

ELEMENT 8: LAND USE

I. Element Overview

The City of Monona faces several challenges regarding land use. First, the City of Monona is a fully urbanized community and is unlikely to expand its boundaries through annexation. Second, the City of Monona lacks any substantial amount of raw land for commercial and residential development. 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 since it lacks raw land for development.

A variety of land uses exist in Monona which are: residential; commercial, including office and retail; industrial; public uses including municipal facilities, schools, parks, open spaces, and conservation areas. The largest land use is residential. The City's performance zoning code has helped to minimize land use conflicts and to control development and redevelopment in a manner that has created a compatible mix of land uses. Land use trends have indicated slight growth in most of the City's land uses, but continued growth may be minimal because the City is almost completely built out. 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, a major trend in land use will be redevelopment.

The City of Monona has adopted land use plans to guide the development and redevelopment of different areas in the City. Monona also adopted design standards and guidelines that regulate signage, lighting, building materials, and landscaping in different districts of the City. The goals of these plans and standards are to plan for the coordinated development and redevelopment of the City and to guide site plan and building design. These plans include the *Broadway Corridor Plan* (1989), *Tax Incremental Districts (TID) Number 1, 2, 3, and 4, Redevelopment Project Plans Number 1, 2, and 3*.

II. Background Information, Data, and Analysis

A. Purpose

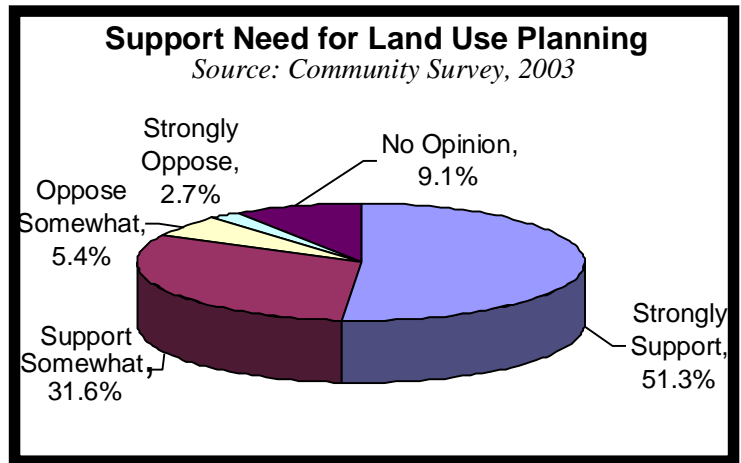
The Land Use Element of the Comprehensive Plan is intended to be used by the City of Monona's Plan Commission and City Council as they consider proposals to rezone land, review site plans and requests for zoning permits for new building construction and additions, review substantial changes in use, and consider the approval of land divisions. The Land Use Element is also intended to be used by the City to plan for necessary future public facilities such as sanitary sewers, municipal water systems, stormwater management facilities, parks and open spaces, and transportation facilities. The Land Use Element is also intended to be used by the general public, land developers, and other governmental agencies as they make land use related decisions that will affect the City.



B. Land Use Planning

Planning for land use is important for several reasons. Land use planning helps to minimize conflicts caused by incompatible land uses. Land use planning also leads to more organized community growth patterns and can be an effective tool for redevelopment efforts. Overall, planning for land use is the framework for community development and promotes the efficient and sustainable use of land.

The City's residents and local business owners are, in general, very supportive of land use planning in the City of Monona. In the 2003 *Community Survey*, it was found that 82.9% of respondents support planning, while 8.1% oppose land use planning in the city.



C. Data Collection

To prepare this Element of the Comprehensive Plan, data was collected about the types, locations, and amounts of land and their uses in Monona. The following plans and studies have been completed in the last 15 years and provide data and information on land uses in Monona:

- *Broadway Corridor Plan*, 1989
- *Tax Incremental Districts No. 1, 2, 3, and 4*
- *Redevelopment Project Plans No. 1, 2, and 3*

Other sources of information for this Element include the Dane County Regional Planning Commission (DCRPC) and the Dane County Planning Department. The results from the 2001 *Monona Drive Survey* and the 2000 *Master Plan Survey* were also used to help determine land use needs. (See Appendices D and E for these survey results.)

