Chapter 5: Land Use

Introduction

The purpose of the Land Use chapter is to identify and analyze how land in and around the City of Menomonie is being used at a specific point in time and to recommend appropriate uses of land in the future to accommodate needs for residential, commercial, and industrial growth.

By analyzing land use, the City can identify areas where potential land use conflicts may arise. Land use conflicts occur when a parcel of land can support different uses and those with interest in the land disagree as to which use is the best. The disagreements may be based on different visions for a parcel of land, potential nuisance issues, or increased traffic.

Other benefits of land use planning are that the City can identify areas where future development should be avoided because of increased costs due to topography, the preservation of valuable natural resources, or the protection of historical sites.

Land use planning often leads to land use regulations and once the Comprehensive Plan is adopted, the City should review its land use ordinances to ensure they are consistent with the land use concepts outlined in this chapter.

A well thought-out Land Use chapter will allow the City to make zoning decisions, evaluate development proposals, and provide the necessary background information for local government, residents, business owners, and developers to make consistent and informed decisions.

Land Use vs. Zoning

The difference between land use and zoning can be unclear. An existing land use map depicts what activity is taking place on a parcel of land at a certain point in time. For example, if a parcel has a home or apartment building on it, the use of that land is for residential purposes regardless of the zoning.

Zoning is a system of classifications and regulations that designate the permitted uses of land. A zoning map shows which zoning classifications are assigned to a parcel of land. The zoning code is the written regulations that describe minimum lot sizes, permitted uses, conditional uses setbacks, etc. that are associated with a zoning classification.

It is possible for land use and zoning to be different. A parcel of land may be zoned single family but have a commercial business on it.

Current Land Use Regulations

The City's zoning code and subdivision ordinance are the main regulatory tools that influence land use in Menomonie. Zoning classifications determine the permitted or conditional uses of land as well as minimum lot sizes, building setbacks, and building heights while the subdivision ordinance specifies street widths, sidewalks, trees, and lighting.

Other ordinances such as floodplain zoning, wellhead protection, and shoreland/wetland zoning will also influence development in the City.

Planning Area

The City of Menomonie has established a planning boundary extending 1½ miles from the City corporate limits and includes portions of the Town of Menomonie and the Town of Red Cedar. During the early phases of the planning process, the City of Menomonie worked with the adjacent municipalities (Town of Red Cedar and the Town of Menomonie) in order to determine a plat review area. This boundary surrounding the plat review area has become the extent of the City's planning area.

Planning for the future means taking a look at the areas outside the current City boundary and considering what areas are able to meet the projected growth needs. The Intergovernmental Cooperation Element will look at what mechanisms can be implemented to effectively coordinate efforts amongst the adjacent municipalities. While it is important to consider this outside planning, the focus of the Land Use Element will be on the land within the existing City Limits.

Land Use Classifications

Lands that have the same or similar uses are grouped into the same land use classification. The following are the nine established land uses for the City of Menomonie. These are generalized in order to help identify historic development patterns and understand what has shaped the City's growth. Each parcel or unique area within the City boundary is assigned one of these classifications.

Single Family*:* All lands for single-family residential structures, including rural non-farm.

Multi-Family: All lands used for multiple family dwellings. These typically include apartment complexes and elderly apartments.

Mixed-Use: All lands that are part of an integrated mix of land uses (residential, commercial, institutional, parks) provided within a pedestrian oriented environment. Uses are integrated horizontally (side-by-side) and vertically (one use located above another).

Commercial: All lands and structures used for commercial purposes but are not part of a mixed-use area. Commercial development includes retail establishments, personal service businesses, restaurants, banks, taverns, and other service businesses.

Industrial: All lands and structures used for industrial purposes. These include factories, warehouses, and distribution facilities.

Agricultural/Platted Undeveloped: All lands used for agricultural purposes including crop production, farmhouses and farm-related structures. Also included in this category are lands that are part of a platted subdivision (residential, commercial, industrial) but do not yet have a built structure.

Open Space/Natural Areas/Parks: All lands, which are primarily undeveloped and in a natural state. These include grasslands, forestlands, and wetlands. It also includes parks and areas zoned conservancy.

Institutional: All lands and structures used for public, quasi-public and instituted use such as municipal buildings, churches, schools, hospitals, libraries, and cemeteries.

Transportation: All road right-of-way areas.

Existing Land Use

An existing land use inventory allows the City to see development patterns and understand the influences that have created these patterns. Table 5-1 shows that the physical size of the City is approximately 9,800 acres and that lakes, rivers, and creeks account for almost 12% of this area. Therefore, the City has approximately 7,700 acres of land that can be used or redeveloped for various activities.

Table 5-1: Land in the City of Menomonie

Category	Acres	Percent of Total
Total Area within the City	9,832	100.0%
Lakes/Rivers/Creeks	1,152	11.7%
Land	8,680	88.3%

Source: Cedar Corporation

Map 5-1 shows the existing land use patterns in Menomonie in 2013. A breakdown of the categories, acreages and percent of total acreage is shown for each land use is shown in Table 5-2.

