kimmell, Director of Administrative Services  
Marc Houtakker, Finance Director  
Dan Stephany, Public Works Director  
Walter Ostrenga, Police Chief  
Scott Sullivan, Fire Chief  
Jacob Anderson, Parks & Recreation Director  
Diane Mikelbank, Senior Center Director  
William Cole, City Attorney  
Will Nimmow, Community Media Director  
Brad Bruun, Project Manager/GIS Specialist  
Shannon Haydin, Former Project Manager/GIS Specialist  
Sonja Reichertz, City Planner & Economic Development Director

Thank you to all the city committees, residents, and business owners that participated in the development of the comprehensive plan. The input provided by those who participated has been incorporated into the plan and will serve as a guide for future development of the city.



# TABLE OF CONTENTS



Acknowledgments

## Introduction

Purpose of this Plan.....	i-2
Planning Process .....	i-2
General Regional Context.....	i-3
Vision.....	i-3
Overall Goals, Objectives, Policies, and Programs.....	i-4

## Element 1: Issues and Opportunities

1.1 Population Characteristics and Forecasts .....	1-1
1.2 Household Characteristics and Forecasts .....	1-3
1.3 Educational Attainment Levels.....	1-6
1.4 Employment Characteristics and Forecasts .....	1-6
1.5 Overall Issues and Opportunities .....	1-8

## Element 2: Housing

2.1 Existing Housing Stock.....	2-3
2.2 Projected Housing Needs.....	2-8
2.3 Housing Resources and Programs.....	2-9
2.4 Housing Mix Strategies.....	2-11
2.5 Goals, Objectives, and Policies .....	2-12
Residential Map	

## Element 3: Transportation

3.1 Existing Transportation System.....	3-1
3.2 County, State, and Regional Transportation Plans .....	3-4
3.3 Goals, Objectives, and Policies.....	3-5
Bike Routes Map	

## Element 4: Utilities and Community Facilities

4.1 Utilities .....	4-1
4.2 Community Facilities.....	4-5
4.3 Goals, Objectives, and Policies .....	4-10
Community Facilities Map	
City Center Map	

## Element 5: Agricultural, Natural, and Cultural Resources

5.1 Natural Resources .....	5-1
5.2 Cultural Resources .....	5-4
5.3 Goals, Objectives, and Policies .....	5-7

- Parks Map
- Steep Slopes Map
- Soils Map
- Wetlands Map

## Element 6: Economic Development

6.1 Commercial Development History .....	6-1
6.2 Economic Base .....	6-3
6.3 Environmentally Contaminated Areas.....	6-7
6.4 Industry and Business Attraction.....	6-8
6.5 Economic Development Efforts and Programs.....	6-9
6.6 State and Federal Programs.....	6-10
6.7 Goals, Objectives, and Policies .....	6-11
Redevelopment Area Map	
Tax Incremental Finance Districts Map	

## Element 7: Intergovernmental Cooperation

7.1 Municipal Cooperation.....	7-1
7.2 Monona Grove School District.....	7-2
7.3 Madison Metropolitan Sewerage District.....	7-3
7.4 Dane County.....	7-3
7.5 Madison Area Regional Economic Partnership.....	7-3
7.6 Madison Metropolitan Planning Organization .....	7-3
7.7 Capital Area Regional Planning Commission.....	7-3
7.8 State of Wisconsin .....	7-3
7.9 Goals Objectives Policies and Programs.....	7-4
Regional Map	

## Element 8: Land Use

8.1 Land Use Inventory.....	8-1
8.2 Existing Tools and Regulations.....	8-4
8.3 Land Use Conflicts .....	8-6
8.4 Land Use Trends.....	8-6
8.5 Supply, Demand, and Price of Land .....	8-9
8.6 Redevelopment Opportunities .....	8-10
8.7 Land Use & Sustainability .....	8-12
8.8 Goals, Objectives, and Policies .....	8-12
Existing Land Use Map	
Future Land Use Map	
Zoning Map	

## Element 9: Implementation

9.1 Plan Adoption .....	9-1
9.2 Plan Monitoring.....	9-1
9.3 Plan Administration.....	9-2
9.4 Plan Amendments.....	9-2
9.5 Plan Updates.....	9-2
9.6 Consistency between Plan Elements & Regulations.....	9-2
9.7 Action Plan.....	9-3

## Appendices

Appendix A – Inventory of Monona Plans.....	10-1
Appendix B – Procedures for Public Participation.....	10-4
Appendix C – City of Monona Committees .....	10-5
Appendix D – Community Survey .....	10-6
Appendix E – Sustainability.....	10-13

# INTRODUCTION



The City of Monona is a community with a population of 7,833 residents (2015 WI Department of Administration). Monona is located on the east shore of Lake Monona and on the east side of the Madison metropolitan area in Dane County, Wisconsin. The city is bound on all sides by Lake Monona, the Wetland Conservancy Area, and the City of Madison which limits any future expansion through annexation.

Monona grew quickly throughout the 1950s and 1960s. The city has since focused on infill development and redevelopment. Future growth will continue to occur through orderly, sustainable, and quality redevelopment.

Within Monona, residents enjoy many natural features and amenities, including miles of waterfront property, quality parks and open spaces, a full range of excellent public services and schools, housing types and prosperous business districts. The city provides a highly desirable small town character and sense of community while offering easy access to the expansive cultural, recreational and commercial services of the greater metropolitan urban area.

The city's Comprehensive Plan is a long-range policy and planning guide for future growth, development, and land use to ensure the continued success of Monona's economy and the maintenance of its quality of life in the next twenty years. The Plan acts as an umbrella document, coordinating other land use policies, tools, and regulations in the city. Throughout the Plan, issues and opportunities, goals, objectives, and policies are identified in specific elements including:

1. Issues and Opportunities;
2. Housing;
3. Transportation;
4. Utilities, Community Facilities, and Community Services;
5. Agricultural, Natural, and Cultural Resources;
6. Economic Development;
7. Intergovernmental Cooperation;
8. Land Use; and
9. Implementation.

## PURPOSE OF THIS PLAN

The City of Monona adopted a Comprehensive Plan in 2004 after a holistic review and update of the city's 1979 Master Plan. The original 2004 Comprehensive Plan is updated at least once every ten years. This Plan was updated in 2016 and will guide land use in the city for the next twenty years, until 2036.

This Plan contains data and information on the many resources and services in the community including housing, transportation, utilities, community facilities and services, natural and cultural resources, economic development, intergovernmental cooperation, and land use. Goals and objectives are identified in order to best utilize these resources and guide decisions to improve the quality of life for residents and businesses in the City of Monona.

The City of Monona Comprehensive Plan is a blueprint to be used by the city to guide both short and long range community development and will shape policy and future decision making in the city. The purposes of this Plan are to:

- Provide a vision for future growth and development in and around the city.
- Identify areas appropriate for development and preservation over the next 20 years.
- Recommend appropriate types of land use for specific areas in and around the city.
- Advise the “character” of development.
- Preserve natural resources in and around the city.
- Identify needs for transportation and community facilities to serve future population and land uses.
- Foster economic development based on the city's unique assets and opportunities.
- Direct residential, commercial, office, research, and industrial investments in the city.
- Provide a framework for intergovernmental cooperation.
- Offer detailed strategies to implement Plan recommendations.
- Establish an avenue of communication with the community and provide a platform to identify community values to help promote the public interest.
- Establish consistency between goals in the Plan and city land use regulations such as the Zoning and Subdivision Ordinances.

## PLANNING PROCESS

This Comprehensive Plan was prepared under the State of Wisconsin's comprehensive planning legislation, adopted in 1999 and contained in Wis. Stats. s. 66.1001, often referred to as the *Smart Growth Law*. The plan meets all of the statutory elements and requirements of the comprehensive planning law. Land use regulations are required to be consistent with a local governmental unit's Comprehensive Plan including: official mapping, subdivision regulations, zoning ordinances, impact fee ordinances, and cooperative boundary agreements.

Under Wis. Stats. s. 66.23(2), the Plan Commission is the authorized body to prepare and maintain the City's Comprehensive Plan. Development of this Plan included review by the Plan Commission, the Planning and Community Development Department, City Committees, City Council, community organizations and the general public.

At the outset of the planning process, the Common Council adopted by resolution a set of public participation procedures to facilitate public involvement during the Plan's amendment. The planning process will incorporate inclusive procedures to ensure recommendations reflect a broadly supported vision for the community. These procedures are included in the Plan appendices. The appendices also include a review of various public input surveys conducted during the development and maintenance of the Plan over time.

## GENERAL REGIONAL CONTEXT

The Plan's map series shows the relationship of the City of Monona to neighboring communities in the region. Monona is located in Dane County, completely landlocked by the City of Madison. Other communities nearby include the Cities of Middleton, Fitchburg, Sun Prairie, and Verona, and the Villages of McFarland and Cottage Grove. Monona has and will continue to be influenced by the natural, cultural, and economic conditions of the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the city will face over the next 20 years. The City of Monona is part of the Capital Area Regional Planning Commission (CARPC) which is the regional planning body for the communities within Dane County.

## VISION

A vision statement is a positive statement of the City's desired long-term future; it is an expression of how residents and City officials envision Monona to look and function twenty years into the future. The following vision statement for the City of Monona was adopted during the development of the 2014 Strategic Plan:

***“Monona is a welcoming, vibrant community where people want to be.”***

### Smart Growth Law

Smart Growth can be defined as “A perspective, method, and goal for managing the growth of a community. It focuses on the long-term implications of growth and how it may affect the community, instead of viewing growth as an end in itself. Smart Growth promotes cooperation between often diverse groups to arrive at sustainable long-term strategies for managing growth. It is designed to create livable cities, promote economic development, and protect open spaces, environmentally sensitive areas, and agricultural lands” (Source: City of Austin, Texas).

This Smart Growth law does not actually dictate how or where development will occur. Those decisions are left to local communities. It is expected that the Comprehensive Planning Law will improve upon the quality of communication within and between jurisdictions and may lead to more informed decisions that result in smart growth.

## OVERALL GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

Subsequent elements of this Comprehensive Plan include goals, objectives, policies, and programs. Goals, objectives, policies, and programs are defined as follows:

- Goal: the purpose or end that provides direction for community decisions.
- Objective: specific, attainable, and measurable statements of the actions the community will take to carry out a plan.
- Policy: rules that guide the actions of the community.
- Program: recommends policies and actions to enable steady and deliberate movement towards a desired future.

The City of Monona will strive to provide its residents with a high quality of life through effective planning and the implementation of its Comprehensive Plan. Overall goals, objectives, policies, and programs that Monona will employ include the following:

- Adopt and maintain a comprehensive plan under *Wis. Stats. 66.1001* that reflects community needs for the next 20 years.
- Periodically update the Comprehensive Plan to provide an accurate analysis of future development and redevelopment alternatives in residential, commercial and light-industrial land uses.
- Formulate land use decisions and policies that are consistent with the Comprehensive Plan.
- Evaluate sustainability considerations in the development and implementation of the Comprehensive Plan and in all land use decisions, as guided by the City of Monona Sustainability Plan.
- Where funding is required, base the implementation of the Comprehensive Plan on the city's financial resources and its Capital Improvements Plan.



Additional detailed goals, objectives, policies, and programs are listed in subsequent elements.

# ELEMENT I: ISSUES AND OPPORTUNITIES



The Issues and Opportunities Element of the Plan is intended to identify potential issues and opportunities that will affect the future growth and development of the City of Monona. This element provides an overview of the various factors that can initiate change within the city including: population trends and forecasts, including age, gender, and racial distribution; household trends and forecasts; educational attainment levels, employment trends and forecasts, including income and labor force characteristics. This chapter ends with a sampling of additional issues and opportunities that will be further developed in each subsequent element.

## I.1 POPULATION CHARACTERISTICS AND FORECASTS

The population of Monona grew substantially during the 1960s and has consistently and gradually decreased in the decades since. Recent Census and State data project that this population decline will continue, however the city has identified local factors that may contribute to a stabilization rather than decline. Population totals are outlined in Table 1.1 below, while percentage of change is listed in Table 1.2.

**Table 1.1: Population, 1960-2030**

1960	1970	1980	1990	2000	2010	*^2015	*2020	*2030
8,178	10,420	8,809	8,637	8,018	7,533	7,440	7,320	7,035

Source: U.S. Census Bureau & Demographics Services Center 2010

\*Wisconsin Department of Administration (DOA) Population Estimates, December 2013

^ DOA Population Final Estimate Update October 10, 2015 is 7,833.

**Table 1.2: Population Change, 1960-2020**

1960 - 1970	1970 - 1980	1980 - 1990	1990 - 2000	2000 - 2010	*2010 - 2020
27.42%	-15.46%	-1.95%	-7.17%	-5.80%	-3.08%

Source: U.S. Census Bureau & Demographics Services Center

\*Wisconsin Department of Administration Population (DOA) Estimates, December 2013

### I.1.1 POPULATION STABILIZATION

Between 2010 and 2020, the rate of population decrease is expected to slow as shown in Table 1.2. Recent trends may further contribute to a stabilization of the population. For example, many new multi-family housing units have been constructed in recent years. These new housing units could affect population projections and potentially increase Monona's current population.

The steady decline in Monona’s population in the past, which the City expects to stabilize in coming years, can be attributed to a number of factors including:

- An increase in the elderly population,
- The growth of empty nester households,
- A trend towards smaller household sizes, and
- The lack of available land for new housing development.

**I.1.2 AGE DISTRIBUTION**

Age distribution is an important factor when considering future demands for housing, schools, park and recreational facilities, and the provision of social services. The data for Monona shows that the city’s overall population is older than surrounding communities. The city’s median age is 45.9 while the median age for Dane County is over ten years younger at 34.4. Individuals 65 years old and above constitute 19.5% of Monona’s population. This figure is substantially higher than the Dane County average of 10.4%. In fact, Monona has the highest proportion of seniors in its population of any city in Dane County according to the 2010 Census; only two other municipal divisions have higher percentages of the 65+ age group in their populations (Town of Westport, 23.95% and Village of Shorewood Hills, 19.87%).

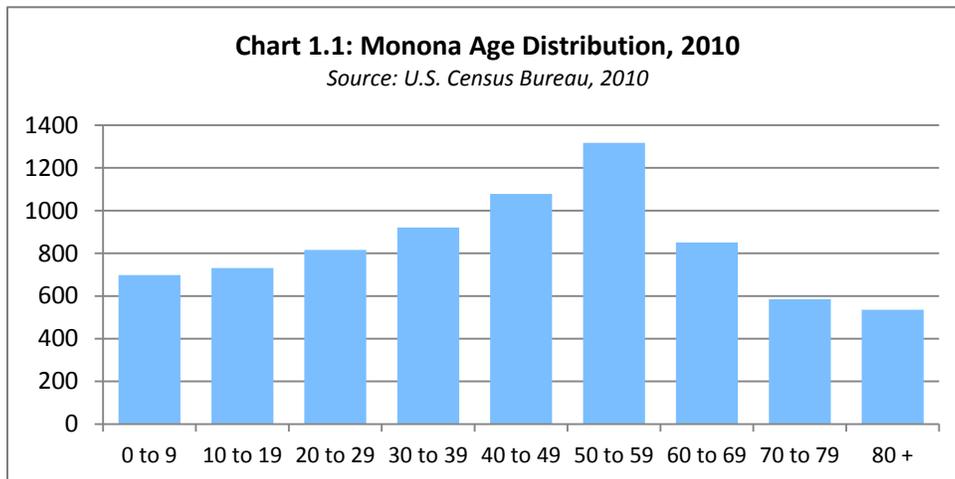
**Table 1.3: Age Distribution**

	2000			2010		
	% 19 and Under	% 25 - 44	% 65 and Over	% 19 and Under	% 25 - 44	%65 and Over
Monona	22.60%	28.80%	17.60%	19.00%	24.90%	19.50%
Dane County	26.60%	32.40%	9.30%	24.90%	29.50%	10.40%

Source: U.S. Census Bureau, Census 2000 and 2010

**Chart 1.1: Monona Age Distribution, 2010**

Source: U.S. Census Bureau, 2010



Over the next twenty years, the number of baby boomers entering retirement is a trend the city should consider when planning for elderly facilities, services, and housing needs. As the portion of individuals over the age of 55 increases there may also be a turnover of residences to younger families.

The percentage of individuals in Monona between ages 25–44 decreased from 2000 and 2010. Maintaining a healthy population in this group is important as these individuals represent first-time homebuyers, professional wage earners, and are often in the family-forming stage of their lives. Decreases in this age group should be evaluated and considered when the city is making land use decisions.

### 1.1.3 GENDER DISTRIBUTION

Monona’s population is distributed relatively equally between males (47.7%) and females (52.3%).

### 1.1.4 RACE AND ETHNICITY

According to the 2010 Census, 6,970 of Monona’s residents are of a white racial heritage (92.5%). This is a slight decline from the 2000 Census, where 7,513 (93.7%) individuals identified with a white racial heritage. Approximately 3.1% of Monona Residents are Hispanic or of Latino origin (any race), which is largely unchanged from the 2000 Census (3.2%). The numbers reported by the 2010 Census show that Monona’s population is relatively unchanged with regard to racial diversity.

**Table 1.4: Racial Distribution**

	2000		2010	
	Number	Percent	Number	Percent
White	7,513	93.7%	6,970	92.5%
Black or African American	185	2.3%	210	2.8%
American Indian & Alaska Native	27	0.3%	39	0.5%
Asian	67	0.8%	102	1.4%
Native Hawaiian or Other Pacific Islander	3	0.1%	2	0.0%
Some Other Race	105	1.3%	80	1.1%
Two or More Races	118	1.5%	130	1.7%
		100.0%		100.0%
Hispanic or Latino, any Race	[256]	[3.2%]	[232]	[3.1%]

Source: U.S. Census Bureau, Census 2000 and 2010

## 1.2 HOUSEHOLD CHARACTERISTICS AND FORECASTS

The Census defines a household as all the people who occupy a housing unit as their usual place of residence. The average household size in Monona declined from 2.12 persons in 2000 to 1.99 persons in 2010. In general, this decreasing household size is consistent with national trends. Also in 2010, there was a decrease in the number of family households<sup>1</sup>; households in Monona are now

<sup>1</sup> U.S. Census Bureau Definition of Family Household (Family): A family includes a householder and one or more people living in the same household who are related to the householder by birth, marriage, or adoption. All people in a household who are related to the householder are regarded as members of his or her family. A family household may contain people

approximately evenly split between family and non-family households. The Census also showed a slight increase in the number of 65+ year-old residents living alone.

**Table 1.5: Household Characteristics**

	2000		2010	
	Number	Percent	Number	Percent
Total Households	3,768	-	3,777	-
Family Households	2,053	54.49%	1,925	50.97%
Non Family Households	1,715	45.51%	1,852	49.03%
		100%		100%
Individuals Living Alone	1,393	-	1,546	-
Older than 65 years	519	37.26%	590	38.16%
Average Household Size	2.12	-	1.99	-

Source: U.S. Census Bureau, Census 2010

### 1.2.1 HOUSING TENURE

In 2010, 59.5% of dwelling units were occupied by the owner, while 40.5% were rented. The average household size of owner-occupied units is 2.27, while the average size of renter-occupied units is 1.58. These numbers are comparable to the 2000 Census, where 60.9% of household units were owner-occupied, and 39.1% were rented. Additionally, Monona's 2010 housing tenure characteristics are almost identical to the 2010 housing tenure characteristics for Dane County overall.

According to the 2010 Census, the vacancy rate of all housing units in Monona was 7.6%. Available data from 2013 examines the multi-family rental vacancy rate in particular. In 2004, the vacancy rate for multi-family units in the greater Madison area<sup>2</sup> was 7.03%. This number has decreased substantially over the past decade. In 2013, the vacancy rate for multi-family units in the greater Madison area reached a low point of 1.88%. This data indicates a growing demand for multi-family units and supports the shifting trends in household formation as described further in the Household Forecasts section below.

### 1.2.2 HOUSEHOLD MOBILITY

The majority of Monona's residents (80% +) remained in the same house from the year prior during the period of 2009-2011. However, 10-12% of Monona residents had moved to Monona from somewhere within Dane County every year during this 3-year period. Likewise, approximately 4% of Monona's residents had moved to Monona from somewhere within Wisconsin (other than Dane County) every year during the three-year period. Slightly fewer residents (less than 2%) had moved from different state, and zero residents moved from a different country during this period.

not related to the householder, but those people are not included as part of the householder's family. Not all households contain families since a household may comprise a group of unrelated people or one person living alone.

<sup>2</sup> Multi-family vacancy rate data is provided by Madison Gas and Electric. This data describes the vacancy rate for the greater Madison area, of which Monona is a part, and is not available for the City of Monona specifically.

**Table 1.6: One Year Household Mobility Trends, 2009-2011**

	2009 Resident Location in 2008 Percent	2010 Resident Location in 2009 Percent	2011 Resident Location in 2010 Percent
Same house	81.8%	85.0%	85.2%
Different House			
in Dane County	12.8%	10.9%	9.8%
in Wisconsin (excluding Dane Co.)	3.9%	3.8%	3.6%
in Different State (excluding WI)	1.5%	0.8%	1.5%
in Different Country	0.0%	0.0%	0.0%
	100%	100%	100%
Total Population (over one year old)	8,049	7,543	7,523

Source: U.S. Census Bureau, 2009-2011 American Community Survey

### I.2.3 HOUSEHOLD FORECASTS

Based on the household and population characteristics and trends summarized above, general household forecasts can be made, including the following:

- 24.9% of Monona’s residents are between the ages of 25 and 44. This group is expected to expand their current household and family sizes.
- 17.4% of Monona’s residents are between the ages of 50 and 59. Over the next twenty years, it is likely children of these residents will be moving away from Monona’s homes, thus reducing the average household size and increasing the number of “empty-nesters.” These residents are also nearing retirement.
- 19.5% of Monona’s residents are over the age of 65. This group presents the largest demand for smaller condominium homes and assisted living facilities.
- Other household formation and population trends have implications for future land use decisions. Trends listed below could increase demand for new rental housing units or could indicate a possible turnover of single-family homes to new, younger families.
  - Decreasing household size is a trend in Monona and across the country;
  - The number of older individuals living alone has increased;
  - The number of family households is decreasing and is now essentially even with the number of non-family households;
  - The multi-family rental vacancy rate has reached a low point.
- Population projections indicate that the rate of population decline for the city is slowing down. Recent trends, including construction of multi-family housing units, will further contribute to a stabilization of the population. New residents moving to Monona to live in these developments will increase the population. Residents currently living in Monona that move into these developments will open single-family homes to new residents and to opportunities for redevelopment.

### I.3 EDUCATIONAL ATTAINMENT LEVELS

Educational attainment is one variable used to assess a community's labor force potential. According to the 2010 Census, 97.7% of Monona's population over the age of 25 have attained a high school degree or higher. Also, 43.6% of the population have attained a bachelor's degree or higher. Educational attainment levels for the city are mostly in-line with those for Dane County, and are ahead of those for the State of Wisconsin. Additional information on the Monona Grove School District can be found in the Utilities & Community Facilities Element.

**Table 1.7: Educational Attainment for Persons 25 Years and Over\***

	Monona		Dane County	Wisconsin
	2000	2010	2010	2010
Less than 9 <sup>th</sup> grade	1.4%	0.9%	--	--
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	4.5%	1.4%	--	--
High school graduate (includes equivalency)	26.0%	23.7%	--	--
Some college, no degree	24.7%	21.1%	--	--
Associate degree	7.2%	9.4%	--	--
Bachelor's degree	26.3%	23.6%	--	--
Graduate or professional degree	10.0%	20.0%	--	--
	100%	100%		
% High School Degree or Higher	94.1%	97.7%	94.7%	90.2%
% Bachelor's Degree or Higher	36.2%	43.6%	45.8%	26.4%

\*5,549 of Monona residents were over the age of 25 according to the Census 2010.

Source: U.S. Census Bureau, Census 2000 and 2010

### I.4 EMPLOYMENT CHARACTERISTICS AND FORECASTS

#### I.4.1 LABOR FORCE

Employment trends reflect shifts within the local and national economies. The 2008-2012 American Community Survey shows that 4,430 Monona residents participate in the labor force. The unemployment rate for the city was 4.4%.

#### I.4.2 EMPLOYMENT CHARACTERISTICS

The largest occupational industries in Monona include: educational services, health care and social assistance (totaling 25.3%); and finance, insurance, and real estate (totaling 10.7%) as reported by the 2010 Census. Professional, scientific and management; arts entertainment, recreation, and food services; and public administration are the next three largest occupational industries in the city.

#### I.4.3 PER CAPITA INCOME

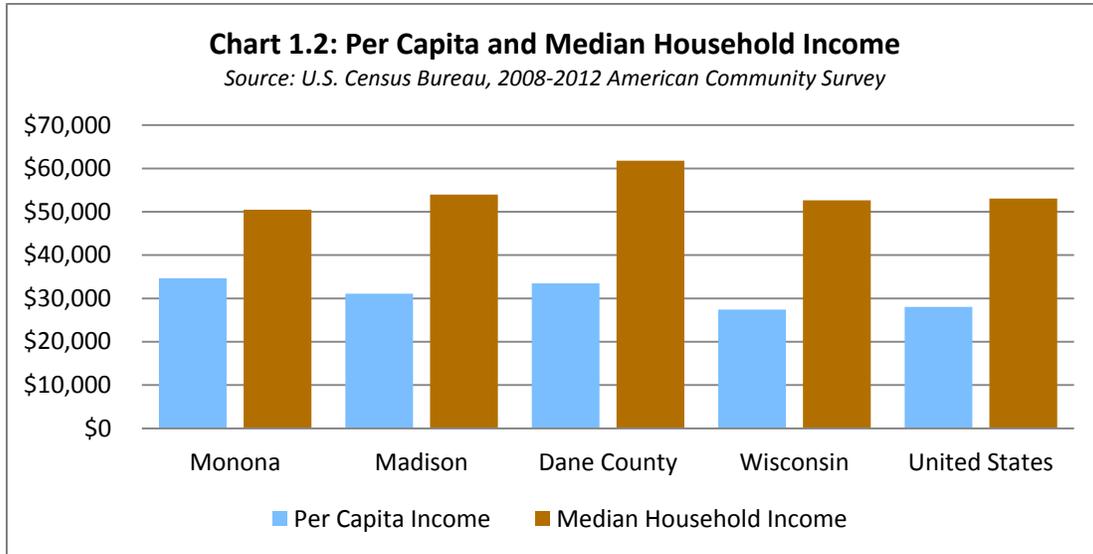
Per capita income<sup>3</sup> in Monona was \$34,633 as reported by the 2008-2012 ACS. The per capita

<sup>3</sup> U.S. Census Bureau Definition of Per Capita Income: Per capita income is the mean money income received in the past 12 months computed for every man, woman, and child in a geographic area. It is derived by dividing the total income of all people 15 years old and over in a geographic area by the total population in that area.

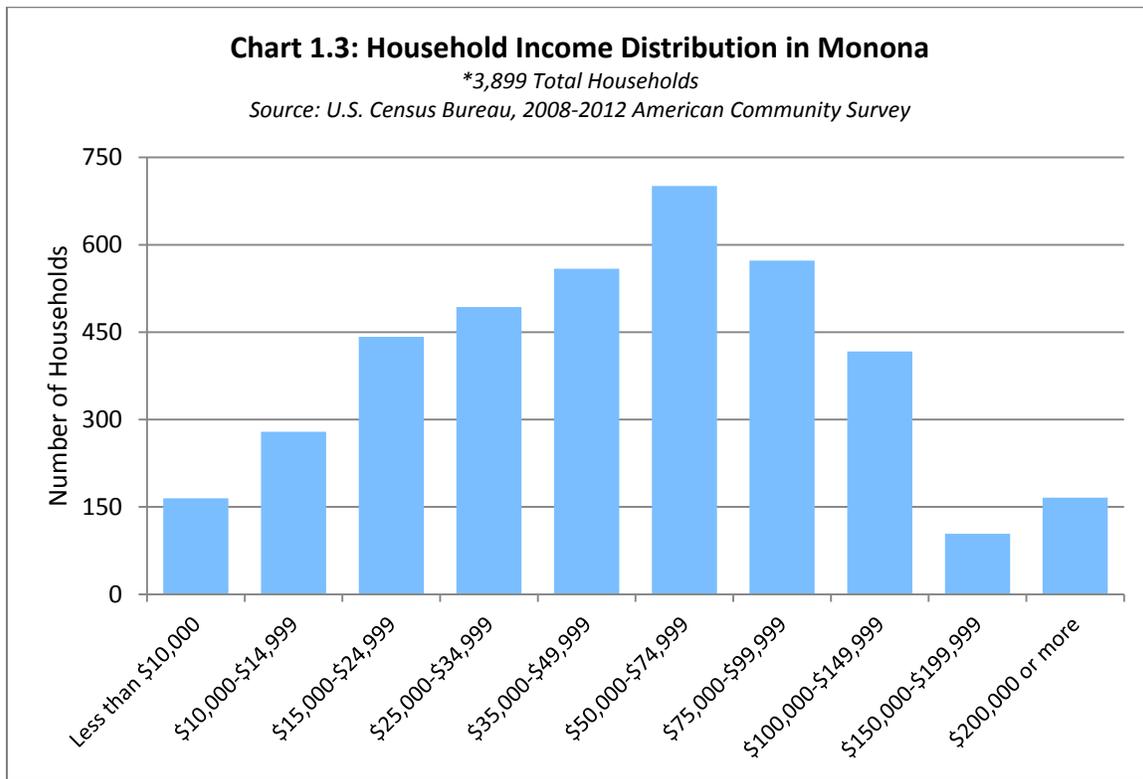
income in Monona is slightly higher than the per capita income in Madison, Dane County, Wisconsin, and the United States as shown in the chart below.

#### 1.4.4 MEDIAN HOUSEHOLD INCOME

In 2010, the median household income<sup>4</sup> in Monona was \$50,479. The 2010 Census data shows that 5.7% of Monona’s families were below the poverty level and 8.8% of individuals were below the poverty level. The chart below displays income distribution for Monona households. The type of income that Monona households rely upon is predominately income with earnings (74.9%). However, 34.0% of Monona households depend on income from social security.



<sup>4</sup> U.S. Census Bureau Definition of Median Household Income: This includes the income of the householder and all other individuals 15 years old and over in the household, whether they are related to the householder or not. The median divides the income distribution into two equal parts: one-half of the cases falling below the median income and one-half above the median.