D. Amounts and Types of Land Uses

Table A depicts the types of land uses in Monona and the number of acres for each land use, according to the Dane County Regional Planning Commission (DCRPC). The DCRPC collected the data during summer of 2000 by using parcel-based mapping and aerial photography.



| Table A: Land Uses in Monona | | |
|---|------------------------|-------------------------|
| <i>Source: Dane County Regional Planning Commission, 2000</i> | | |
| Land Use | Number of Acres | Percent of Total |
| Single-Family | 669.5 | 29.89 |
| Two-Family | 18.4 | 0.82 |
| Multi-Family | 53.0 | 2.37 |
| Group Quarters | 3.2 | 0.14 |
| Mobile Home | 2.4 | 0.11 |
| Industrial | 58.5 | 2.61 |
| Commercial | 222.5 | 10.05 |
| Street Right of Ways | 405.6 | 18.11 |
| Other Transportation | 9.5 | 0.42 |
| Communication/Utilities | 2.0 | 0.09 |
| Education | 54.2 | 2.42 |
| Outdoor Recreation | 100.8 | 4.50 |
| Institutional and Government Administration | 9.7 | 0.43 |
| Cemeteries | 40.8 | 1.82 |
| Other Institutional and Government | 24.9 | 1.11 |
| Total Developed Area | 1675.1 | 74.77 |
| Woodlands | 15.4 | 0.69 |
| Other Open Lands | 359.0 | 16.03 |
| Vacant, Unused Land | 35.3 | 1.58 |
| Water | 152.5 | 6.81 |
| Cropland/Pasture | 2.9 | 0.13 |
| Agriculture and Undeveloped Area | 565.1 | 25.23 |
| Total Area | 2087.7 | 100.00 |

(See Map Appendix N for a map of the City of Monona’s existing land uses.)

Following is Table B, a list of the different land uses in the city with definitions for each land use category.

| Table B: Definitions of Land Use Map Categories <i>Source: Dane County Regional Planning Commission, 2000</i> | |
|---|---|
| District | Description |
| 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 Dane County environmental corridor mapping. |

Note. The land uses listed by the DCRPC are an approximation of site conditions and acreages. Detailed studies are required for site planning, analysis, and construction.

E. Zoning Districts

The City of Monona adopted a *Performance Zoning Code* in 1979 to regulate development and land uses in the City. Performance zoning substitutes sensible judgement 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. Listed below in Table C, are descriptions of zoning districts in the City of Monona, as defined by the City’s *Zoning Code*. (See Map Appendix O for the City of Monona’s Zoning Map.)

Table C: City of Monona Zoning Districts

Source: Monona City Code

| District | Abbreviation | Description |
|---|---------------------|---|
| Single-Family Residence District | (SF) | Low-density development of single-family dwellings and accessory buildings characterizes Single-Family Residence Districts. A single-family dwelling is a building that is 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 goal of this District is to provide convenient and accessible sites for small business establishments 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) | The Commercial/Industrial 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) | The Community Design 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 in these Districts includes 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 area, 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) | Facilities owned by the government or a governmental agency and public utility facilities characterize this District. These facilities are typically also compatible with the environment. 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 the Cemetery District. Monona has one cemetery, Roselawn Memorial Park and Chapel Mausoleum, and it is located between Femrite Drive and East Broadway. |

Note. The Zoning Map may be amended by the Plan Commission as deemed necessary, based on economic, market, and environmental needs of the community.

F. Design Standards for Development and Redevelopment

The City of Monona’s zoning code includes standards for the regulation of use and site performance, architectural compatibility, historic preservation, and environmentally sensitive lands. More specific standards for parking, land disturbances, landscaping, and lighting are contained in Appendix A of the City’s *Zoning Code*. These standards guide the design for construction, reconstruction, conversion, structural alteration, relocation, or the enlargement of any structure or building, and any substantial changes in use. In addition, the *Zoning Code* has standards that regulate the location, dimensions, and size of residential development. All development and redevelopment must comply with these standards.

The City of Monona’s *Zoning Code* also has sign standards for different commercial, retail, and residential areas of the City. These areas are the Commercial, Broadway, Gateway, South Towne, and Multi-Family and Single-Family Residential Sign Districts.

The *Broadway Corridor Plan*, adopted in 1989, 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 help guide the design of the streetscape, waterfront, and park areas to help create a consistent image throughout the corridor. During planning for the reconstruction of Monona Drive, design guidelines for buildings and signage will be proposed to create a more unified streetscape appearance. These design guidelines will be developed jointly between the City of Monona and the City of Madison.