Table 5-2: Existing Land Use of Useable Land

Category	Acres	Percent of Total
Single Family Residential	1,156	13.3%
Multi-Family Residential	404	4.7%
Mixed-Use	40	0.5%
Commercial	365	4.2%
Industrial	818	9.4%
Agricultural/Platted Undeveloped	1,949	22.5%
Open Space/Natural Areas/Parks	1,955	22.5%
Institutional	834	9.6%
Transportation/Right-of-Way	1,159	13.4%
Total	8,680	100.0%

Source: Cedar Corporation. Percentages may not equal 100% due to rounding.

Single Family: Single Family land use accounts for 13% of the developed land in the City. There are four areas of concentrated single family residential development.

1. The northwest portion of the City in an area east of North Broadway, south of Interstate 94, and extending to Lake Menomin. This area is commonly referred to as North Menomonie.
2. The southern end of Lake Menomin and south of the historic downtown which is the original business district of the City. This area is the oldest part of the City and is roughly bordered by 4th Street West, 13th Street East, Main Street, and 24th Avenue West.
3. The area extending south and west of the area identified in No. 2. This would include the Grove Hill, River Heights, Wood Haven, American Edge, and similar subdivisions in this area.
4. The area on the south eastern part of the City that includes the area north of Stout Road, east of Lake Menomin, and west of Red Cedar Street.

Multi-Family: Multi-Family is generally a densely developed residential classification consisting of apartments and condos. Multi-family dwellings meet the needs of students, new residents, and residents who cannot afford or who do not want the associated costs and maintenance of owning a home.

Multi-Family land use accounts for about 5% of the developed land in the City. Although the number of multi-family and single family dwelling units in Menomonie is evenly split, single family units take up three times more land than multi-family units.

Currently, Menomonie has a number of areas of concentrated multi-family housing units. The two largest concentrations of multi-family housing is the area surrounding the Stout Campus which consists of formerly single family homes converted into rentals and the area near Fryklund Drive in south western Menomonie. There are smaller areas of multi-family housing scattered throughout the City.

Mixed-Use: Mixed-use land use accounts for about 0.5% of the developed land in the City. Menomonie's mixed-use area is in the downtown Central Business District (CBD) and adjacent area. It offers a variety of shops, personal services, taverns, restaurants and housing options. It is also where the post office and the Mabel Tainter Center for the Arts are located. A person living in the mixed-use area has access to many of their daily needs such as groceries, a pharmacy, dining, entertainment, and parks. They also have sidewalks, multipurpose trails, and bus service to provide access to other areas of the City and the region.

Commercial: Commercial land use accounts for about 4% of the developed land in the City. Menomonie has a unique layout with a variety of commercial areas. The City has five distinct commercial areas throughout the City. The largest commercial area consists of mostly highway commercial establishments and is located along North Broadway near the I-94 Interchange. Various commercial types of business including department stores, a grocery store, big box stores, motels, restaurants, gas stations, and auto dealers are in this area. This commercial development serves area residents as well as people traveling along Interstate 94.

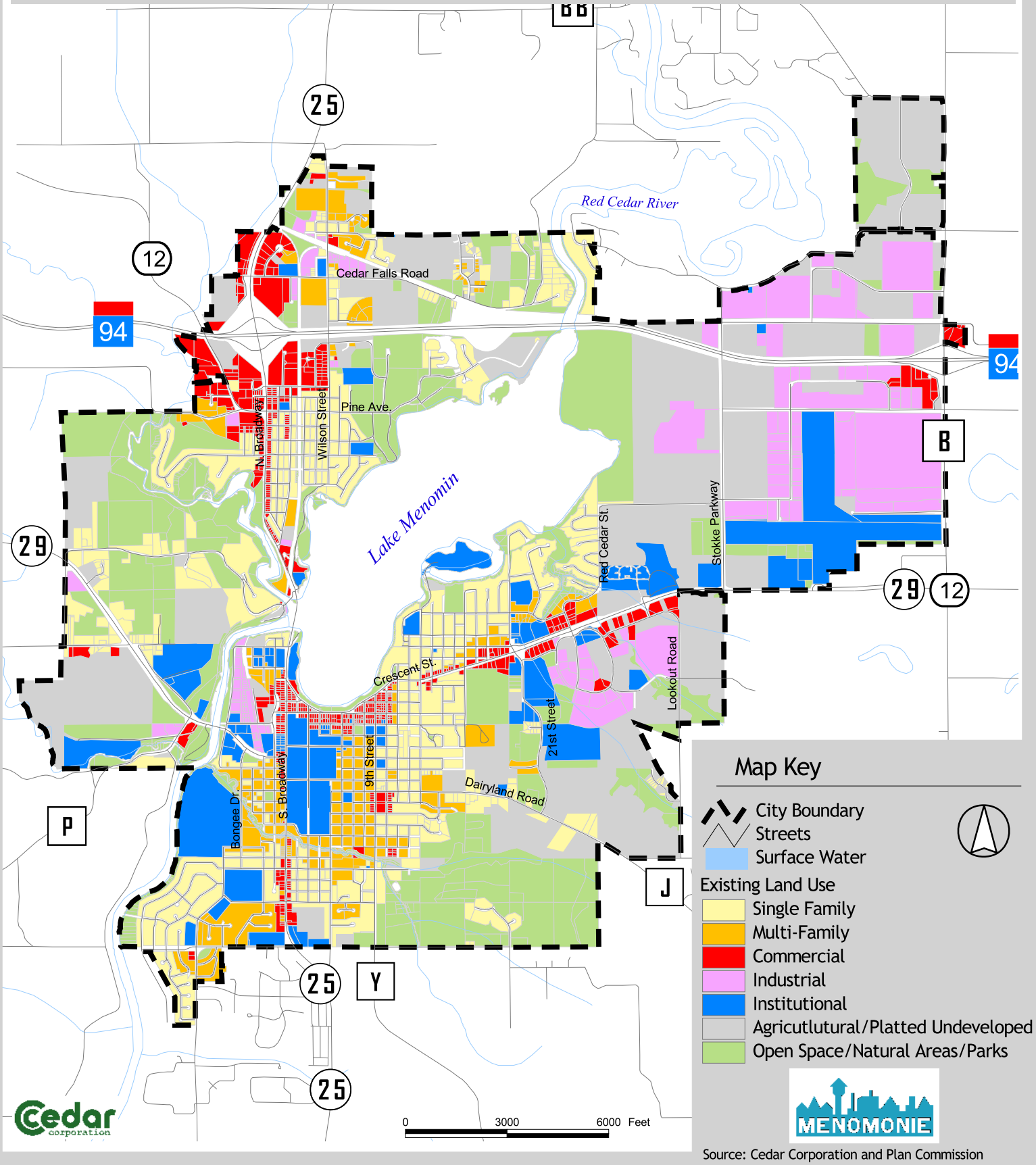
The downtown Central Business District (CBD) is not exclusively a commercial area because there are a number of dwelling units and housing options in the area.. This district is addressed in the Mixed-Use section above.

