

CITY OF MONONA COMPREHENSIVE PLAN

LOOKING TO THE FUTURE



City of Pride...and it Shows: Monona is a progressive, safe, well-planned, and efficient city where sense of community builds a high quality of life for all residents.

Ordinance No. 04-05-541

**AN ORDINANCE ADOPTING THE COMPREHENSIVE PLAN OF THE CITY OF
MONONA, WISCONSIN.**

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.

WHEREAS, the Common Council of the City of Monona, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

WHEREAS, the Plan Commission of the City of Monona, by a majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to Common Council the adoption of the document entitled "Comprehensive Plan: Looking to the Future, 2004-2024 of the City of Monona," containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

WHEREAS, the City of Monona has held at least one public hearing on this ordinance, on April 5, 2004, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

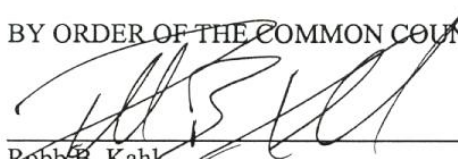
NOW, THEREFORE, the Common Council of the City of Monona, Dane County, Wisconsin, do ordain as follows:

SECTION 1. The Common Council of the City of Monona, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, "Comprehensive Plan: Looking to the Future, 2004-2024 of the City of Monona," as the comprehensive plan of the City of Monona 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 19 day of April, 2004.

BY ORDER OF THE COMMON COUNCIL



Robb B. Kahl
Mayor

ATTEST:



Karen Eley
City Clerk/Deputy Treasurer

Requested By:

Drafted By: Paul Kachelmeier, Planning/Community Development Coordinator

Approved As To Form By: William S. Cole, City Attorney

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Resolution No. (04-3-01)

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

WHEREAS, Wisconsin Statutes 62.23 authorizes the adoption of 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 City of Monona Comprehensive Plan has been prepared by City of Monona staff, City Committees and the Plan Commission in accordance with the requirements and elements of Wisconsin Statutes sec. 66.1001 (Smart Growth Legislation) enacted in 1999:
and

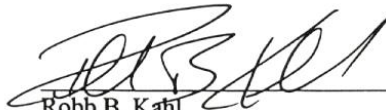
WHEREAS, the City of Monona Comprehensive Plan contains data, maps, goals, and objectives for the elements required in Wisconsin Statutes sec. 66.1001 including issues and opportunities, housing, transportation, utilities, community facilities and community services, agricultural, natural and cultural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

WHEREAS, the City of Monona Comprehensive Plan has been reviewed and recommended for approval by the City of Monona Plan Commission;

NOW, THEREFORE, BE IT RESOLVED, that the City of Monona Plan Commission hereby approves, and recommends to the Monona City Council that the Comprehensive Plan dated March 21, 2004 and entitled *City of Monona Comprehensive Plan, Looking to the Future*, including the maps and descriptive materials contained in chapters 10 and 11 of the plan, be adopted by the City Council pursuant to Wisconsin Statutes Sections 62.23 and 66.1004(4).

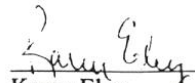
Adopted this 22nd day of March, 2004

BY ORDER OF THE PLAN COMMISSION
CITY OF MONONA, WISCONSIN



Robb B. Kahil
Chairman

ATTEST:


Karen Eley
Acting City Clerk

Requested By: Plan Commission
Approved As To Form By: William S. Cole, City Attorney
Approval Recommended By: Plan Commission

Council Action:

Date Approved: _____
Date Disapproved: _____

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Resolution Format

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DOCUMENT HISTORY

VERSION	DATE PUBLISHED	DATE ADOPTED	ORDINANCE No.	DESCRIPTION OF CHANGE
1	05/19/04	04/19/04	04-05-541	Initial Release

CITY COUNCIL

MAYOR ROBB KAHL
 KATHRYN THOMAS, COUNCIL PRESIDENT
 MICHAEL MEULEMANS
 LISA NELSON
 PETER MCKEEVER
 JEFFREY WISWELL, SR.
 DOUGLAS WOOD