G. Land Use Patterns

1. Residential Development

All residential land uses in the City of Monona comprise 746.5 acres, or 36 percent of the 2,088 acres of land in the City. The net density of single-family and two-family housing in the city is approximately 3.76 units per acre (based on Monona's 2,585 units). The net density for multi-family housing in the city is 24.6 units per acre (1,302 total units / 53 total acres).

Single-family residences comprise approximately 90 percent of residential land use in Monona. Most of the single-family residential housing in Monona is located in one large contiguous land area. Specific neighborhoods have not been formed in the single-family area, except for the Frost Woods Home Association which was founded in 1935. The majority of single-family residences are located west of Monona Drive and north of West Broadway. Other single-family districts in the city are located on the south end of Monona Drive between Monona Drive, Roselawn Cemetery, and Oak Park, off Femrite Drive.

Two-family residences comprise approximately 3 percent of residential land use. Most of the two-family 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. In some areas of the city, the two-family districts act as a transition from single-family to multi-family housing.

Multi-family residences comprise approximately 7 percent 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 (south of Nichols Road), multi-family districts can be found along Pirate Island Drive, Femrite Drive, East Gate Road, Anthony Place, Owen Road, and on Bjelde Lane, off Tompkins Drive. In the northern part of the city (north of Nichols Road), multi-family districts are located along Gordon Avenue and Valerie Lane, and on the north end of Monona Drive. Concentrations of apartment developments in the city are located at Valerie Lane, St. Teresa Terrace, East Gate Road, Garden Circle, the north end of Monona Drive, Pirate Island, and on different parts of Monona Drive. Most of the multi-family districts in the city serve as a land use transition from single- or two-family residential to commercial land uses.

(The Housing Element of this Plan contains more detailed data on housing in Monona.)

2. Commercial, Office, and Industrial Development

The number of acres in Monona that is used for commercial, office, and industrial development is 271 or 13 percent 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. Two Community Design Districts are also located along Monona Drive. One is on the north end of the city and the other is on the east side of Monona Drive, north of Femrite Drive.

The Broadway corridor is zoned Community Design District (CDD). The East Broadway corridor includes the location of Pier 37, one of Monona's major retail centers. Several major commercial businesses anchor the center. It is also the location of Ahuska Park. The major features of the West Broadway corridor include Wisconsin Physicians Service Insurance Corporation (WPS) and River Place,

a 14-acre commercial and office park. The area also has two hotels, gas stations, and other small businesses.

The South Towne area is zoned as Commercial/Industrial District and Community Design District. Monona's only Commercial/Industrial Zoning District is located in this area and is known as the "South Towne Business Park". Light industrial uses, such as warehouses, distribution facilities, light manufacturing, and fabrication, characterize the Business Park. The South Towne area is also the location of the South Towne Regional Retail Mall. The mall houses a department store, a major retail chain, a cinema, and several small businesses. Other small businesses and restaurants are in operation near the mall. South Towne Office Park is also located in the area.

3. 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 of Monona's *Park and Open Space Plan*, Monona's parks and preserved open spaces comprise approximately 350 acres.

H. 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 the 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*. This method of zoning has worked well for Monona and has helped the City to create a mix of land uses that are compatible in areas where new development and redevelopment is occurring.

Even with performance zoning, some land use conflicts exist in the city. Land use conflicts may exist where different uses are located adjacent to each other, for instance, a residential district next to a commercial district. This occurs in several areas of the city. For example, there are several single-family homes on Monona Drive between Dean Avenue and Nichols Road, and homes and multi-family apartments that are next to retail business, zoned Commercial. In addition, on Femrite Drive, some condominiums and single-family homes are located near some light industrial and commercial businesses. Therefore, to minimize the impacts of land use conflicts, when reviewing land use proposals, the City uses performance standards in the *Zoning Code*. One solution to these general conflicts between land use and zoning may be the requirement of buffers, such as plant materials, decorative fences, and walls or berms.

I. Development and Redevelopment Land Use Trends

Several trends in Monona's land use have occurred in the last ten years. Following is a summary of these trends.

Commercial Trends in Retail Development

- Since 1990, the amount of retail development in the city has increased, including chain store development. Most of this growth has occurred in the Broadway corridor with the development of Pier 37 and other development near the South Towne mall area.