## I.5 OVERALL ISSUES AND OPPORTUNITIES

Below is a sampling of issues and opportunities identified by the city that will guide growth and change in the city for the next 20 year period. These issues and opportunities are discussed further in their related Comprehensive Plan Element.

### I.5.1 HOUSING

- Monona has a diverse housing stock including single family homes, apartments, and condominiums.
- Monona has an aging housing stock.
  - Over 60% of Monona’s single-family housing stock was built prior to 1960. This housing stock, now over fifty years old, presents an opportunity for redevelopment.
  - Much of Monona’s multi-family housing stock was built in the 1960s and 1970s. New construction of multi-family housing units has increased in recent years which may promote the turnover of single-family residences and attract new and younger residents to the city.
- Large vacant tracts of land are not available for the development of traditional single-family home subdivisions. As the trend of redevelopment of older single-family homes continues, there is an opportunity for replacing these homes with new development types such as small-lot single-family home subdivisions.
- Investment in existing homes through remodels and additions is a trend that will continue.

- Monona’s aging population has implications for the city’s housing stock, tenure, and forecasts. The high proportion of seniors in Monona creates a strong market for senior housing as well as an opportunity for aging-in-place developments.

### I.5.2 TRANSPORTATION

- Monona has an extensive transportation network for which sufficient financial resources must be allocated to maintain and rebuild the city’s infrastructure.
- With Monona’s location in a regional transportation system, residents have easy access to destinations in the City of Madison and Dane County through an effective network of streets, bus routes, and bike routes.
- Monona Drive is a four-lane thoroughfare that carries high volumes of local and regional traffic which allows local businesses to capitalize on the business of commuters. This is also an issue because a corridor dominated by vehicular traffic promotes auto-oriented and service-type establishments while remaining unfriendly to residents, pedestrians, and bicyclists.
- Targeted planning efforts and improvements have been undertaken along the city’s two major commercial corridors. Broadway was reconstructed in the 1990s and Monona Drive was reconstructed from 2009 to 2014. Continued maintenance and investment in these corridors will remain a high priority and will impact future growth and development in the city.
- Previous planning efforts have focused on establishing a “distinctive sense of place” within the Monona Drive corridor to create an environment that “encourages social gathering and neighborliness,” while “balancing the needs of parking and aesthetics.” This will be an ongoing effort in tandem with redevelopment efforts described in the economic development and land use sections of this Plan.



### I.5.3 UTILITIES, COMMUNITY FACILITIES, AND SERVICES

- The City of Monona has numerous public facilities and an extensive network of utilities, which provide its residents a wide variety of services.
- Monona’s City Center provides a wide range of quality services including an outdoor pool and aquatics center, parks, senior center, library, and the City Hall, Police and Fire building.
- High quality utilities, facilities, and services are important to Monona residents and businesses. Continued investment in the maintenance and improvement of these services and infrastructure will be necessary to continue to meet these needs.
- Monona’s city facilities are aging and may require significant investments and capital improvements planning in the next twenty years.
- Monona’s proximity to Lake Monona requires that the city’s storm water runoff be cleaned and managed before entering the lake since it is not filtered by other water bodies prior to entering the lake.



### I.5.4 AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

- Monona has many natural and cultural resources including Lake Monona, the Yahara River, woodlands, native Indian burial mounds, and extensive wetland preserves. The city has adopted a variety of plans and policies to preserve these resources.
- The City of Monona has developed an extensive park system and high-quality programming to serve the recreational needs of residents.



- Occasional competing demands of natural resource preservation and economic development must be balanced.
- The city has an active Landmarks Commission, whose mission is to protect, enhance, and perpetuate the historical and cultural heritage of the city. The city recently celebrated its 75<sup>th</sup> Anniversary during which stories and cultural data were collected and documented.

### I.5.5 ECONOMIC DEVELOPMENT

- There is very little vacant land remaining in Monona and the city cannot grow through annexation; therefore the city has focused its economic development strategies on quality, sustainable, and orderly infill and redevelopment while encouraging business retention, expansion, and attraction.
- The city works with an active Chamber of Commerce in pursuit of common goals.
- The city actively uses Tax Increment Financing to facilitate redevelopment and to fund public infrastructure improvements.
- As of 2015, the city has seven active Tax Increment Districts (TID) and nine Redevelopment Areas in the city where revitalization efforts have been focused. TID 2 is expected to close in 2018.
- Substantial redevelopment has occurred in these districts over the past ten years which will encourage additional redevelopment.
- Regional influences impact economic development in Monona including the University of Wisconsin and research center, nearby Interstate Highways and regional corridors, the Dane County Regional Airport, and the State Capitol.



### I.5.6 INTERGOVERNMENTAL COOPERATION

- Monona will continue to be influenced by the natural, cultural, and economic conditions of the larger surrounding region. Understanding these influences is an important part of identifying the opportunities and challenges that the city will face over the next 20 years.
- Monona is part of the Capital Area Regional Planning Commission (CARPC), the regional planning body for the communities within Dane County.

### I.5.7 LAND USE

- The city lacks substantial raw land for commercial and residential development because it is landlocked and unable to expand its boundaries by annexation.
- The city must find creative ways to achieve continued growth in its commercial tax base.
- Trends indicate that the demand for commercial and residential development is strong.
- Community needs and market trends need to be considered and balanced when determining land uses for areas of development and redevelopment.
- Design standards for buildings will help guide Monona’s future development and redevelopment.
- Regional influences greatly impact our land use patterns and decisions.
- Continued investment in our main commercial corridors will impact future land uses on adjacent parcels.
- Demand for residential land use along Monona’s extensive lake shore will continue.

### I.5.8 IMPLEMENTATION

- The Comprehensive Plan serves as an umbrella document that coordinates other planning efforts in the city. Other city departments and committees are encouraged to develop policies and programs that will assist with implementation of the goals and objectives listed in the Plan.
- Use and evaluation of the Comprehensive Plan will provide the community with information on the city's progress overtime in reaching identified goals.

## ELEMENT 2: HOUSING



A community's housing stock is its most significant long-term capital asset. Housing provides a major source of revenue for local communities in the form of property taxes and is often the largest land use in a community by area. For many households, the cost of housing is the single largest component of their household budget. By planning for housing, there is a greater likelihood that future housing development will meet a broad range of needs. Furthermore, planning for housing coordinates housing decisions with other plan sections, including the Land Use, Transportation, Economic Development, Utilities & Community Facilities, and Natural Resources elements. This coordination can lead to housing developments in the most appropriate areas of the community. The intent of the Housing Element is to provide an inventory of the existing housing stock, to analyze projected housing needs, and provide information on housing resources and programs. This analysis shapes the goals, objectives, policies, and programs that conclude this chapter. The major housing trends examined in this chapter include:

- Monona's desirable location and quality of life contribute to continued capacity to develop and redevelop housing despite limited developable land.
- Small single-family home size and age of homes generates demand for home modifications including additions, remodeling, and rebuilding.
- Age of multi-family housing stock generates demand for rehabilitated or new multi-family units.
- Older age of population generates demand for quantity and variety of senior housing types. Additionally, growing proportions of older age groups may influence a turn-over of single-family homes to younger families.

**Table 2.1 U.S. Census Bureau Definitions**

<b>Housing Unit:</b>	A house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters (areas where occupants live and eat separately from any other persons in the building and have separate direct access from the outside or a common hall).
<b>Household:</b>	Consists of all the people who occupy a housing unit. A household includes related family members and all the unrelated people, if any, who share the housing unit. A person living alone in a unit also counts as a household. The count of households excludes group quarters.
<b>Householder:</b>	The person (or one of the people) in whose name the housing unit is owned or rented. The number of householders is equal to the number of households. Also, the number of family householders is equal to the number of families.
<b>1-Unit Detached:</b>	Single unit structure with open space on all exterior walls.
<b>1-Unit Attached:</b>	Single unit structure with one or more walls separating it from adjoining structures if the dividing or common wall goes from ground to roof. This includes row houses (aka town homes), double houses, or houses attached to nonresidential structures.
<b>2 or More Units:</b>	These are units in structures containing 2 or more housing units, further categorized as units in structures with 2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more.
<b>Census:</b>	The US Census counts every resident in the US and takes place every 10 years.
<b>American Community Survey (ACS):</b>	The ACS is an ongoing survey that provides data every year giving communities current information. It is based a sample size of approximately 3.5 million households that provides communities with more up to date information and informs the decennial census. The ACS does not capture the entire population, but only a portion of the data, which is then projected to represent the entire population. This housing element uses the Census 2000 and 2010, and ACS 2013 5-Year data.
<b>Area Median Income (AMI):</b>	A measurement of median income that accounts for local or regional variability in cost of living. Often used to classify households as low, moderate, or high income.
<b>Family:</b>	A group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together. The number of families is equal to the number of family households; however, the count of family members differs from the count of family household members because family household members include any non-relatives living in the household.
<b>Family Household:</b>	A family household is a household maintained by a householder who is in a family (as defined above) and includes any unrelated people who may be residing there. The number of family households is equal to the number of families. The count of family household members differs from the count of family members, however, in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives.
<b>Tenure</b>	Refers to the distinction between owner-occupied and renter-occupied housing units.
<b>HUD-CHAS</b>	Department of Housing and Urban Development Comprehensive Housing Affordability Strategy.

Source: <https://www.census.gov/glossary/>

## 2.1 EXISTING HOUSING STOCK

### 2.1.1 DEMOGRAPHIC OVERVIEW

Monona's population is expected to stabilize or slightly increase over the next twenty years. Monona's population has historically included a large proportion of older adults relative to Dane County. This proportion will continue to grow as more adults reach retirement age. Monona has a large quantity of housing units occupied by individuals living alone that are age 65 or older. The average household size in Monona is declining; Monona has the smallest household size in Dane County at 1.99 persons while the county's average is 2.38. These demographic characteristics influence the community's housing, and can be reviewed in more detail in the Issues & Opportunities Element of this Plan.

### 2.1.2 HOUSING TYPES

Monona's overall housing stock includes 4,088 units (Census 2010). Of these units, the primary housing type is single-family detached homes, comprising approximately 53.9 percent of all units. Monona's percentage of single-family detached homes as type of housing is higher than Madison, Middleton, Fitchburg, and Sun Prairie, and lower than Cottage Grove, McFarland, and DeForest.

**Table 2.2: Monona Housing Unit Count by Decade**

	1960	1970	1980	1990	2000	2010
Total Units	2,265	3,381	3,755	3,822	3,922	4,088

Source: U.S. Census Bureau, Census 2010

**Table 2.3: Housing Units in Structure**

	1, Detached	1, Attached	2 to 4	5 to 19	20+
Dane County	53.3%	7.0%	10.9%	12.8%	15.9%
Madison	43.1%	5.7%	13.3%	15.7%	21.6%
Monona	53.9%	1.4%	7.4%	13.4%	23.7%
Cottage Grove	64.4%	12.1%	9.6%	2.0%	11.7%
McFarland	68.5%	12.1%	7.0%	7.1%	5.3%
DeForest	58.3%	17.7%	15.1%	5.4%	3.4%
Middleton	40.4%	7.8%	9.6%	22.9%	18.5%
Fitchburg	42.1%	9.6%	7.6%	18.7%	21.7%
Sun Prairie	49.9%	15.0%	12.3%	12.2%	10.7%

Source: 2013 5-Year American Community Survey

### 2.1.3 OCCUPANCY CHARACTERISTICS

Housing occupancy information illustrates if the current amount of housing stock is sufficient to meet existing demand. The community should have a sufficient supply of units to satisfy needs of both renters and owner-occupants. Table 2.4 provides total counts of units, owner-occupied units, renter-occupied units, and vacant units, and shows the change in each category from 2000 to 2010.

**Table 2.4: Unit Count and Tenure**

	Units			Own			Rent			Vacant		
	Count		%	Count		%	Count		%	Count		Rate
	2000	2010	Chg.	2000	2010	Chg.	2000	2010	Chg.	2000	2010	2010
Dane County	180,398	216,027	19.8	99,895	121,509	21.6	73,589	82,241	11.8	6,914	12,272	5.7
Madison	92,394	108,843	17.8	42,496	50,555	18.9	46,523	51,961	11.7	3,375	6,327	5.8
Monona	3,922	4,088	4.2	2,294	2,247	-2.0	1,474	1,530	3.8	154	311	7.6
Cottage Grove	1,453	2,289	57.5	977	1,561	59.8	450	649	44.2	26	79	3.5
McFarland	2,491	3,200	2.8	1,778	2,240	2.6	656	839	2.8	57	121	3.8
DeForest	2,761	3,499	26.7	1,927	2,432	26.2	749	968	29.2	86	99	2.8
Middleton	7,397	8,565	15.8	3,672	4,458	21.4	3,423	3,579	4.6	302	528	6.2
Fitchburg	8,604	10,668	24.0	3,781	5,281	39.7	4,524	4,674	3.3	342	713	6.7
Sun Prairie	8,198	12,413	51.4	4,792	7,209	50.4	3,089	4,427	43.3	317	777	6.3

Source: U.S. Census Bureau, Census 2010

Table 2.5 shows that the vacancy rate in Monona has declined in recent years. In 2013, the overall vacancy rate for was Monona 4.5%. This is consistent with the 2013 Dane County average of 4.6%. It is important to note that Madison Gas & Electric's quarterly vacancy estimates are slightly lower than U.S. Census data, hovering just under 3.0% in 2014.

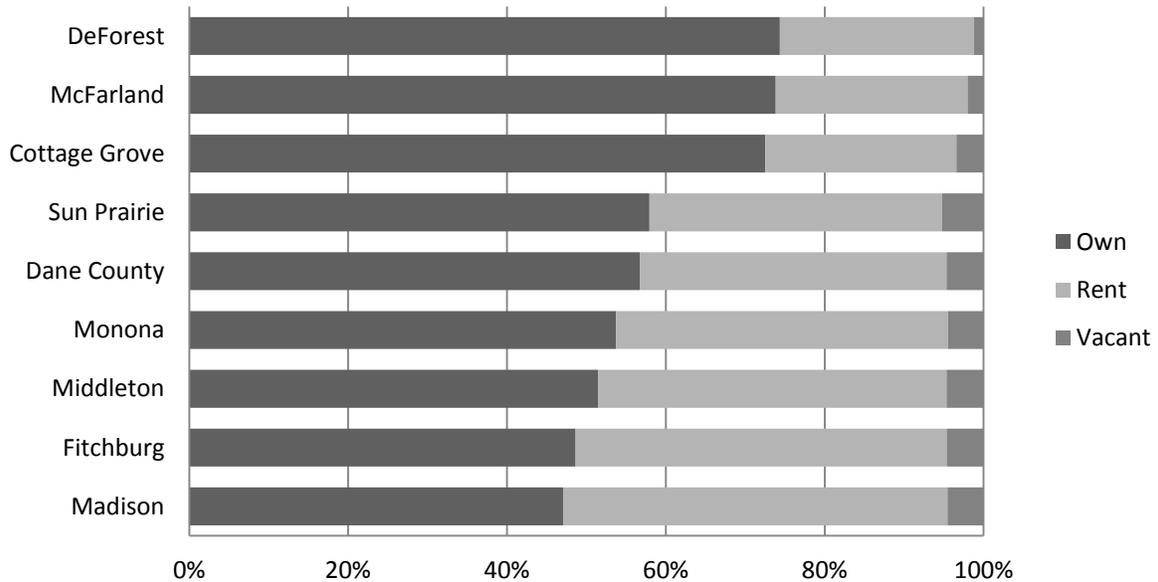
**Table 2.5: Monona Housing Tenure**

	Own	Rent	Vacancy Rate
2000	60.9%	39.1%	3.9%
2010	59.5%	40.5%	7.6%
2013	53.7%	41.8%	4.5%

Source: U.S. Census Bureau, Census 2000 and 2010, 2013 5-Year American Community Survey

Figure 2.1 below further describes housing occupancy characteristics as a percentage of the total number of units and compares Monona's data with surrounding communities. The 2010 Census reports that 59.5% of Monona's housing stock is owner-occupied, while 40.5% is renter-occupied. The more current data (but averaged over a five year timeframe) from the 2013 5-Year ACS data shows a further decline in owner-occupied housing to 53.7%, while 41.8% is renter-occupied. Monona's owner-occupancy percentage (approaching 50%) is far lower than communities close in population size such as DeForest (74%), McFarland (73.8%) and Cottage Grove (72.5%). Monona was the only community of those listed in Table 2.4 that saw a decline in percentage of owner-occupied housing from 2000 to 2010.

**Figure 2.1: Relative Housing Tenure**



Source: 2013 5-year American Community Survey

Household composition is examined in Table 2.6. Household composition refers to the people living together and their relationship to one another. Over the past ten years, the percentage of family households has declined. This corresponds with the increase in the percentage of single person households. The average household size and family size also continued to decline consistent with statewide and national trends. Individuals living alone that are age 65 and older also increased, representing 15.9% of households, or 590 total households. Compared to other communities in Dane County, Monona has the highest percentage of individuals living alone. In general, families are having fewer children and more people are living independently. These statistics may illustrate a continued demand in Monona for senior housing and potentially smaller housing units.

**Table 2.6: Household Composition, 2000 & 2010**

Household Type	2000		2010	
	Households	Percent	Households	Percent
Family Households*	2,053	54.5%	1,925	51.0%
Non-Family Households	1,715	45.5%	1,852	49.0%
<b>Total Households</b>	<b>3,768</b>	<b>100.0%</b>	<b>3,777</b>	<b>100.0%</b>
<b>Household Size</b>				
One-person Household	1,393	37.0%	1,546	40.9%
- Living Alone 65 Years +	519	13.8%	590	15.6%
Two-person Household or more			2,231	59.1%
<b>Persons Per Household</b>	2.12		1.99	
<b>Persons Per Family</b>	2.80		2.71	

Source: U.S. Census Bureau, Census 2000 and 2010

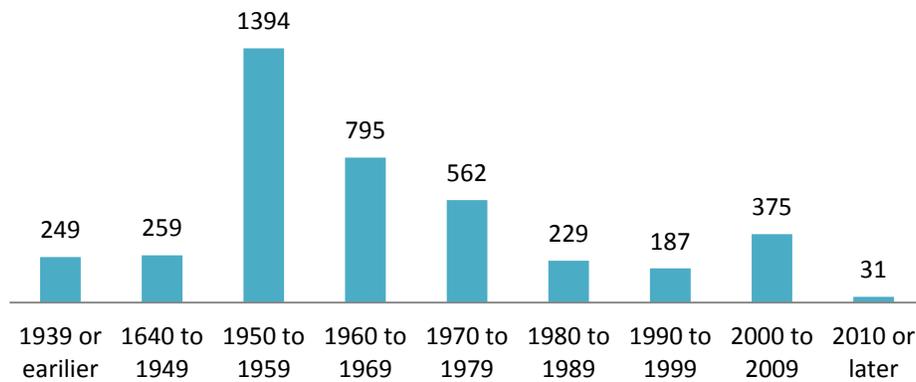
\*Family Household: A household that has at least one member of the household related to the householder by birth, marriage, or adoption is a "family household."

### 2.1.4 HOUSING AGE & CONDITION

The age of a community’s housing stock is often used as a measure of the general condition and quality of the local housing supply. It is also an important indicator of potential rehabilitation needs. Age alone, however, is not the best measure of condition because many homes have been remodeled or kept in good condition. Using age data together with assessment value and other information can provide a good indication of housing condition.

As shown in Figure 2.2, almost 80% of Monona’s housing stock was built prior to 1980, over 30 years ago. As these homes continue to age it is important for the city to establish policies that encourage maintenance and reinvestment.

**Figure 2.2: Age of Housing Distribution, 2013**



Source: U.S. Census Bureau, 2013 5-Year American Community Survey

### 2.1.5 HOUSING VALUE

Value of housing refers to owner-occupied housing. The median value is an indication of housing demand. Contract rent refers to market rents for housing. Contract rent is an indication of the availability of rental housing for different incomes. As shown in Table 2.7 below, in 2000, the median value of owner-occupied housing in Monona was \$136,700, while in 2010 the median value was \$213,100.

**Table 2.7: Owner-Occupied Housing Value and Distribution, 2000 & 2010**

	2000	2010
Less than \$50,000	37	48
\$50,000 to \$99,999	188	50
\$100,000 to \$149,999	1,224	70
\$150,000 to \$199,999	382	845
\$200,000 to \$299,999	231	916
\$300,000 to \$499,999	167	230
\$500,000 or more	53	213
<b>Median (dollars)</b>	<b>\$136,700</b>	<b>\$213,100</b>

Source: U.S. Census Bureau, Census 2000 and 2010

Comparing the median house value and rents of owner-occupied housing in Monona with other nearby cities (Table 2.8), Monona has one of the lower median values of owner-occupied homes (\$213,000) of the surrounding communities listed below.

	Median Value (Owner-Occupied)	Median Contract Rent (All Rented Units)
Fitchburg	\$270,800	\$729
Middleton	\$262,900	\$720
Cottage Grove	\$251,900	\$952
Dane Co.	\$230,800	\$747
McFarland	\$230,000	\$663
Madison	\$220,200	\$768
Sun Prairie	\$213,400	\$760
Monona	\$213,100	\$622
DeForest	\$193,700	\$753

Source: U.S. Census Bureau, Census 2000 and 2010

#### 2.1.6 HOUSING AFFORDABILITY

Housing is considered to be “affordable” if households spend no more than 30% of their income on housing costs. The definition of income comes from the Census definition of “money income,” and is “pre-tax, post-transfer” income. Housing costs for renting households are “gross rent” which is rent paid plus utilities (where not included in rent). Utilities are electricity, gas, water, and sewer. Housing costs for owning households include mortgage payments, real estate taxes, home insurance, and utilities.

Households that pay more than thirty percent of their income for housing are considered cost-burdened. An examination of housing cost burden in Monona (Table 2.9) shows 71.4% owners and 53.7% renters in Monona pay less than 30% of their income and are considered affordable. Therefore, 28.6% of owner-occupied households are cost-burdened while about 46.3% of rental households are cost-burdened.

	Owner-Occupied		Renter-Occupied		Total
Cost Burden less than 30%	1,690	71.4%	805	53.7%	2,495
Cost Burden 30%-50%	505	21.4%	410	27.3%	915
Cost Burden more than 50%	160	6.8%	265	17.7%	425
Cost Burden not available	10	0.4%	20	1.3%	30
<b>Total</b>	<b>2,365</b>	<b>100%</b>	<b>1,500</b>	<b>100%</b>	<b>3,870</b>

Source: HUD-CHAS data 2006-2010 ACS

## 2.2 PROJECTED HOUSING NEEDS

Even if there is high demand for certain housing types, a developers' ability to produce a range of housing is influenced by the availability of developable land and by regulations. The amount of undeveloped land in Monona is extremely limited. New housing will most often be in the form of redevelopment which is often accompanied by higher costs. However, Monona's location within the Madison metropolitan area and high quality of life makes it a desirable place to live and invest in housing rehabilitation and redevelopment.

### 2.2.1 SINGLE FAMILY HOUSING

Improvements to the single-family housing stock will come from redevelopment or rehabilitation. Another opportunity for increasing single-family housing stock is conversion of larger lots to small-lot single-family home subdivisions.

### 2.2.2 MULTI-FAMILY HOUSING

Because of the lack of land available for building single-family units and increasing land costs, development of housing units has shifted from single-family dwellings to multiple-unit housing facilities. Since housing unit increases in single-family homes is difficult, the proportion of multi-family or renter-occupied housing may gradually increase compared to single-family or owner-occupied housing. Because of an aging population, small household size, and age of existing multi-family stock, demand for rehabilitated multi-family units is expected. Moreover, the city's component plans to this Plan call for some increased density of mixed-use residential development in appropriate areas.<sup>1</sup>

- **Rentals:** The multi-family rental stock in Monona was mostly built in the 1960s. Due to regional and national demand for rental units near community amenities, and due to age of existing stock, construction of new multi-family units has increased. The city encourages rehabilitation or redevelopment of the extensive supply of older multi-family housing units.
- **Condominiums:** In the 1990s, several new condominium developments were built on Lake Monona. The city is interested in continuing to encourage condominium development; however, substantial condominium development is not expected in the near future.
- **Senior Housing:** As the proportion of older adults in Monona continues to increase, a demand for diversity in types and affordability of senior housing will continue. Existing senior-specific housing options in Monona include Heritage Monona (88 Units), Monona Meadows (76 Units), Monona Hills (70 Units), and Frost Woods (67 Units).

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<sup>1</sup> See related goals and policies in the 2010 Monona Drive Urban Design Guidelines, the 2007 Strategic Housing Plan, and the 1989 Broadway Corridor Plan.

## 2.3 HOUSING RESOURCES AND PROGRAMS

### 2.3.1 FEDERAL HOUSING RESOURCES

- **Community Development Block Grant (CDBG):** The CDBG program is a federal program aimed at helping local governments to provide affordable housing and other services to low income individuals. In 2003, Monona joined the CDBG consortium, which made the city eligible for CDBG funding. Dane County distributes approximately \$1 million in CDBG funds annually to participating communities to develop housing, community services, and economic development programs that will benefit lower income residents.
- **Home Investment Partnerships (HOME):** HOME is the largest federal block grant to state and local governments exclusively to create affordable housing for low-income households. It provides formula grants to states and localities to fund a wide range of activities that build, buy, or rehabilitate affordable housing units for rent or ownership.
- **Section 8: Project Based Assistance.** Section 8 is a federal program for assisting very low-income families, elderly and disabled individuals to afford housing. The Dane County Housing Authority owns eight single-family homes scattered throughout Monona that accept Section 8 vouchers.
- **Section 42 (LIHTC):** Section 42 is also known as Low Income Housing Tax Credit Program (LIHTC). The residents who live in Section 42 units must be income and program eligible. The rent that a Section 42 resident will pay is based on a fixed rental fee for the unit size that is lower than the average market rate rent in the area. The LIHTC program was created by the Tax Reform Act of 1986 and provides state and local agencies the authority to issue tax credits for acquisition, rehabilitation, or new construction of rental units that target low income households.
- **Section 202: Supportive Housing for the Elderly.** This is a HUD-administrated program provides supportive housing for very low-income persons age 62 and older. It helps the residents with options that allow them to live independently but in an environment that provides support activities such as cleaning, cooking, transportation, etc. There is only one Section 202 property in Monona, the Monona Meadows Apartments.
- **Section 811: Supportive Housing for Persons with Disabilities.** Through Section 811, HUD provides funding to develop and subsidize rental housing with the availability of supportive services for very low- and extremely low-income adults with disabilities. The purpose of the program is to allow persons with disabilities to live as independently as possible in the community by subsidizing rental housing opportunities which provide access to appropriate supportive services.
- **Public Housing:** This program provides rental housing for low-income families, elderly, and disabled individuals. HUD administers federal aid, in the form of annual grants, to local public housing agencies (PHAs) that manage housing for lower income residents at rents they can afford and provides them with technical and professional assistance. Housing in this program may vary from scattered single-family to high-rise apartments.

**Table 2.10: Federally Funded Housing in Monona**

Development	Address	Funding
Monona Hills	253 Owen Road	Section 8 (70 Units)
Monona Meadows	250 Femrite Drive	Section 8 (76 units) and Section 202 (76 Units)
Heritage	111 Owen Road	Section 42 (LIHTC) (19 Units)
Frost Woods	101 Frost Woods Road	Section 42 (LIHTC) (67 Units)
Public Housing (Dane County Housing Authority)	8 Single Family Homes, Scattered Sites	Section 8 (8 Units)

Source: HUD Affordable Apartment Inventory, accessed 3/5/2015

at [http://www.hud.gov/apps/section8/results.cfm?city\\_name\\_text=MONONA&county\\_name\\_text=Dane&zip\\_code=&property\\_name\\_text=&client\\_group\\_type=&maxrec=20&state\\_code=WI&statename=Wisconsin&start=21](http://www.hud.gov/apps/section8/results.cfm?city_name_text=MONONA&county_name_text=Dane&zip_code=&property_name_text=&client_group_type=&maxrec=20&state_code=WI&statename=Wisconsin&start=21)

### 2.3.3 ASSISTED LIVING IN MONONA

A Community Based Residential Facility (CBRF) is a place where five or more individuals live and receive care. These facilities provide assisted living to the elderly, disabled, and other target groups needing assisted care but not requiring nursing home care. An Adult Family Home (AFH) is defined by Chapter 50 of the State Statutes. An AFH is a private residence where three or four adults reside and receive care, treatment, or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident.

**Table 2.11: Licensed Assisted Living Facilities in Monona, 2015**

Facility	Address	Units	Specialty Programs
Heritage Monona CBRF	111 Owen Road	39	Irreversible Dementia, Alzheimer's
Heritage Monona CBRF	111 Owen Road	34	Advanced Aged
Heritage Monona - Residential Care Apartment Complexes (RCAC)	111 Owen Road	49	Supportive Care/Personal Care/Nursing Services
REM Wisconsin – Adult Family Home (AFH)	6107 Sylvan Lane	4	Advanced Aged, Developmentally Disabled, Emotionally Disturbed/Mental Illness, Dementia/Alzheimers, Physically Disabled, Dementia/Alzheimer's
Reynolds Assisted Living – CBRF	5318 Schluter Road	5	Advanced Aged, Irreversible Dementia/Alzheimers
Tellurian Adult Residential Services	300 Femrite Drive	38	Alcohol/Drug Dependent, Emotionally Disturbed/Mental Illness

Source: Wisconsin Department of Health Services, accessed 3/5/2015

at <https://www.forwardhealth.wi.gov/WIPortal/DQA%20Provider%20Search/tabid/318/Default.aspx>.

### 2.3.2 RENEW MONONA LOAN PROGRAM

The City of Monona's Renew Monona Loan Program is a housing stock renewal loan program that is intended to improve the affordability and attractiveness of purchasing homes in Monona. Also, it is expected that through this program, homeowners can improve the energy efficiency of the city's housing stock and stabilize the city's tax base. Funds are available in the form of a deferred second mortgage loan with 0% interest over the life of the loan. The program is funded as repayment of loans occurs (it is a revolving loan program). The original funding was provided by use of TIF funds from a closing TIF district in the city, and monies will periodically be injected through future TIF district closings.



## 2.4 HOUSING MIX STRATEGIES

### Mixed-Use Development

Mixed-use development is a feature of both traditional communities (e.g. Main Street) and newer developments featuring New Urbanism or Traditional Neighborhood Development concepts. Monona's Urban Design Guidelines for Monona Drive and many Redevelopment Area Project Plans encourage infill mixed-use residential and commercial development in appropriate areas of the city. This type of development often encourages more walkable and sustainable communities by locating developments in close proximity to commercial, institutional, and transportation options.