The third commercial area, located on the east side along Stout Road, is where many of the professional services are located in Menomonie. Businesses located in this area are generally professional offices, banks, realtors, dentists, and other related businesses.

Existing Land Use 2013

City of Menomonie

Map 5-1



Source: Cedar Corporation and Plan Commission

The two remaining commercial areas are intermixed with residential neighborhoods. The first is located on both sides of South Broadway and the other is along Ninth Street between 14th and 16th Avenues. These commercial areas provide the adjacent residences with basic goods and services such as gas, groceries, and other small retail spaces. Commercial areas aren't always appropriate next to residential housing, however in these instances the types of businesses mix nicely with the surrounding housing.

Industrial: Industrial land use accounts for about 9% of the developed land in the City. The Map 5-1 Existing Land Use shows that the majority of the industrial activities are found in the Industrial Park and Technology Park on the east side of Menomonie. These areas are attractive to business and industry because of access to Interstate 94 and the Union Pacific Railroad.

There are also two other small areas of industrial land within the City Limits. One area (ConAgra) is on the west side of downtown and the other is along the railroad tracks north side of Cedar Falls Road.

Agricultural/Platted Undeveloped: The Agricultural/Platted Undeveloped land use accounts for about 23% of the developed land in the City. The majority of this land use is primarily on the eastern side of the City in and around the Industrial Park and Stout Technology Park. Much of land was purchased for the purpose of industrial and business growth.

The southeastern portion of the City along Dairyland Road also has a number of large tracts of land that are a mix of agricultural and vacant land. This property was the most recent large scale annexation into the City and is planned as a mixed residential subdivision. Other parcels are scattered throughout the City but some concentrations are located near the Interstate 94 interchange and STH 29 on the west side of Menomonie.

Open Space/Natural Areas/Parks Open: Space/Natural Areas/Parks land uses accounts for about 23% of the developed land in the City. These areas include City and Dunn County parks, forested lands, and areas that have not been developed because of steep slopes or wetlands.

Institutional: Institutional land use accounts for about10% of the developed land in the City. Schools, UW-Stout, churches, government buildings, cemeteries, and the airport make up the majority of what falls within this category. Institutional uses are scattered throughout Menomonie but many are near the CBD and along STH 29 and USH 12 on the east side of Menomonie.

Transportation: Transportation land use accounts for about 13% of the developed land in the City. These areas include all road right-of-ways controlled under Federal, State, County, and Local jurisdiction.

Future Land Use Needs Calculations

As the City and area population grows, there will be an increase in the need for land to accommodate new dwellings, commercial businesses, industry, and expanded institutions. To calculate the projected land use needs, the existing ratio of population to land use acreage as shown in Table 5-3 is used.

Table 5-3 shows the projected land use needs for residential, commercial, and industrial growth by 2030. It is projected that the City will need an additional 263 acres of land for residential

development, 67 acres of land for commercial development, and 138 acres of land for industrial development. Typically, these land needs are met by land in the City that has not been developed or land that may be requested to be annexed into the City in the future.