PLAN COMMISSION**CURRENT (2004) MEMBERS:**

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 ALDM. KATHRYN THOMAS, VICE CHAIRMAN
 ERIC BARDENHAGEN
 SHARON DEVENISH
 GRIFFIN DORSCHER
 ROBERT HENDRICKS
 CHRIS HOMBURG
 JANE KUZMA
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 ALDM. TOM STOLPER
 JACK WILLIAMS

CITY STAFF

KAREN ELEY	ACTING CITY CLERK
DAVID L. BERNER	CITY ADMINISTRATOR/ TREASURER
WILLIAM COLE	CITY ATTORNEY
WAGNER DA SILVA	RECREATION PROGRAM SUPERVISOR
JOHN DEBACHER	DIRECTOR OF LIBRARY SERVICES
BRAD KEIL	POLICE CHIEF
DIANE MIKELBANK	SENIOR CENTER DIRECTOR
RANDY PAUL	MUNICIPAL JUDGE
CHRIS PEDRETTI	COMMUNITY RECREATION DIRECTOR
RICHARD SCHMALE	CITY ENGINEER
BARBARA TILLEY	DIRECTOR OF EMS/ FIRE PREVENTION
ROBERT VAN ETTEN, JR.	FIRE CHIEF
GARY WEINERT	DIRECTOR OF PUBLIC WORKS
WILLIAM ZIEGLER	CABLE ADMINISTRATOR & COMMUNITY PROGRAM COORDINATOR

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 ANNA KETTLEWELL, PLANNING AND COMMUNITY DEVELOPMENT INTERN, MAY 2001-MAY 2002
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I. Executive Summary

As the Mayor of Monona, I am pleased to present the City of Monona's Comprehensive Plan: *Looking to the Future*. The Plan was developed over a four-year period through the collective efforts of many community members, city committee members, and city staff. As a community, we share a vision for Monona and will look to this Plan to provide direction to attain the city's vision.

The Comprehensive Plan contains data and information on the many resources and services in the community including natural and cultural resources, housing, public facilities and services, business and economic development, land use, and transportation. Goals and objectives have been identified and determined in order to use those resources and to guide decisions to improve the quality of life for residents and businesses in the City of Monona.

The City of Monona is a community with a population of 8,018 (2000 Census) located on the east shore of Lake Monona and on the east side of the Madison metropolitan area. Monona's natural features and amenities, including over 4 miles of Lake Monona shoreline, many parks and open spaces, its full range of excellent public services and schools, a variety and high quality of housing, large prosperous business districts, and close proximity to the many cultural, recreational, and commercial services both in Monona and in the surrounding Madison area, give the City of Monona a small town character with the benefits of being in an urban area.

The City of Monona is bordered by Lake Monona, the Wetland Conservancy area, and the City of Madison which limits any future boundary expansion. Since the 1960s the City has focused on infill development and redevelopment. Similarly, future growth will occur mostly through redevelopment. The City's Comprehensive Plan is a tool that will guide 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.

Adopting the Comprehensive Plan, however, is only a start. The implementation of the goals, objectives, policies, and programs set forth in this document is the key to the Plan's success. As your Mayor, I pledge my support to the implementation of this Plan. Moreover, it will take the vision and commitment of our citizens, working together, to continue to maintain and enhance our quality of life.

Sincerely,



Robb Kahl
Mayor



A. Intent and Purpose of the Plan

Prior to the adoption of this Comprehensive Plan, the City of Monona's *Master Plan* has served as a guide for Monona's land use decisions since its adoption in 1979. Many plans and studies have been completed and adopted since 1979 to help guide the land use, transportation, open space, economic development, and financial decisions in the City of Monona. (See Appendix A for a listing of these plans.) It is now appropriate for the City of Monona to review its visions and goals from the 1979 *Master*

Plan and as an update, to develop a Comprehensive Plan that will guide its land use decisions and development for the next 20-years, into the year 2024.

Planning in the City of Monona has been an on-going activity that strives to reach a balance between the community's quality of life, economic development, municipal budgets, private property interests, the community's character, and the future needs of the community.

In continuing to plan for the future, this document will serve as a guide to future decision-making and the shaping of policy. The Comprehensive Plan identifies areas which need detailed planning and analysis. The document also serves as an avenue of communication with the community and provides a platform to identify community values to help promote the public interest.

