Donohue

Redevelopment Plan

Redevelopment Project Area 1

Prepared for:
Menasha, Wisconsin

July 25, 1983

Donohue & Associates, Inc.
Engineers & Architects

Donohue & Associates, Inc.

Eugene Mortimer, P.E.	Vice President
Martin Marchek, AICP	Chief Planner
Michael Hinz	Planner
Barbara Crosser, AICP	Planner
Charles Meyer, ASLA	Landscape Architect

RESOLUTION R-25-83

A RESOLUTION PERTAINING TO THE REDEVELOPMENT PLAN.

WHEREAS, Wisconsin law requires that the Common Council approve a redevelopment plan in order to initiate the program,

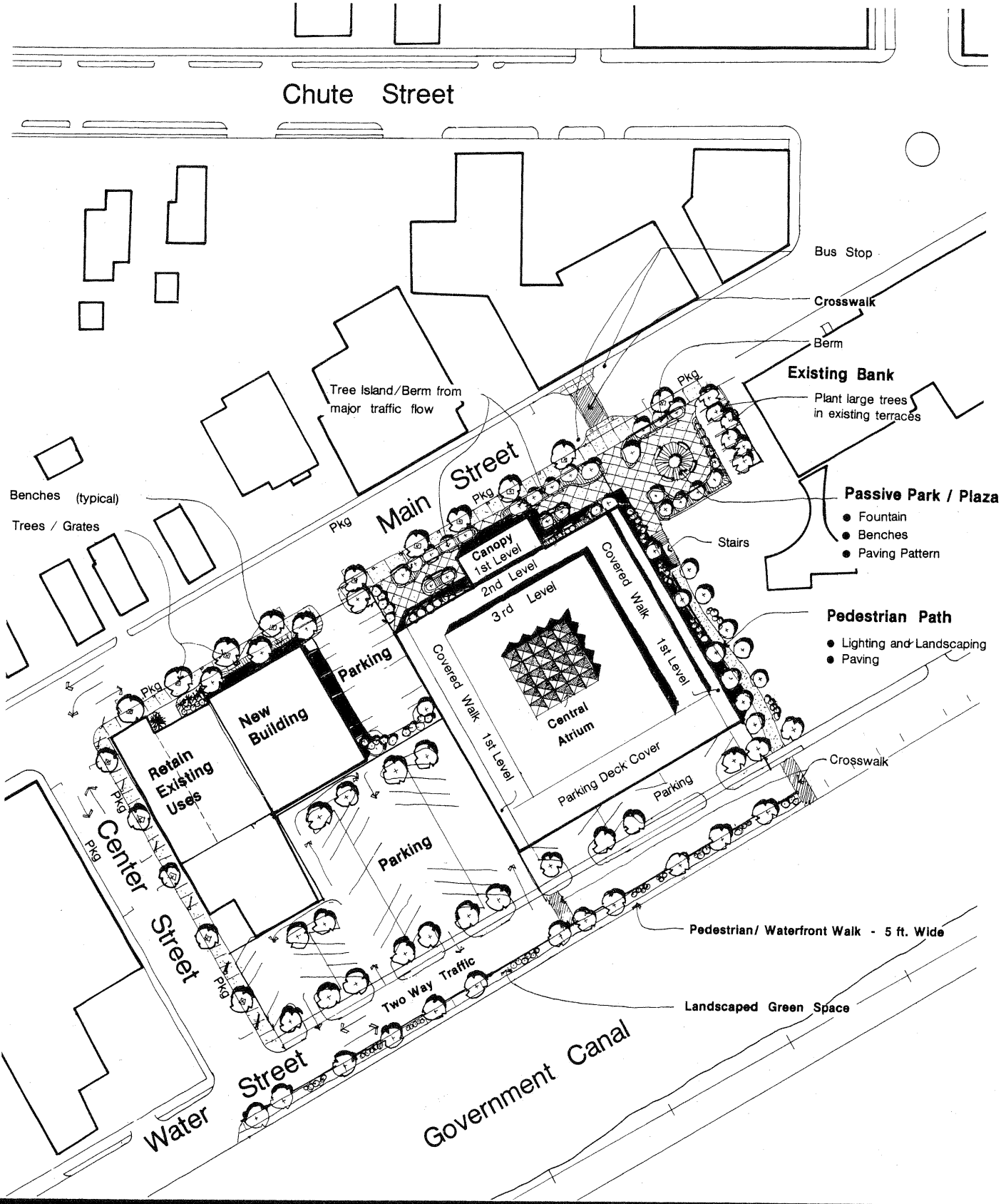
NOW, THEREFORE, BE IT RESOLVED by the Common Council and Mayor concurring that said Council approves the redevelopment plan known as Redevelopment Project Area No. 1, dated July 25, 1983.