### Small-Lot Single-Family Home Subdivisions

Monona also has potential to increase housing quantity and type by allowing conversion of larger lots to small-lot single-family home subdivisions. For example, at 215 Femrite Drive, one lot formerly occupied by a single-family detached house was converted into a small-lot neighborhood occupied by six single-family detached houses.

**Figure 2.3 Small-Lot Single-Family Home Subdivision**



## 2.5 GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

### GOAL 2.1

*Facilitate and encourage private sector development of housing opportunities for a variety of household types.*

#### OBJECTIVE 2.1.1

Encourage the balanced development of a variety of housing types.

#### POLICIES

Research and support creative housing proposals that bring new and diverse housing types to Monona.

Encourage mixed-use developments in appropriate areas.

Evaluate appropriate neighborhood amenities associated with housing development and address amenity levels in plans approval.

#### POLICIES

#### OBJECTIVE 2.1.3

Attract new residents to move to the City of Monona

Promote affordable homes to first time homebuyers, families and young professionals.

Work with federal, state and county agencies to assist residents in achieving home loans.

Promote ownership in the City to increase the number of owner-occupied housing.

### GOAL 2.2

*Maintain and improve the quality of existing housing in Monona.*

#### OBJECTIVE 2.2.1

Maintain neighborhood quality and prevent blight.

#### POLICIES

Ensure that Monona households are appropriately maintained and improved to enhance their appearance, property values, neighborhood character, and safety.

Promote state and local programs that help improve or rehabilitate housing stocks in Monona.

Review existing housing codes and enforcement procedures.

#### POLICIES

#### OBJECTIVE 2.2.3

Encourage the preservation of historic homes.

Provide support and education for the preservation of historic homes.

Encourage owners of historic homes to register their homes with the Wisconsin State Historical Society or the National Register of Historic Places.

**GOAL 2.3**

*Maintain a healthy proportion of owner-occupied housing.*

**OBJECTIVE 2.3.1**  
Rehabilitate existing single-family housing.

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**POLICIES**

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Support enforcement of maintenance issues for single-family neighborhoods.

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Fund the Renew Monona Housing Loan program.

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**OBJECTIVE 2.3.2**  
Rehabilitate existing multi-family rental housing stock.

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**POLICIES**

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Consider new policies and programs to promote reinvestment in existing multi-family rental stock.

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**OBJECTIVE 2.3.3**  
Promote owner-occupied multi-family structures.

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**POLICIES**

---

Consider new policies and programs to promote owner occupied units within multi-family structures.

---

Conduct further research on an appropriate mix of owner-occupied versus renter-occupied housing and strategies to maintain that mix.

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## Residential Map



N



Map not to be used for navigational or survey purposes

- Residential Parcels**
- Single Family
  - Two Family
  - Multi-Family

- Right-of-Way
- Water
- City Limits



Data Source:  
2010 Land Use  
Aaron C. Krebs  
CARPC GIS

Date Created:  
1/25/2016

# ELEMENT 3: TRANSPORTATION



The connection between transportation infrastructure and development is central to comprehensive planning. On the one hand, transportation projects will influence the quantity and type of future development. On the other hand, where development occurs also dictates the type of transportation improvements that are necessary to support the accessibility needs of the population. Because Monona is landlocked and the development of new streets to serve new development is unlikely, Monona’s transportation planning efforts will focus on the quality of its existing transportation network and how it interacts with future redevelopment. Assessments of potential traffic increases, safety, and maintenance of our roadways will be important planning efforts over the next twenty years. In addition, the city will continue to improve access and mobility for other modes of transportation such as pedestrian and bicycle transportation.

This element provides an overview of the city’s transportation system, reviews county, regional, and state transportation plans that impact the city, and develops strategies to provide a safe and efficient transportation system for the city’s residents.

## Sustainable Transportation Vision: Monona Sustainability Plan 2014

Monona provides and maintains a multi-modal transportation system for users of all ages, abilities, and income levels in addition to being connected to a regional transportation network. Community members make sustainable transportation choices to and from housing, employment, recreational, social, and daily-necessity center.

## 3.1 EXISTING TRANSPORTATION SYSTEM

Access is a key determinant of growth and economic health because it facilitates the flow of goods and people. The City of Monona is well connected to the greater Madison Metropolitan Region through the existing roadway network, public transit, bicycle and pedestrian accommodations, as well as a regional airport. Monona’s residents have an extensive transportation network that facilitates many modes of transportation within the city including vehicle travel, transit, bicycling, and walking. This section of the Plan describes the existing conditions of transportation facilities in the city.

### 3.1.1 ROADWAYS

Overall, the City of Monona has jurisdiction over 119 roadways. According to the Wisconsin Department of Transportation (WisDOT), four of these are classified as arterial roadways, 12 are classified as collector roadways, and 103 are classified as local roadways.

The city is approximately four miles south of Interstate 94, which serves as a regional, controlled-access facility within Wisconsin, connecting Minneapolis, La Crosse, and Madison with Milwaukee and Chicago. This Interstate connects major population and economic centers and is within close

proximity and easy access to the city. U.S. Highway 12/18 (Beltline Highway) runs through the southern edge of the city and carries about 123,000 vehicles per day past Monona. Three interchanges from the Beltline Highway serve Monona at South Towne Drive, Monona Drive, and U.S. Highway 51 (Stoughton Road).

County Trunk Highways (CTH) BB (Monona Drive) and BW (Broadway) function as the city’s main arterial streets (less than a half a mile of both Industrial Drive and South Towne Drive are the other two roadways classified as arterials by WisDOT. CTH BB (Monona Drive) is Monona’s primary north-south arterial and serves as the community “main street.” 2014 traffic volumes on the south end of Monona Drive were 19,600 Average Annual Daily Traffic (AADT), 14,300 AADT at the north end, and 12,000 AADT as a low count in the middle of Monona Drive. CTH BW (Broadway) runs east-west along the south edge of the city. 2014 traffic volumes on this four-lane highway were between 13,800 and 15,800 AADT. Monona Drive and Broadway are currently under the jurisdiction of Dane County. The majority of maintenance and repair is handled by Dane County.

The main collector streets in Monona include Winnequah Road, Midmoor Road, Nichols Road, Dean Avenue, Bridge Road, and Femrite Drive. Local roads are the most predominant classification in Monona comprising 25.52 miles. The total roadway mileage for municipal roads in Monona is 37.83 miles including Monona Drive and Broadway (totaling 33.82 when CTH BB Monona Drive and CTH BW Broadway are excluded). Table 3.1 below lists miles of municipal roadways in the city by classification.

**Table 3.1: Roadways by Classification**

	Arterial	Collector	Local	Total
Including Monona Drive and Broadway	4.56	7.75	25.52	37.83
Excluding Monona Drive and Broadway	0.55	7.75	25.52	33.82

*Source: Wisconsin Department of Transportation 2014*

### 3.1.2 PUBLIC TRANSPORTATION AND PARA-TRANSIT

Monona residents have access to daily and commuter bus service from the City of Madison’s Metro Service and from the Monona Transit System. Madison Metro stops are accessible to Monona residents in the City of Madison which borders Monona in many locations. Monona residents can board the Metro at stops located along Pflaum Road, Monona Drive, and South Towne Drive. Additionally, Madison Metro offers a Park and Ride facility, Dutch Mill, just outside of the city at Stoughton Road and Broadway.

Residents can travel via the Monona Transit System which has two different services: the Monona Express and the Monona Lift. The Express route is a commuter service running between Monona and downtown Madison and the University of Wisconsin-Madison campus area. No stops are made between the Monona city limits and the downtown Madison area. This service operates during the mornings, late afternoons, and evening. The Lift route is equipped with a disabled accessible vehicle and is designed to meet the needs of the elderly and disabled as well as the general public. Service is provided on a scheduled route basis with designated Monona bus stops. In addition, passengers with special needs may prearrange individualized rides to and from specific locations by placing an advance reservation.

### 3.1.3 RAIL – PASSENGER AND FREIGHT

Wisconsin and Southern Rail Road is a private regional railroad company that operates over 700 miles of track in 21 Wisconsin counties and is headquartered in Madison. The railroad follows a portion of Monona’s southern border but is not located within the city, nor are any railroad spurs or access points located within the city.

The nearest commercial passenger rail service is the Amtrak Hiawatha route line between Milwaukee and Chicago, or the Amtrak Empire Builder route which connects Chicago, to Milwaukee, Madison, the Twin Cities, and terminates in Seattle, WA. An Amtrak station is located in Columbus, WI, about 30 miles northeast of Monona.

### 3.1.4 BICYCLE AND PEDESTRIAN ACCOMMODATIONS

Sidewalks are available on Monona Drive and Broadway and on some collector streets including Dean Avenue and Nichols Road. Most other collector streets and local streets within the City are not currently served by sidewalks. In total, there are 77,061.5 linear feet (14.5 miles) of sidewalks within the city.

The City of Madison/City of Monona Lake Loop bicycle route travels through Monona on two different routes: the regular lake loop and the scenic route. This is a popular regional on-street bicycle route that is popular among recreational bicyclists as well as bicycle commuters. Almost 10 miles of designated bicycle lanes are also available in both directions along the community’s arterial routes, Monona Drive and Broadway.

### 3.1.5 AIR

The Dane County Regional Airport/Truax Field is the state’s second-largest commercial airport and is located about eight miles north of Monona. The airport serves more than 1.6 million passengers annually and more than 90 arrivals and departures are scheduled daily. Four commercial airlines serve the airport, as well as one private air service and one air cargo company. The General Mitchell International Airport in Milwaukee is about 80 miles east of Monona. General Mitchell International Airport is a medium-hub airport owned and operated by Milwaukee County. More than 160 cities are served directly from Mitchell International.

### 3.1.6 TRUCK AND WATER TRANSPORTATION

Monona’s Municipal Code currently identifies “No Heavy Traffic Routes.” Heavy traffic is defined as vehicles in excess of 6,000 pounds gross weight. The code identifies parts or all of Bridge Road, Frost Woods Road, and Owen Road as no heavy traffic routes. There are no water transportation routes in Monona.

## 3.2 COUNTY, STATE, AND REGIONAL TRANSPORTATION PLANS

Transportation does not end at our community's border. County, regional, and state plans will impact Monona's transportation decisions and vice versa. Monona's transportation goals, objectives, and policies are consistent with these county, regional, and state transportation plans.

### **Connections 2030: Wisconsin's Long-Range Transportation Plan**

This plan is the long-range transportation plan for the state which addresses all forms of transportation over a 20-year planning horizon including highways, local roads, air, water, rail, bicycle, pedestrian and transit. The plan was officially adopted by the Wisconsin Department of Transportation in October 2009.

Modal plans included within Connections 2030 are the State Airport System Plan 2020, Bicycle Transportation Plan 2020, Pedestrian Policy Plan 2020, State Highway Plan 2020, and Wisconsin Rail Issues and Opportunities Report.

### **2035 Regional Transportation Plan: Madison Area Transportation Planning Board**

The region's Metropolitan Planning Organization (MPO), the Madison Area Transportation Planning Board, is responsible for the development and maintenance of the long-range Regional Transportation Plan (RTP) for the Madison Metropolitan Planning Area. The RTP was originally adopted in 2006. This plan must be updated every five years which was completed last in 2012, extending the planning horizon to 2035. The previous version of the plan was called the Dane County Land Use and Transportation Plan adopted in 1997.

Monona will also continue to monitor other regional plans including the **WisDOT Beltline Corridor Planning and Environmental Linkages Study**, the **WisDOT study of U.S. Highway 51 (Stoughton Road)**, and the **City of Madison Transportation Master Plan**. The Capital Area Regional Planning Commission also released a study in 2013 called the **Dane County Market Demand Study: Bus Rapid Transit & Other Local Investments in Walkable Transit-Supportive Communities**. This plan discussed how land use trends and demographic changes are affecting transportation changes throughout the region, and discusses how planning decisions will need to take these trends into consideration in the future.

### **Wisconsin Transportation Vision: *Connections 2030***

Wisconsin's vision for transportation envisions an integrated multi-modal transportation system that maximizes the safe and efficient movement of people and products throughout the state, enhancing economic productivity and the quality of Wisconsin's communities while minimizing impacts to the natural environment.

### **Regional Transportation Goal: *2035 Regional Transportation Plan***

Develop an integrated and balanced land use and transportation system which provides for the efficient, effective and safe movement of people and goods, promotes the regional economy, supports transportation-efficient development patterns and the regional land use plan, and provides mode choice wherever possible while enhancing and, where relevant, preserving the character and livability of the neighborhoods and residential areas where transportation facilities are located.

### 3.3 GOALS OBJECTIVES AND POLICIES

**GOAL 3.1**

*Provide a safe transportation system, including consideration for motorists, bicycles, and pedestrians, which promotes efficient and effective movement of people and goods and encourages high quality design of Monona’s transportation infrastructure.*

**OBJECTIVE 3.1.1**

Coordinate capital improvements with the recommendations in this plan.

**POLICIES**

Coordinate Monona’s transportation system with regional networks to ensure consistency between goals of various jurisdictions.

Allocate sufficient financial resources for the maintenance and rebuilding of Monona’s infrastructure.

Maintain dialogue with Dane County regarding the future of CTH BB and CTH BW and plan for a possible shift of responsibility to the local government.

**OBJECTIVE 3.1.2**

Promote a multi-modal transportation system.



**POLICIES**

Create an environment conducive to pedestrians and bicyclists along major vehicular routes by maintaining bicycle lanes and promoting pedestrian scale amenities in development.

Develop and maintain a comprehensive system of bicycle and pedestrian facilities in Monona that connect to existing regional facilities.

During reconstruction of local streets, evaluate the expansion of bicycle and pedestrian systems.

Require private developers to include pedestrian and bicycle accommodations where appropriate.

Balance financial resources and obligations with quality transit services.

Support transportation services and projects that foster independence and accessibility for older adults, people with disabilities, and those with limited financial resources.

**OBJECTIVE 3.1.3**

Manage the transportation system to address traffic volumes, safety, and congestion.

**POLICIES**

Reduce the number of accidents on Monona’s roadways through traffic design solutions together with effective traffic enforcement.

Provide safe and efficient access between neighborhoods, schools, employment and service centers, parks and shopping.

Require traffic impact analyses with new large scale development where appropriate.

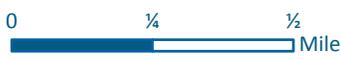


# Bike Routes Map

-  Bikeable Street
-  On Street Designated Bike Lanes
-  Offstreet Walking or Bike Pathway
-  Designated Bike Route

## Common Biking Destinations

-  Community Center
-  Swimming
-  Public Library
-  Schools



-  Monona Area Parks
-  Madison Area Parks
-  Parcels
-  Right-of-Way
-  Water
-  City Limits



Map not to be used for navigational or survey purposes

Data Source:  
City of Monona  
City of Madison

Date Created:  
1/25/2016

## ELEMENT 4: UTILITIES AND COMMUNITY FACILITIES



This element contains information regarding existing utilities, community facilities, and community services in the City of Monona. This element will also be used to plan and review the city's needs for expansion, rehabilitation, and construction of new facilities.

### 4.1 UTILITIES

#### 4.1.1 WATER SUPPLY AND WASTEWATER TREATMENT

The City of Monona operates its own water utility, providing service for the majority of the city's residents. Some Monona properties are serviced by the City of Madison Water Utility. A small number of Monona properties have private wells. Under an order from the State of Wisconsin in spring 2015, the city moved forward with a private well permitting program. The program goal is to protect the city's drinking water supply from contaminants by properly permitting or abandoning the 65 private wells identified in the city.

Monona's water supply is pumped from three municipal groundwater wells that pump from the Sandstone Aquifer which is then distributed through approximately 40 miles of water main. The total pumping capacity of the three wells is 5.23 million gallons per day (mgd). This water is pumped from the aquifer to the reservoir storage facilities. When considering the added pumping capacity of the booster pumps that pump water from the reservoir storage to water mains throughout the city, the total pumping capacity is 6.77 mgd. The source water is treated with a sodium hypochlorite solution (disinfection) and fluoride (dental hygiene). Monona's drinking water is safe and meets all federal and state requirements. The Monona Water Utility routinely monitors drinking water quality.



*Well #2 Aquifer Pump*

**Table 4.1: City of Monona Municipal Wells**

	Location	Depth	Capacity (mgd)	Year Constructed
<b>Well #1</b>	City Hall	305'	1.50	1960
<b>Well #2</b>	Bridge Road Park	500'	1.41	1958
<b>Well #3</b>	W Broadway/Raywood Rd	775'	2.32	1967

Water is stored in both overhead tanks (water towers) and ground-level reservoirs. The two water towers are located in Woodland Park, but only the newer and larger (400,000 gallon tank) of the two is operated. The smaller 100,000 gallon tank is used for emergency purposes only. The city's average daily water pumpage from the reservoirs was approximately 830,000 gallons per day in 2013.

**Table 4.2: City of Monona Water Storage Facilities**

	Year Constructed	Capacity (gallons)	Overflow Elevation (feet)	Last Year Painted
<b>Well #1 Reservoir</b>	1955	208,000	N/A	N/A
<b>Well #2 Reservoir</b>	1958	122,000	N/A	N/A
<b>Well #3 Reservoir</b>	1968	500,000	N/A	N/A
<b>Old Tower</b>	1955	100,000	1,060.0	1986
<b>New Tower</b>	1983	400,000	1,061.6	2007
<b>Total Storage</b>	--	1,330,000	--	--
<b>Useable Storage*</b>	--	1,022,000	--	--

\*Refer to the 2013 City of Monona Water System Study for more information on useable storage during peak capacity.

An update to the City of Monona Water System Study (2006) was completed in 2013. This study identifies expected facilities improvements required through the year 2035. The 2013 report determined that no additional well capacity and no additional storage capacity is needed through the year 2035.

The city's wastewater is treated by the Madison Metropolitan Sewerage District (MMSD) at the Nine Springs treatment plant located south of the Beltline along South Towne Drive in Madison. The sewer bills for individual property owners are combined with the city's water utility. City utility staff operates and maintains seven lift stations throughout the city. The sanitary sewer collection system includes approximately 37 miles of sewer main and over 860 manholes. The current sanitary sewer utility is expected to meet current and future needs. Sanitary sewer backups occasionally occur along connections to the Madison Metro line and a new pumping station will likely reduce these backups. Minor repairs to the utility are routinely programmed with street repair work.

#### 4.1.2 STORMWATER MANAGEMENT

The City of Monona implemented a stormwater utility in 2003 in response to rules created by the Environmental Protection Agency (EPA) and Wisconsin Administrative Code (NR 216). Together with 16 other Dane County municipalities, Monona works to control stormwater discharge into local lakes and streams. The city's storm water conveyance system consists of a network of storm sewers, open channels, and culverts discharging to 98 storm water outfalls. Of these, 17 have been classified as major outfalls.<sup>1</sup> City staff operate and maintain three storm water lift stations in the Belle Isle neighborhood. The utility staff operates and maintains approximately 24 miles of storm mains. The city also owns and maintains five public/regional storm water treatment devices. Two

<sup>1</sup> A major outfall is defined as a municipal separate storm sewer that meets one of the following criteria: 1) A single pipe with an inside diameter of 36 inches or more, or from an equivalent conveyance which is associated with a drainage area of more than 50 acres; 2) A single pipe with an inside diameter of 12 inches or more, or from an equivalent conveyance which receives storm water runoff from lands zoned industrial activity with 2 or more acres of industrial activity.

additional devices are planned for installation coming years. These storm water treatment devices are listed below.

- Lottes Park storm water basin (existing)
- Interlake storm water basin (existing)
- Lake Edge storm water basin (existing)
- Winnequah Park lagoon (existing)
- Cove Channel proprietary sediment removal structure (existing)
- Fireman's Park storm water basin (existing)
- Proprietary sediment removal structure at Graham Park outfall (existing)
- Proprietary sediment removal structure at Pirate Island outfall (existing)
- Two proprietary sediment removal structures at Winnequah Road outfalls into lagoon at Winnequah Park (existing)
- Two proprietary sediment removal structures at two outfalls into cove at Schluter Park (planned)

All properties within the city contribute to the utility fund based on the property's total impervious surface area. The annual stormwater utility fee is paid quarterly based on amounts of impervious (parking lots, driveways, etc.) surface on a particular property. Impervious surfaces are charged a higher rate because they generate more runoff and carry more pollutants than pervious areas do.

In 2013, Dane County identified the top ten priority stormwater outfalls in the county, five of which were located in the City of Monona. An Urban Water Quality Grant (UWQG) program was implemented to address these problem outfalls. The goals of the program are to improve the quality of urban stormwater runoff entering Dane County lakes, rivers and streams, increase public awareness of urban water quality issues, and provide public education for urban stormwater quality improvement practices. The project goals will be achieved through the construction of best management practices that will provide efficient, cost-effective treatment of urban runoff.

**Table 4.3: Dane County Top Ten Priority Stormwater Outfalls**

	Receiving Waterbody	Annual TSS Loading (Pounds)
5701 Winnequah/Squaw Court Outfall	Lake Monona	65,494
Schluter Beach Outfall	Lake Monona	43,195
Winnequah Park Outfall	Lake Monona	13,082
Pirate Island Road Outfall	Yahara River	31,834
6117 Winnequah Outfall	Yahara River	17,483

Source: [http://pdf.countyofdane.com/lwrld/lakes/UWQG\\_Program\\_Announcement\\_2013.pdf](http://pdf.countyofdane.com/lwrld/lakes/UWQG_Program_Announcement_2013.pdf)

The city is subject to Wisconsin Department of Natural Resource (WDNR) requirements for the reduction of total suspended solids (TSS) under a municipal separate storm sewer system (MS4) Wisconsin Pollutant Discharge Elimination Systems (WPDES) permit. The goal of this permit is to reduce pollutants from urban and rural nonpoint sources in order to improve and protect the water quality of streams, lakes, wetlands and groundwater. The city is currently meeting the requirements of the MS4 permit and progress is documented in reports prepared biennially. However, the WDNR has placed the Rock River Basin on the state's impaired waters list, because the basin is not meeting state water quality standards. The city will receive a new MS4 permit by 2016. The new permit will

have new, more stringent requirements for TSS and total phosphorous (TP) removal as set by the Rock River Total Maximum Daily Load (TMDL) for these pollutants. A Master Storm Water Management Plan for the City of Monona was developed in 2014 to plan for annual budgeting and priorities for storm water projects.

On behalf of the city, Vierbicher Associates, Inc. (Vierbicher) updated the storm water quality model for each of the city's sub-watersheds. The Source Loading and Management Model (SLAMM) was used to estimate the TSS and TP in storm water runoff discharged from the city's watersheds to surface waters of the state both before and after storm water controls. This model update gives the city an idea of how effective the current Best Management Practices (BMPs) and operational practices are at removing TSS and TP. Based on this updated analysis, the current BMPs and city operations provide an overall 40 percent reduction in TSS and 25.8 percent reduction in TP.

#### 4.1.3 SOLID WASTE DISPOSAL AND RECYCLING

Monona's waste and recycling collection provider is Advanced Disposal. Waste is collected every week. Recycling is collected every other week.

The city contracts with Johnson Tree Service to offer free brush collection four times per year for residents. The city does not have a drop-off site for brush but there are several sites in the Madison area that will accept brush from Dane County residents for a fee. The city also has four vacuum trucks to collect curbside leaves beginning in October until the first measurable snowfall. The city operates a free yard waste drop-off site for leaves, grass clippings, and garden waste, which is located at the Public Works Garage. Annually, the city collects 1,400 cubic yards of brush, 6,600 cubic yards of leaves, and 3,000 cubic yards of yard waste.

#### 4.1.4 POWER PLANTS AND TRANSMISSION LINES

Madison Gas and Electric (MG&E) supplies electricity and natural gas to the City of Monona. MG&E generates and distributes electricity to approximately 145,000 customers in Dane County, and purchases and distributes natural gas to about 150,000 customers within the seven south-central and western Wisconsin counties. MG&E is required by State Statutes to provide service in conformance with the rules and regulations on file with the Public Service Commission of Wisconsin. These rules require MG&E to plan into the future to ensure that they can and will properly serve the city. In 2013, the American Transmission Company completed construction of a new 32 mile 345 kV electric transmission line. A segment of this line runs through Monona along Highway 12/18 (the Beltline) through the Monona wetland conservancy. During major roadway reconstruction projects, the city will consider utility burial.



Figure 1: Rooftop Solar Array - Monona City Hall

In 2009 Monona became an Energy Independent Community and committed to developing a 25x25 plan whereby the city would work toward generating 25% of its electricity and transportation fuels from renewable energy by the 2025. In 2013, Monona installed a 156kW municipal roof-top solar project that contributes toward the 25x25 goal.

#### 4.1.5 COMMUNICATION SERVICES

There are many telecommunication service providers who provide basic communication services to city residents. These include voice transmission services, data transmission service, multimedia services, and broadcast services. Monona Community Media, a partnership between the City of Monona and the Monona Grove School District, operates on channels provided through a franchise agreement with Charter Communications and AT&T U-Verse. Monona Community Media is a Public Access, Education and Government television station (PEG channel). In addition to airing the public meetings of city government and the school district, it allows the citizens of Monona the opportunity to broadcast community events or programming produced by area residents. In 2015, the City of Monona launched a new Low-Power FM Radio Station: 98.7FM WVMO - The Voice of Monona. The radio broadcast station is housed at City Hall. In addition to the over-the-air broadcast, WVMO streams over the internet at wvmo.fm.

In 2009, the MUFN-C combined 16 Madison area groups to request a federal grant to improve network infrastructure between them. MUFN was awarded a \$5.1 million grant by the Department of Commerce's National Telecommunications and Information Administration's (NTIA) in the first round of the Broadband Technologies Opportunities Program (BTOP) as part of the American Recovery and Reinvestment Act of 2009 (ARRA).

In 2015, the City of Monona formally joined the Metropolitan Unified Fiber Network-Consortium (MUFN-C) to take advantage of a regional fiber network called the Metropolitan Unified Fiber Network (MUFN). MUFN is a collaborative metro fiber-optic network serving education, health, government, and non-profit anchor institutions in the Madison, Middleton, and Monona, WI area. The MUFN allows the city to connect its buildings and facilities to its private network and also facilitates connectivity with other member communities for regional collaborative efforts.

#### 4.2 COMMUNITY FACILITIES

This section provides an inventory of community facilities, including those facilities provided by the city, as well as those owned by other jurisdictions and those that are privately owned. The city's municipal offices and facilities are mostly centrally located in the "city center" area, located around Winnequah Park, Nichols Road, and Schluter Road. The city center includes City Hall, the Police and Fire Departments, Public Library, Community Center, Senior Center, and Community Pool. The city's public works garage and yard is located in the south east portion of the city on Edna Taylor Parkway. These city facilities are outlined in further detail below. One purpose of this element is to explain how the community functions and relying on other jurisdictions or the private sector may be an important part of its functioning. City-owned facilities include:

- The City Hall building which houses Administration, Police, and Fire;
- The Community Center which houses Parks & Recreation, the Senior Center, and the Community Pool;
- The Public Library; and
- The Public Works Garage and Yard.

In 2012, a thorough facility analysis and departmental needs assessment was completed by Bray Associates Architects (referred to herein as the "2012 Bray Study"). The objective of the study was to determine the need for a municipal building renovation, expansion or relocation. Five options for future expansion, renovation, and/or new construction were outlined in the report. The

recommendation of the City of Monona Facilities Committee was a phased implementation of Option #5. In Option #5, the Fire Department and Police Department move to a new building on a new site. City Administration, Parks & recreation and the Senior Center stay on the current site in an expanded Community Center building. Additional goals of this recommendation were to maintain a civic presence (city administration, parks & recreation, and senior center) at the existing site while moving public safety to a new site. The first phase recommended was to pursue acquisition of the new site and demolition of the existing apparatus bays. Additionally, the Fire/EMS facility should be designed to accommodate the addition of a Police Department if a combined public safety facility is not immediately feasible.

#### 4.2.1 CITY HALL

The City of Monona municipal offices are located at 5211 Schluter Road. This building is shared by administration, police, fire, and the radio station. The administrative offices include the following departments: Administrator, Building Inspection, Clerk, File Storage, Finance, Planning, Public Works, and Reception. The City Hall building was originally constructed in 1968 with an addition in 1995. The administrative area of City Hall is 2,943 SF in size. The 2012 Bray Study found that generally the space is in a good location for public access, however additional storage space, a break room, and more work space are recommended.



#### 4.2.2 PUBLIC SAFETY

The Monona Police Department is located in the City Hall building at 5211 Schluter Road. The Department provides law enforcement services to Monona residents and serves as the dispatch center for all police, fire, and emergency medical service calls. The Department has implemented a Business Watch Program and Neighborhood Program to assist Monona business owners and residents with crime related problems. The Department also has programs geared toward the safety and education of children. A school resource officer position was created in 1996 through a cooperative effort of the Monona Police Department and the Monona Grove School District. The officer is assigned to the Monona Grove High School and Glacial Drumlin Middle school and works to prevent juvenile delinquency by promoting positive relations between youth and law enforcement. The existing police station space includes 5,722 SF. The 2012 Bray Study found that the department has steadily grown beyond the capacity of the spaces it inhabits. The department has an inefficient building layout with inadequate public/private separation.



The Monona Fire Department is located in the City Hall building at 5211 Schluter Road. The Department was formed in 1954, providing over 60 years of service to the community with Fire and Emergency Medical Services (EMS). The Department is a combination volunteer and career fire department with six career firefighter /paramedics, a full-time fire chief, 40 volunteer

firefighters and 28 volunteer EMS personnel. The Department currently has two engines, a 95-foot platform ladder truck, a heavy rescue squad, two ambulances, a brush/fast attack vehicle, a command car and a parade vehicle that was the first engine purchased by the Department. The Department responds to 1,200 ambulance calls and 400 fire calls each year. The existing fire department space includes 10,728 SF. The 2012 Bray study found that the apparatus bays are too small for modern fire department equipment and the area has limited private bunk areas.