Commercial Trends in Office Development

- 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.

Trends in Industrial Development

- The amount of industrial development in the city has increased from 30.2 to 58.5 acres over the past twenty years.



Trends in Residential Development

- The amount of residential development in the city has increased at a minimal rate over the past twenty years 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 mid to late 1990s, which added 44 single-family homes to the community.
- Condominium development increased substantially with the developments at the north end of Monona Drive and at Oak Park in the 1990s.
- The amount of land used for mobile homes has decreased due to the redevelopment of one mobile home park into the River Place commercial development.

Trends in Public Buildings and Facilities

- No large changes in land area have occurred.
- 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.

Trends in 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 D shows changes between 1980 and 2000 in the amounts for land uses in Monona.

TABLE D – City of Monona Land Use Trends
Source: Dane County and Community Data 1970-2000,
Dane County Regional Planning Commission, September 2002

| Land Use Category | 1980 | | 1990 | | 2000 | |
|---------------------------------------|---------------|---------------|---------------|---------------|---------------|---------------|
| | Acres | % Total Area | Acres | % Total Area | Acres | % Total Area |
| Residential | 743.6 | 35.4% | 733.4 | 33.6% | 746.5 | 33.3% |
| - Single-Family | 676.1 | | 665.2 | | 669.5 | |
| - Two-Family | 17.9 | | 17.3 | | 18.4 | |
| - Multi-Family | 36.5 | | 39.5 | | 53.0 | |
| - Group Quarters | 0.0 | | 1.2 | | 3.2 | |
| - Mobile Home | 13.1 | | 10.2 | | 2.4 | |
| Industrial | 30.2 | 1.4% | 39.4 | 1.8% | 58.5 | 2.6% |
| - Manufacturing | 18.1 | | 30.1 | | 30.4 | |
| - Wholesale | 12.1 | | 9.3 | | 28.1 | |
| Transportation | 316.4 | 15.1% | 369.1 | 24.6% | 415.1 | 18.5% |
| - Streets, Roads, & ROW | 304.0 | | 345.9 | | 405.6 | |
| - Railroads & ROW | 11.4 | | 12.6 | | 13.5 | |
| - Other | 1.0 | | 10.6 | | 9.5 | |
| Communications & Utilities | 3.4 | 0.2% | 3.0 | 0.2% | 2.0 | 0.1% |
| - Generation & Processing | 2.1 | | 1.1 | | 0.7 | |
| - Transmission | 0.5 | | 1.5 | | 1.4 | |
| - Waste Processing | 0.7 | | 0.0 | | 0.0 | |
| - Other | 0.1 | | 0.4 | | 0.0 | |
| Commercial-Retail | 75.7 | 3.6% | 111.0 | 7.4% | 127.4 | 5.7% |
| - Transportation Related | 17.8 | | 29.4 | | 8.8 | |
| - Gen'l Repair & Maint. | 3.5 | | 1.6 | | 19.9 | |
| - Other | 54.4 | | 80.0 | | 98.7 | |
| Commercial-Services | 34.0 | 1.6% | 67.8 | 3.1% | 95.1 | 4.2% |
| - Transient Lodging | 5.3 | | 3.3 | | 3.0 | |
| - Other | 28.7 | | 54.5 | | 92.1 | |
| Institutional & Government | 118.4 | 5.6% | 124.3 | 5.7% | 129.6 | 5.8% |
| - Education | 44.7 | | 47.4 | | 54.2 | |
| - Administration | 2.8 | | 0.4 | | 9.7 | |
| - Cemeteries | 39.9 | | 39.9 | | 40.8 | |
| - Other | 70.9 | | 36.6 | | 24.9 | |
| Recreation | 98.2 | 4.7% | 51.5 | 2.4% | 100.8 | 4.5% |
| Agriculture & Undeveloped | 681.3 | 32.4% | 683.1 | 31.3% | 565.1 | 25.2% |
| - Woodlands | 0.0 | | 41.1 | | 15.4 | |
| - Other Open Land | 378.7 | | 345.0 | | 359.0 | |
| - Vacant Unused Land | 165.6 | | 157.0 | | 35.3 | |
| - Water | 137.0 | | 140.0 | | 152.5 | |
| Total Developed Area | 1419.9 | 67.6% | 1499.5 | 68.7% | 1675.1 | 74.8% |
| Total Area | 2101.2 | 100.0% | 2182.6 | 100.0% | 2240.2 | 100.0% |