Passed and approved this 16th day of August, 1983.

Thom A. Ciske, Mayor

ATTEST: Raymond C. Zielinski

Raymond C. Zielinski, City Clerk



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July 1983

LAND USE PLAN

REDEVELOPMENT PROJECT AREA 1
DOWNTOWN REDEVELOPMENT PLAN
MENASHA, WISCONSIN

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FIGURE 5

RESOLUTION R-28-83

RELOCATION RESOLUTION.

WHEREAS, the City of Menasha is desirous of undertaking a public project that may result in the acquisition of private property and the displacement of people from their homes or businesses; and

WHEREAS, the City of Menasha recognizes that it is in the public interest that persons displaced by public projects be fairly compensated by payment for the property acquired and for certain other losses suffered; and

WHEREAS, the City of Menasha recognizes that money payments cannot, in all cases, resolve the difficulties associated with displacement and relocation; and

WHEREAS, the City of Menasha recognizes its responsibility to make relocation payments and to provide relocation assistance and services as contemplated by Wisconsin Statutes Section 32.19 through 32.27.

NOW, THEREFORE, BE IT RESOLVED, that the City Planner be, and he is hereby so directed, to prepare a relocation payment plan and a relocation assistance service plan for Redevelopment Project Area #1 in accordance with Wisconsin Statutes 32.19 through 32.27 and guidelines promulgated thereunder by the Department of Development.

BE IT FURTHER RESOLVED, that said relocation plans be submitted to the Department of Development for approval, in writing, prior to the authorized agent of the City of Menasha entering into negotiations for the acquisition of any property in the proposed project; and

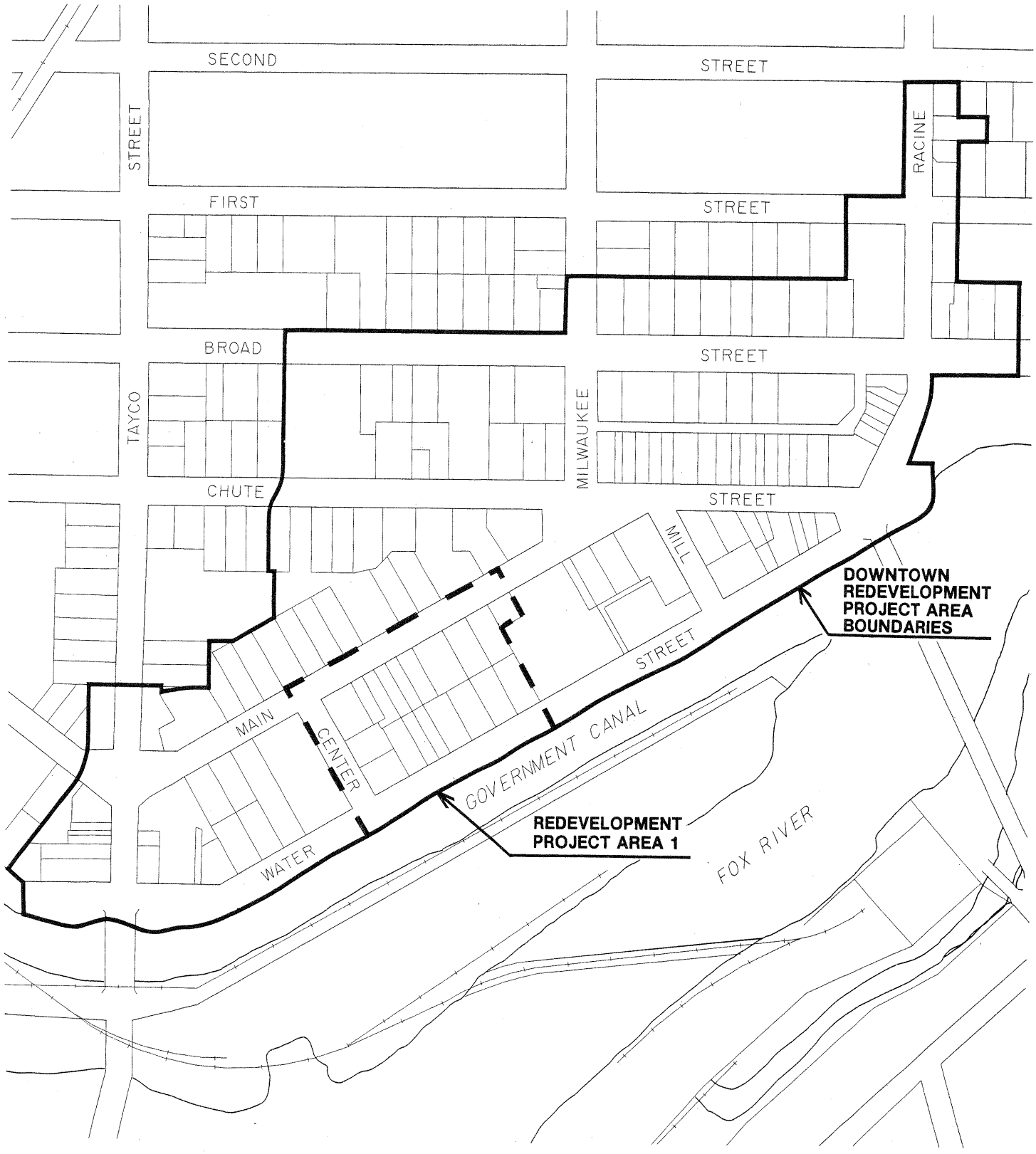
BE IT FURTHER RESOLVED, that any officer, employee or agent of the City of Menasha be directed, and they are so directed, to follow the approved relocation plans in all aspects in dealing with persons living in the proposed project area.