#### 4.2.3 LIBRARY

The Monona Public Library, located at 1000 Nichols Road, is a member of the South Central Library System. The Library has a computer lab, a quiet reading room, a children's story area, a young adult area, and small meeting rooms for tutoring. It provides a wide variety services and programs for people of all ages. The Library also hosts City Council and other municipal government commission meetings. The Monona Public Library is governed by the Library Board, which consists of seven members appointed by the City Council. Additionally, the Library is supported by The Friends of the Monona Public Library, a non-profit corporation, to improve library services and facilities through activities beyond the scope of the regular staff and budget.

#### 4.2.4 EDUCATIONAL FACILITIES

The Monona Grove School District (MGSD) is a joint district comprised of mainly the City of Monona and the Village of Cottage Grove, as well as a large percentage of the Town of Cottage Grove, and a very small percentage of the Town of Blooming Grove.

MGSD has five schools including: Taylor Prairie Elementary School (Grades 4K-1), Winnequah Elementary School (Grades 4K-5), Cottage Grove Elementary School (Grades 2-4), Glacial Drumlin Middle School (Grades 5-8), and Monona Grove High School (Grades 9-12). Winnequah Elementary and the Monona Grove High School are located in Monona. A private catholic school, Immaculate Heart of Mary, also serves Monona students in pre-K through 8<sup>th</sup> grade. The District also owns the old Nichols School building which houses District facilities and ancillary programs including the community alternative High School, MG21.

There are no higher educational institutions located within the city limits. However, there are numerous institutions located in the greater Madison region including the University of Wisconsin, Madison Area Technical College, Edgewood College, Madison Junior College of Business, ITT Technical Institute and Herzing University.

A Long Range Growth Study was completed for the District in 2014. Significant growth is expected to occur in the District over the next twenty years, with almost all of the anticipated growth coming from the Cottage Grove portion of the district. The student population in the Monona portion of the district is projected to remain mostly stable.

#### 4.2.5 COMMUNITY CENTER

The Community Center, located west of the City Hall at 1011 Nichols Road, is used for recreational programs, governmental, business and civic meetings. The building is also rented out regularly for wedding receptions or parties. The upper level has a Main Hall and a Lounge. The Main Hall is a 3,200 square feet multi-purpose room which can



accommodate up to 175 guests in a banquet setting or up to 80 guests in a classroom setting. The Lounge is about 500 square feet, which can accommodate up to 32 people for an effective meeting, program, or club.

The Senior Center is located in the lower level and provides senior citizens with educational, social, recreational, health, and fitness programs. The 2012 Bray Study found that wellness programming requires the addition of some individual private spaces. Also, office and private functions need separation from main activity areas.

#### 4.2.6 PUBLIC SWIMMING POOLS

The Monona Community Pool is located on the west side of the Monona Community Center. It is a 300,000-gallon outdoor pool with a water slide, two diving boards, eight 25-meter lap lanes, a shallow end, a wading pool and a concession stand.

The Monona Grove High School (MGHS) Indoor Swimming Pool is located at 4400 Monona Drive. The MGHS indoor pool is operated in cooperation with the Monona Grove School District. The pool serves as a resource for the local swim and dive club.

#### 4.2.7 PARKS AND OPEN SPACE

The City of Monona provides approximately 330 acres of parks and open space for residents and visitors. The City maintains a total of 18 parks and 5 open space areas. Of these 23 facilities, 11 provide public lake or river access. Monona's parks provide the community with many recreation facilities including baseball diamonds, basketball courts, volleyball courts, tennis courts, soccer fields, an ice skating rink, lake access, picnic tables, play equipment, restrooms, shelters, and bicycle and hiking trails. Monona has two swimming beaches: Schluter Beach and Frost Woods Beach. Monona also has three public boat launches. Monona has been named a *Tree City USA* by the National Arbor Day Foundation. A continued emphasis on the maintenance and care of its urban forest is a top concern of residents and business owners in Monona. The City of Monona Parks and Open Space Plan is updated every five years and guides development and improvement of the city's outdoor recreation facilities. Monona's parks are categorized below.

##### **Neighborhood Parks:**

- Birch Haven (Lake Access) (0.18 acres)
- Bridge Road (1.80 acres)
- Graham (Lake Access) (0.40 acres)
- Maywood (5.40 acres)
- Tecumseh (Lake Access) (0.18 acres)
- Three Meadows (1.83 acres)
- Waterman Way (1.60 acres)
- Wyldhaven (Lake Access) (0.26 acres)

##### **Community Parks:**

- Arrowhead (0.55 acres)
- Frostwoods (2.40 acres)
- Frostwoods Beach (Lake Access) (0.81 acres)
- Schluter Beach (Lake Access) (1.80 acres)
- Stone Bridge (Lake Access) (0.60 acres)

- Tonyawatha (Lake Access) (0.68 acres)

**Area Parks:**

- Ahuska (21.58 acres)
- Lottes (Lake Access) (3.30 acres)
- Oneida (3.68 acres)
- Winnequah (Lake Access) (44.30 acres)

**Open Space:**

- Aldo Leopold Nature Center (20.16 acres)
- Monona Wetland Conservancy (Lake Access) (220.00 acres)
- Monona Woodland Park (17.52 acres)
- Indian Mounds (0.20 acres)
- Interlake (0.75 acres)

**4.2.8 CHILD CARE FACILITIES**

The State of Wisconsin Bureau of Licensing in the Division of Children and Family Services is responsible for licensing and regulating childcare centers, residential care facilities for children, and private child welfare agencies. The City currently does not own or operate any child care facilities; however, there are a number of private child care providers and nursery schools in the Monona area. The Monona Grove School District provides some preschool programs within schools, such as the Taylor Prairie Elementary School in Cottage Grove, which provides early childhood programs.

**4.2.9 HEALTH CARE FACILITIES**

The City of Monona currently has two clinics operating in the city, including UW Health Yahara Clinic (1050 East Broadway) and Meriter Monona Clinic (6408 Cops Avenue). Additionally, there are several different types of private doctor offices within Monona, including dentists, chiropractors, and general practitioners.

**4.2.10 CEMETERIES**

Roselawn Memorial Park Cemetery, founded in 1932, is located at 401 Femrite Drive. It is the only cemetery in Monona and it is privately owned and maintained. There are approximately 60 acres of developed property and over 19,600 loved ones interred within the Park. The cemetery serves all faiths and offers special memorial options for veterans and infants. There are two chapels available for service use or personal reflection.

### 4.3 GOALS, OBJECTIVES AND POLICIES

**GOAL 4.1**

*Coordinate utility systems planning with land use and transportation systems planning in order to provide a cost-effective system of public utilities.*

**OBJECTIVE 4.1.1**

Ensure that the city’s utility system has adequate capacity to accommodate projected future growth.

**POLICIES**

Maximize the use of existing utility systems.

Continue to invest in the maintenance and improvement of existing facilities and infrastructure.

Guide new urban growth to areas that can be efficiently served with a full range of municipal services including sanitary sewer, water, and storm sewer.

Periodically review and assess the capacity and quality of the infrastructure of Monona’s utility systems.

**POLICIES**

Improve stormwater management throughout the city to improve the water quality of the Yahara Lakes and to reduce flooding.

Use the stormwater utility as a method to fund and improve existing and future stormwater facilities.

Promote and support educational efforts to inform the public on effective stormwater management.

**OBJECTIVE 4.1.2**

Maintain a well-functioning stormwater utility.

**OBJECTIVE 4.1.3**

Maintain a well-functioning sanitary sewer system.

**POLICIES**

Work with the City of Madison and MMSD to develop joint solutions to pumping problems.

Develop a sanitary sewer management plan which establishes city standards and priority schedules.

**GOAL 4.2**

*Strive to provide high quality facilities and services.*

**OBJECTIVE 4.2.1**

Maintain a high level of municipal services.

**POLICIES**

Provide a garbage collection service that keeps the community clean, healthy, and in good condition and promote recycling.

Continue to work with the local service provider to assure ample electrical power for the city.

Engage in a dialogue with and require Monona’s utility providers to comply with the city’s landscaping, design standards and guidelines.

Encourage advances and development of telecommunications in Monona.

Promote and support the use of cable-casting and radio to foster communication throughout Monona.

Provide high quality police, fire, EMS, and emergency management functions along with supporting personnel, facilities, and equipment in Monona that are responsive to the needs of the community.

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Encourage and participate in mutual aid agreements for the provision of the most efficient police, fire, EMS, and emergency management services.

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Continue to provide diverse programs for the community.

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**OBJECTIVE 4.2.2**  
Maintain quality municipal facilities.

**POLICIES**

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Provide adequate building space for programs and services to meet the needs of the citizens of Monona.

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Maintain and improve city facilities.

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Implement the recommendations of the City of Monona Park and Open Space Plan.

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Work with the U.S. Postal Service to maintain its office in Monona.

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Retain quality Monona Grove School facilities in Monona for all grade levels.

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Partner with the School District to provide adequate recreational facilities and to avoid duplication.

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## City Facilities Map



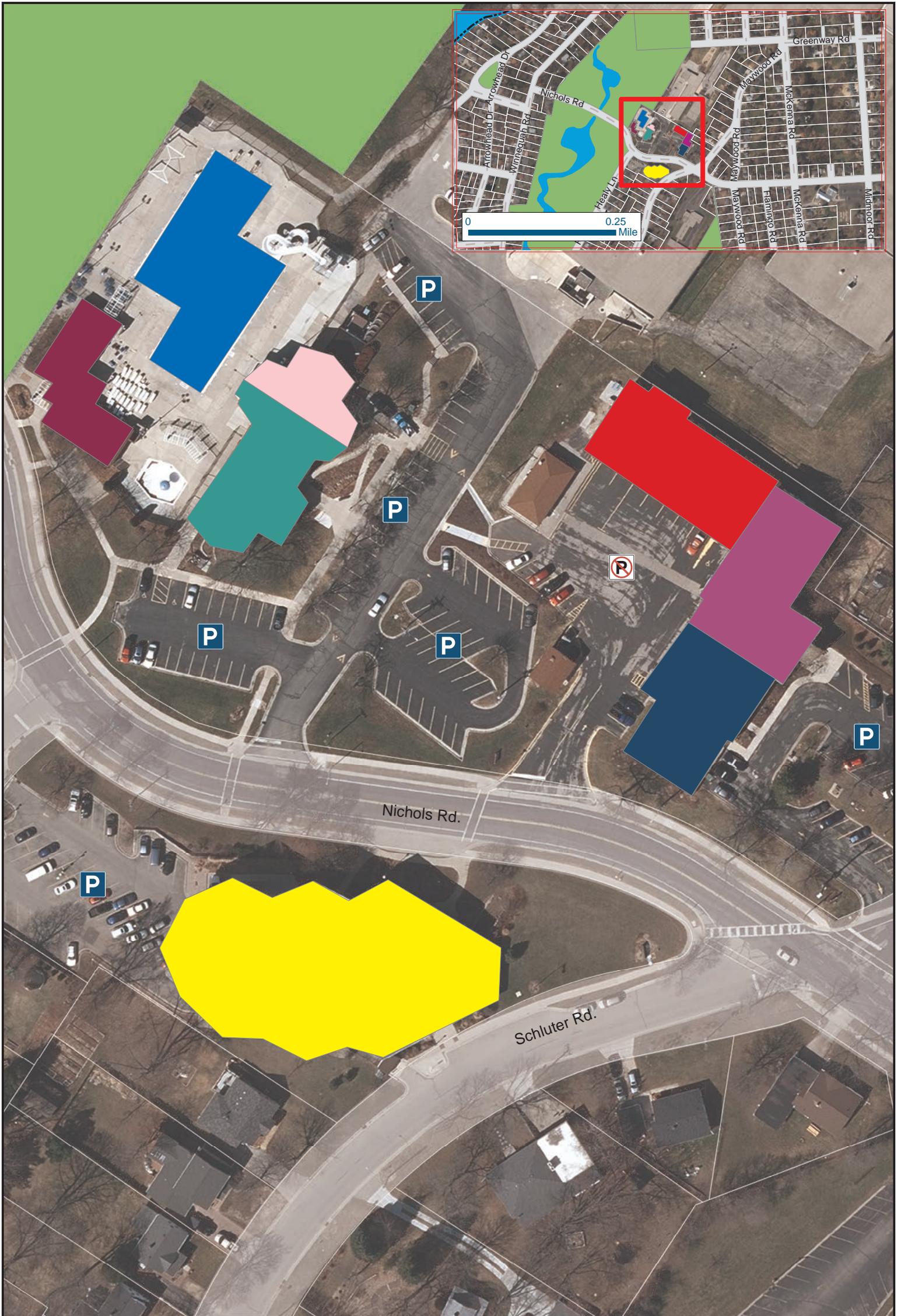
-  Wells
-  Water Towers
-  Post Office
-  Public Works Garage
-  Roselawn Cemetary
-  City Hall
-  Community Center
-  Community Pool
-  Police Department
-  Fire Department and EMS
-  Public Library
-  Senior Center

-  Monona Grove Schools: District Office
-  Monona Grove High School
-  Winnequah Elementary School
-  Nuestro Mundo Elementary School
-  Immaculate Heart of Mary Elementary

-  Parks
-  Right-of-Way
-  Water
-  City Limits

Map not to be used for navigational or survey purposes

Date Created: 1/25/2016



### City Center Map

- Public Parking
- No Public Parking
- City Hall
- Community Center

- Fire Station
- Police Department
- Pool
- Pool Shelter
- Public Library

- Senior Center
- Park
- Right-of-Way
- Water



Map not to be used for navigational or survey purposes

Date Created: 1/25/2016

# ELEMENT 5: AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES



Agricultural, natural, and cultural resources provide the foundation for the community’s development and character. The city’s natural resource base, including environmentally sensitive areas, soils, environmental corridors, wetlands, and floodplains, are critical factors in local planning. This element is intended to identify strategies to preserve and protect the city’s natural resources. Natural resource planning in Monona is also guided by the 5-year Parks and Open Space Plan (2015), the Wetland Management Plan (1990), and Sustainability Plan (2015), which are adopted as components of this Comprehensive Plan.

Additionally, cultural resources are the distinctive assets that offer a tangible connection to the history and cultural heritage of a place. Cultural resources include historic buildings and structures, archeological sites, native landscapes, and the cultural heritage that define a community. Historic and cultural preservation provides residents a connection to the history of their homes, neighborhoods, cities, and regions. This “sense of place” fosters civic pride, improves quality of life, and provides continuity between the past, present and future. This element will inventory the city’s natural and cultural resource base and provide recommendations for its preservation and promotion.

## 5.1 NATURAL RESOURCES

### 5.1.1 AGRICULTURAL RESOURCES

The City of Monona was primarily a farming community, characterized by homesteads, farmland, and scattered cottage development until the late 1940s. In the Post-WWII decades, Monona’s population boomed. With the community’s rapid growth, there was an increased demand for homes, services, and businesses. Area farms were quickly sold and subdivided, with most of the Monona Drive frontage being developed for commercial use while the interior lands of the city were developed for residential use. Annexation of land ended in 1980 when there was simply no more land to annex as Monona’s boundaries had run into the City of Madison, surrounding wetlands, and Lake Monona. Because all of the agricultural land in Monona has been developed, there are no major agricultural resources within the community.

### 5.1.2 NATURAL RESOURCES

Despite a lack of agricultural resources, Monona does contain a strong base of natural resources. Its natural resources include soils, groundwater, forests, stream corridors, surface water, wetlands, wildlife habitats, environmentally sensitive areas, and parks.

### 5.1.3 GROUNDWATER

The city’s water source is groundwater that is extracted from the Mt. Simon and Eau Claire aquifers. Groundwater is recharged by rainfall that does not run off into streams or rivers and that does not evaporate, but percolates down through the soil to the aquifer. Monona’s groundwater is drawn from three deep wells identified in the table below.

**Table 5.1: Monona's Water Sources**

ID	Well #	Source	Depth	Location
1	BF541	Groundwater	305'	Nichols & Schluter
2	BF542	Groundwater	500'	Midland & Sylvan
3	HJ185	Groundwater	775'	South Towne

#### 5.1.4 WATERSHEDS AND SURFACE WATERS

Located on the eastern and southern shores of Lake Monona, the city has more than four miles of shoreline and several public access points to Lake Monona. Lake Monona is a 3,359 acre lake with a maximum depth of 74 feet.

An important natural feature of the city and region is the Yahara River which links the Madison area chain of lakes (Mendota, Monona, Waubesa, and Kegonsa). The Yahara River runs south through the City of Monona from Lake Monona to Upper Mud Lake toward Lake Waubesa. It is approximately 800 feet at its widest point and 100 feet at its narrowest point. The Yahara River Watershed contains most of the urban land in the Madison metropolitan area and includes some of the largest wetlands left in Dane County. These surface water resources are important in providing scenic beauty and swimming, boating, and fishing opportunities to area residents and visitors.

#### 5.1.5 FLOODPLAINS

The Federal Emergency Management Agency (FEMA) designates floodplains as areas predicted to be flooded during the 100-year storm event (i.e. a storm that has a one percent chance of occurring in any given year). Development within the floodplain is regulated by the city's Floodplain and Shoreland-Wetland Zoning Ordinance.

#### 5.1.6 WETLANDS

Wetland ecosystems play significant roles in maintaining the quality of groundwater and surface water and provide habitats for wildlife. Wetland areas within the city have been identified and mapped by the Wisconsin Department of Natural Resources and can be viewed on the WDNR Surface Water Data Viewer.

Monona's wetlands include the 220-acre Monona Wetland Conservancy on the city's southern border, a 20-acre land area in the Aldo Leopold Nature Center, and isolated wetland areas in the central city. Wetlands make up approximately eight percent of the city's total land area. A Management Plan was created in 1990 for the management and conservation of this environmentally sensitive area and requires future updates. The city's Floodplain and Shoreland-Wetland Zoning Ordinance regulates development within these wetland areas. The code defines shoreland as land within the following distances from the ordinary high water mark of navigable waters: 1,000 feet from a lake, pond, or flowage; and 300 feet from a river or stream or to the landward side of the floodplain, whichever distance is greater.

#### 5.1.7 ENVIRONMENTALLY SENSITIVE AREAS

The Capital Area Regional Planning Commission (CARPC) defines environmental corridors as "continuous systems of open space in urban and urbanizing areas, that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use." Environmental corridors provide linkages in the landscape for movement of species and provide a buffer between natural and built environments. These corridors normally include one or more natural resource elements essential to maintenance of

ecological balance and diversity. Lands often included in this designation are lakes, ponds, streams, wetlands, floodplains, shoreland buffer strips, steep slopes, woodlands, parks, unique vegetation or geology, and unique soils.

#### 5.1.8 SOILS

According to the Dane County Soil Survey, the soils within the city are mostly of the Dodge-St. Charles-McHenry classification. These soils are characterized by well drained and moderately well drained deep silt loams and are underlain by sandy loam glacial till. Monona also contains a large area of soils in the Houghton series, which are mostly located in the wetland conservancy areas to the south. The Houghton series consists of deep, very poorly drained, nearly level soils on low benches and bottoms in stream valleys. Many of Monona's minor soils that are not within the Dodge-St. Charles-McHenry classification are poorly drained; these include Adrian, Colwood, Elvers, Houghton, Marsh, Orion, Palms, Sable, Virgil, and Wacousta soils. More information on Monona's soils can be found in the map series in the Plan's appendices, and in the Dane County Soil Survey. There are no active pits or quarries in the city nor is there any significant potential for them.

#### 5.1.9 FORESTS

Maintaining its abundance of trees is an integral part of the city's dedication to natural resources. The National Arbor Day Foundation has recognized Monona as a Tree City USA since 1990, though tree preservation had been extremely important to Monona residents well before this designation. Tree preservation is evident throughout the city on private property, along city streets, and throughout the city park system. Most of the parks in the system have a large collection of trees. In 1995, the City of Monona established Monona Woodland Park. According to the Capital Area Regional Planning Commission, Monona's total acreage of woodland in 2010 was sixteen acres.

#### 5.1.10 WILDLIFE HABITAT

The Monona Wetlands and Monona Woodland Park provide a natural habitat for wildlife within the urban area. Other urbanized pockets of wildlife habitat exist throughout the city. The lakeshore is an important wildlife habitat in Monona. The Aldo Leopold Nature Center, located north and east of Monona's Woodland Park, is surrounded by wetlands, woods, and an open prairie area with trails; this area also serves as another wildlife habitat in the city. The nature center leases the land from the City of Monona.

#### 5.1.11 PARKS, OPEN SPACE, AND RECREATION

Public open spaces are important determinants of the quality of life within a community. These lands serve multiple functions including outdoor recreation, outdoor education, buffers, flood and stormwater management, habitat preservation, air and surface water quality improvement, protection of groundwater recharge areas, aesthetics, and community focal points.

Monona's Park and Open Space Plan is an important component of the city's overall community master planning program. This plan provides extensive background information on each of the city's parks and is updated every five years.

Monona's city park system contains over 330 acres of neighborhood parks, community parks, area parks, and open spaces. These parks provide such recreation facilities as shelters, basketball hoops, playground equipment, baseball and softball diamonds, tennis courts, soccer fields, lake access, historical sites, hiking trails, volleyball courts, an ice skating rink, and a swimming pool. Specialized

recreation areas are also available just outside of the city's boundaries, including the Monona Golf Course, Edna Taylor Conservancy Park, Olbrich Park, and the Nine Springs E-Way.

## 5.2 CULTURAL RESOURCES

### 5.2.1 HISTORICAL OVERVIEW

Lake Monona and the Yahara River were popular campsites for Monona's early inhabitants. Native Americans settled near these clean and clear waters for access to food, farming and transportation. The first and earliest people, dating from the Archaic period (7000 B.C. to 100 B.C.) were known for specialization in food gathering and tool making. Drills and scrapers characteristic of this group have been found on the present site of the WPS building on Broadway. The Woodland Culture followed until the arrival of Europeans in the 19<sup>th</sup> century. The Effigy Mound builders were a subset of the Woodland Culture and left many earthen burial mounds in the Four Lakes Region. The Ho-Chunk are the most recent Native American inhabitants of the area; they also evolved from the Woodland Culture. In the early 1900s many of the Native American families set up camps along the shores of Mud Lake and Monona's Wetlands and sold hand-made products to tourists.

In the early 20<sup>th</sup> century, much of the land now within the City of Monona was farmed by European immigrants. A few of the prominent farms include the Frank Allis Farm, George Kalbfleisch Farm, George Nichols Farm, and Fred Schluter Farm. Around the 1950s, these farms were subdivided for residential development and for later commercial development. The Allis farm, originally 600 acres, included much of present day Monona Drive, south to Pflaum Road, and included the Monona Golf Course area. The Nichols farm occupied land between Monona Drive to McKenna Road, and from Dean Avenue to Nichols Road. What was once the homestead of Fred Schluter is now the core of the City of Monona, which includes Winnequah Park, City Hall, the Community Center, Library, and elementary schools.

In the early 20<sup>th</sup> century, cottages and resorts dotted the Monona lakeshore which provided a retreat for nearby city dwellers. Many of the lakeshore homes were originally constructed as cottages and many have now been replaced by larger homes.

Monona, at first a part of Blooming Grove Township, developed into a village in 1938 and finally into a city in 1969. Monona developed differently from most other municipalities. Normally a community will grow around its commercial district as the center of activity, employment, retail, and entertainment. Monona did not follow this pattern. In its early history, Monona consisted of prominent farms and summer cottages. Instead of the commercial area being the center of the city, it developed along the eastern boundary line, or present day Monona Drive. Monona Drive, as the city's main street, has evolved drastically through the latter half of the 20<sup>th</sup> century. Although Monona Drive has undergone extensive changes and has few buildings to be noted as landmarks, it has served the community as a thriving commercial area, meeting the needs of Monona's residents by providing vital goods and services.

### 5.2.2 PRESERVATION EFFORTS

Monona is proud of its abundant historical and cultural resources in the community. The city established a Landmarks Commission in 1975 to protect, enhance, and perpetuate the City's historical and cultural heritage. The Landmarks Commission has identified twenty-two City of Monona landmark sites and three sites on the State of Wisconsin Historic Register (marked by asterisk):

1. Adolph Wagner House	4705 Tonyawatha Trail
2. Black Bridge - Site	Bridge Road
3. Blooming Grove Town Hall - Site	Monona Drive and Dean Avenue
4. Bungalowen	5805-5807 Winnequah Road
5. Charles Fix House	4659 Tonyawatha Trail
6. Chet Clarke House - Site	5000 Monona Drive
7. Ernie's Trading Post	4500 Winnequah Road
8. Frank Allis Home / Novitiate	4123 Monona Drive
9. Fred Schluter Farm - Site	5310 Schluter Road
10. George Kalbfleisch, Jr. Farm - Site	706 Dean Avenue
11. George Nichols Farm - Site	6204 Ridgewood Avenue
12. Knute Reindahl House - Site	4009 Monona Drive
13. Lambolely Cottage	4529 Winnequah Road
14. Morningside Sanitarium	300 Femrite Drive
15. Mound – Outlet*	Midwood Avenue and Ridgewood Avenue
16. Mound - Reindahl/Monona	4009 Monona Drive
17. Mound - Tompkins-Brindler*	5805 Monona Drive, Woodland Park
18. Nichols School	5301 Monona Drive
19. Otto Schroeder House	4811 Tonyawatha Trail
20. Royal Airport – Site*	W Broadway and Highway 12/18
21. Springhaven Pagoda	4227 Winnequah Road
22. Tonyawatha Springs Hotel - Site	4541 Winnequah Road
23. Tower of Memories	601 E Broadway
24. William Schlutz Farm - Site	4611 Winnequah Road

The city has preserved its Native American roots in a variety of ways. Many original Native American words and names remain throughout the community in the names of streets, bodies of water, and other natural resources. The city's name, Monona, is an Indian word meaning "beautiful." Original Indian burial and effigy mounds have been preserved at different locations in the city. One of the most significant preservations of the Native American heritage in the community is the Indian Mound Park. The Monona Landmarks Commission placed a state historical marker in this park describing the Outlet Mound as a burial place used by the Woodland Indians. In 2001 the city's Landmarks Commission also placed a state historical marker in Monona's Woodland Park for the Tompkins-Brindler mound group. Many interviews were conducted with native inhabitants of the area which have been preserved by transcription into the city's local history book: *City of Monona: Its Heritage and Landmarks (2011)*.

Monona has a collection of diverse historic architecture. Many historic homes were once summer cottages and farmhouses. International Style houses in the city with their flat roofs and box-like shapes are prevalent in the city, mostly constructed in the 1930s and 40s. Most of these homes are in the Frost Woods Neighborhood. In the 1940s and 50s, Sears Catalog Homes and pre-fabricated Lustron homes went from the mass-production lines to Monona's recently subdivided farmlands. Mid-century ranch homes were also popular during Monona's residential boom. Nichols School, an example of typical historic 1930s elementary school architecture, stands on the same corner where the area's children have attended school since 1869. The Tower of Memories at the Roselawn Memorial Park Cemetery has a unique form of Gothic Revival funerary architecture.

### 5.2.3 HISTORIC AND CULTURAL RESOURCES

In 1999, the Blooming Grove Historical Society, with support from the City of Monona, published *Monona in the Making: History of the City of Pride, 1938-1975*. This book depicts the development of the community, its government, schools, and churches. Prior to that, the Monona Landmarks Commission originally published *City of Monona: Its Landmarks and Heritage* in 1980. This book was updated and republished in 2011, and includes descriptions of Monona's native history, and numerous culturally and historically significant homes and structures.

The State of Wisconsin has some funding available for communities to conduct historical surveys. The city may apply for a grant through the State Historical Society to conduct an intensive historic architecture survey. Such a survey has not occurred in Monona, and Society staff believes that the city is under-surveyed in this area. The State Historical Society's records indicate that none of Monona's International Style homes or other historic homes are part of the National or State Register of Historic Places. Monona plans to undertake a survey and promote the registration of these homes and other historical sites. By having these sites registered, the site owners may be eligible for tax credits to help maintain the historical significance of the property. Additionally, the Landmarks Commission will complete an inventory of the city's historical sites. The city's historic records will be archived in the Monona Public Library. The Landmarks Commission also intends to pursue preservation and restoration of historic sites such as the Springhaven Pagoda. Besides preserving existing landmarks, the city will work to increase the recognition of historically significant locations. Creating historic preservation guidelines is one of the many steps that the city needs to take to accomplish its goal of cultural and historic preservation.

### 5.3 GOALS OBJECTIVES POLICIES AND PROGRAMS



**GOAL 5.1**

*Preserve and enhance the natural, cultural, and scenic resources of Monona for the enjoyment of present residents and future generations.*

**POLICIES**

Preserve environmental corridors, scenic views, natural land, and areas of ecological significance.

Encourage conservation practices that improve the quality of the land, water, and air.

Preserve primary wetlands in their natural state and conserve soils, water, and forest resources.

Encourage the proper handling of wastes and chemicals, so that they have a minimal adverse effect on health and the environment.

Encourage uses of land and other natural resources that are in accordance with their character and adaptability.

Protect, maintain, and enhance the quality of Monona's drinking water.

Update the *1990 Wetland Management Plan* to improve the environmental qualities of the wetlands and to enhance their educational, recreational, and visual values.

Inventory Monona's current tree stock.

Prepare a forest management plan that focuses on continuing tree preservation and planting.

Update City's plans that relate to natural resources, such as the 5-year Park and Open Space Plan, as necessary.

Maintain existing cooperative relationships for the maintenance and preservation of cultural and natural resources.

Maintain a cooperative relationship with the Wisconsin Department of Natural Resources (DNR).

Preserve and enhance the quality of Lake Monona.



**GOAL 5.2**

*Protect and perpetuate improvements, sites, and districts, which reflect Monona’s cultural, social, economic, political, and architectural history.*

**POLICIES**

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Inventory the city’s landmarks and historic sites.

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Create historic preservation guidelines.

---

Conduct a historical survey of the city.

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Assist and encourage historic homeowners in registering their homes in the state or national register.

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Continue to mark places of historic significance in Monona.