The City has stressed the importance of public participation throughout the process of updating the Comprehensive Plan. This process has provided the community's residents with many opportunities to voice their opinions on the city's future. In this Plan, community participants have helped the City to identify existing conditions and challenges as well future goals and opportunities. The City of Monona's Comprehensive Plan will help guide the City's decision-makers towards a shared community vision and the realization of its goals over the next 20-years.

B. Unique Characteristics and Differences from the 1979 Master Plan

The City of Monona's Comprehensive Plan has several unique characteristics which makes it different than Monona's 1979 *Master Plan*. They include the following:

- The Comprehensive Plan is truly more comprehensive and inclusive (in its subject matter) than Monona's 1979 *Master Plan*. This plan includes discussion and analysis in each of the nine community planning topics, or elements (as they are known in this Plan). Specifically, the following topics are included in the Comprehensive Plan, which were not addressed in the 1979 *Master Plan*: community facilities, intergovernmental cooperation, and land use.
- The Comprehensive Plan includes a detailed data and analysis section in each Element, as well as a description of historical and future trends in the City of Monona and in Dane County.
- The Plan strives to create consistency between goals in the Comprehensive Plan and City land use regulations, such as the Zoning and Subdivision Ordinances.
- The Comprehensive Plan highlights the importance of public participation and results from input during the development of the Plan. The identification of common visions and goals has been important for the community and its leaders and will aid in the coordinated and timely implementation of the Plan.



II. Comprehensive Planning Process

A. Comprehensive Planning (*Smart-Growth*) Legislation

In 1999, the Wisconsin State Legislature passed the Comprehensive Planning Law as part of the 1999-2001 Wisconsin biennial budget. Sometimes referred to as the *Smart Growth* Law (s. 66.1001 Wis. Stats.), this legislation requires all local governmental units to complete comprehensive plans to guide their land use decisions by 2010, if the local governmental unit is going to regulate land use. Some of the regulations and procedures that must be consistent with the local governmental unit's Comprehensive Plan include: official mapping, subdivision regulations, zoning ordinances, impact fee ordinances, and cooperative boundary agreements.

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).

Under Wisconsin's *Smart Growth* Law, the comprehensive plan is required to have nine elements: Issues and Opportunities; Housing; Transportation; Utilities, Community Facilities and Services; Agricultural, Natural, and Cultural Resources; Economic Development; Intergovernmental Cooperation; Land Use; and Implementation.

Although this legislation is referred to as the *Smart Growth* Law, the Comprehensive Planning Law does not actually dictate how or where development will occur. Those decisions are left to local communities. However, because the “Comprehensive Planning Law does improve on the amount and quality of communication within and between jurisdictions, it may indirectly lead to more informed decisions that result in smart growth” (Source: OLIS).



B. Plan Development

The process that the City of Monona followed to complete its Comprehensive Plan is outlined in this section. Table A graphically identifies this process.

**TABLE A: City of Monona's
Comprehensive Planning Process**

*Source: Planning & Community Development Department,
City of Monona, 2003*

1) Plan Preparation

- Development of comprehensive planning process
- Education in Comprehensive Planning & Smart Growth principles
- Creation & adoption of Public Participation Procedures
- Review of existing plans
- Obtain funding to prepare plan

2) Research & Initial Public Input

- Data collection, compilation, and analysis
- Master Plan Survey (2000)
- Monona Drive Workshop (2001)
- Creation of preliminary draft

3) Analysis

- Data refinement & analysis
- Development of goals, objectives, and policies
- Review by City Committees (including elected officials and citizens) (See Appendix C for a listing of these Committees.)
- Community Survey (2003)
- Incorporation of input and revisions to draft elements

4) Revision

- Plan Commission review of draft elements
- Revision of draft element

5) Completion of Drafts

- Plan Commission approval of draft elements
- Development of complete draft

6) Public Review & Refinement

- Presentation of draft to public
- Community open house & discussions
- 30-day public comment period
- Incorporation of public input

7) Adoption

- Plan review and adoption

8) Implementation

- Implementation of plan recommendations
- Evaluation of Plan and process

1. Comprehensive Planning Grant from DOA

The City of Monona received a \$15,000 matching grant from the State of Wisconsin Department of Administration (DOA) in May 2001 to be used to prepare the comprehensive plan. The City's one-quarter match of \$5,000 came from the Community Development Authority's (CDA) budget and Tax Incremental Districts (TID's) Numbers 3 and 4's budgets.