J. Supply, Demand, and Price of Land

1. Supply

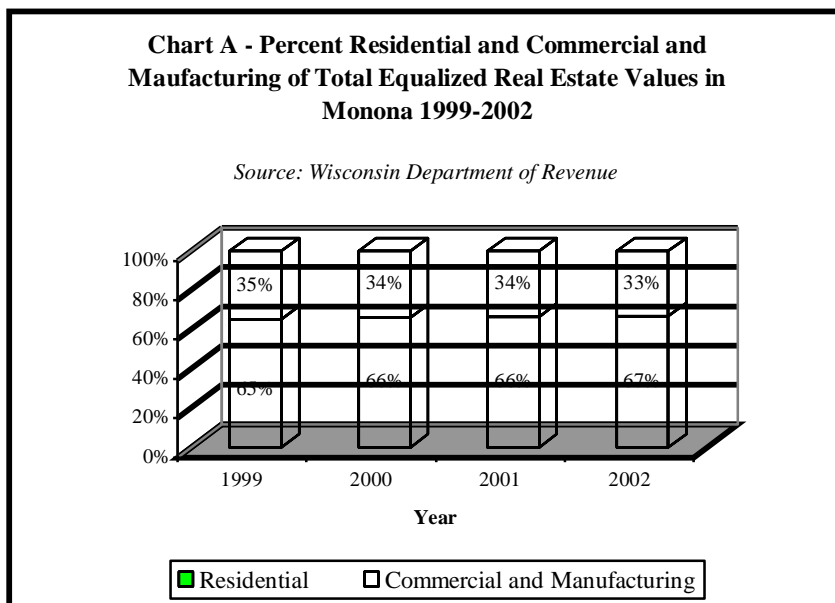
The supply of land in Monona is limited because the City is unlikely to annex more land. In addition, Monona has a limited amount of vacant land for development. As of 2003, Monona has about 11 acres that are either vacant or available for development, not including several acres that are a part of WPS's campus that are set aside for their future development.

2. Demand

The demand for land in Monona is above average to high for several reasons. According to the Dane County Regional Planning Commission (DCRPC), Dane County is experiencing strong growth in population, residential, and economic development. These trends have positive effects on all the communities in the County. Demand for land in Monona is also high because of its proximity to major transportation links, including Interstate 90/94 and U.S. Highway 12/18. 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. All of these characteristics help to make Monona an attractive place to reside and to conduct business. Consequently an increased demand for land in Monona has occurred.

3. Price

The price of real estate in Dane County is rising. According to the DCRPC, the cost of housing in Dane County has risen by an average of 6.3 percent per year between 1990 and 2001. In Monona, equalized real estate values for residential properties have increased 22.29 percent from 1999 to 2002. According to the Bureau of Labor Statistics at the U.S. Department of Labor, over this same period, housing prices on average for U.S. cities have increased by 12.41 percent. Equalized real estate values for commercial properties have increased 14.13 percent from 1999 to 2002. Chart A shows that the residential portion of total equalized real estate values has been steadily increasing relative to the commercial and manufacturing portion of total equalized real estate values in the City of Monona.



In 2003, Monona completed a city-wide property reassessment. The average, median, and mode values for both commercial and residential are listed in Table E below.

TABLE E: 2003 Assessment Values

Source: Assessor, City of Monona

| | Residential | Commercial |
|-------------|---------------|---------------|
| Total Value | \$518,811,750 | \$249,713,800 |
| Average | \$203,137 | \$770,772 |
| Median | \$161,000 | \$384,400 |
| Mode | \$156,900 | \$200,900 |

K. Challenges and Opportunities for Redevelopment

The City of Monona is unlikely to expand its boundaries through annexation. This situation presents challenges to the City. First, the City of Monona lacks raw land for commercial and residential development. This could potentially 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 types of development that require large tracts of raw land, such as warehouse development, new housing subdivisions, and other land intensive uses.