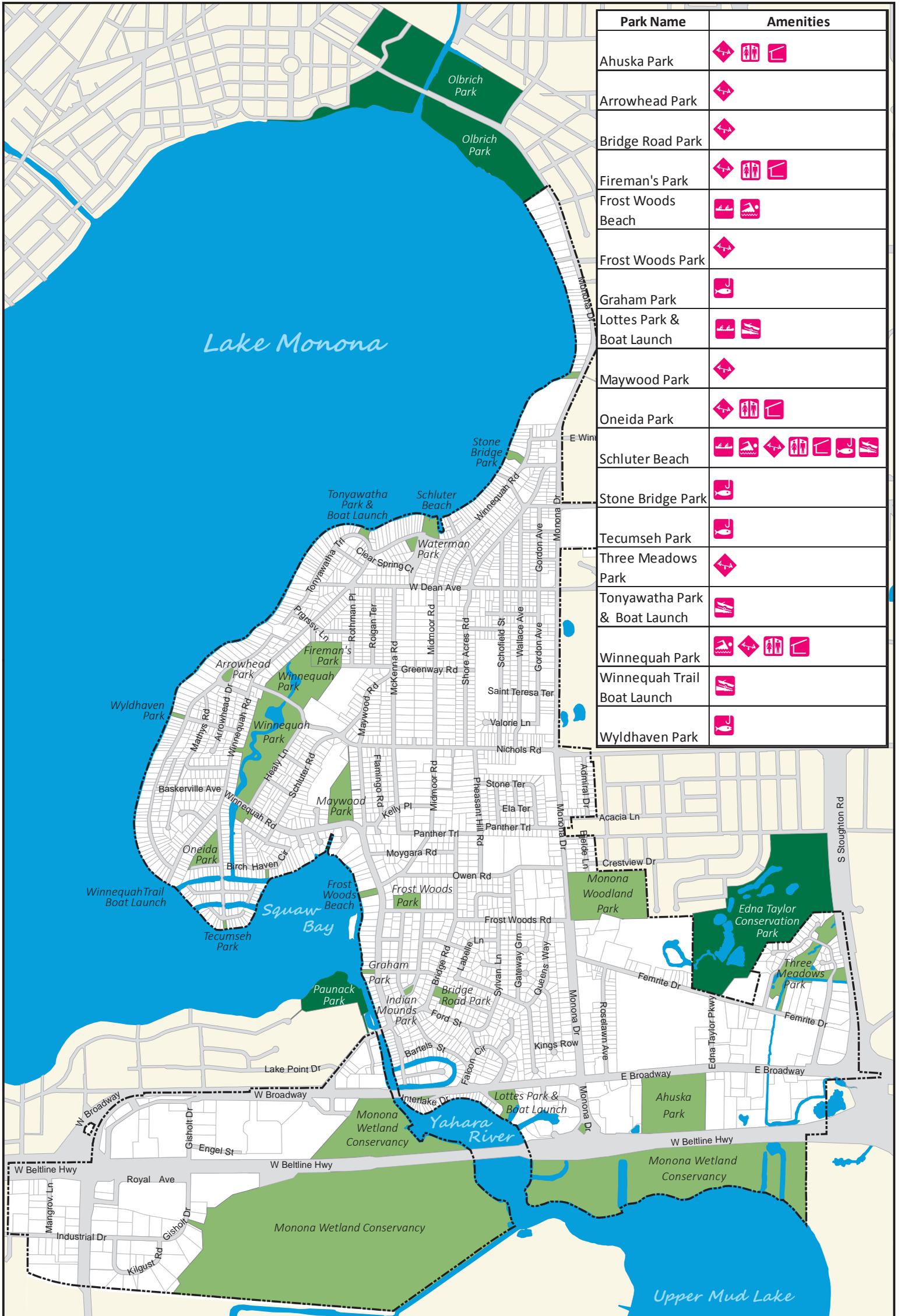
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Provide opportunities for education and community awareness of Monona’s history, such as roundtable discussions, organizing walking tours, and distributing information through publications and news articles.

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Encourage the preservation of published articles on Monona’s events in retrievable form through the establishment of archives at the Library to maintain historic records of the city.

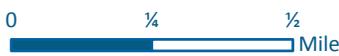
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Park Name	Amenities
Ahuska Park	
Arrowhead Park	
Bridge Road Park	
Fireman's Park	
Frost Woods Beach	
Frost Woods Park	
Graham Park	
Lottes Park & Boat Launch	
Maywood Park	
Oneida Park	
Schluter Beach	
Stone Bridge Park	
Tecumseh Park	
Three Meadows Park	
Tonyawatha Park & Boat Launch	
Winnequah Park	
Winnequah Trail Boat Launch	
Wylthaven Park	

## Parks Map

- Canoe and Kayak Rental
- Swimming
- Playground
- Restroom
- Shelter
- Fishing
- Boat Launch
- Monona Parks
- Madison Parks
- Right-of-Way
- Water
- City Limits



Map not to be used for navigational or survey purposes



Date Created: 1/25/2016



# Wetlands Map



Map not to be used for navigational or survey purposes

- Wetlands
- Monona Area Parks
- Madison Area Parks
- Right-of-Way
- Water
- City Limits



Data Source: DNR and Dane County

Date Created: 1/25/2016



# Steep Slopes Map



N



Map not to be used for navigational or survey purposes

 Slopes > 12%

 Right-of-Way

 Monona Area Parks

 Water

 Madison Area Parks

 City Limits

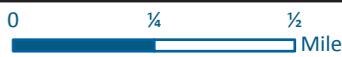
 Parcels



Date Created: 1/25/2016



## Soils Map



	ADRIAN ( <i>Ad</i> )		HOUGHTON ( <i>Ho</i> )		ORION ( <i>Os</i> )		TROXEL ( <i>TrB</i> )
	BATAVIA ( <i>BbB</i> )		KEGONSA ( <i>KeB</i> )		OTTER ( <i>Ot</i> )		VIRGIL ( <i>VwA, VrB</i> )
	BOYER ( <i>BoC2</i> )		KIDDER ( <i>KdD2, KdC2, KrE2</i> )		PALMS ( <i>Pa</i> )		WACOUSTA ( <i>Wa</i> )
	COLWOOD ( <i>Co</i> )		MADELAND ( <i>Ma</i> )		PLANO ( <i>PnB, PnA</i> )		No Soil Data
	CUT ( <i>Cu</i> )		MARSH ( <i>Mb</i> )		RADFORD ( <i>RaA</i> )		Water ( <i>W</i> )
	DODGE ( <i>DnB, DnC2</i> )		MARSHAN ( <i>Mc</i> )		RINGWOOD ( <i>RnB</i> )		Right-of-Way
	ELVERS ( <i>Ev</i> )		MCHENRY ( <i>MdC2, MdB, Mdd2</i> )		SABLE ( <i>SaA</i> )		City Limits
	GRAVEL ( <i>Gp</i> )		MILITARY ( <i>MdC2, Mdd2, Mhd2, Mhe2</i> )		ST.CHARLES ( <i>ScA, ScB, ScC2</i> )		

Map not to be used for navigational or survey purposes

Data Source: National Soil Survey

Date Created: 1/25/2016

# ELEMENT 6: ECONOMIC DEVELOPMENT



The purpose of the Economic Development Element is to strengthen the economic vitality of Monona and guide public investment in economic development. Economic development planning also recognizes the connection between economic health and quality of life by encouraging new growth and redevelopment to improve the community. This element includes an assessment of the city's economic base, the city's strengths and weaknesses in attracting and retaining business and industry, an inventory of environmentally contaminated sites, and existing economic development programs. This information will guide goals, policies, and programs to promote the retention, stabilization and expansion of Monona's economic base.

## 6.1 COMMERCIAL DEVELOPMENT HISTORY

Monona has experienced substantial commercial development and redevelopment since the 1980s. Tax Increment Financing District (TID) No. 1 was created in 1980 for much of the city's south side including South Towne Mall, a former K-Mart (now the site of a Wal-Mart) and Wisconsin Physicians Service Insurance Corporation (WPS), the city's largest employer. The South Towne area was transformed from vacant underdeveloped land to retail and a 68,000 square foot office park development. A 155,000 square foot office building was constructed at WPS in 1987. The South Towne Industrial park, a 70 acre business park for office, warehouse, and light industry, was also developed. TID No. 1 financed the construction of new streets and other infrastructure to support this development. It was one of the most successful TIF districts in Wisconsin and was retired in 1991 after it added \$60 million of increment to the city's tax base.

In the 1990s, office and warehouse development continued in the South Towne Business Park. Along Monona Drive, infill development occurred on the few remaining vacant parcels. Redevelopments along Monona Drive included a new local bank, a national chain drug store, and medium rise condominiums. The largest Monona Drive project was the new \$22 million Monona Grove High School constructed in the late 1990s.

In 1988, the Wisconsin Department of Transportation completed the relocation of US Highway 12/18 from Broadway to the South Beltline Highway, a new six-lane highway. This highway "opened new access points within the Broadway corridor and relocated traffic volumes that have a great impact on land use. In addition, the construction of the Beltline opened up the Broadway corridor to better regional linkages which has directly resulted in new redevelopment market opportunities" (Broadway Corridor Plan). The Broadway Corridor Plan was adopted in 1989 to guide the revitalization of the former beltline which was left with many vacant and underutilized properties, including many old gas station sites. The redevelopment of this 2.5 mile stretch of four-lane highway presented a major challenge in economic and community development for Monona.

TID No. 2, created in 1991, financed the reconstruction of Broadway including a new streetscape to attract business investment and redevelopment. Also, the city used a combination of infrastructure



improvements, TIF assistance, and special assessments to facilitate two major 15-acre commercial office and retail redevelopment projects along Broadway. River Place, a \$15 million mixed-use development is anchored by an 87-room hotel and two large office buildings. Pier 37, a \$12 million retail development, is anchored by a 58,000 square foot grocery store. Other developments during this time included the 28,000 square foot Broadway Business Center and a 67-room hotel at Broadway and Monona Drive. In 2000, WPS completed a major addition to their campus with the development of a 109,000 square foot office building.

In 1998, the city adopted a redevelopment plan for the west end of the Broadway corridor. Redevelopment Area (RDA) Project Plan No. 3 was created to encourage investment and redevelopment in this area along Bridge Road. One of the city's economic development goals is to redevelop this area for public waterfront access, lodging, commercial, and residential development. In 2015, RDA No. 3 was dissolved and a new RDA and TID No. 9 were created for this area.

TID No. 3 was created in 2000 and closed in 2010 near Royal Avenue to encourage office redevelopment. Redevelopment of the area for office and mixed commercial is a goal of the city.

Beginning in the early 2000s, planning efforts shifted focus to Monona Drive. The Monona Drive Advisory Committee first hired Biko Associates, and later Strand Associates, to complete a study for the Monona Drive reconstruction. These studies, along with extensive public input, informed many land use and redevelopment goals for Monona Drive and were adopted as part of the Comprehensive Plan. Vierbicher Associates completed another corridor study and market analysis in 2009 and 2010.

The Monona Drive reconstruction spanned five years from 2009 to 2014. The much-improved new design included burial of power lines, decorative masonry street signage, extensive landscaping in the medians, terraces, and parking areas. The pedestrian environment was vastly improved with the addition of landscaping barriers between parking areas and sidewalks, new benches, trash receptacles, decorative crosswalks, and unified signage at a pedestrian scale. The new Drive also includes bicycle lanes in both directions, and many curb cuts and turn lanes were consolidated for improved safety. In 2009, the city adopted its Façade Improvement Grant Program for building enhancements with Monona Drive frontage. In 2010, the city adopted the Monona Drive Urban Design Guidelines to foster a cohesive design that better defines Monona Drive as Monona's "Main Street" and establish a distinctive sense of place within the Monona Drive corridor. The Monona Drive reconstruction has provided a catalyst for further private redevelopment and business expansion in the city.

Planned redevelopment in the early 2000s also included the Frost Woods Commons senior housing development and retail space (a former 5-acre Kohl's grocery store), Monona Heritage senior living (the former Garden Circle development of eight blighted apartment buildings), Watertower Plaza retail and office space, and the Woodlands Condominiums housing development. These developments took place in TID Nos. 4 and 5.

TID No. 6 was created in 2010 to assist two medical-related redevelopment projects: a Meriter clinic at the corner of Broadway and Stoughton Road (a former mini-warehouse business) and a UW Health clinic between Broadway and the Beltline (a former RV sales lot).

TID No. 7 was created in 2012 for the area along north Monona Drive between Valorie Lane and Lofty Avenue. The CDA acquired three parcels in the area across from the High School and will help facilitate redevelopment. The first project in this area was redevelopment of a former clinic into a 55 unit multi-family development including a three-story building and two townhouses called Fairway Glen.

Another multi-family development proposal spurred the creation of TID No. 8 along West Broadway in 2012. Treysta on the Water, a high-end residential and commercial mixed use building, was constructed between Broadway and the Yahara River in 2015. The city also expanded the Yahara Cove Riverwalk through this area into Lottes Park.

Finally, TID No. 9 was created around Bridge Road, Broadway and the Yahara River in 2015 in order to spur the city's riverfront redevelopment project in this area.

## 6.2 ECONOMIC BASE

The composition of a community's economic base closely relates to its potential for economic expansion or improvement. Monona is an established community, primarily residential in character, which enjoys a high level of municipal services. It is important to Monona homeowners that the city's commercial sector be as successful as possible to ensure continued quality and affordable services for its residents. Overall, Monona has a secure economic base; however, the city is both land-locked and almost completely developed. These characteristics define the economic development challenge in Monona as one of renewal and in-fill.

### 6.2.1 LABOR FORCE

According to the 2008-2012 American Community Survey, 4,430 Monona residents participate in the labor force while the unemployment rate for the city is 4.4%.

### 6.2.2 EMPLOYMENT

Monona has a fairly diverse economic base. The largest occupational industries that employ Monona residents include: 1) educational services, health care and social assistance (25.0%), 2) transportation, warehousing and utilities (11.1%), and 3) finance, insurance, and real estate (11.0%). Professional, scientific and management (10.9%); arts entertainment, recreation, and food services (8.6%); and manufacturing (8.1%) are the next three largest occupational industries in the city.<sup>1</sup>

<sup>1</sup> Source: 2010-2014 American Community Survey

Retention and expansion of existing businesses is fundamental to Monona’s economic development strategy. Monona’s companies comprise the city’s economic base – jobs and tax base.

### 6.2.3 RELATIVE EMPLOYMENT CONCENTRATIONS

Location quotient is a measurement that shows the relative concentration of employment in a particular sector.<sup>2</sup> Location quotients over one (1) indicate the city’s employment in that sector is relatively more concentrated than state employment in that sector. In 2011, *Finance and Insurance* sector jobs were 7.84 times more concentrated in Monona than in Wisconsin. Additionally, employment in *Construction and Real Estate/Rental/Leasing* sectors were significantly more concentrated in Monona than the State. Lower location quotients indicate that relative to the state average, these industries have a low share of the city’s employment. These are the weakest sectors of the city’s industry base. The city may look to encourage employment growth in sectors where the concentration is lower.

**Table 6.1: Monona Location Quotient – Employment Concentrations**

Agriculture, Forestry, Fishing and Hunting	0.00
Mining, Quarrying, and Oil and Gas Extraction	0.00
Utilities	0.00
Management of Companies and Enterprises	0.05
Public Administration	0.09
Manufacturing	0.10
Transportation and Warehousing	0.14
Information	0.37
Health Care and Social Assistance	0.49
Wholesale Trade	0.63
Administration & Support, Waste Management	0.68
Educational Services	0.78
Retail Trade	0.79
Professional, Scientific, and Technical Services	0.92
Accommodation and Food Services	0.97
Arts, Entertainment, and Recreation	1.00
Other Services (excluding Public Administration)	1.43
<b>Real Estate and Rental and Leasing</b>	<b>1.89</b>
<b>Construction</b>	<b>2.91</b>
<b>Finance and Insurance</b>	<b>7.84</b>

Source: Census Bureau OnTheMap Application, 2011 NAICS Industry Sector

In 2012, the Wisconsin Department of Workforce Development released an employment projection for the period from 2010-2020. The projections include a 27.7% growth in the construction industry, a 25.4% increase in professional, scientific, and technical services, a 26.1% increase in waste management and remediation services, and a 22.2% increase in accommodation and food services. Employment in the health care and social assistance sector is also projected to grow at 19.9%. The city should support business development that will capture the projected growth in already strong

<sup>2</sup>Location quotients are calculated by dividing the proportion of the City’s employment in each sector by the proportion of State employment in that particular sector.

sectors (e.g. Construction and Finance and Insurance). In all cases, it is important that the city encourages creation and retention of desirable jobs which provide a good standard of living for individuals.

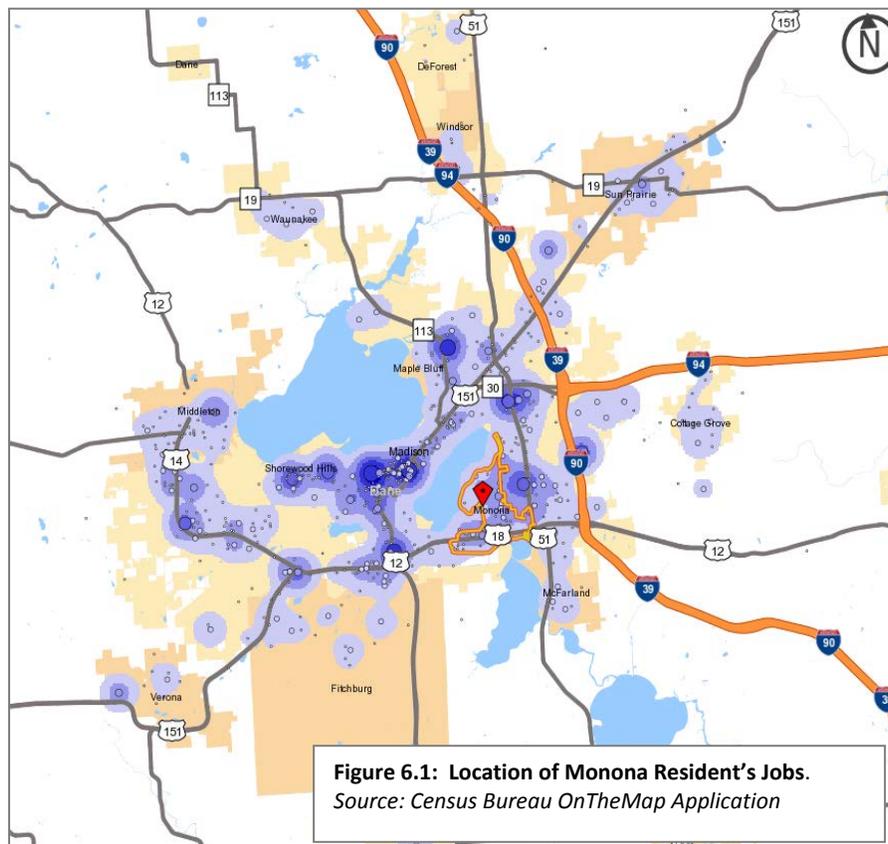
#### 6.2.4 INCOME DATA

Monona's per capita income, as reported by the 2010 Census was \$34,633. Monona's per capita income is slightly higher than the per capita income in Madison, Dane County, and Wisconsin indicating Monona residents have more disposable income than residents of neighboring communities. Monona's median household income, according to the 2010 Census, was \$50,479. This figure is slightly lower than the median household income for Madison and Dane County. Overall, the affluence of Monona's residents is comparable to the surrounding region.

#### 6.2.5 COMMUTING PATTERNS: MONONA RESIDENTS

According to the 2012 American Community Survey, Monona residents spent an average of 18.4 minutes commuting to work. About 85% of workers traveled to work alone, while approximately 5.4% carpooled, and 3.8% used public transportation. A total of 0.9% of the workers walked to work, while 2.6% of workers worked from home.

In the second quarter of 2011, the Census reported that Monona residents held an estimated 3,978 jobs. The predominant industry sectors of these jobs were: Health Care and Social Assistance (totaling 15%); Education Services (totaling 14.4%); and Retail Trade (totaling 10%). Almost half of these jobs (47.6%) provided earnings of \$3,333 or more per month. The majority of these jobs (65.1%) were located in the City of Madison, while only 5.6% were located in Monona.



**Table 6.2: Top 10 Places Residents are Commuting To**

Area	Count
Madison	2,591
Middleton	109
Milwaukee	92
Sun Prairie	68
Fitchburg	59
Janesville	43
Verona	40
Stoughton	38
Wauwaukee	36
Cottage Grove	31

Source: Census Bureau OnTheMap Application

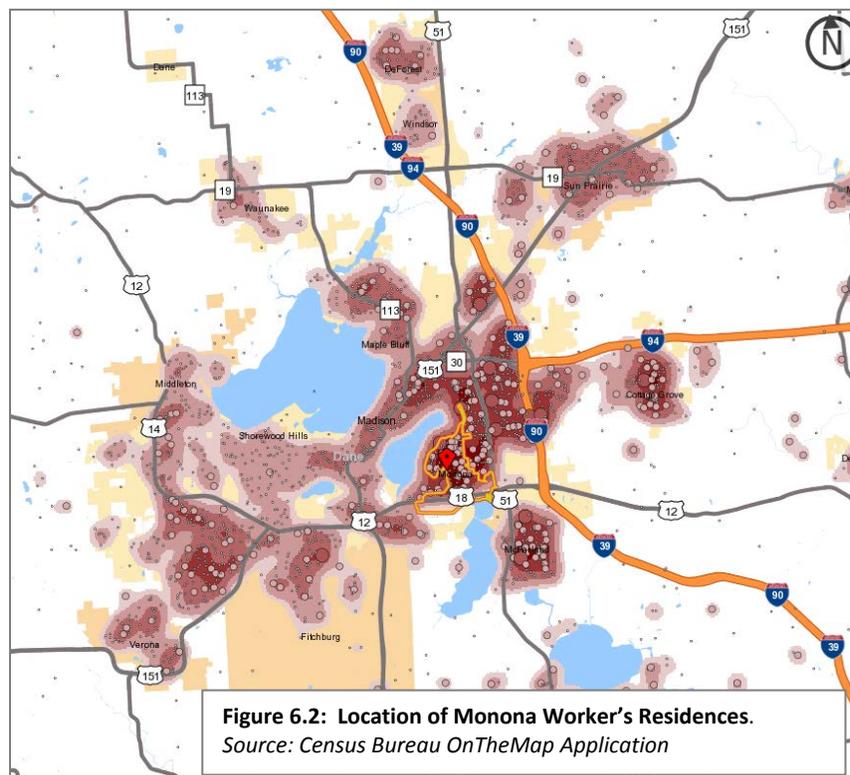
**Table 6.3: Top 10 Places Workers are Commuting From**

Area	Count
Madison	1,716
Sun Prairie	227
Fitchburg	166
McFarland	140
Stoughton	140
Janesville	133
Cottage Grove	130
Verona	94
Oregon	82
Middleton	80

Source: Census Bureau OnTheMap Application

### 6.2.6 COMMUTING PATTERNS: MONONA WORKERS

During the same time period, the Census estimated that 5,864 jobs were located within Monona. The majority of these jobs (40%) were classified in the Finance and Insurance industry sector, Construction (10.2%) and Retail Trade (8.5%). More than one-third (35.1%) of these jobs provided earnings of \$3,333 per month. A large percentage of these jobs (29.4%) are held by Madison residents while 3.8% are held by Monona residents.



Overall, the city provides a significant number of jobs to the surrounding region. 5,623 jobs in Monona were held by residents of other communities while Monona residents held 3,755 jobs in other communities. Therefore, the region receives a net benefit of 1,868 jobs from employers in the city. In other words, there are 1.50 people coming to Monona to work for every resident leaving the city for work.

This data suggests that Monona firms underutilize the local labor force. Monona firms employed a lower proportion (5.6%) of Monona residents than comparable community’s firms employ their residents (11.5%). In addition, Monona firms had a lesser share (1.9%) of employees earning more than \$3,333 per month that reside in Monona than what comparable community’s<sup>3</sup> firms employ in their community (5.1%). Overall, Monona firms have access to a large labor pool. While 4,430 of Monona’s residents participate in the labor force, approximately 200,000 workers live within 10 miles of Monona and nearly 250,000 live within 20 miles (U.S. Census, 2011).

### 6.3 ENVIRONMENTALLY CONTAMINATED AREAS



Monona must work diligently on redevelopment projects to increase the economic activity and tax base in the city because of its inability to annex land for development. This includes the redevelopment of areas that have been environmentally contaminated. Prior to the construction of the Beltline Highway in 1988, numerous gas stations lined Broadway and parts of Monona Drive with varying amounts of environmental contamination. In addition, a former landfill was located between Broadway and the Beltline, east of Monona Drive. Significant private and public redevelopment activity has occurred in these areas and many sites have been cleaned and redeveloped for other commercial uses, including retail and office buildings, and a large city park.

The WDNR maintains a list of environmentally contaminated sites, or brownfields through its Environmental Remediation and Redevelopment Program. The DNR defines brownfields as “abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination.” As of March 2014, there were three contaminated sites within the city in need of cleanup or where cleanup is in progress. Seventy-seven previously documented contaminated sites are considered closed or required no further action.

**TABLE 6.4: Open Contaminated Sites**

Address	Property/Use	Type of Contamination
6418 Bridge Road	Former One Hour Custom Cleaners	Environmental Repair
5600 Tecumseh Avenue	Davis Property	Leaking Underground Storage Tank
2619 Industrial Drive	Rasmussen Fuel Co	Environmental Repair

*Source: WDNR Environmental Remediation and Redevelopment Program*

<sup>3</sup> Comparable communities include: Middleton, Verona, Sun Prairie, Fitchburg, McFarland, and Waunakee.

## 6.4 INDUSTRY AND BUSINESS ATTRACTION

Monona's Performance Zoning Code indicates types of businesses and industries that are permissible in the city. The city wishes to attract economically viable businesses to Monona over the next twenty years including service industries, high tech firms, retail companies, general office companies, and light industrial companies in appropriate locations. Effective strategies will capitalize on the city's strengths while addressing the city's challenges.

### Strengths in Business Attraction and Retention:

- Monona's close proximity to the Beltline Highway (U.S. Highway 12/18), Interstate 90/94, and the City of Madison, allows businesses to flourish.
- Monona's location in the metro region allows businesses to draw upon a large labor pool and demand for products and services.
- High quality educational opportunities in the area including the Monona Grove School District, Madison College, and UW-Madison.
- Monona has a lower tax rate than nearby Madison, making it an appealing location for businesses.
- Monona has a smaller and more accessible governmental body than Madison and has been described as business-friendly.

### Challenges in Business Attraction and Retention:

- The city's commercial corridors become major traffic thoroughfares generating high traffic volumes and land use challenges.
- Small parcels with diverse ownership are a challenge to land assembly for coordinated redevelopment efforts.
- The city is landlocked and can only grow through infill and redevelopment. Additional costs of redevelopment can be a barrier for private investment.
- The city of Madison has focused its new development on the west side of Madison, often neglecting the development of its east side, near Monona. As a result, many businesses have not invested in Monona for their business development.
- The city of Monona receives limited revenue sharing which makes its planning, development, and redevelopment challenging.

## 6.5 ECONOMIC DEVELOPMENT EFFORTS AND PROGRAMS

The following is a summary of the City of Monona’s existing economic development efforts and programs. As needs arise, the city should consider new efforts and programs that support the goals, objectives, and policies identified in this chapter.

### 6.5.1 COMMUNITY DEVELOPMENT AUTHORITY

The CDA was established by the City Council in 1982. It is considered a separate Wisconsin municipal corporation that will carry out “blight elimination and urban renewal” programs. The CDA has the power to acquire property, condemn property by eminent domain, and to hold property. It prepares and carries out redevelopment plans and projects, and tax increment financing districts and projects. It also borrows funds and issues bonds to finance such projects. The CDA has been active in planning and promoting business development, particularly in the Monona-Broadway Business District. The CDA works cooperatively with the Business Alliance, city, and Plan Commission to encourage a strong overall economy in Monona.

### 6.5.2 TAX INCREMENT FINANCING

Monona has a long history of responsible use of tax increment financing (TIF) to facilitate the redevelopment of vacant or underutilized commercial sites and to fund public improvements in the TIF districts. TIF provides funding for public expenditures for land and infrastructure for development. The resulting development pays for the initial expenditures over time through dedicated property tax revenues. Monona currently has seven operating TIF districts focused on redevelopment efforts along Monona Drive and Broadway. The city’s TID No. 1 and TID No. 3 have been retired.

### 6.5.3 RENEW MONONA

Renew Monona is a revolving loan program funded by TIF revenues. The program is made possible through a TIF statute that allows a TID to stay open an additional year to fund affordable housing improvements in the community. Renew Monona provides zero percent interest loans of up to \$10,000 for home improvements. The program began in 2009 and funded about twenty applications in its first five years. The city expects to provide substantial funding to the program when TID No. 2 is retired, allowing additional homeowners to benefit from the program and the increased tax values in the city’s commercial districts.

### 6.5.4 FAÇADE IMPROVEMENT GRANT PROGRAM

The city’s Façade Improvement Program was established to enhance the visual aesthetics of the Monona Drive corridor by offering grant funding to building owners to improve their building frontage on Monona Drive. The program is being undertaken in combination with the City’s overall redevelopment of Monona Drive. Improvements to the visual appearance of the corridor are designed to spur reinvestment which will lead to enhanced economic vitality of the corridor. Grant funds are budgeted for the program from TID Nos. 4 and 7. Successful grant recipients receive a 50% reimbursement of eligible project costs not to exceed \$10,000.

### 6.5.5 MONONA EAST SIDE BUSINESS ALLIANCE

The Monona East Side Business Alliance (MESBA) (formerly Monona Chamber of Commerce) was established in 1990 to work as a unifying force to serve the interests of commerce in the community.

The Alliance includes about 300 business members.<sup>4</sup> The group strives to retain existing businesses, attract new interest businesses, and encourage high standards for businesses, such as ethics, good citizenship, and providing fair opportunities for residents.

#### 6.5.5 MONONA GROVE BUSINESSMEN'S ASSOCIATION

The Monona Grove Businessmen's Association (MGBMA) has operated in the community for decades. The group serves the Monona and McFarland communities in a number of ways, including hosting fundraising efforts to support scholarships for Monona and McFarland students and many other civic projects and charities.

### 6.6 STATE AND FEDERAL PROGRAMS

The Comprehensive Plan directs the city to work cooperatively with regional economic development partners and state and federal agencies to invest in projects that will create quality employment opportunities for area residents and promote a stable economic environment. The following is a description of state and federal programs in order to provide a basis for aligning resources and identifying potential partners.

The Wisconsin Economic Development Corporation (WEDC) is the state's lead economic development agency which provides financial and technical resources to local communities and businesses. Programs and resources WEDC offers include the Main Street Program, Connect Communities, Certified Sites, Community Development Investment Grant, Idle Industrial Site Redevelopment Program, and the Brownfield Site Assessment Grant. WEDC provides regional Community Account Managers to assist communities with projects and to connect them to other organizations including the Wisconsin Economic Development Association (WEDA) and the UW-Extension Center for Community and Economic Development (CCED).