The \$20,000 grant budget was used to purchase a new Geographic Information System (GIS), including hardware and software in 2001, for approximately \$8,000. Ten-thousand dollars (\$10,000) was used for wages to hire University of Wisconsin-Madison graduate students as interns to complete the Comprehensive Plan. Finally, \$2,000 was reserved for the final printing of the Plan, miscellaneous supplies and provisions for community meetings.

2. Plan Commission

The City of Monona's nine-member Plan Commission has served as the Comprehensive Plan's steering body, overseeing the development of the Plan. At the time of the Plan's adoption, two City Council Aldermen sat on the Commission, and Mayor Robb Kahl served as the Commission's Chair.

Wisconsin State Statute, s.62.23(2), states that one of the Plan Commission's functions is "to make and adopt a master plan for the development of the city." In addition, "the commission may from time to time amend, extend, or add to the master plan or carry any part or subject matter into greater detail."

3. Planning and Community Development Department

The City of Monona's Planning and Community Development Department initiated the City's comprehensive planning process and has served as staff to the Plan Commission and City Council through the development and adoption of the Plan. To assist with this update of the Comprehensive Plan, the City hired part-time graduate students, studying public administration or urban planning at the University of Wisconsin-Madison, in yearlong internships.

4. Review by City Committees

Throughout the development of the City's Comprehensive Plan, City committees have reviewed sections and Elements of the Plan that related to the committees' advisory expertise. This review process has provided both city staff and the Plan Commission with valuable information and insight from the experiences and expertise of committee members. A large number of Monona residents are members of these committees, including both elected officials and city residents who have volunteered their time.

The following committees have reviewed sections and Elements of the Comprehensive Plan: Broad Band Telecommunications Citizen's Commission (CATV), Community Development Authority (CDA), Advisory Economic Development Committee (EDC), Landmarks Commission, Library Board, Mass Transit Authority, Park and Recreation Board, Plan Commission, Public Safety Commission, Public Works Commission, Senior Citizens Commission, and the Zoning Board of Appeals.

5. Final Review by City Council

Final review of the Comprehensive Plan was completed by Monona's City Council after the Plan Commission passed a resolution recommending the plan be adopted by the City Council. A public hearing and first-reading was noticed and held by the Council on April 5th, 2004. On April 19th, 2004, the City Council had its second-reading and enacted an ordinance, adopting the Comprehensive Plan.

C. Public Participation

The City of Monona has emphasized public participation throughout the development of its Comprehensive Plan. The major goals of public participation included:

- Provide a wide variety of methods and opportunities for residents, property owners, and businesses to provide input.
- Use existing city committees as a means of providing community comment, expertise and review.
- Build on the existing relationship with the local Herald-Independent Newspaper to inform, educate, and invite the community to engage in the City of Monona's planning process.
- Utilize Monona's cablecast station to announce and advertise the City's comprehensive planning events, which encouraged community public participation by a wider section of the community.
- Partner with Monona's Chamber of Commerce to encourage participation by local business owners.
- Work with neighboring municipalities and organizations to obtain input and to encourage cooperation and coordination in the City of Monona's planning process and implementation.
- Identify and educate the community of the City's fiscal conditions and its need to balance financial responsibilities with goal implementation.
- Fulfill the intent and requirements of Wisconsin's Comprehensive Planning legislation.

Various public participation strategies were employed, including the following:

1. Public Participation Procedures

The City of Monona's Plan Commission developed procedures to obtain public participation throughout the development of the Comprehensive Plan. These procedures included the following methods: two master plan surveys; public work sessions; public informational and input meetings; a public comment period; formal presentations to the public; and the provision of information and advertising through various sources.

The Commission approved these procedures on August 22nd, 2001 and recommended them to the City Council. The City Council adopted them on October 1st, 2001. (See Appendix B for the complete set of procedures.)

2. Community Surveys

Two surveys were developed with the primary purpose of obtaining public input on current conditions and future opportunities in the City of Monona. The results of these surveys have been incorporated into the Comprehensive Plan. Details of these surveys follow.

a. 2003 Community Survey

The primary purpose of this survey was to gain community response on several areas of City operations: economic development, transportation, natural resources, housing, land use, public services, facilities, and utilities. The results of this community survey were used to identify issues and opportunities valued by the public for comprehensive planning analysis. In addition, the results aided various decision-making processes, to determine future policy and the City's 2004 budget. The Mayor, City Council, and City Administrator identified themselves as key users of the results of the survey to continue their on-going evaluation of City services to meet the needs of the Monona community.