Table 5-3: Existing Land Use Acreages and Projected Needs Based on Current and Projected Population

	2010	2015	2020	2025	2030	Additional Acreage
Population	16,264	16,875	17,643	18,364	19,009	N/A
Residential	1,562	1,621	1,694	1,764	1,825	263
Commercial	399	414	433	451	466	67
Industrial	818	849	887	924	956	138
Total Additional Acreage Needed		105	130	125	108	468
Agricultural/Platted Undeveloped	1,982	1,877	1,747	1,622	1,514	-468

Source: Cedar Corporation

Based on current ratios of land use to population, the City will need an additional 468 acres of land for future residential, commercial, and industrial development over the next 20 years.

Housing and Land Use

About 20% of the developed land in the City is used for housing. The amount of land used for residential land uses can fluctuate greatly in a community based on the type of housing and minimum lots sizes, incomes, and the attitudes of residents towards different types of housing.

Table 5-4 shows that more land is used for single family dwellings than multi-family dwellings even though there are more multi-family dwelling units in Menomonie (see Table 5-5). This is because more multi-family dwellings can be built on a parcel of land than single family dwellings resulting in higher density development patterns.

Table 5-4: Comparison of Residential Land Use within the City Limits

	Acres	Percentage
Single Family Residential Acreage	1,156	74%
Multi-Family Residential Acreage	406	26%
Total	1,562	100%

Source: Cedar Corporation

Table 5-5 - Owner-Occupied vs. Renter-Occupied Housing Percentages

Year	2010	% of Total
Owner-Occupied Housing Units	2,317	40.3%
Renter-Occupied Housing Units	3,426	59.7%
Total	5,743	100.0%

Source: 2010 US Census

Using the current ratio of owner-occupied homes to renter occupied homes and the land acreages calculated from the existing land use map, the average renter-occupied housing unit is on 0.12 acres of land or eight dwelling units per acre. The average owner-occupied housing unit is on 0.50 acres of land.

Larger lots along Meadow Hill Drive and in other areas of the City have inflated the average size. Generally, an average single family lot in Menomonie is approximately 0.30 acres or three dwelling units per acre.

Using this analysis, Table 5-6 shows that the City will need approximately 170 acres of land for residential purposes. This takes into account the existing average amount of land used for owner-occupied and renter-occupied units, current housing ratios, and projected housing units for the City of Menomonie. This would be approximately 90 acres less than projected in Table 5-3.

Table 5-6 - Residential Acreage Needed 40/60 Owner-Occupied vs. Renter-Occupied Housing Percentages

	Projected Housing Units Needed 2030	Acres Needed
Total Projected Housing Units	890	172
Owner-Occupied Housing Units	359	108
Renter-Occupied Housing Units	531	64

Source: Cedar Corporation

Past discussions about housing touched on ways to increase the amount of owner-occupied housing or single family housing in the City and increasing the percentage of these housing units shown in Table 5-5. This was based on the desire to have a more permanent population that considers Menomonie home. Further investigation revealed that a large portion of multi-family housing in the City is used to house UW-Stout students and that this situation is likely to remain. As the University population grows, the percentage of renter-occupied housing will remain high.

Development Factors

Although Map 5-1: Existing Land Use 2013 shows land available for development in the City of Menomonie. Not all of the land may be developed for a number of reasons.

Map 5-2 shows development limitations in Menomonie. Some of these are related to the physical features of the area and others are regulatory. Development in wetlands and on steep slopes is generally prohibited. Many forested areas remain since the land could not be cleared easily and farmed because of the topography. Regulations regarding shoreland buffers control the type of development that can occur adjacent to lakes, rivers, and streams.