1. Current Redevelopment Plans

Redevelopment of older commercial properties has been increasing and has made-up a large proportion of the commercial development activity in the city in the past ten years. Monona's location and its overall high quality of life have been attracting a growing amount of redevelopment, especially around the intersection of Broadway and Monona Drive, at the entrance to the City from U.S. Highway 12/18. The largest of these projects were River Place and Pier 37. Achieving continued growth in Monona's commercial tax base will be a challenge for the City over the next 20 years. Increases in the commercial tax base will have to come through quality redevelopment projects as well as additions and renovations to existing buildings.

As the City of Monona is almost entirely built-out, obsolescence and deterioration are a threat to the continued stability and vitality of the city. Consequently, it is important for the City to approve quality development and redevelopment projects that add to the City's tax base, while providing housing, jobs, goods, and services most needed by residents over the next twenty years.

Support for redevelopment in Monona is high. The *2001 Monona Drive Survey* indicated that only 17 percent of respondents were not supportive of redevelopment along Monona Drive. In addition, in the *2000 Master Plan Survey*, respondents indicated that they were particularly concerned about development in two areas of the city: Monona Drive and the South Towne area.

The City of Monona has adopted *Redevelopment Project Plans* for three areas of the City. (See *Redevelopment Project Plans Number 1, 2, and 3* for more information.)

2. Future Assumptions and Projections

Market trends and the needs of Monona's citizens will affect the city's land uses and will likely result in the need for change of these land uses. It is difficult to determine the types and timing of land use changes within the next twenty years since there are very few vacant sites for development in the city and since most development that will occur will need to be redevelopment of existing sites. Future assumptions that may affect land use changes in Monona may include the following:

- According to the Department of Administration, the City of Monona's population is likely to decline by 5.80% from 2000 to 2010. See Table F for population figures.

TABLE F: Population Projections for Monona 2000-2010

Source: Demographics Services Center,
Wisconsin Department of Administration, 2003

| Census 1980 | Census 1990 | Census 2000 | Projection 2005 | Projection 2020 |
|-------------|-------------|-------------|-----------------|-----------------|
| 8,809 | 8,637 | 8,018 | 7,821 | 7,553 |

- Growth in single-family housing will be limited because of the lack of land available for development.
- Since 27% of the City’s population is 55 or older and the baby-boom generation is moving closer to retirement, demand for housing by seniors will grow.

Based on current development plans in the City, the following residential units are projected to be built in the next five-years:

- Frost Woods Commons – 119 senior apartments, and
- Water Tower Plaza and the Woodlands – 60 condominium units.

These large housing developments have not been considered in the prior population projections, and may have a positive impact on population growth.

Future projections of incremental growth, in residential, commercial, and industrial land uses will depend on market trends and the needs of Monona’s residents and businesses.

3. Smart Growth Areas and Potential Land Use Changes

This section describes the City of Monona’s *smart growth areas*. 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.”

These are some of the areas, within existing development, where the City would like to see changes occur, and that have potential for the development of vacant land or redevelopment. When known, the timing of these changes is identified.

a. North End of Monona Drive

On the lakeside of the north end of Monona Drive, in a multi-family zoning district, two condominium developments were constructed in the 1990s. Building these structures involved the razing of two single-family homes and a two-unit duplex. The developments created 26 condominium units. This area still contains many single-family homes, and it has been transitioning to a higher density, multi-family development since the 1980s. Because this land offers access to Lake Monona, views of the Capitol and the Monona Terrace and is on a major thoroughfare, it is an attractive area for further condominium development.

Another area on the north end of Monona Drive which has potential for redevelopment is the retail business district between Winnequah Road and Parkway Drive. This district includes the former Kohl’s food store that was converted into Rubin’s furniture. The district also has the potential to be converted to higher density uses, such as mixed-use, retail, or condominiums.

b. Mixed-Use Development Along Monona Drive

Another potential for redevelopment is the addition of second-story housing above existing retail and office businesses along Monona Drive. Housing and businesses in this area would be able to take advantage of the natural views that the golf course and park provide.

c. Frost Woods Road, Femrite Drive, and Monona Drive Neighborhoods

Redevelopment Project Plan No. 2 was approved in 1998 to guide redevelopment of the area along Monona and Femrite Drives. The objectives of the Plan include eliminating old and deteriorating buildings, providing for orderly physical and economic growth, and encouraging coordinated redevelopment.

This area is located in *Tax Incremental District No. 4*. This District was created in September 2000 under the authority of State Statute 66.46. The District's purpose is to expand Monona's tax base, to provide higher and better uses for this portion of Monona, and to assist in the reconstruction and improvement of Monona Drive.