The 20-question survey was mailed to all residents and businesses in Monona, for an estimated total of 4,600 surveys. The four-page survey was included in the *Fall 2003 City Newsletter*. Contributions were received from WPS Health Insurance, Monona State Bank, and the Monona Festival Committee which helped to pay for the mailing costs of the survey. These three supporters were supplied with advertising space in the City's Fall Newsletter.

The total number of surveys returned was 518, giving the Community Survey an 11.26% response rate. (See Appendix G for the survey's results and original questionnaire.)

b. 2000 Master Plan Survey

In September 2000, the City of Monona conducted a community wide survey to assess residents' satisfaction with, and future visions for housing, transportation, utilities, community facilities, natural resources, and economic development. Residents were also given an opportunity to provide recommendations for the future in these areas.

The four-page survey was sent to Monona's approximate 3,800 households. Four hundred-forty surveys were returned to the City, yielding an 11.5% response rate. Results from the survey were summarized and a follow-up article was sent to all Monona households in the *Spring 2001 City Newsletter*. (See the Appendix E for the results of this survey.)

c. Other Community Surveys

The Plan Commission and the Planning and Community Development Department used three other surveys during the comprehensive planning process. These surveys included:

- *Mass Transit Survey* (Spring 2003)
- *Monona Drive Corridor Survey & Workshop* (May 2001)
(Results for the Survey are located in Appendix F.)
- *Monona Senior Housing Survey* (May 1999)
(Results for the Survey are located in Appendix D.)

3. Open House

The City of Monona hosted two Open House meetings on February 10th and 12th, 2004, to listen to the community's visions of Monona. Small group discussions between community members, City officials, and city staff were held to identify issues and opportunities for Monona's future. A draft of the City's Comprehensive Plan and an educational presentation on the role of the Comprehensive Plan were also presented to the public.

Throughout these Open Houses, the City emphasized input either directly on the Plan, or in general on the future redevelopment opportunities and current problems in Monona. Mayor Kahl, City Council Aldermen, Plan Commission members, and city staff were present to hear the community's concerns and advice.

In addition, the February 10th Open House began the 30-day public comment period on the draft of the Comprehensive Plan. Comments that the City received during the Open House and the 30-day public comment period were reviewed on a case-by-case basis. Comments tended to fall into two categories: first, information based on fact and second, opinions commenting on a section of the Comprehensive Plan. The factual information was authenticated and included into the Plan as appropriate. The opinions that were expressed were documented.

4. Media Partnerships

The City of Monona has developed partnerships with local media to continually educate and inform the public about the comprehensive planning process. Messages and advertisements have been displayed on Monona's Community Message Board Sign (located at the entrance to the city), on the City of Monona's cablecast channel, and in the Herald-Independent newspaper, alerting citizens to the survey and asking for their help in updating the Master Plan. Numerous articles have appeared in both the Herald-Independent and The Capital Times, which have described the process through which the City developed the Comprehensive Plan, as well as the results of the community surveys. Notices of committee meetings, agendas, work sessions, public informational meetings, and the availability of drafts for public review have appeared on the City of Monona's cablecast channel, the City's web site, and were posted at City Hall. Advertisements of the Open House and community discussions were widespread throughout the community and were supported by Monona's Chamber of Commerce, the Monona Grove School District, local businesses, and religious centers.

5. City Newsletter

The City has published two articles in the Monona City News, a newsletter mailed to all City residents and business. Each article has explained the process of the Comprehensive Plan update, the status of the Plan, and contact information for citizens to voice their opinions to the Planning and Community Development Department.

6. City Web Site

The City of Monona's web site (<http://www.monona.wi.us>) features a detailed section on the Comprehensive Plan. This web site continually included information on upcoming work sessions, public information meetings and public participation procedures. The site also has had progress reports on the plan and drafts of the elements. For those residents that do not have access to a computer, the City hosts public computers in City Hall and at the Monona Public Library, so that the Internet may be accessible to all individuals.