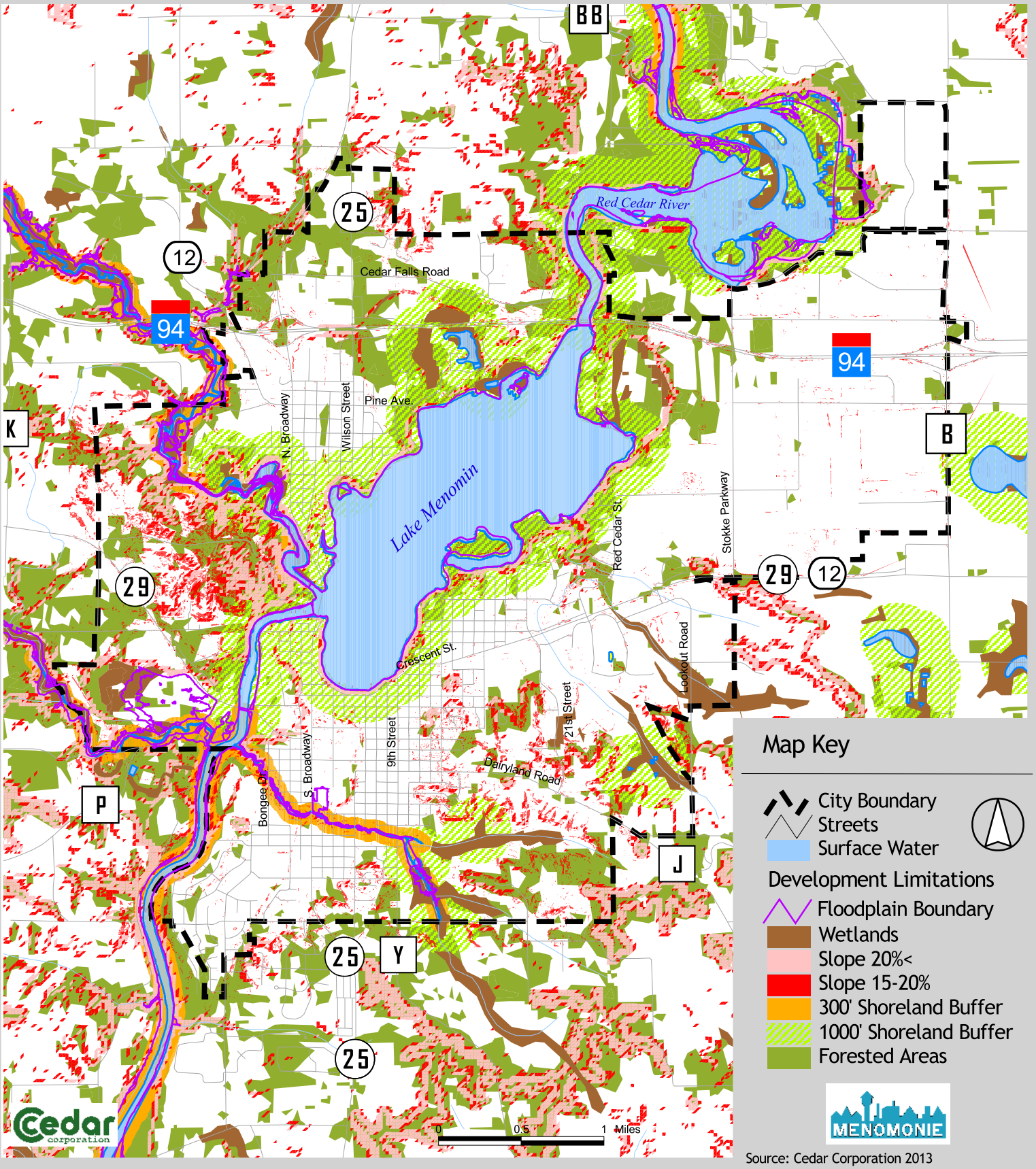
The topography limits future development on the west and south east side of the City. The land on the east side of the City is flatter and more conducive to future development. Much of the land outside of the City in the area (Town of Red Cedar) is currently farmed and already cleared making this land desirable to developers, especially for commercial or industrial development.

Map 5-3 shows areas in and around the City where low water pressure could discourage growth or make it more expensive. These areas would require a booster station which may be cost prohibitive for some developers. The map also shows areas that can best be served by the existing sanitary sewer without requiring major improvements to the sanitary sewer interceptor lines.