Construction of a mix of senior housing and commercial development has begun for the half-block of the project area located between Anthony Place and Monona Drive on Frost Woods Road. In January 2003, the City Council approved a General Development Plan for Horizon Development Group and their request to rezone the property at 5901 Monona Drive (the former Kohl's Food Store) from Retail Business to Community Design District. The Horizon Development Group's project includes a 16,000 square foot retail building, a building with 68 independent senior apartments financed by the Section 42 Tax Credit Program, and another building with 51 independent senior apartments at market rate. This project is expected to be completed by summer 2004.

The other part of this redevelopment area is located east of Monona Drive, on the corner of Femrite and Monona Drives. The City of Monona owns approximately 4.5 acres of forested land in this area, which was planned for development after it was purchased. According to *Redevelopment Project Plan Number 2*, potential land uses for this area are commercial and multi-family housing development.

d. South Towne Area

The South Towne Shopping Center was built during the 1980s. It currently houses a movie theatre and four major retail chain stores. A major retail chain that was in the South Towne area, south of U.S. Highway 12/18, K-Mart, closed in 2002 and Sentry Foods closed in the fall of 2003. The loss of these two anchor retail chain stores will leave a large vacancy in this area. The area's close proximity to Interstate 90/94 and U.S. Highway 12/18 also helps to make it an attractive area for office buildings.

Another area in South Towne with potential for redevelopment is the South Towne Industrial Park on the west side of South Towne Drive. The Park is located in *Tax Increment District (TID) No. 3*. If this area is redeveloped, it could transition from light industrial and warehouse uses to office buildings.

e. Broadway and Bridge Road Neighborhood

Redevelopment Project Plan No. 3 is for the redevelopment of the Bridge Road and West Broadway area. Its purposes are the same as those laid out in the other redevelopment plans. It was also approved in 1998. According to the *Redevelopment Project Plan*, it is anticipated that redevelopment in this area will be commercial or office, and may include medium- to high-density housing, such as condominiums. It is currently located in a Community Design District. Monona's Community Development Authority (CDA) has sent out a request for proposals for this area, for commercial or office development. The CDA owns a property in the area that was formerly a convenience store and will be used for redevelopment. West of this area, on the south side of West Broadway is Wisconsin Physicians Service (WPS), which has plans to build additional office buildings on their campus.

In 2002, the City of Madison sent out a Request for Proposals to redevelop the site on the other side of Bridge Road along Lake Point Drive. The redevelopment of the Madison site is to be for commercial use. Some of the criteria being used to evaluate the proposals are the provision of an

attractive interface with the neighborhood, superior site and architectural design, and the preservation of the large trees and overall aesthetic appearance of the property.

f. West Broadway Corridor

Several areas in the West Broadway corridor have potential for redevelopment. One of these areas is the mobile home park in this corridor. This corridor is near U.S. Highway 12/18 and Monona’s major retail centers. Some potential land use changes for this area include mixed-use, commercial, or condominiums.



Another area in this corridor with potential for development is the owner- and renter-occupied housing along Interlake Drive, and the two vacant lots on West Broadway and Falcon Circle. This area is along the Yahara River and West Broadway, and could be higher-density housing, such as condominiums or mixed-use retail. Water and marine oriented uses are recommended for future development in parts of this area along the Yahara River, near Lottes Park, as identified in the *Broadway Corridor Plan*, adopted in 1989.

Across from this area are two vacant lots along Falcon Circle, which have potential for development.

g. East Broadway Corridor

Redevelopment Project Plan No. 1 addresses the redevelopment of a portion of the East Broadway corridor region from Monona Drive east to the eastern property line of the parcel at 1050 East Broadway, south of East Broadway and north of U.S. Highway 12/18. The purpose of this Redevelopment Plan was to eliminate older, deteriorating buildings, assemble larger tracts of land for redevelopment, and increase the City’s tax base. This plan was prepared in accordance with State Statute 66.4325, and the City Council approved the plan in 1994. It is located within *Tax Incremental District No. 2*.

This corridor of Monona is zoned as Community Design District, allowing for a compatible mix of residential, commercial, industrial, and open spaces. Redevelopment of 16 acres on the west end of the Redevelopment Project area occurred between 1997 and 2000 with the development of a large commercial retail center, Pier 37. Development of 21 acres in the center of the project area occurred between 1995 and 2001 with the purchase and improvement of a recreational park, Ahuska Park.