The State of Wisconsin offers a variety of financial assistance programs to local governments to undertake economic development projects. The Wisconsin Department of Natural Resources (WDNR) outlines several programs in *The Financial Resource Guide for Cleanup and Redevelopment*. WDNR Remediation and Redevelopment Program is a comprehensive, streamlined cleanup program that consolidates state and federal cleanup programs into one program. This program assists property owners and individuals responsible for hazardous material discharge and provides technical oversight, certification of cleanup completion, and assurance letters to the community.

Community Development Block Grants (CDBGs) are available for low-to-moderate income projects, blight elimination, and brownfield redevelopment. Some CDBGs are intended for public facilities or infrastructure in economic development plans and projects. The CDBG Emergency Grant Program provides grants for small communities with infrastructure damage due to catastrophic events. Communities can also use CDBGs to loan money to businesses for start-up costs. Finally, CDBGs are available to upgrade community facilities, infrastructure, and utilities to benefit low- and moderate-income residents. Monona has historically not qualified for funding for low-to-moderate income projects because of the City's higher median household income.

The city will also work cooperatively with other regional organizations including Madison Area Regional Economic Development Partnership (MadREP) and the Economic Development division of Madison Gas & Electric.

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<sup>4</sup> Chamber member count is current as of September 2015.

## 6.7 GOALS OBJECTIVES POLICIES AND PROGRAMS

### GOAL 6.1

*Expand employment opportunities that support quality jobs for residents, foster growth of existing businesses, and provide an attractive environment for new businesses.*

#### OBJECTIVE 6.1.1

Encourage growth and expansion of existing businesses.

#### POLICIES

Support existing businesses through programs like the Façade Improvement Program and consider development of new programs to meet business needs.

Encourage business growth and expansion of light industrial uses and office uses in the South Towne Industrial park.

Connect area businesses, entrepreneurs, and growing companies with technical assistance and resources from regional and State economic development agencies to encourage business and job growth.



#### OBJECTIVE 6.1.2

Attract new business to appropriate areas.

#### POLICIES

Facilitate new business development in commercial areas that is consistent with land use goals identified in redevelopment project plans, TID plans, and other applicable plans.

Support companies that create and retain desirable jobs which provide a good standard of living for individuals.

The city should especially target the development of businesses that have a vested interest in Monona, including destination-oriented retail.



#### OBJECTIVE 6.1.3

Enhance the overall quality of life and vitality of Monona to ensure the city's ability to retain and attract a talented workforce.

#### POLICIES

Promote the increase of the local customer base and vibrancy to the city's commercial areas by encouraging the development of added residential density.

Encourage a distinctive sense of place within Monona's commercial corridors.

**GOAL 6.2**

*Encourage economic growth in Monona that achieves a balanced economy with a mixture of residential, commercial, office, and light-industrial development.*



**OBJECTIVE 6.2.1**

Encourage commercial development and redevelopment that will provide quality jobs, goods, and services needed by residents and to discourage the unnecessary duplication of existing facilities.

**POLICIES**

Each commercial parcel should optimize its economic value in terms of the revenue it generates and its assessed value while maintaining appropriate land use and relationship to the community.

Continue to provide opportunities and incentives for new businesses to locate in Monona.

Implement goals in TIDs 4, 5, 6, 7, 8 and 9, and associated Redevelopment Project Plans. Establish new redevelopment project plans and TIF districts in underperforming areas.

Focus redevelopment efforts on commercial properties across from the high school and in the Riverfront Redevelopment area of Bridge Road and Broadway. These areas are underutilized and have declining value relative to the average of other commercial sites in the city

Facilitate development of a commercial waterfront district along West Broadway with substantial publicly accessible space.

**OBJECTIVE 6.2.2**

Encourage partnerships with local, state, and federal programs and agencies to achieve economic development goals.

**POLICIES**

Encourage coordination between the City Council, the Community Development Authority, the Plan Commission, and MESBA on redevelopment, and business retention, expansion, and attraction.

Pursue funding opportunities from State and Federal Economic Development programs.



**GOAL 6.3**

*Encourage planned and orderly development that adheres to community design standards to create a distinctive sense of place that will foster success of commercial areas.*

**OBJECTIVE 6.3.1**

Encourage the maintenance of community design standards.

**POLICIES**

Create a distinctive look and feel for Monona’s commercial areas. The city’s commercial areas should all project a positive image for the city and provide Monona with an identity distinct from the surrounding City of Madison.

Encourage a cooperative atmosphere in business districts to maintain business frontages, landscaping, and overall, promote the well-being of the business districts, with high involvement from business and property owners.

**OBJECTIVE 6.3.2**

Continue to develop and enforce planned community development.

**POLICIES**

Update the 2006 Strategic Plan for Economic Development and the 2010 Vierbicher Market Analysis. These plans provide the City with tools to direct appropriate growth and development.

Incorporate residents’ responses from the 2013 Citizen Survey and 2014 Comprehensive Plan Survey into design guidelines for redevelopment, where feasible or appropriate.



# Redevelopment Areas Map



Map not to be used for navigational or survey purposes

Data Source: City of Monona

Date Created: 1/25/2016

- Redevelopment Area 1
- Redevelopment Area 2
- Redevelopment Area 3
- Redevelopment Area 6

- Redevelopment Area 7
- Redevelopment Area 8
- Redevelopment Area 9
- Parcels

- Right-of-Way
- Water
- City Limits





# Tax Incremental Finance Districts Map



Map not to be used for navigational or survey purposes

- |  |   |  |   |
|--|---|--|---|
|  TID 2 |  TID 6 |  TID 9        |  Water       |
|  TID 4 |  TID 7 |  Parcels      |  City Limits |
|  TID 5 |  TID 8 |  Right-of-Way |   |



Data Source: City of Monona

Date Created: 1/25/2016

## ELEMENT 7: INTERGOVERNMENTAL COOPERATION



Intergovernmental cooperation is important because it reduces or eliminates the duplication of services, coordinates a set of goals, objectives, policies, and programs for joint planning and decision making with other jurisdictions, provides a mechanism for conflict resolution, and identifies and resolves incompatible goals, objectives, policies, and programs.

Many planning issues facing Monona are regional in nature, and therefore it is imperative that the city have a strong relationship with other governmental jurisdictions. Monona has participated in numerous collaborative planning efforts with other jurisdictions including land use and transportation planning projects. Monona has also collaborated with other jurisdictions to provide services including mutual aid for police and fire services and building inspection services. This element promotes consistency between Monona's Comprehensive Plan and plans for nearby and overlapping jurisdictions and identifies potential conflicts.

### 7.1 MUNICIPAL COOPERATION

Monona is landlocked by the City of Madison and therefore cannot grow outward in a way that would affect nearby cities, villages, and towns. Monona does interact with other governmental units in ways described below.

#### 7.1.1 TOWN OF BLOOMING GROVE

The Town of Blooming Grove, population 1,815 (2010 Census), is located south and east of Monona. Part of the town is located within the Monona Grove School District. A boundary agreement between the Town of Blooming Grove and the City of Madison has established that by November 1, 2027 all of the Town will be annexed into the City of Madison.

#### 7.1.2 TOWN OF COTTAGE GROVE

The Town of Cottage Grove, population 3,875 (2010 Census), is located east of Monona and east of the Town of Blooming Grove. Most of the Town of Cottage Grove is within the Monona Grove School District. The Town of Cottage Grove adopted a Comprehensive Plan in 2011.

#### 7.1.3 VILLAGE OF COTTAGE GROVE

The Village of Cottage Grove is located twelve miles east of Monona and has a population of 6,192 (2010 Census). The Village of Cottage Grove, the Town of Cottage Grove, and the City of Monona are the three major jurisdictions comprising the Monona Grove School District. All schools in this district are located in Monona and the Village of Cottage Grove. The Village of Cottage Grove and the City of Monona share a weekly community newspaper. The Village of Cottage Grove completed a Comprehensive Plan in 2000 and updated it in 2009.

#### 7.1.4 VILLAGE OF MCFARLAND

The Village of McFarland is located six miles southeast of Monona and has a population of 7,808 (2010 Census). The City of Monona and the Village of McFarland provide each other with mutual aid for police and fire services when necessary. The two municipalities also share building inspection services. The Village adopted a Comprehensive Plan in 2006.

### 7.1.5 CITY OF MADISON

Monona is completely landlocked by the City of Madison. Madison's population was 233,209 (2010 Census). Madison has adopted numerous long-range planning documents and is a major stakeholder in regional planning efforts with the Metropolitan Planning Organization (MPO), the Regional Planning Commission (RPC), and the county. The cities of Monona and Madison have cooperated on multiple planning projects including land use planning and transportation planning. Specifically, the two cities formed advisory committees for the reconstruction of Broadway in the early 1990s and for Monona Drive around 2010. There are no known conflicts between Monona's Comprehensive Plan and Madison's 2006 Comprehensive Plan.

Other agreements have included issues regarding bike systems, transit service, mutual aid, and a hazardous materials agreement:

- Monona's on-street bikeway system is part of the Lake Monona Loop that runs through the Madison isthmus and connects with the City of Madison's bike route system. A coordinated wayfinding signage system for bicycles has been implemented.
- Madison and several surrounding communities approved a Hazardous Materials (HAZMAT) agreement (66.30). Madison has the necessary equipment and team to handle hazardous material spill situations and will provide these services to surrounding communities, including Monona, which does not have a specialized unit.
- Madison and Monona also provide each other with mutual aid for police, fire, EMS, and paramedic services when necessary.

### 7.1.6 CITIES AND VILLAGES MUTUAL INSURANCE COMPANY

Wisconsin municipalities cooperate at many levels, including some non-traditional methods that have saved taxpayers millions of dollars in the cost of liability insurance. A public intergovernmental unit, comprised of 46 municipalities and a private insurance company, Cities and Villages Mutual Insurance Company (CVMIC) was created in 1987 to provide a stable risk management liability program. Monona joined CVMIC in 1988. Members are able to participate in group purchase programs for insurance products, on-site loss control services, risk management consulting, and a wide variety of training programs. Through this cooperative approach, and in addition to premium savings, municipalities have developed policies and procedures that have cut liability and worker's compensation losses and have improved the efficiency and quality of services to local taxpayers.

## 7.2 MONONA GROVE SCHOOL DISTRICT

The Monona Grove School District (MGSD) serves Monona residents and encompasses 23.5 square miles. The MGSD includes the City of Monona, the Village of Cottage Grove, most of the Town of Cottage Grove, and small portions of the Town of Blooming Grove, the Town of Sun Prairie, and the City of Madison. Monona and the MGSD have worked cooperatively to share the community's recreational resources including parks and swimming pools. The city has a formal agreement with the School District for the use of the indoor pool. Monona School/Community Cable (MS/CC) is a partnership between the City of Monona and the Monona Grove School District that manages community cable television. Monona will continue to work with the school district on issues related to growth and school enrollment, location of growth related to school services, recreational opportunities and shared facilities.

### **7.3 MADISON METROPOLITAN SEWERAGE DISTRICT**

The Madison Metropolitan Sewerage District (MMSD) provides sewer service to Monona. The Nine Springs Wastewater Treatment Plant accommodates Monona's sewage waste. The City of Monona is billed by MMSD and subsequently bills Monona residents for this service through their water bills.

### **7.4 DANE COUNTY**

The City of Monona has numerous working relationships with Dane County. Dane County adopted their Comprehensive Plan in 2007. There are no known conflicts between the county's Plan and Monona's Plans. The county has been growing rapidly in recent years, and the County's population reached 488,073 in 2010 (2010 Census). Per State Statues, when a County reaches a population of 500,000 the County Board can choose to shift responsibility of County Trunk Highways (CTH) to local jurisdictions. Two CTHs are located in Monona, CTH BB (Monona Drive) and CTH BW (Broadway). Dane County and Monona have partnered on reconstruction efforts for both CTH BB and CTH BW.

### **7.5 MADISON AREA REGIONAL ECONOMIC PARTNERSHIP**

The Madison Area Regional Economic Partnership (MadREP), formerly Thrive, is a non-profit organization created to grow the economy of Dane County and surrounding counties in ways that preserve and enhance quality of life. The organization works to advance economic competitiveness, innovation and entrepreneurship, human capital, regional cooperation, leadership, and diversity.

### **7.6 MADISON METROPOLITAN PLANNING ORGANIZATION**

The city is located within the Madison Area Metropolitan Planning Organization's (Madison Area MPO) jurisdiction. Monona has participated in cooperative planning efforts with the MPO and is prepared to collaborate and coordinate with the Madison Area MPO and its future plans.

### **7.7 CAPITAL AREA REGIONAL PLANNING COMMISSION**

The Capital Area Regional Planning Commission (CARPC) functions as the regional planning and area wide water quality management planning entity for the Dane County region, consistent with Wis. Stats. s. 66.0309. CARPC's regional planning work includes, among other tasks, administering the Future Urban Development Area (FUDA) planning process, providing economic analysis to communities, creating the wetland protection and groundwater protection plans, and managing environmental corridors. CARPC also manages the county's Land Use & Transportation Plan.

### **7.8 STATE OF WISCONSIN**

The city has worked closely with various state departments, such as the Department of Natural Resources (WDNR), the Department of Transportation (WisDOT), and the Wisconsin Economic Development Corporation (WEDC) on plans and projects. WisDOT has assisted Monona in its redevelopment planning process for the Broadway corridor and Monona Drive. Monona has also assisted in WisDOT planning efforts including the Beltline Highway Planning and Environmental Linkages Study and the Stoughton Road (Hwy 51) reconstruction. The WDNR has assisted the

community when developing new subdivisions near wetland areas and other planning issues that have involved natural resources.

## 7.9 GOALS OBJECTIVES POLICIES AND PROGRAMS

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**GOAL 7.1** *Maintain and establish additional mutually beneficial intergovernmental relationships with surrounding jurisdictions.*

### POLICIES

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Maintain a cooperative partnership with the Monona Grove School District to use and maintain the city's parks and school district facilities, such as the indoor pool.

---

Continue to work with the City of Madison, Dane County, and State of Wisconsin agencies in redevelopment and street reconstruction projects as appropriate.

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Coordinate and cooperate with the Madison Area Metropolitan Planning Organization (Madison Area MPO), the Capital Area Regional Planning Commission (CARPC), Dane County, and State Planning initiatives as necessary.

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Continue city policies for shared building inspection services with the Village of McFarland.

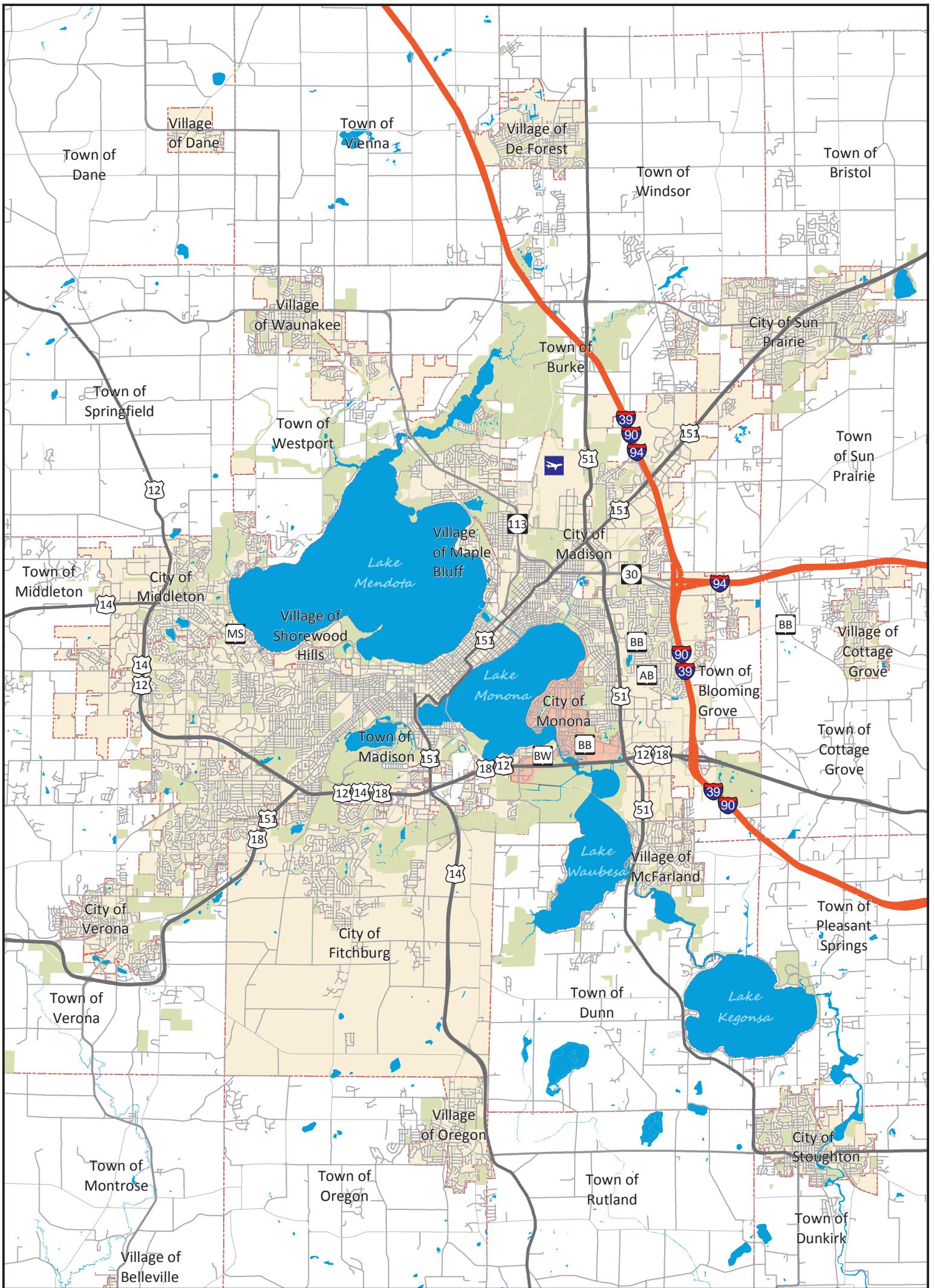
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Work with neighboring communities the county to redevelop shared corridors in a consistent and complementary manner.

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Work with the City of Madison to create and maintain urban design and sign standards for Monona Drive.

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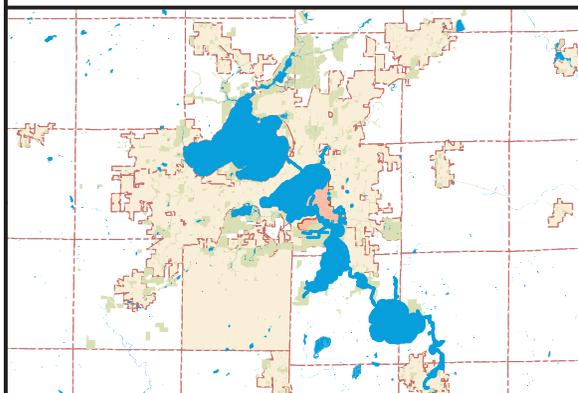


# Monona Regional Map

0 2½ 5 Miles



- |  |                              |  |                        |
|--|------------------------------|--|------------------------|
|  | Dane County Regional Airport |  | Water                  |
|  | Interstate HWY               |  | Parks and Green Spaces |
|  | U.S. Highway                 |  | Cities and Villages    |
|  | State Highway                |  | Unincorporated         |
|  | County Highway               |  |                        |
|  | Interstate Highways          |  |                        |
|  | Highways                     |  |                        |
|  | Streets                      |  |                        |
|  | City of Monona               |  |                        |



Data Source:  
Monona GIS

Date Created:  
1/25/2016

# ELEMENT 8: LAND USE



Land use is the central element of a comprehensive plan. Other elements discuss: projected population, housing, and economic growth, document needed transportation, utility, and community facility improvements, and provide an inventory of community resources. Land use is a highly interconnected topic which ties together all other plan elements. Land use planning, therefore, encourages efficient and sustainable community growth patterns. Additionally, it protects private property from uses that may harm the health, safety, and welfare of neighboring properties, residents, and the city overall. Identification of land use goals informs the public, developers, and governmental agencies as they make development decisions affecting the city.

This chapter inventories existing land uses, land use tools, and regulations. Development trends and projections are identified which inform the goals, objectives, policies and programs that conclude this chapter. This information will guide growth and development over the next 20 years.

## Sustainable Land Use Vision

The city encourages redevelopment and high density development as a means to provide access to housing, economic development opportunities, recreation, social interaction, and other basic needs while protecting the natural environment, health, safety, and overall quality of life.

The city is committed to keeping large areas of land open for conservation and recreational uses



## 8.1 LAND USE INVENTORY

### 8.1.1 LAND USE CATEGORIES

Land use categories are defined as (Source: Capital Area Regional Planning Commission, 2000):

- **Single-family:** Land used for low-density development of single-family dwellings including accessory buildings.
- **Two-family:** Land used for two-family residences including accessory buildings.
- **Multi-family:** Land used for medium- to high-density development of multi-family dwelling units, having proximity to commercial districts or major streets.
- **Group Quarters:** Land used for providing living quarters for a group of people who are at an institution for a common purpose, such as a nursing home, alcohol treatment facility, or other community-based residential facility (CBRF).
- **Mobile Homes:** Land used for mobile homes, as defined by State Statutes.
- **Light Industrial:** Land used for indoor industrial including light manufacturing, assembly, warehouse, and other storage uses.
- **Commercial:** Land used for retail, service, commercial, and office uses.
- **Communication/Utilities:** Land used for utilities or communications facilities.
- **Education/Schools:** Land used for schools and other education facilities

- **Parks:** Land used by the public for open space and recreation areas.
- **Institutional and Government Administration:** Land used for the city’s operations and services. These include City Hall, the Monona Public Library, the Police, Fire, and EMS Departments, the Monona Senior Center, the Monona Community Center, the Public Works Garage, and the community swimming pool.
- **Cemeteries:** Land used for cemeteries or memorials.
- **Woodlands:** Land that is forested, per Dane County environmental corridor mapping.
- **Water:** Lakes, rivers, and streams, per Dane County inventory.
- **Wetlands:** Wetland areas, per DNR Wetland Inventory mapping.

8.1.2 EXISTING LAND USE PATTERNS

**Table 8.1: Land Uses in Monona**

Land Use	Acres	Percent of Total
Single-Family	662.4	31.55
Two-Family	18.9	.90
Multi-Family	57.5	2.74
Group Quarters	3.4	.16
Mobile Home	3.2	0.15
Industrial	39.9	1.87
Commercial (Retail and Service)	226.4	10.79
Street Right of Ways	387.8	18.48
Other Transportation	37.7	1.80
Communication/Utilities	19.4	.93
Education	53.3	2.54
Outdoor Recreation	427.5	20.36
Institutional and Government Administration	7.1	0.34
Cemeteries	45.0	2.14
Other Institutional and Government	44.6	2.13
<b>Total Developed Area</b>	<b>2,033.3</b>	<b>96.86</b>
Woodlands	16.0	0.76
Other Open Lands	27.6	1.31
Vacant, Unused Land	2.4	.12
Water	19.8	.94
<b>Total Agriculture and Undeveloped Area</b>	<b>65.8</b>	<b>3.14</b>
<b>Total Area</b>	<b>2,099.1</b>	<b>100.00</b>

Source: Capital Area Regional Planning Commission, 2010

**RESIDENTIAL:**

All residential land uses in the city comprise 745.3 acres, or 35.5 percent of the 2,099 acres of land in the city. The total net residential density for the city is 1.94 units per acres (4,088 total units).

- Single-family residences comprise 88% of residential land use in Monona. Most of the single-family residential housing in Monona is located in one large contiguous land area

bound by Lake Monona, West Broadway, and Monona Drive. Specific neighborhood associations have been formed in the single-family area including the Frost Woods Home Association, founded in 1935, and the Belle Isle Neighborhood Association.

- Two-family residences comprise 2.5% of residential land use in Monona. These districts are located in the southern part of the city along Roselawn Avenue, Cardinal Crescent, West Gate Road, Winnequah Road, Ford Street, Bartels Street, Falcon Circle, and West Broadway. Other two-family districts are located in the northern half of the city along Valerie Lane, Wallace Avenue, and Schofield Street. Often, the two-family districts act as a transition from single-family to multi-family housing.
- Multi-family residences comprise 7.7% of residential land use in Monona. Multi-family housing is located close to the major thoroughfares in Monona and between retail business and single-family districts. In the southern part of the city, multi-family districts can be found along Pirate Island Drive, Femrite Drive, East Gate Road, Anthony Place, Owen Road, and Bjelde Lane. In the northern part of the city, multi-family districts are located along Gordon Avenue and Valerie Lane, and on the north end of Monona Drive.

In recent years, there has been a substantial increase in multi-family apartment units added to the city's housing stock. Continuance of this trend is being researched, including whether it should be encouraged as desirable growth for the community.

#### COMMERCIAL, OFFICE, AND INDUSTRIAL

Commercial, office, and industrial development land uses total 265.7 acres or 12.7% of the total amount of land in the city. Commercial development is concentrated in three areas of the city: Monona Drive, East and West Broadway, and the South Towne area.

- Monona Drive functions as Monona's "Main Street." All of the city's Retail Business Zoning Districts are located along Monona Drive.
- The Broadway corridor is zoned Community Design District (CDD) which is a flexible district allowing a compatible mix of residential, commercial, industrial, or open space uses which realize the goals of this Comprehensive Plan.
- The West Broadway corridor includes major office and retail occupants, Wisconsin Physicians Service Insurance Corporation (WPS) and South Towne Mall. The South Towne area includes "big box" retailers and smaller national retail and restaurant businesses. South Towne Office Park is also located in the area.
- Monona's Waterfront District is located along Broadway. It is bound by River Place, a 14-acre commercial and office park on the east, and extends to Bridge Road where a 10-acre site will be redeveloped as a mixed-use waterfront area.
- Monona's only Commercial/Industrial Zoning District, the South Towne Industrial Park, is south of the Beltline. Light industrial uses, such as warehouses, distribution facilities, light manufacturing, and fabrication characterize the Industrial Park.

#### PARKS AND OPEN SPACES

Monona has an extensive park system including non-recreational green spaces, neighborhood parks, community parks, area parks, and open spaces. According to the city's Park and Open Space Plan, Monona's parks and preserved open spaces comprise approximately 350 acres.

## 8.2 EXISTING TOOLS AND REGULATIONS

The city utilizes the following development regulations to guide and regulate growth: zoning ordinance, floodplain ordinance, subdivision control ordinance, shoreland zoning, and zoning map. Additional plans have been adopted that guide redevelopment and design standards including: Tax Increment Financing Districts No. 2, 4, 5, 6, 7, 8 and 9, Redevelopment Area Project Plans, the Broadway Corridor Plan, and the Monona Drive Urban Design Guidelines.

### 8.2.1 ZONING DISTRICTS

The City of Monona adopted a Performance Zoning Code in 1979 to regulate development and land uses. Performance zoning substitutes sensible judgment and efficient administration for rigid regulations. The Zoning Ordinance states that the “intent of a performance zoning code is to regulate development according to flexible standards”, with individual review of each development proposal by the Plan Commission. Monona’s Zoning Districts include:

- **Single-family Residence District (SF):** Low-density development of single-family dwellings and accessory buildings. A single-family dwelling is a building occupied or intended to be occupied by one family for residence purposes and is not attached to another dwelling or structure.
- **Two-family Residence District (TF):** Two-Family Residence Districts are characterized by more dense development than Single-Family Districts. They include two-family residences and accessory buildings. A two-family residence is a building not attached to another dwelling or structure, and occupied or intended to be occupied for residence purposes by two families.
- **Multi-Family Residence District (MF):** Multi-Family Residence Districts are characterized by medium- to high-density dwelling units, having proximity to commercial districts or major streets.
- **Neighborhood Small Business District (NSB):** This District is intended to preserve the historic character of an area, which has traditionally served as a small-scale neighborhood business center and was the site of the incorporation of the Village of Monona. The district’s goal is to provide convenient and accessible sites for small businesses without harming the historic, architectural, and aesthetic quality of the area
- **Retail Business District (RB):** Retail trade, service, office, financial, professional, ancillary residential, and entertainment activities serving the community characterize Retail Business Districts.
- **Commercial/Industrial District (C/I):** This district is characterized by retail, service, commercial, office, recreational, warehouse, and light industrial uses which are highway-oriented. Typical light industrial uses include manufacturing, fabrication, packing, packaging, assembly, repair, terminals, depots, and storage.
- **Community Design District (CDD):** This district is characterized by large undeveloped tracts and large infill and redevelopment parcels where the community vests a particular interest in their rational, comprehensively planned development. Development will include a compatible mix of residential, commercial, industrial, or open space uses.

- **Conservancy District (CON):** Conservancy Districts preserve natural open areas such as lakes, waterways, shorelands, wetlands, marshes, floodplains, streambeds, slopes, and other areas of ecological value. Because these areas have unique physical features, they are desirable and functional as natural drainage ways, water retention areas, natural habitats for plant and animal life, or protected open space. Monona’s Conservancy District is located around U.S. Highway 12/18 in the southern part of the city.
- **Public Facilities District (P):** Governmental agency and public utility facilities characterize this District. Public Facilities Districts include parks, City Hall, the Monona Public Library, the Police, Fire, and EMS Departments, the Monona Senior Center, the Monona Community Center, the Public Works Garage, and the community swimming pool.
- **Cemetery District (CEM):** Cemeteries, mausoleums, funeral chapels, monuments, and ancillary facilities characterize this district. Monona has one cemetery, the Roselawn Memorial Park and Chapel Mausoleum.

### 8.2.2 DESIGN STANDARDS FOR DEVELOPMENT AND REDEVELOPMENT

The city’s Performance Zoning Code includes General Use and Site Performance Standards, as well as district-specific performance standards within each zoning district. These standards are the primary tool the City uses to enforce design standards for development on a case-by-case basis. Specific quantitative standards for parking, land disturbances, landscaping, and lighting are contained in the City of Monona Site Design Standards for Parking, Landscaping and Lighting (Appendix A of the Zoning Code). Signage design is also regulated.