Development Limitations

City of Menomonie

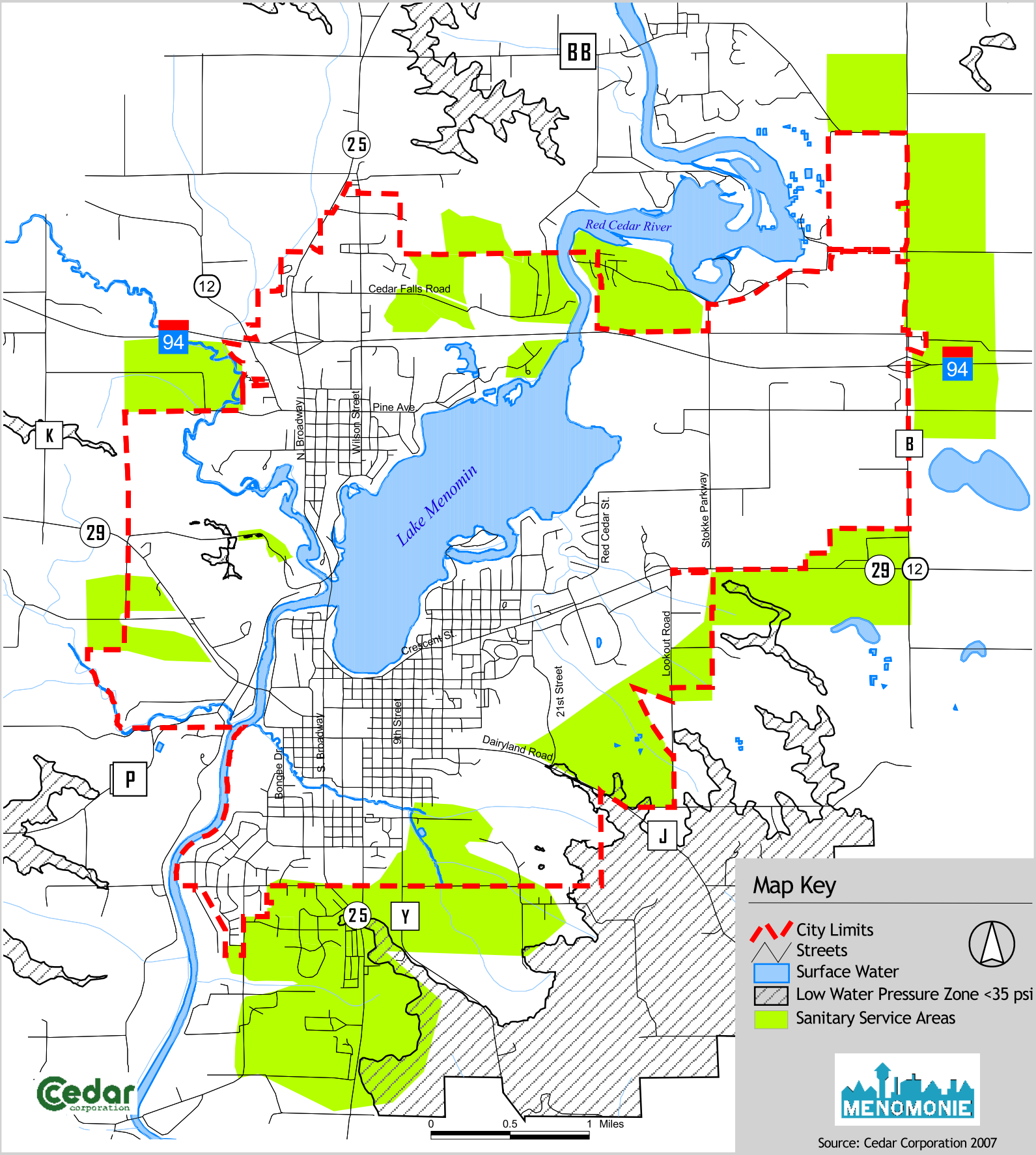
Map 5-2



Source: Cedar Corporation 2013

Low Water Pressure Zones & Sanitary Service Areas
City of Menomonie

Map 5-3



Source: Cedar Corporation 2007

Future Land Use

Determining what type of future land use goes where in a community is often difficult. It is important to recognize adjacent land uses and the surrounding land characteristics to help determine the desired future land use patterns. For example, a vacant parcel of land near a residential neighborhood with significant topographic relief would not be an appropriate location for an industrial park. In this case, it may be better suited for residential development or preserved as open space.

The future land use portion of this chapter is generalized in order to allow for land use decisions to be made on a case by case basis. These decisions should take into account the existing development patterns, transportation options, potential land use conflicts, and topography.

Generalized Future Land Use Patterns

As discussed earlier in this chapter, it is projected that the City of Menomonie will need an additional 468 acres of land for future residential, commercial, and industrial growth. By using the most recent average lot size of a single family dwelling (0.3 acres), the total amount of land needed for future development can be decreased by 90 acres.

This would reduce the amount of land needed for future growth to approximately 380 acres. Currently, there are almost 2,000 acres of land that could potentially be developed. Also, a developer could request annexation of land outside of the City if it is determined that their development would benefit by connecting to City municipal utilities such as water and sanitary sewer.

Map 5-4 shows the generalized areas for future residential, mixed-use, commercial, and industrial development. An explanation of these areas follows.

Residential

A. Areas 1 and 2 are adjacent to existing residential areas. There are some development limitations in these areas (shoreland buffers, slopes, forested areas) but these can be used to provide buffers from other types of development. These limitations can also be incorporated into the design of future residential development to enhance the aesthetics. Residential development is consistent with the future land use plan of the adjacent Town.
B. Areas 3 and 5 current have some residential development but potential commercial development along S.T.H. 25 may attract residential development in this area.
C. Area 7 currently is being developed as residential and contains many of the same development limitations in areas 1 and 2. Residential development is consistent with the future land use plan of the adjacent Town.
D. Area 9 is adjacent to existing residential areas. There are some development limitations in these areas (shoreland buffers, slopes, forested areas, wetlands) but these can be used to provide buffers from other types of development. These limitations can also be incorporated into the design of future residential development to enhance the aesthetics. Residential development is consistent with the future land use plan of the adjacent Town.
E. Area 10 contains land already platted for residential development. Only a small portion of this land has been developed so far. It is adjacent to existing City and Town

residential development. Residential development in this area is consistent with the future land use plan of the adjacent Town.

Mixed-Use

A. Mixed-use development will occur in the current mixed-use area in and around the Central Business District (Area 8). A mixed-use redevelopment plan was created for this area and a major redevelopment project consisting of the razing of the former Leever's grocery store and construction of a multi-story retail and residential building will begin soon and may prompt other redevelopment or improvement projects.

Commercial

A. Area 4 is adjacent to sporadic commercial development along S.T.H. 25 and is the main entrance into the City from the north.
B. Area 6 is adjacent to existing commercial development that is frequented by residents and travelers. This area has a variety of eating establishments, convenience stores, and hotels. There are some development limitations in this area such as slopes and wooded areas but these act as buffers from nearby residential development. Commercial development in this area is consistent with the future land use plans of the adjacent Town.
C. Areas 12 and 13 are located on S.T.H. 29 and U.S.H. 12. This is a high traffic transportation corridor that provides a main entrance into the City and passes through the Industrial Park and Stout Technology Park. Commercial development in this area is consistent with the future land use plans of the adjacent Town.
D. Area 16 is adjacent to existing commercial development. A majority of the development in this location serves travelers on Interstate 94 as well as traffic generated by the Industrial Park. Commercial development in this area is consistent with the future land use plans of the adjacent Town.