The last large part of this *Redevelopment Project Plan* is being developed as the Broadway Business Park, a mixed-use development including a multi-tenant retail center, office space, and a future pumping station for Madison Metropolitan Sewerage District. This development is proposed to occur within the next five years and will complete the implementation of the Redevelopment Plan for this area.

h. Future Housing Development

It is unlikely that the City of Monona will experience any significant increases in its single-family housing stock because the City has a limited amount of vacant land. Any increases in the city’s overall housing stock are likely to come from increases in multi-family, senior, and condominium housing.

Monona Drive is one area of the city that may experience growth 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.

III. Goals, Objectives, and Policies

Note. This does not imply ranking of importance.

| Goals: | Objectives & Policies: |
|---|--|
| <p>I) Maintain an economically and environmentally sustainable community.</p> | <p>A) Utilize existing public facilities and services to serve new development whenever possible.</p> <p>B) Encourage infill development on vacant parcels to maximize efficient use of public services and facilities.</p> <p>C) Continue to implement property maintenance codes.</p> <p>D) Continue to monitor the clean up of contaminated sites to foster the redevelopment of brownfields.</p> <p>E) Coordinate land development with transportation, public facilities and services planning.</p> <p>F) Encourage the use of sound development principles in the design of new development and redevelopment, such as the efficient use of land resources, a mix of land uses, and transportation options.</p> <p>G) Continue to promote the City of Monona as a good place to locate and conduct business.</p> <p>H) Encourage redevelopment projects that will have a positive impact on the City's tax base and character.</p> <p>I) Promote the preservation of architecturally, historically, and culturally significant sites, buildings, and structures in the city.</p> <p>J) Strive to avoid excessive duplication of unneeded land uses.</p> <p>K) Complement natural resources and the environment through positive landscaping practices.</p> <p>L) Protect and preserve the city's natural resources through administering the City's <i>Zoning Ordinance</i>.</p> |
| <p>II) Encourage the development and redevelopment of efficient, well-planned and designed land uses.</p> | <p>A) Encourage the development and redevelopment of compact, highly planned mixed-use activity centers that include shopping, employment, housing, and recreation opportunities.</p> <p>B) Provide for compatibility with adjacent land uses.</p> <p>C) 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.</p> <p>D) Require inconsistent land uses to be buffered through the use of materials such as plants, decorative fences, and walls or berms.</p> <p>E) Encourage strong public-private investments in business district improvements and facilities.</p> <p>F) Coordinate public-private efforts to attract and retain businesses in Monona's business districts.</p> <p>G) Discourage the development or redevelopment of facilities that promote excessive traffic and that create disproportionate traffic hazards.</p> <p>H) Strive to upgrade or eliminate obsolete, deteriorating or deteriorated buildings.</p> |

| Goals: | Objectives & Policies: |
|--|--|
| <p>III) Consider community needs and market trends while determining land uses for areas of development and redevelopment.</p> | <p>A) The <i>Zoning Map</i> and <i>Zoning Ordinance</i> shall be amended as deemed necessary by the Plan Commission and City Council based on community needs and market trends and opportunities.</p> <p>B) Assemble land into parcels functionally adaptable with respect to shape and size for disposition and redevelopment.</p> <p>C) Provide for the orderly physical and economic growth of the community through planned and controlled development and redevelopment.</p> <p>D) Continue to prepare <i>Redevelopment Project Plans</i> for areas of the city.</p> <p>E) Continue to implement <i>Redevelopment Plans No. 1, 2, and 3</i>.</p> <p>F) Continue to coordinate planning for redevelopment between the Community Development Authority, Economic Development Committee, Plan Commission, and City Council.</p> <p>G) Continue intergovernmental cooperation with neighboring communities and overlapping jurisdictions.</p> <p>H) Require feasibility, market, traffic, and/or other studies when appropriate from developers.</p> <p>I) Encourage coordinated development and redevelopment, giving consideration to high standards of design for new development, right-of-way, landscaping, and open spaces.</p> <p>J) Encourage private development and redevelopment that will add to the tax base and character of the City of Monona, stimulate economic activity, and that will not adversely affect the public's interest while minimizing the impact on public services.</p> |