Specific area plans guide the design of particular districts. The 1989 Broadway Corridor Plan includes design standards for private sector improvements in the three segments of the Broadway corridor: Broadway West, Monona Waterfront District, and Broadway East. The standards guide the design of the streetscape, waterfront, and park areas to help create a consistent image throughout the corridor. The 2010 Monona Drive Urban Design Guidelines operate as a framework within which development and improvement projects occur along Monona Drive. The guidelines establish a means by which city officials may measure the quality, effectiveness and cohesiveness of a proposed project. Goals of the Monona Drive Urban Design Guidelines are:

- Establish a distinctive sense of place within the Monona Drive corridor
- Provide a framework for consistent site plan review
- Create an environment that encourages social gathering and neighborliness
- Encourage destination uses (discourage Monona Drive as a thoroughfare)
- Develop and maintain a positive business atmosphere
- Optimize the balance between needed parking and aesthetics
- Provide pragmatic yet distinctive design guidelines geared toward both new development and renovation
- Provide balance between pedestrian and bicycle friendliness, auto efficiency, and safety
- Provide a basis for coordination with the City of Madison
- Promote walkability of the Monona Drive corridor
- Better define Monona Drive as Monona’s “Main Street”

### 8.3 LAND USE CONFLICTS

Monona's Performance Zoning Code helps to minimize land use conflicts by regulating uses through sensible judgment and efficient administration. The code gives the Plan Commission authority to determine if a use is compatible with the general characteristics of the zoning district in which that use would occur. The Plan Commission also determines if the use is compatible with the performance and quantitative standards in the Zoning Code. Infill development requires this vetted review process to ensure compatibility with existing and planned land uses.

The city faces several challenges regarding land use. First, Monona is a fully urbanized community and is unlikely to expand its boundaries through annexation. Second, the city lacks any substantial amount of raw land for commercial and residential development. This could lead to an annual decrease in new commercial development. As the remaining amount of raw land is developed, the city will not be able to attract certain developments that require large tracts of land, such as warehouse development, new housing subdivisions, and other land intensive uses. Therefore, the majority of land use changes will be through the redevelopment of existing land uses or the preservation of land as parks and open spaces. Third, it will be important for the city to find creative ways to achieve continued growth in its commercial tax base because of the lack of land for development.

### 8.4 LAND USE TRENDS

Although the supply of vacant land available for development is limited, regional trends indicate that demand for land development and redevelopment is strong. Consequently, over the next twenty years redevelopment will be a major land use trend.

#### 8.4.1 RESIDENTIAL DEVELOPMENT

The amount of residential development in the city has increased at a minimal rate compared to the decades before 1980 when Monona's residential growth rate was one of the fastest in the state. New development of single-family housing subdivisions (and its platting) has likely come to an end with the completion and build-out of Oak Park in the 1990s which added 44 single-family homes to the community. However, small-lot, single-family home subdivisions, similar to the Homes on Femrite at 215 Femrite Drive, may be replicated in appropriate areas throughout the city.



Condominium development increased substantially with the developments at the north end of Monona Drive and at Oak Park in the 1990s, as well as a substantial increase in senior housing between Owen Road and Femrite Drive. Other multi-family development is expected to continue in the coming years. A high demand exists throughout the Madison Metropolitan Region for higher-

end, higher-density apartment living in close proximity to other amenities such as retail, dining, and recreation.

#### **8.4.2 COMMERCIAL RETAIL AND OFFICE DEVELOPMENT**

Since 1990, the amount of retail development in the city has increased, with mainly national franchise development. Most of this growth has occurred in the Broadway corridor with the development of Pier 37 and other development near South Towne Mall. The amount of commercial office development in the city has increased since 1990 with the development of River Place, building additions at Wisconsin Physicians Service, and other redevelopment projects along Monona Drive. Opportunities for additional commercial development exist in Monona's Waterfront District, particularly in RDA No. 8 and 9. Certain areas along retail corridors may support more neighborhood serving retail uses and local retailers rather than auto-oriented and national retailers that characterize areas like South Towne Mall and Pier 37.

#### **8.4.3 INDUSTRIAL DEVELOPMENT**

The amount of industrial development in the city has decreased from 58.5 acres in 2000 to 39.9 acres in 2010. Without large tracts of land and development being limited to infill, industrial development is not expected to substantially increase.

#### **8.4.4 PUBLIC BUILDINGS AND FACILITIES**

No large changes in land area have occurred for public buildings and facilities. Construction of the new \$22 million Monona Grove High School at the site of the former High School was completed in 2001, as well as remodeling projects at Nichols and Maywood Schools.

In 2012, a study on City of Monona Space Utilization and Facilities was completed. This report discussed potential expansion plans for public buildings such as the Community Center, and relocation of public safety buildings including the Police Department and Fire Department. Any future expansion, relocation, or new construction of public facilities will require review according to the land use goals, recommendations, and conflicts as identified in this plan.

#### **8.4.5 PARKS AND OPEN SPACES**

During the 1990s, the amount of land used for parks and open space increased because of the addition of Ahuska Park (22 acres) and Woodland Park (18 acres) to the city.

Table 8.2: City of Monona Land Use Trends

Land Use Category	1980		1990		2000		2010	
	Acres	% Total Area						
<b>Residential</b>	<b>743.6</b>	<b>35.4</b>	<b>733.4</b>	<b>33.6</b>	<b>746.5</b>	<b>33.3</b>	<b>745.3</b>	<b>35.5</b>
Single-Family	676.1		665.2		669.5		662.4	
Two-Family	17.9		17.3		18.4		18.9	
Multi-Family	36.5		39.5		53.0		57.5	
Group Quarters	0.0		1.2		3.2		3.4	
Mobile Home	13.1		10.2		2.4		3.2	
<b>Industrial</b>	<b>30.2</b>	<b>1.4</b>	<b>39.4</b>	<b>1.8</b>	<b>58.5</b>	<b>2.6</b>	<b>39.3</b>	<b>1.87</b>
Manufacturing	18.1		30.1		30.4		12.5	
Wholesale	12.1		9.3		28.1		26.8	
<b>Transportation</b>	<b>316.4</b>	<b>15.1</b>	<b>369.1</b>	<b>24.6</b>	<b>415.1</b>	<b>18.5</b>	<b>425.5</b>	<b>20.27</b>
Streets, Roads, & ROW	304.0		345.9		405.6		387.8	
Railroads & ROW	11.4		12.6		13.5		0.0	
Other	1.0		10.6		9.5		37.7	
<b>Communications &amp; Utilities</b>	<b>3.4</b>	<b>0.2</b>	<b>3.0</b>	<b>0.2</b>	<b>2.0</b>	<b>0.1</b>	<b>19.4</b>	<b>0.93</b>
Generation & Processing	2.1		1.1		0.7		14.3	
Transmission	0.5		1.5		1.4			
Waste Processing	0.7		0.0		0.0		5.1	
<b>Commercial-Retail</b>	<b>75.7</b>	<b>3.6</b>	<b>111.0</b>	<b>7.4</b>	<b>127.4</b>	<b>5.7</b>	<b>118.1</b>	<b>5.63</b>
Transportation Related	17.8		29.4		8.8		18.9	
Gen'l Repair & Maint.	3.5		1.6		19.9		17.5	
Other	54.4		80.0		98.7		81.7	
<b>Commercial-Services</b>	<b>34.0</b>	<b>1.6</b>	<b>67.8</b>	<b>3.1</b>	<b>95.1</b>	<b>4.2</b>	<b>108.3</b>	<b>5.16</b>
Transient Lodging	5.3		3.3		3.0		5.1	
Other	28.7		54.5		92.1		103.2	
<b>Institutional &amp; Government</b>	<b>118.4</b>	<b>5.6</b>	<b>124.3</b>	<b>5.7</b>	<b>129.6</b>	<b>5.8</b>	<b>150</b>	<b>7.14</b>
Education	44.7		47.4		54.2		53.3	
Administration	2.8		0.4		9.7		7.1	
Cemeteries	39.9		39.9		40.8		45.0	
Other	70.9		36.6		24.9		44.6	
<b>Recreation</b>	<b>98.2</b>	<b>4.7</b>	<b>51.5</b>	<b>2.4</b>	<b>100.8</b>	<b>4.5</b>	<b>427.5</b>	<b>20.36</b>
<b>Agriculture &amp; Undeveloped</b>	<b>681.3</b>	<b>32.4</b>	<b>683.1</b>	<b>31.3</b>	<b>565.1</b>	<b>25.2</b>	<b>65.8</b>	<b>3.14</b>
Woodlands	0.0		41.1		15.4		16.0	
Other Open Land	378.7		345.0		359.0		27.6	
Vacant Unused Land	165.6		157.0		35.3		2.4	
Water	137.0		140.0		152.5		19.8	
<b>Total Developed Area</b>	<b>1419.9</b>	<b>67.6</b>	<b>1499.5</b>	<b>68.7</b>	<b>1675.1</b>	<b>74.8</b>	<b>2033.3</b>	<b>96.86</b>
<b>Total Area</b>	<b>2101.2</b>	<b>100.0</b>	<b>2182.6</b>	<b>100.0</b>	<b>2240.2</b>	<b>100.0</b>	<b>2099.1</b>	<b>100.00</b>

Source: Capital Area Regional Planning Commission (CARPC), 2010

## 8.5 LAND MARKET

### 8.5.1 SUPPLY

The supply of land available for development in Monona is limited to infill or redevelopment projects. According to the CARPC, Monona had 2.4 acres that are either vacant or available for development in 2010. This number is likely higher. Several acres that are a part of WPS's campus and the Meriter Clinic that are set aside for their future development, as well as potential infill development on other commercial sites, are not included in these figures. Vacant commercial parcels in 2015 include:

North Monona Drive:

- 4801 Monona Drive (Parcel # 71017403816)
- 4803 Monona Drive (Parcel # 71017403923)
- 5103 Monona Drive – Former Subway & Jiffy Lube (Parcel # 71017465652)

West Broadway Area:

- 501 W Broadway (Parcel # 71020455933)
- 501 W Broadway (Parcel # 71020455808)
- 605 W Broadway (Parcel # 71020444123)

East Broadway Area:

- 1208 E Broadway - Former Chief's Auto Parts Site (Parcel #71028121403)

### 8.5.2 DEMAND

Demand for land in Monona is generally high because of its proximity to major transportation links, including Interstate 90/94, State Highway 12/18, and the Dane County Regional Airport, as well as its proximity to Madison, the State Capital and the University of Wisconsin. Other factors that will affect demand for land in Monona are the high quality of its schools, park system, community pool, public library, and public services.

Land value trends vary from year to year depending on changes in property price, as well as demolition and new construction in the city. During the six year period from 2009-2015, the total land value of the city increased by only 0.1%. However, when looking at the change over a one year period from 2014 to 2015, the percent change in total land value was 3.0% (WI-DOR 2015 Statement of Changes in Equalized Values by Class and Item).

**Table 8.3: City of Monona Equalized Property Values**

	2009	2015	% Change 2009-2015
Residential	\$741,131,600	\$750,729,000	1.2%
Commercial/Manufacturing	\$354,496,900	\$346,966,600	-2.2%
Total Land Value	\$1,096,095,500	\$1,097,695,600	0.1%

Source: Wisconsin Department of Revenue, Statement of Merged Equalized Values, 2009 and 2015.

## 8.6 REDEVELOPMENT OPPORTUNITIES

### 8.6.1 FUTURE ASSUMPTIONS AND PROJECTIONS

Market trends and the needs of Monona's citizens will affect the city's change in land uses. Predicting the types and timing of land use changes over the next twenty years is difficult as there are very few vacant sites for development and because most development will be redevelopment of existing sites. Future assumptions driving land use changes may include:

- **Demographic Changes:** Monona's population will like remain steady over the next decade. Land use changes could drive a slight population increase.
- **Future Housing Development:** Monona is not likely to experience significant increases in its single-family housing stock. Any substantial increases in the city's overall housing stock are likely to come from increases in multi-family, senior, and condominium housing. The city's housing stock could also grow through mixed-use developments, such as apartment units above retail businesses. Since 37% of the city's population is greater than 50-years-old and the baby-boom generation is closer to retirement, demand for housing by seniors will likely grow. Homes occupied by older individuals will turn-over to younger growing families that may consider redevelopment of smaller 1950s homes for larger modern homes. Multi-family rental vacancy rates are low and there is a shifting preference toward higher density residential units within close proximity to amenities including recreation, retail, and restaurants. This demand will need to be balanced with the desire to maintain the single family residential character of many existing Monona neighborhoods.
- **Future Commercial Development:** Future commercial development will occur primarily along Monona Drive and Broadway. Specific areas targeted for development include the former Chief Auto Parts site at 1208 E Broadway, Monona's Waterfront District in RDA Nos. 8 and 9, and segments of RDA Plan No. 7.

### 8.6.2 CURRENT REDEVELOPMENT PLANS

Increases in the commercial tax base must come through quality redevelopment projects and additions and renovations to existing buildings. The city currently has eight areas designated as Redevelopment Areas (RDAs) where these efforts are targeted. RDA plan No. 3 was retired in 2015 and No. 1 is no longer effective as of December 31, 2018.

### 8.6.3 SMART GROWTH AREAS AND POTENTIAL LAND USE CHANGES



The Department of Administration (DOA) defines a *smart growth area* as “an area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which have relatively low municipal, state governmental, and utility costs.”

- **North end of Monona Drive:** On the lakeside of north Monona Drive in a multi-family zoning district, condominium development has occurred steadily since the 1990s. This area still contains many single-family homes and it has been transitioning to a higher density, multi-family development. The retail business block between Winnequah Road and Parkway Drive is designated “blighted” and has redevelopment potential. The area could also be converted to higher density uses such as mixed-use, retail, or condominiums. The

commercial stretch between Parkway Drive to just south of St. Teresa Terrace is also included in RDA No. 7. This plan identifies future land use as mixed-use residential and/or commercial, which could occur as horizontal mixed-use or vertical mixed-use.

- **Frost Woods Road, Femrite Drive, and Monona Drive Neighborhoods:** Construction of a mix of senior housing and commercial redevelopment has occurred in RDA No. 5 including the Frost Woods Senior Housing and MSP Horizon Senior Housing developments.
- **South Towne Area:** The South Towne Shopping Center was built during the 1980s. The area's close proximity to Interstate 90/94 and U.S. Highway 12/18 make it an attractive area for office buildings. The South Towne Industrial Park on the west side of South Towne Drive also has potential to change land uses. Redevelopment of this area could transition uses from light industrial and warehouse uses to office buildings.
- **Monona Waterfront District:** Monona's Waterfront District is bound by River Place and Bridge Road. The Yahara Cove Boardwalk extension continued through commercial properties and Lottes Park in 2015 in conjunction with the mixed-use development of public space, residential units, retail, and a waterfront restaurant. Vacant parcels at Falcon Circle are available for development. The city controls 7.4 acres at Bridge Road and Broadway and is facilitating the mixed-use development of this site for a substantial increase in taxable value. The owner- and renter-occupied housing along Interlake Drive and Pirate Island are potential areas for long-term redevelopment within the Waterfront District.
- **East Broadway Corridor:** The east Broadway corridor is zoned Community Design District, allowing for a compatible mix of residential, commercial, industrial, and open spaces. RDA Plan No. 6 covers much of the east Broadway Corridor. This plan has facilitated recent redevelopments including Pier 37, Ahuska Park, MMSD Pumping Station No. 18, the Menards Remodel and Addition, the Broadway Business Park, the UW Health Clinic and Meriter Clinic. The future land use plan within RDA No. 6 shows this area in commercial land use.



## 8.7 LAND USE & SUSTAINABILITY

Monona is a land-locked community that has been extensively developed throughout the years leading to a strong neighborhood fabric and few available green field sites. Land use in the city of Monona encompasses both the built and the natural environment. How the land is used has a direct impact on residents’ health, the water and other natural resources. For example, high density and mixed-use development leads to less transportation demand and thereby lowered consumption of fossil fuels and decreased air-pollution. Another example is the use of synthetic chemicals for landscaping which has a negative impact on natural habitats, human health, and the state of our lakes. The land use objectives identified in the Monona Sustainability Plan (2015) have been incorporated throughout this Land Use Element, and into the goals, objectives, policies, and programs outlined below.

## 8.8 GOALS OBJECTIVES POLICIES AND PROGRAMS

<b>GOAL 8.1</b> <i>Maintain an economically &amp; environmentally sustainable community.</i>	<b>OBJECTIVE 8.1.1</b> Encourage infill development on vacant parcels to maximize efficient use of public services and facilities.	<b>POLICIES</b> Encourage clean-up of the three remaining contaminated sites in the city to foster brownfield redevelopment. Coordinate land development with transportation, public facilities and services planning.
	<b>OBJECTIVE 8.1.2</b> Encourage redevelopment projects that will have a positive impact on the city’s tax base and character.	<b>POLICIES</b> Encourage use of sound development principles in design such as the efficient use of land resources, a mix of land uses and transportation options. Increase proximity and walkability to stores, restaurants and other amenities. Promote the city as a good place to locate and conduct business by communicating the city’s planned goals and facilitating access to information via the city’s website and public outreach. Promote the preservation of architecturally, historically, and culturally significant sites, buildings and structures in the city. Strive to upgrade or eliminate obsolete, deteriorating or deteriorated buildings.
		<b>OBJECTIVE 8.1.3</b> Integrate sustainability considerations in the evaluations and decisions made by the Plan Commission and integrate sustainability components in the zoning code.

**GOAL 8.2**

*Encourage development & redevelopment of efficient, well-planned and designed land uses.*

**OBJECTIVE 8.2.1**

Practice proactive planning.

**POLICIES**

Encourage the development and redevelopment of compact, highly planned mixed-use activity centers that include shopping, employment, housing, and recreation opportunities.

Implement and enforce high quality standards in site planning, landscaping, signage, and building design in retail and commercial districts, as well as design districts where appropriate.

Update outdated planning documents as needed.

The *Zoning Map* and *Zoning Ordinance* shall be amended as deemed necessary by the Plan Commission and City Council based on community needs and market trends and opportunities.

Assemble land into parcels functionally adaptable with respect to shape and size for disposition and redevelopment.

Implement *Redevelopment Plans No. 1 - 9*.

Prepare new *Redevelopment Project Plans* for areas as needed.

**OBJECTIVE 8.2.2**

Encourage private development that will add to the tax base and character of the city, stimulate economic activity, minimize impact on public services, and that will not adversely affect the public's interest.

**POLICIES**

Provide for compatibility with adjacent land uses.

Require inconsistent land uses to be buffered through the use of materials such as plants, decorative fences, and walls or berms.

Require feasibility, market, traffic, and/or other studies when appropriate from developers

Strive to avoid excessive duplication of unneeded land uses.

**OBJECTIVE 8.2.3**

Foster relationships that will identify community needs and market trends while determining land uses for areas of development and redevelopment.

**POLICIES**

Encourage strong public-private investments in business district improvements and facilities.

Coordinate public-private efforts to attract and retain businesses in Monona's business districts.

Coordinate redevelopment planning between the Community Development Authority, Plan Commission, and City Council.

Continue intergovernmental cooperation with neighboring communities and overlapping jurisdictions.



## Zoning Map

- Single Family
- Two Family
- Multi-Family
- Commercial / Industrial
- Public Facilities

- Retail Business
- Neighborhood Small Business
- Community Design District
- Cemetery
- Conservancy

- Right-of-Way
- Water
- City Limits



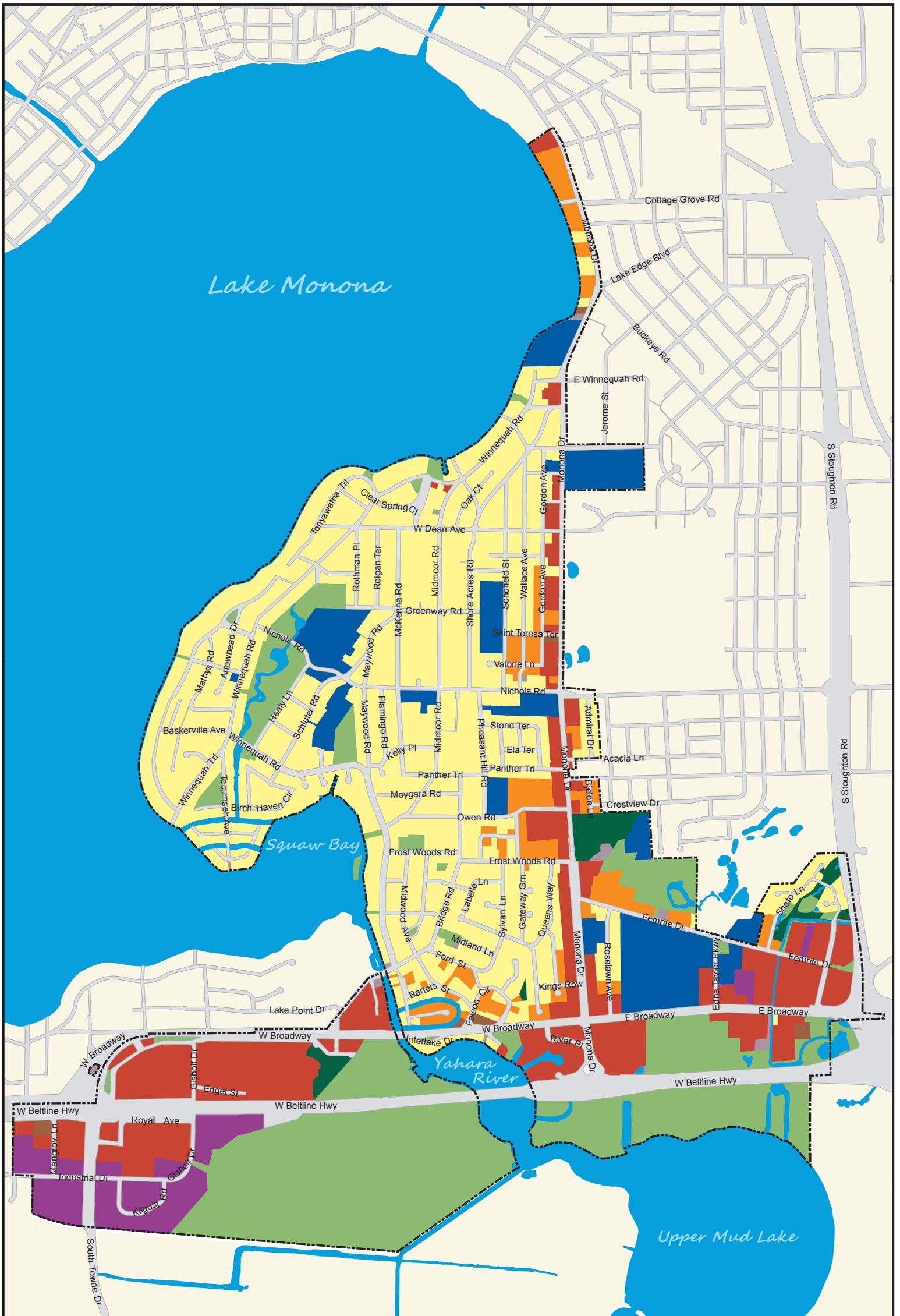
N



Map not to be used for navigational or survey purposes

Data Source:  
2014 Monona Municipal Code of Ordinances

Date Created:  
1/25/2016



## Existing Land Use

0 ¼ ½ Mile

- Single Family
- Multi-Family
- Commercial
- Industrial

- Recreation / Green Space
- Woodlands
- Government / Institutional
- Utilities

- Vacant Land
- Right-of-Way
- Water
- City Limits



Map not to be used for navigational or survey purposes



Data Source: 2010 Land Use Inventory Procedure CARPC

Date Created: 1/25/2016



## Future Land Use

0 ¼ ½ Mile

N

Map not to be used for navigational or survey purposes

- Single Family
- Multi-Family
- Commercial
- Industrial

- Recreation / Green Space
- Woodlands
- Government / Institutional
- Utilities

- Vacant Land
- Right-of-Way
- Water
- City Limits



Data Source:  
2010 Land Use  
Inventory Procedure  
CARPC

Date Created:  
1/25/2016

# ELEMENT 9: IMPLEMENTATION



This final chapter of the Comprehensive Plan is an action plan to provide a roadmap for implementation by identifying priority programs and actions to be completed in a stated sequence. It describes consistency among Plan elements and associated documents. It also outlines the process for updating the Plan. Actions of the City of Monona, other than those affecting land uses, are not bound by this document.

The ability to fund and finance goals, objectives, policies, programs, and projects listed in the Plan is based on the fiscal resources of the city, as budgeted and approved by the City Council in its annual operating and capital budgets. The city's budgets are not defined by the Plan but rather serve as a mechanism for implementation of the Plan. The city must carefully balance community needs with community resources to remain fiscally responsible.

## 9.1 PLAN ADOPTION

The first step in implementing the City of Monona Comprehensive Plan is the official adoption of the Plan in accordance with the state's comprehensive planning legislation. *Wis. Stats. s. 66.1001(4)* establishes the required procedures for adoption. The city followed this process in adopting the Plan.

## 9.2 PLAN MONITORING

The City of Monona intends to continually monitor the use of this Plan as applied to regular land-use decision-making processes. The Plan is intended to be used by city officials, including staff, elected, and appointed decision makers, developers, residents, and others interested in the future growth and development of the city. To ensure continuous monitoring, the following objectives are encouraged:

- Utilize the Plan as a guiding reference when land use decisions are evaluated.
- Encourage city departments and committees to become familiar with the Plan and use the Plan in development of policies and programs related to each element.
- Periodically review development control ordinances to ensure consistency with the Plan. Consistency means that the regulations and programs further the goals of the comprehensive plan. Monona's development control ordinances include:
  - Zoning Ordinance
  - Land Division and Subdivision Ordinance
  - Floodplain and Shoreland-Wetland Zoning Ordinance
  - Stormwater Management Ordinance
  - Official Map

### 9.3 PLAN ADMINISTRATION

This Plan will be implemented through a continuous series of individual decisions about land use, zoning, land division, annexation, official mapping, public investments, and intergovernmental relations. Interpretation of the Plan is the responsibility of the City Council as guided by recommendations of the Plan Commission.

### 9.4 PLAN AMENDMENTS

The City of Monona's Comprehensive Plan may be amended at any time, by following the procedures described in *Wis. Stats. s. 66.0295(4)*. Any proposed amendments will be submitted to the Plan Commission for review and approval. Following, the recommendation will be brought to the City Council for consideration and final action. Frequent amendments only to accommodate specific development proposals should be avoided. Amendments are generally defined as minor changes to the maps or text of the Plan. Reasons may include:

- Changes in state or federal law(s) affecting comprehensive planning.
- Changes to goals, objectives, policies, or recommendations in the Plan.
- Unique opportunities presented by private development or redevelopment proposals that meet the community's visions and goals.
- Changes relevant to emerging policy or trends that further goals of the Plan.
- Changes in community demographics.

### 9.5 PLAN UPDATES

The City of Monona Comprehensive Plan was first adopted in 2004 and updated in 2016. This version of the Plan will guide land use and development in the city for the next twenty years, from 2016-2036. Wisconsin's Comprehensive Planning legislation requires that the Plan, at a minimum, must be updated every ten years. As opposed to an amendment, an update is often a more substantial re-write of the plan document and maps. The Plan Commission should make note of areas of the Plan that may need more focus and consider updates to those sections, or minor amendments once every five years.

### 9.6 CONSISTENCY BETWEEN PLAN ELEMENTS & REGULATIONS

*Wis. Stats. s. 66.1001(2)(i)* requires that the Implementation Element include a discussion of how the elements will remain consistent with other elements of the Plan. All elements of this Plan were prepared by city staff and committees with public input, and were reviewed by Plan Commission and City Council. The Comprehensive Plan in its entirety, and each of the elements herein, were designed to collectively achieve the city's vision. There are no known inconsistencies between different elements of the Comprehensive Plan.

Additionally, State legislation requires that "any program or action that affects land use" must be consistent with the city's Comprehensive Plan. This specifically includes zoning ordinances, land division and subdivision ordinances, and official mapping. The Plan is also consistent with the city's component plans, including area and functional plans listed in the appendices.

## 9.7 ACTION PLAN

The following table provides a detailed list and timeline of major actions intended to implement the Plan. The list is not exhaustive of all goals and objectives in the preceding Plan elements. Rather, it includes actions that are likely to be completed in the near term. Additional actions may be taken that further the goals of the Plan and actions prioritized as conditions change.

**Table 9.1: Action Plan**

Element/Category	Action	Timeframe	Responsible Party
E1: Issues & Opportunities	<ul style="list-style-type: none"> <li>Update demographic information as new data becomes available.</li> </ul>	2020-2022	Plan Commission
E2: Housing	<ul style="list-style-type: none"> <li>Study implications of renter-occupied versus owner-occupied housing proportions in the community.</li> </ul>	2016-2017	Plan Commission
	<ul style="list-style-type: none"> <li>Promote homeownership, home investment and maintenance. Continue funding Renew Monona.</li> </ul>	2018-2020	Community Development Authority
E3: Transportation	<ul style="list-style-type: none"> <li>Collaborate with Dane County on possible jurisdictional transfers of County Roads.</li> </ul>	2020	Public Works
	<ul style="list-style-type: none"> <li>Update Official Map.</li> </ul>	2021	
E4: Utilities & Community Facilities	<ul style="list-style-type: none"> <li>Annual update of the CIP.</li> </ul>	Annually	City Council
	<ul style="list-style-type: none"> <li>Develop a sanitary sewer management plan which establishes standards and priority schedules.</li> </ul>	Ongoing	Public Works
	<ul style="list-style-type: none"> <li>Improve stormwater management throughout the city to improve water quality and reduce flooding.</li> </ul>	2017 and Ongoing	Public Works
E5: Agricultural, Natural, & Cultural Resources	<ul style="list-style-type: none"> <li>Update the Parks &amp; Open Space Plan every 5 years.</li> </ul>	2020, 2025	Parks and Recreation
	<ul style="list-style-type: none"> <li>Prepare a forest management plan (2017) for tree planting and preservation (ongoing)</li> </ul>	2017 and Ongoing	Public Works
	<ul style="list-style-type: none"> <li>Continue marking existing landmarks &amp; evaluate new additions to the inventory.</li> </ul>	2016-2017	Landmarks Commission

E6: Economic Development	<ul style="list-style-type: none"> <li>Implement goals of redevelopment area plans.</li> <li>Monitor implementation of tax increment districts and consider new districts where appropriate.</li> </ul>	Annually, and when TID 2 is closed.	Community Development Authority
E7: Intergovernmental Cooperation	<ul style="list-style-type: none"> <li>Maintain and establish additional mutually beneficial relationships with surrounding jurisdictions.</li> </ul>	Ongoing	City Council Plan Commission
E8: Land Use	<ul style="list-style-type: none"> <li>Review future land use map.</li> </ul>	2021	Plan Commission
	<ul style="list-style-type: none"> <li>Ensure consistency between future land use map and zoning map.</li> </ul>	2017	
Plan Monitoring	<ul style="list-style-type: none"> <li>Monitor actual development and land use actions in the city against the Plan</li> </ul>	Ongoing	Plan Commission
	<ul style="list-style-type: none"> <li>Conduct a general biennial review of Plan for needed updates or amendments, and to identify accomplishments</li> </ul>	2018	
	<ul style="list-style-type: none"> <li>Consider update of a Plan element needing focus after 5 years (possibly housing)</li> </ul>	2021	
	<ul style="list-style-type: none"> <li>Update the Plan every 10 years</li> </ul>	2026	
Consistency with Development Regulations	<ul style="list-style-type: none"> <li>Review Sign Code</li> </ul>	2016	Plan Commission
	<ul style="list-style-type: none"> <li>Review Zoning Code</li> </ul>	2017-2018	
Sustainability 	<ul style="list-style-type: none"> <li>Support land use goals of 2015 Sustainability Plan, evaluate efforts on a regular basis</li> </ul>	2018	Plan Commission Sustainability Committee

# APPENDICES



## APPENDIX A: INVENTORY OF MONONA PLANS

Following is a list of various planning documents adopted as component plans of Monona's Comprehensive Plan. These area and functional plans are consistent with the general goals of the overall Comprehensive Plan.