Industrial

A. Areas 11 and 14are adjacent to existing industries. These areas have been developed strictly for industrial growth and provide access to State, U.S., County and Interstate highways as well as the Union Pacific Railroad. There are few development limitations in these areas. The adjacent Town does not have industrial development as a future land use.
B. Area 15 is in the existing Industrial Park. Streets and utilities were constructed for future industrial development and is zoned industrial. The adjacent Town does not have industrial development as a future land use.

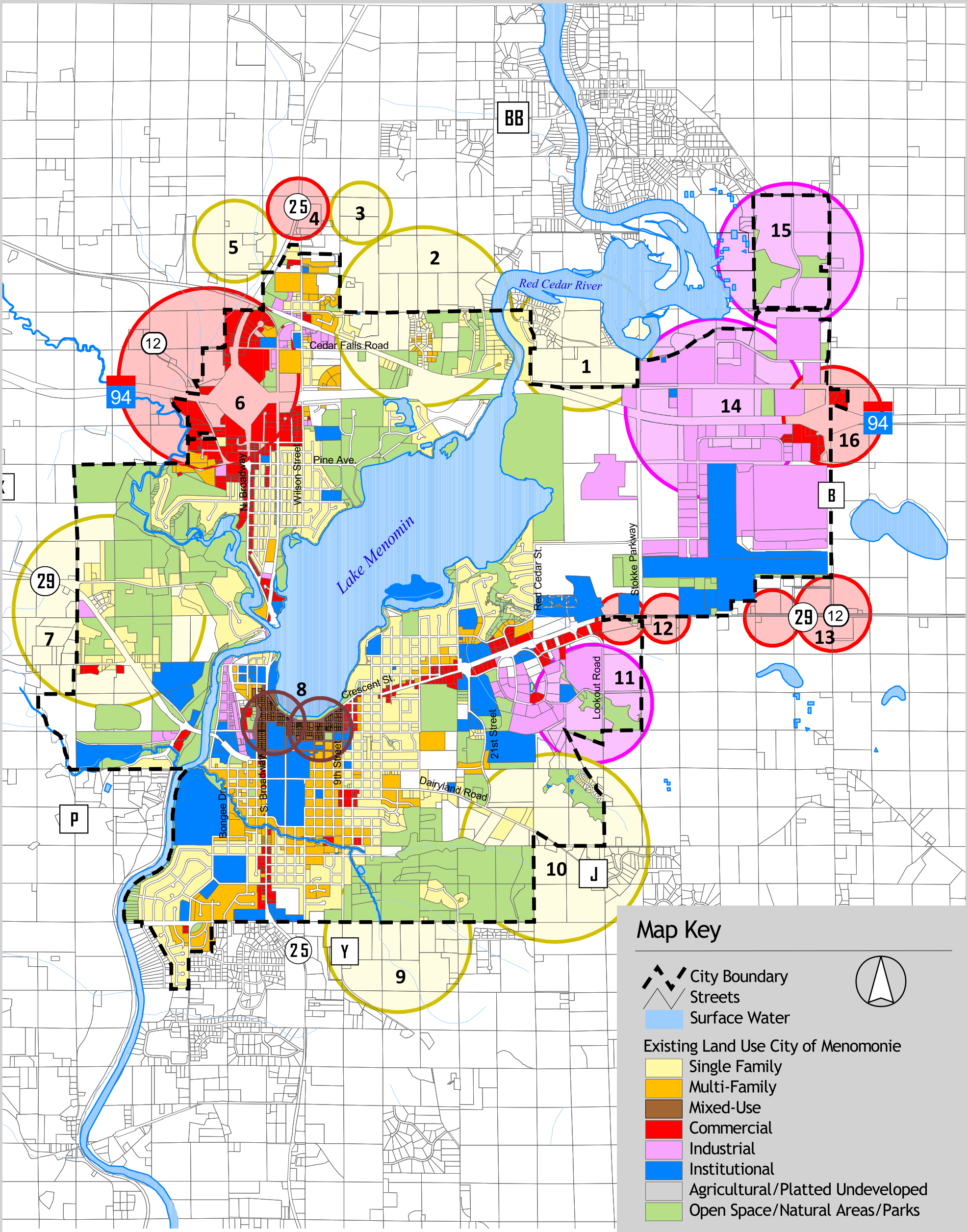
Existing Land Use Conflicts

The City of Menomonie meets regularly with the surrounding townships. Currently, no land use conflicts exist but annexation of Town of Red Cedar lands and the growth of the industrial park to the north and east could conflict with residential development and farmland in the Town.

Generalized Future Land Use

City of Menomonie

Map 5-4



Source: Cedar Corporation and Plan Commission

Future Development Principles

When evaluating future development plans, the specific site conditions and adjacent development are equally important. Future residential, mixed-use, commercial, and industrial development should take into account the following principles.