### **MASTER PLAN (1979-2003)**

This Plan provided the City with guidelines and policies in the areas of housing development, economic development, transportation, environmental protection, open space, recreation, public services, social services, and education to achieve coordinated, adjusted, and harmonious development in the City of Monona. The Master Plan was prepared by the Plan Commission based on information compiled by an Ad Hoc Master Plan Committee with assistance from the Dane County Regional Planning Commission. The Plan included Monona's goals, objectives, policies, and recommended actions in these areas. In 1994, the City Council approved an update to this plan's housing development section.

### **TID 1 (1980-1991)**

This Plan was adopted in 1980. Its purpose was to expand the city's tax base by providing public improvements necessary to promote development in the South Towne area. This district was retired in 1991, and was one of the most successful TID in the State of Wisconsin.

### **BROADWAY CORRIDOR PLAN (1989)**

This Plan outlines the city's vision for the revitalization and redevelopment of the Broadway corridor after the construction of the Beltline Highway (U.S. Highway 12/18). After the construction of the Beltline in 1988, new access points and relocated traffic volumes had a tremendous impact on land use. The Beltline construction opened the Broadway corridor to better regional linkage, creating new redevelopment and market opportunities.

### **MANAGEMENT CONCEPT FOR THE MONONA WETLANDS (1990)**

The City Council approved this concept plan on December 17, 1990. Its purpose was to establish a conceptual framework for the management of the Monona Wetlands. The Plan included conducting a wetland inventory and building boardwalk trails.

### **TID 2 (1991-2018)**

The Monona City Council adopted this plan in September 1991 to to expand the tax base of Monona and to provide for new development and additional employment opportunities. This district retires in 2018 and will likely remain open an additional year to fund housing renewal programs in the city.

### **YAHARA WATERFRONT WALKWAY PLAN (1993)**

The City Council approved this in 1993 upon recommendations from the Boardwalk Steering Committee and the Plan Commission. This document outlines the City's long-range concept plan for establishing boardwalk trails and a waterfront walkway system plan as outlined in the Broadway

Corridor Plan and in short-range plans for the construction of the first phase of the Waterfront Walkway at River Pace.

**RDA 1 PROJECT PLAN (1994-2018)**

This Plan was for the redevelopment of a portion of the E Broadway corridor. The City Council approved this Plan in 1994. The Pier 37 commercial redevelopment and Ahuska Park were outcomes of this redevelopment plan.

**SCENIC BIKE ROUTE PLAN (1998)**

This plan was approved as part of the City of Monona's Official Map in May of 1998. The alternative scenic bike route is part of the Lake Monona Loop bicycle route in Monona. It passes Schluter Beach Park, Waterman Park, Maywood Park, and through the center of Winnequah Park.

**RDA 2 PROJECT PLAN (1998-2018)**

Approved in 1998, the purpose of this Plan is to plan for the redevelopment of the area along Monona and Femrite Drives.

**RDA 3 PROJECT PLAN (1998-2015)**

The plan was approved in 1998 for redevelopment of the Bridge Road/Broadway area. It was closed in 2015 and replaced with RDA and TID 9 and the CDA is actively pursuing redevelopment opportunities.

**TID 3 (2000-2010)**

This district was created in September 2000 and was located in the southwest part of the city. Street improvements and assistance in redeveloping warehouse buildings for new multi-story office developments were the goals of the Plan. When progress was not made, the TIF was retired in 2010.

**TID 4 (2000)**

This district is located along Monona Drive, from Femrite Drive north to Panther Trail. Its purposes are to expand Monona's tax base, to provide higher and better uses for this portion of the city, and to assist in the reconstruction and improvements of Monona Drive.

**PARK AND OPEN SPACE PLAN (2001, 2015)**

This Plan was approved originally in 2001 and contains a compilation of the City's goals, objectives, current and future needs for recreational facilities. It outlines a strategy to manage existing resources and to develop additional resources. This Plan is scheduled to be updated every five-years.

**COMPREHENSIVE PLAN (2004, 2016-2036)**

The Comprehensive Plan was adopted in 2004 to serve as a guide for Monona's land use decisions and development for a twenty year period. Under Wisconsin's *Smart Growth Law*, the Comprehensive Plan includes nine elements. Throughout the Plan, goals and objectives of each element have been identified in order to use those resources to improve the quality of life for residents and businesses in Monona. The Comprehensive Plan is required to be updated at least once every ten years.

**TID & RDA No. 5 PROJECT PLAN (2007)**

This district was prepared in 2007 for the redevelopment of the Garden Circle area just west of Monona Drive. This property has been redeveloped for a senior housing and assisted living project.

**STRATEGIC HOUSING PLAN (2007)**

The Strategic Housing Plan was approved by the City Council in November of 2007. This Plan was adopted to guide Monona's public decisions and investment in housing over time. The plan utilized data analysis and public input to include recommendations for short and long-term initiatives that the City can undertake to improve housing stock and housing opportunities.

**MONONA DRIVE URBAN DESIGN GUIDELINES (2010)**

The Monona Drive Urban Design Guidelines were approved in March of 2010. These guidelines were developed to guide the visual quality of future development along Monona Drive. Included in these guidelines are specific design intentions and detailed guidelines for site design and architecture.

**TID & RDA No. 6 PROJECT PLAN (2010)**

This district was approved in 2010 in order to assist in the redevelopment and improvements of properties along East Broadway. Major projects that have been completed include two health clinics.

**TID & RDA No. 7 PROJECT PLAN (2012)**

This district was approved in 2012. The redevelopment of the area starting just south of St. Teresa Terrace, to Lofty Avenue, bounded by Gordon Avenue on the West and Monona Drive on the east is the subject of this plan.

**TID & RDA No. 8 PROJECT PLAN (2012)**

This district was approved in 2012. The particular area of focus under this plan is along West Broadway near Lottes Park. The principal project within this plan is a mixed-used redevelopment of the former Hickory Lane Mobile Home Park on West Broadway for a commercial and residential development.

**TID & RDA No. 9 PROJECT PLAN (2015)**

This district was created to aid in redevelopment of the commercial area bound by Bridge Road, W Broadway, and the Yahara River. The redevelopment goals include increased public access to the waterfront, residential, commercial, and lodging uses. This district also furthers goals of creating a Waterfront District in this area.

**SUSTAINABILITY PLAN (2015)**

The City's adoption of the Sustainability Resolution in March 2012 was the start of establishing sustainability principles as the norm in city planning, policies, and procedures. The Monona Sustainability Plan (MSP) was developed based on the principles in the resolution. The MSP contains guiding visions, measurable objectives, and targeted strategies (plans of action) intended to help the city practically implement ideas for operating more efficiently and sustainably.

## **APPENDIX B: PROCEDURES FOR PUBLIC PARTICIPATION**

The City of Monona will use the following set of procedures for including public participation during the update of the city's Comprehensive Plan:

### **SOURCES OF INFORMATION**

Information will be available as follows:

- a. Notice of meetings, work sessions, public informational meetings, and the availability of drafts will appear on the city's website on a page dedicated to the Comprehensive Plan. The public will be able to enroll in electronic notifications when new information is posted.
- b. Copies of drafts will be available to citizens at City Hall, the Library, and through the city's website.

### **PUBLIC WORK SESSIONS**

For the nine elements of the Comprehensive Plan, public work sessions will be held in conjunction with regular Plan Commission meetings. (Other city Committees will receive drafts of pertinent elements prior to Plan Commission review.)

### **SURVEY**

A survey will be developed and approved by the Plan Commission. The survey will be available to fill out and submit online via the city website during a three week period.

- c. The survey will include some general questions to inquire into satisfaction with issues such as housing, transportation, utilities, community facilities, natural resources, and economic development. A portion of the survey will be topic specific.
- d. Press releases will be published via various media to alert citizens of the survey.

### **PUBLIC INFORMATIONAL AND INPUT MEETINGS**

One or more public informational and input meetings will be held to discuss the contents, goals, and objectives of the plan with Monona residents, business owners, and other interested parties.

- e. Press releases and public notices will inform residents, business owners, and stakeholders of these meetings.
- f. The meetings will include an open house format for individual and small group discussion and questions, as well as a presentation on the draft plan elements.

### **COMMENT PERIOD**

Upon completion of the Comprehensive Plan, the city will make copies available for residents, in hard copy form (at the Library and City Hall) and in electronic form on the city's website. A thirty-day comment period will take place after the draft plan is published.

- g. Written comments will be accepted for thirty days after the comment period begins (after official notice has been released.)
- h. The Plan Commission will consider written and oral comments in various meetings and work sessions. The Commission will make any necessary changes to the draft plan prior to submitting a final draft to the City Council.

### **FORMAL PRESENTATION TO THE PUBLIC**

The City of Monona Plan Commission will hold a formal presentation upon completion of the Plan at a public meeting of the City Council.

## **APPENDIX C: CITY OF MONONA COMMITTEES**

- Board of Review
- Community Development Authority
- Community Media Committee
- Distinguished Service Award Committee
- Facilities Committee
- Finance & Personnel Committee
- Landmarks Commission
- Library Board of Trustees
- License Review Committee
- Mass Transit Commission
- Parks & Recreation Board
- Plan Commission
- Police & Fire Commission
- Public Safety Commission
- Public Works Committee
- Senior Citizens Commission
- Sustainability Committee
- Zoning Board of Appeals

## APPENDIX D: COMMUNITY SURVEY (2015)

The Monona Plan Commission developed an online community survey to gather opinions from residents about various topics in the City’s Comprehensive Plan for the Plan’s 2015 update. The survey was available to the public between March 30<sup>th</sup> and April 17<sup>th</sup>, 2015. The survey was mainly available in electronic format for submittal online, but also available in hard copy format which was distributed at the Public Library, City Hall, Community Center and Senior Center. Hard copies were also available by request. The survey was advertised through email blasts, two press releases in the newspaper, in the seasonal newsletter delivered to every household in Monona, and on the City’s website. Announcements of the survey’s availability were also made at multiple City of Monona committee meetings and through the Monona East Side Business Alliance.

The total number of responses received was 226. To have a representative sample of Monona overall with a 95% confidence level and confidence interval of 5, we would need to receive 366 responses. Therefore, with only 226 responses, the results were not enough to be statistically significant.

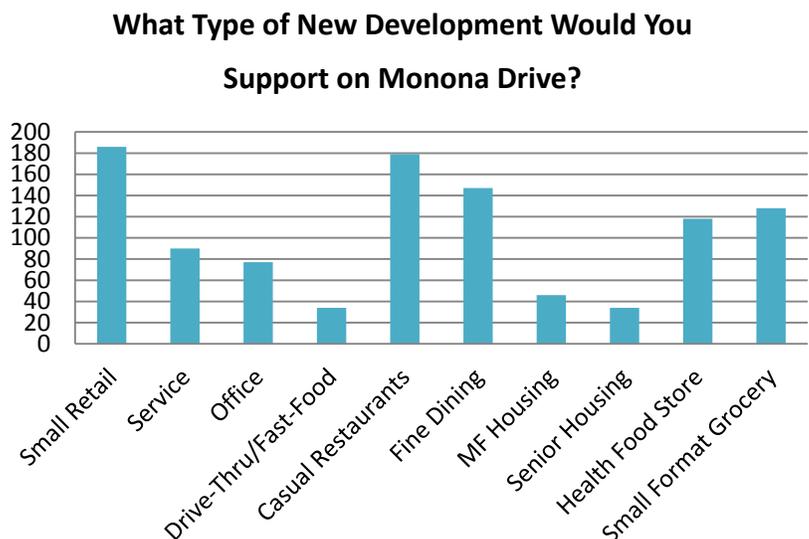
### DEMOGRAPHIC PROFILE OF RESPONDENTS

- Age: Of those participating in the survey, 34.4% were between the ages of 30-39, 23.0% were age 40-59, and 17.5% were over the age of 60.
- Resident Tenure: 35.0% of survey respondents have lived in Monona for less than five years. 23% have lived in Monona for over 20 years.
- Housing Tenancy: 92% of respondents own a home in Monona.
- Families: 54% of respondents have no children, while 46% of respondents have children.

### LAND USE

Q1: What type of new development would you support on Monona Drive?

- The most popular selections were small retail (85% of respondents selected this choice), casual restaurants (82%), fine dining (67%), small format grocery (58%) and health food store (54%). Senior housing (15%), drive-through (15%) and multi-family housing (21%) were the least popular choices.
- This same question was asked in 2001 with similar results. Retail and senior housing were the most popular. Big box, fast-food, and multifamily received the lowest votes.



Q2 and Q3: Why do you/or why don't you, shop on Monona Drive?

- Convenience (95%) and Quality of Business (55%) were the most popular reasons why residents stop to shop on Monona Drive.
- Poor selection of products (85%) and lack of ability to walk to businesses (22%) were reasons why residents do not shop on Monona Drive.
- This same question was asked in 2001. Convenience was the most popular choice for a reason to shop on Monona Drive. For reasons not to shop on Monona Drive, traffic was the most popular choice, followed by poor products and access. Notably, traffic was not as big of an issue in the 2015 survey which was completed after the Monona Drive reconstruction improvements.

Q4: The blocks between Dean and Lofty (across from the High School) are in a Redevelopment Area. How should these blocks be redeveloped?

- Common responses to this question included a wide support for physical improvements, slightly the existing buildings as unsightly. Many comments supported mixed-use development with retail on the first floor, and housing on upper levels. Many comments supported small retail and businesses that are complimentary to the High School. Specific business types listed include small grocery, restaurants, coffee shops, brew pub, bicycle shop, music venue, and fresh bakery.

Q5: Name two other small town downtowns/business districts that you enjoy visiting:

- Greenway Station, Middleton
- Monroe Street, Madison
- Willy Street, Madison
- Atwood Avenue, Madison
- Hilldale Mall, Madison
- State Street, Madison
- Stoughton
- Mt. Horeb
- Cambridge
- Cedarburg
- Sun Prairie
- New Glarus
- Middleton

The responses provided are examples of other neighborhood /small town business districts that the City may pull examples from when considering redevelopment options in Monona's business district.

Q6: Please provide other comments on future redevelopment and land use along Monona Drive.

- Consistent comments included:
  - Be more walkable and bicycle friendly.
  - Support local business/unique retail/local restaurants
  - Some support for more residential uses or mixed-use (residential/commercial) on Monona Drive, some comments against additional residential on Monona Drive.
    - Many comments support buildings facing Monona Drive with parking behind.
    - Many comments support a more quality and unified architectural theme with some comments requesting more density, uniform setbacks, and more green space, for example.
  - Pedestrian friendliness, consistent quality appearance, and quality of dining establishments were common in both the 2001 and 2015 survey.

Q7: The City has recently launched a waterfront redevelopment initiative for the area between Bridge Road, W Broadway, and the Yahara River. How do you envision this site being developed?

- Comments were supportive of the initiative, calling it a “crown jewel for our city” if done correcting. “Could this be the ‘downtown’ destination that Monona has been wanting for years?”
- Public access to the waterfront was the most consistent request. Comments consistently called for a good mix of uses including residential, retail, restaurants, and lodging, space that supports community events, and open space. Residents want this to be a destination location for residents and visitors. Themes described for commercial uses included active components such as water sport rentals, entertainment, farmers market, paddle sport launch,
- Many comments emphasize the importance of incorporating public open space and more public access to the River, and pedestrian and bicycle friendly amenities. Environmentally friendly/ecological considerations were also suggested.

Q8: Please provide other comments on future redevelopment and land use along Broadway.

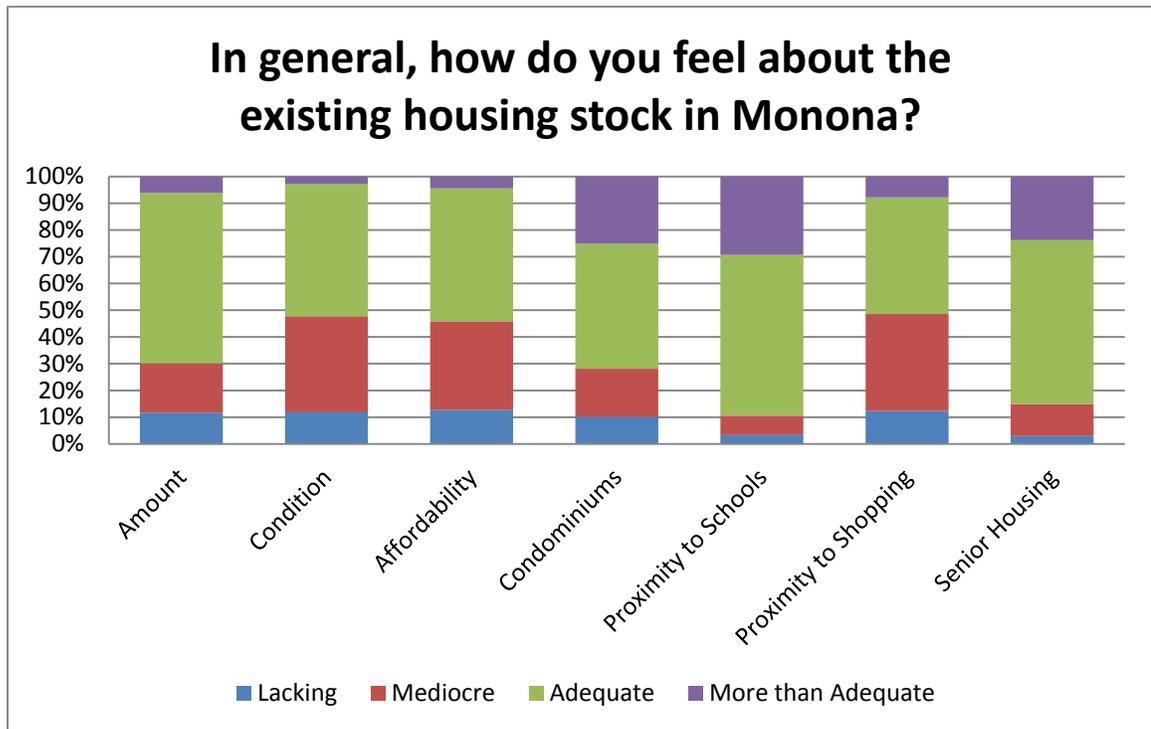
- Development suggestions included office and hotel.
- Many comments noted that apartments should be avoided in commercial areas.
- Many comments suggested more green space and quality landscaping.
- Requests for safe bicycle lanes and pedestrian areas.

## HOUSING

Q9: In general, how do you feel about the existing housing stock in Monona?

- Amount: Adequate (64%)
- Condition: Adequate (49%), Mediocre (35%)
- Affordability: Adequate (49%), Mediocre (33%)
- Condominiums: Adequate (46%), More Than Adequate (25%)
- Proximity to Schools: Adequate (60%), More than Adequate (29%)
- Proximity to Shopping: Adequate (44%), Mediocre (36%)
- Senior Housing: Adequate (61%), More than Adequate (24%).

Of these categories, it appears that respondents felt Senior Housing, Condominiums, and Proximity of housing to schools was adequate to more than adequate. Categories that ranked adequate to mediocre were housing condition, housing affordability, and proximity to shopping.



Q10: What, if any, types of dwelling units does the City need more of?

- The category receiving the largest number of responses was single-family (45%), followed by residential above commercial businesses (33%) and additional apartments on Monona Drive (20%).
- Comments:
  - No more condos or apartments on Monona Drive unless residential over retail.
  - Added green space
  - Mixed use, high density, new urbanism
  - Affordable multi-family
  - I think Monona Drive is a terrible place for apartments
  - Apartments allowed over detached garages to increase density without increasing stormwater runoff
  - Mixed use developments
  - Affordable and accessible housing is very important to me.
- In the 2000 Master Plan Survey, comments placed more emphasis on development of senior housing. Also, in 2015, many comments were made about dissatisfaction with condominiums blocking lake views that were not as present in the 2000 survey.

Q11: How much of your monthly gross income do you spend on housing (gross rent or mortgage)? (Gross income: personal income before taking taxes or deductions into account; gross rent: monthly rent charged to occupy a premise which includes an estimate of utility costs).

- 20% of respondents identified that they spend more than 30% of their monthly gross income on housing. These households would be defined as being housing cost-burdened.
- Data in the Comprehensive Plan Housing Element shows that 28.6% of owner-occupied households are cost-burdened.

Q12: If you are a senior citizen (55 or older), please answer the following question: which type of housing would you prefer to be built in Monona?

- Owner-occupied condominiums (48%)
- Community based residential facility or assisted living (29%)
- Apartments (19%)
- Nursing home (4%)
- This same question was asked in the 2000 Master Plan Survey. The ranking of the choices was the same.

Q13: Please provide other comments about the existing housing stock or desired future housing stock in Monona.

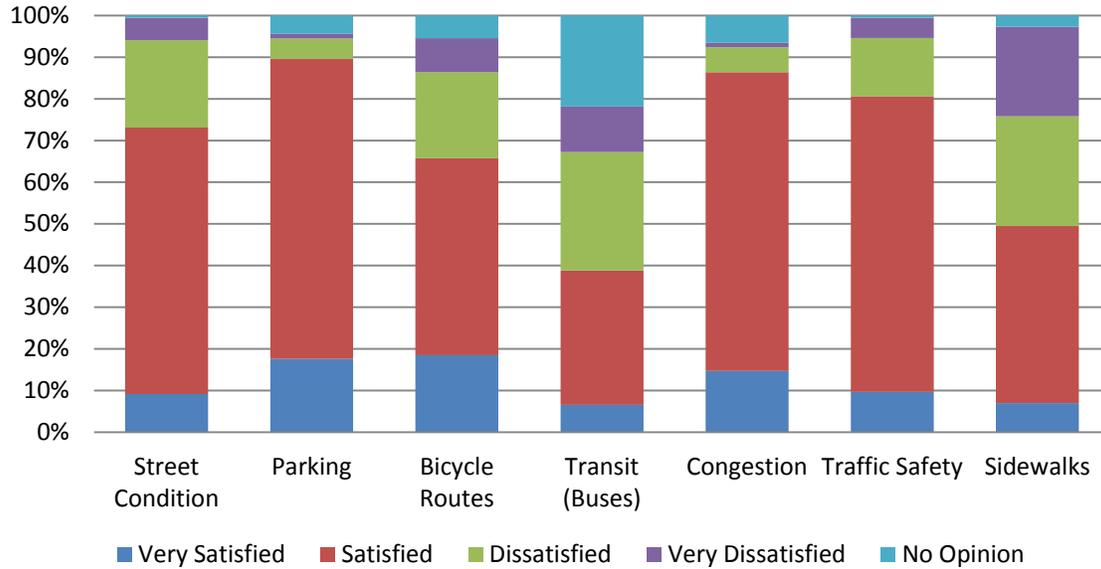
- Support the Renew Monona Loan Program
- Many comments stated that Monona does not need any more apartments
- Remodeling will occur naturally as new families move into older single-family homes
- Sidewalks are needed in residential areas
- Need more moderate size housing
- Grow single-family housing to draw families to the City.

## TRANSPORTATION

Q14: Please describe your level of satisfaction with the following:

- Street Condition: Satisfied (64%)
- Parking: Satisfied (71%)
- Bicycle Routes: Satisfied (47%), Dissatisfied (21%)
- Transit (Buses): Satisfied (32%), Dissatisfied (28%), Very Dissatisfied (11%)
- Congestion: Satisfied (22%)
- Traffic Safety: Satisfied (71%), Dissatisfied (14%)
- Sidewalks: Satisfied (43%), Dissatisfied 26%), Very Dissatisfied (22%)

**Please Describe Your Level of Satisfaction with the Following:**



Of these categories, it appears that respondents felt street condition, parking, traffic safety congestion were mostly satisfactory. Categories that ranked lower included bicycle routes, transit, and sidewalks.

Q16: Please provide other comments regarding transportation issues in Monona:

- Many comments stated that Monona need sidewalks/ marked paths. Locations: Winnequah Rd, Bridge Rd east of the Yahara River, and on McKenna Rd.
- Link to the Madison Metro Service
- Bike paths on Winnequah Road, on Bridge Road and Frost Woods, Painted lanes on Nichols and Dean, and between Olbrich Park and Cottage Grove Road. A better link between Madison and Monona is needed.
- Traffic light needed at Winnequah Road and Monona Drive.
- Need more enforcement of traffic speeds. Lower speed limit on Monona Drive.

**GENERAL**

Q16: List three words that you would use to describe Monona:

- Friendly
- Beautiful
- Family
- Community
- Quiet
- Safe
- Small Town
- Active/Progressive
- Livable
- Aging

Q17: What are three things you like best about Monona:

- Parks/Trees
- The lake
- School
- City Services (leaf pickup)
- Community facilities and events
- Friendly neighborhoods/people
- Small town feel
- Proximity to Madison, but not Madison
- Proximity to beltline, interstates and airport.

Q18: What are three things you like least about Monona:

- Lack of sidewalks
- Lack of public transportation
- Lack of decent grocery store
- No dog parks
- Lack of fine restaurants
- Lack of housing options
- High taxes
- Old city buildings
- Lack of ethnic diversity
- Not walkable to business
- No good bike path
- Limited recreational sports
- No real “downtown” or “city center”
- Lack of age in place options

Q19: What do you think are the most pressing issues facing Monona in the next 20 yrs?

- Housing: lack of single-family, older housing stock, price increasing
- Schools: lack of young families to keep neighborhood school viable
- Families are now focusing more on Cottage Grove
- Public school needs updating
- City facilities: lack of investment in City owned buildings such as Police and Fire
- Lack of space for senior programs
- Need new public safety building, public works, community center and senior center
- Other: keep crime low, aging population, lack of quality businesses on Monona Drive, landlocked, sustainability/climate change.

## APPENDIX E: SUSTAINABILITY

The City of Monona is committed to being a resilient and sustainable community, with a quality of life and strength of economy that meet the desires of all who live, work, and play within its boundaries. As part of this commitment, the city has undertaken numerous sustainability initiatives including the formation of a Sustainability Committee and adoption of a Sustainability Resolution in March 2012.

The city's definition of sustainability embraces the needs, concerns, and well-being of all community members and also relies on community members to share ownership and responsibility to work towards the same goals. Sustainability goals cannot be reached by the Sustainability Committee alone but will be embedded in the work of all committees and departments.

### MONONA SUSTAINABILITY PLAN

The Monona Sustainability Plan (MSP) contains guiding visions, measurable objectives, and targeted strategies (plans of action) intended to help the city practically implement ideas for operating more efficiently and sustainably. Monona's overall vision of sustainability is adapted from the sustainability principle identified in Brundtland's 1987 Report of the World Commission on Environmental Development. This general principle states:

***“...practicing sustainability means working to meet the needs of today’s residents and visitors without compromising the needs of future residents and visitors...”***

Along with this sustainability principle, the following four sustainability guidelines provide the foundation for the sustainability targets established in the MSP:

- Reduce dependence on fossil fuels and extracted underground metals and minerals.
- Reduce dependence on chemicals and other manufactured substances that can accumulate in nature.
- Reduce dependence on activities that harm life-sustaining ecosystems.
- Reduce barriers to achieving present and future human needs fairly and efficiently.

### Sustainability Vision

The community of Monona, including its government, residents and businesses, strives to meet the needs of the present without compromising the resources available for future generations. Monona shares a culture that embraces, is vested in, and uses best

The MSP recognizes that all municipal decisions are made within the context of the nesting of economic systems within social systems within the environmental system. Finding solutions that respect both current and future community members' needs and that are resilient to changing circumstances presents both challenges and opportunities. These can be met most sustainably when all systems involved are carefully considered and when decision-making is informed, collaborative, flexible, and creative. The MSP covers six focus areas. The first addresses general sustainability and is followed by five focus areas that correspond to those identified in the Green Tier Legacy Communities Charter. The six major focus areas are:

- General Sustainability
- Land Use
- Water
- Energy
- Transportation
- Solid Waste

Where applicable the vision statements and overall goals from these sections have been incorporated into their relevant Comprehensive Plan Elements. The Comprehensive Plan has the legal authority to act as the vehicle for guiding community development, which can ensure that sustainability is part of the community's long-term vision. Sustainability references in this Comprehensive Plan are highlighted with the Monona sustainability logo.

## **AFFILIATED SUSTAINABILITY ORGANIZATIONS**

### **Green Tier Legacy Communities**

The City of Monona has been a Green Tier Legacy Community since 2012. The mission is to work with local organizations and communities across the state to move continuously toward a sustainable future.

### **Sustain Dane MPower Champion**

The MPower program is a nationally recognized model for hands-on collaboration surrounding carbon reduction and sustainability in business, organizations, and schools. Sustain Dane facilitates this program, and works directly with organizations to design, implement, and measure a customized sustainability strategy, connecting them to expert resources, proven methods and best practices, and support in their effort. The City of Monona was a graduate of the MPower Champions program in 2014 and 2015.

### **The Natural Step Monona**

The Natural Step Monona is a grassroots organization made up of people working to make communities more sustainable- environmentally, economically, and socially. This is one of Monona valued sustainability partners.