Residential Development

1. Should include access to multi-modal transportation options.
2. Should have safe access to parks or open space.
3. Should provide a variety of housing options.
4. Should preserve the natural topography and natural resources and incorporate them into its design.
5. Should be designed and incorporate engineering principles to reduce vehicle speeds and create a safe environment.
6. Should be protected from conflicting land uses by adding buffers or development restrictions that limit hours of operation, traffic, noise, light intrusion, and/or odors.

Mixed-Use Development

1. Should include access to multi-modal transportation options.
2. Should be pedestrian friendly.
3. Should encourage density.
4. Should include a variety of housing options for all age groups.
5. Should be compatible or complementary to the historic downtown.

Commercial Development

1. Should consider the hours of operations, traffic generated, and existing development patterns when evaluating potential development sites.
2. Should provide safe access for a variety of transportation modes.

Industrial Development

1. Should consider the hours of operations, traffic generated, and existing development patterns when looking for a site in the City.
2. Should anticipate potential land use conflicts and mitigate them by the use of buffers, designated transportation routes, reduced speed limits, and lighting reductions.
3. Should provide safe access for a variety of transportation modes.

Land Use Goals, Objectives, Programs, Policies & Actions

Goal 1: Work to promote fiscally responsible housing developments.

Objectives

1. Promote development within the City consistent with the City's plans for street, utilities and land use.

Programs, Policies, and Actions

1. Develop land according to community standards for curb, gutters, parks, street widths, storm sewers, etc.
2. Encourage land use and roadway patterns compatible with existing neighborhoods.

3. Strictly enforce codes that protect the safety, property values, and physical appearance of the neighborhood.
4. Promote the redevelopment of residential areas that become blighted.
5. Promote preservation of green space within existing and proposed developments.

Goal 2: Encourage a variety in housing types and densities that will help meet the needs of all age groups in the community.

Objectives

1. Encourage housing options for the elderly, low income, disabled, single people, and families.

Programs, Policies, and Actions

1. Review existing housing ordinances to ensure current building codes will meet the housing needs of the entire community.
2. Allow single family-attached development providing it is consistent with the character of the neighboring residences.
3. Encourage a range of choices in housing types, designs, and costs.
4. Provide ongoing housing renewal, rehabilitation and revitalization programs.

Goal 3: Provide local residents and residents of the surrounding area with viable shopping areas that are clean, attractive, safe and convenient.

Objective

1. Work to create well-designed, attractive and efficient business districts.

Programs, Policies, and Actions

1. Review and update City ordinances to ensure environmentally friendly and aesthetically pleasing commercial development.
2. Take into consideration the neighborhoods, land use, and circulation patterns when locating new shopping areas.
3. Define boundaries of commercial districts to prevent intrusion into residential areas; commercial areas must be properly screened to prevent detrimental effects on adjacent and nearby residential areas.
4. Review and update City ordinances for lighting, signage and parking, to ensure a more aesthetically pleasing commercial development.
5. Ensure adequate services are available to serve expanding commercial districts at minimal expense to the City.
6. Make sure commercial areas are not developed at the expense of the other, and that there is an effort made to try to link the districts together.
7. Incorporate safe transportation options into the site plan of the businesses.

Goal 5: To attract and maintain industry which will provide local employment opportunities and contribute to the City tax base.

Objectives

1. Maintain and expand the industrial park without adversely affecting the character of the community or the quality of the environment.

Programs, Policies, and Actions

1. Require industry to locate in areas designated industrial in the City of Menomonie's land use plan.
2. Develop industrial park areas in an aesthetically pleasing manner utilizing specific landscape plans consistent with City standards.
3. Deny residential developments in areas designated industrial.
4. Encourage the efficient use of remaining industrial land by developing the existing industrial park before zoning for additional industrial uses that could be located in the existing park.
5. Establish aesthetically pleasing buffers in areas of potential land use conflicts.

Goal 6: Public and institutional uses should be compatible with surrounding land uses.

Objective

1. To plan and place future buildings so that they are accessible by the majority of people over the shortest distance.

Programs, Policies, and Actions

1. Ensure that all community facilities be developed at the same aesthetic standards required for the development of private property and shall be subjected to review by the City Council and Planning Commission.
2. Work with the Menomonie School District in planning for future building sites.
3. Ensure governmental uses should be compatible with surrounding land uses.
4. Ensure transportation corridors should be sufficient for the proposed use.

Goal 7: To provide quality park facilities and a variety of recreational opportunities and experiences to meet the needs of the community's residents.

Objectives

1. Work to maintain the high amounts of park space available to the community and continue to update and utilize the City of Menomonie Park Plan.

Programs, Policies, and Actions

1. Ensure that parks are located and designed to serve the needs of all residents.
2. Continue to develop the concept of a biking/walking trail system throughout the City.
3. Require developers of residential developments to dedicate land for parks, as needed.
4. Provide adequate parking for public recreational areas.
5. Obtain when possible, sites for open space and playgrounds.
6. Develop and maintain neighborhood recreational facilities in order to serve the community's changing needs.
7. Ensure areas not suitable for development such as wetlands and steep slopes should remain in a natural condition.
8. Provide for passive parks to meet the needs of the elderly residents as well as persons with disabilities.