Passed and approved this 16th day of August, 1983.

Thom A. Ciske, Mayor

ATTEST:

Raymond C. Zielinski, City Clerk



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JULY 1983
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LOCATION AND PROJECT BOUNDARIES

REDEVELOPMENT PROJECT AREA 1
DOWNTOWN REDEVELOPMENT PLAN
MENASHA, WISCONSIN

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FIGURE 1

improving the CBD. The goals form a basis for translating generalized desires into specific actions. Goal statements serve several important functions in the planning process, including the following:

1. They serve to educate and influence participants in the revitalization process.

2. They describe the intent of the project as an aid to communication and publicity.

3. They serve as a guide in determining what portion of the revitalization study should receive consideration.

4. They serve as reference points to decide among alternative solutions.

The downtown goals reflect the community's aspirations to solve the problems of the CBD. The process of formulating goal statements consider the problem areas identified in the community. The goal statements represent a desired state of affairs that might not be entirely attainable. Nevertheless, they are based on realistic expectations. The goals provide the underlying principles by which the downtown revitalization plan is guided.

In contrast to the general downtown goals which are a tangible expression of values, objectives are specific purposes to be achieved along the path to satisfying a broad goal. Together they represent a statement of the community's specific desires for the future improvement and development of the CBD, given the necessary resources. The following are the proposed goals and objectives for the City of Menasha downtown redevelopment project:

OVERALL DOWNTOWN DEVELOPMENT

Goal

Develop a CBD area which is a healthy, safe, and convenient place, and which provides a pleasant and attractive atmosphere for living, shopping, recreation, civic, cultural, and service functions.

Objective

1. Encourage diversity of development such as recreational, civic, cultural, and commercial to attract persons into the CBD area.

2. Provide adequate space for expansion and redevelopment.

3. Provide landscaping, paving, lighting, and street furniture which will give life and character to the CBD.

PRESERVATION AND AESTHETIC DEVELOPMENT

Goal

Preserve and enhance the value of places and objects of historical, cultural, and architectural value to the City of Menasha.

Objectives

1. Encourage the preservation and maintenance of existing structures which will promote the character of the CBD.

2. Encourage new development in forms and patterns which preserves and enhances the existing character of the CBD.

TRANSPORTATION AND CIRCULATION

Goal

Promote safe and uncongested vehicular and pedestrian movements into and within the Menasha CBD area.

Objectives

1. Provide sufficient street capacity to safely handle existing and projected traffic volumes.

2. Provide a safe, efficient, and pleasant pedestrian circulation system.

3. Provide an adequate supply of vehicular parking areas.

COMMERCIAL DEVELOPMENT

Goal

Promote increased economic vitality in the Menasha CBD.

Objective

1. Encourage persons to use all of the services in the CBD area.

CHAPTER 3

EXISTING CONDITIONS

LAND USE AND BUILDING CONDITIONS

Figure 2 shows the existing use of all property in Redevelopment Project Area 1. In general, those properties fronting on Main Street are used for retail trade and those fronting on Water Street are used for automobile parking or for residences. It should also be noted, that one lot along Main Street and two lots along Water Street are undeveloped, vacant properties and that the upper stories of the following properties on Main Street contain residential units: 113, 115, 119, 135, 135-1/2, and 137.

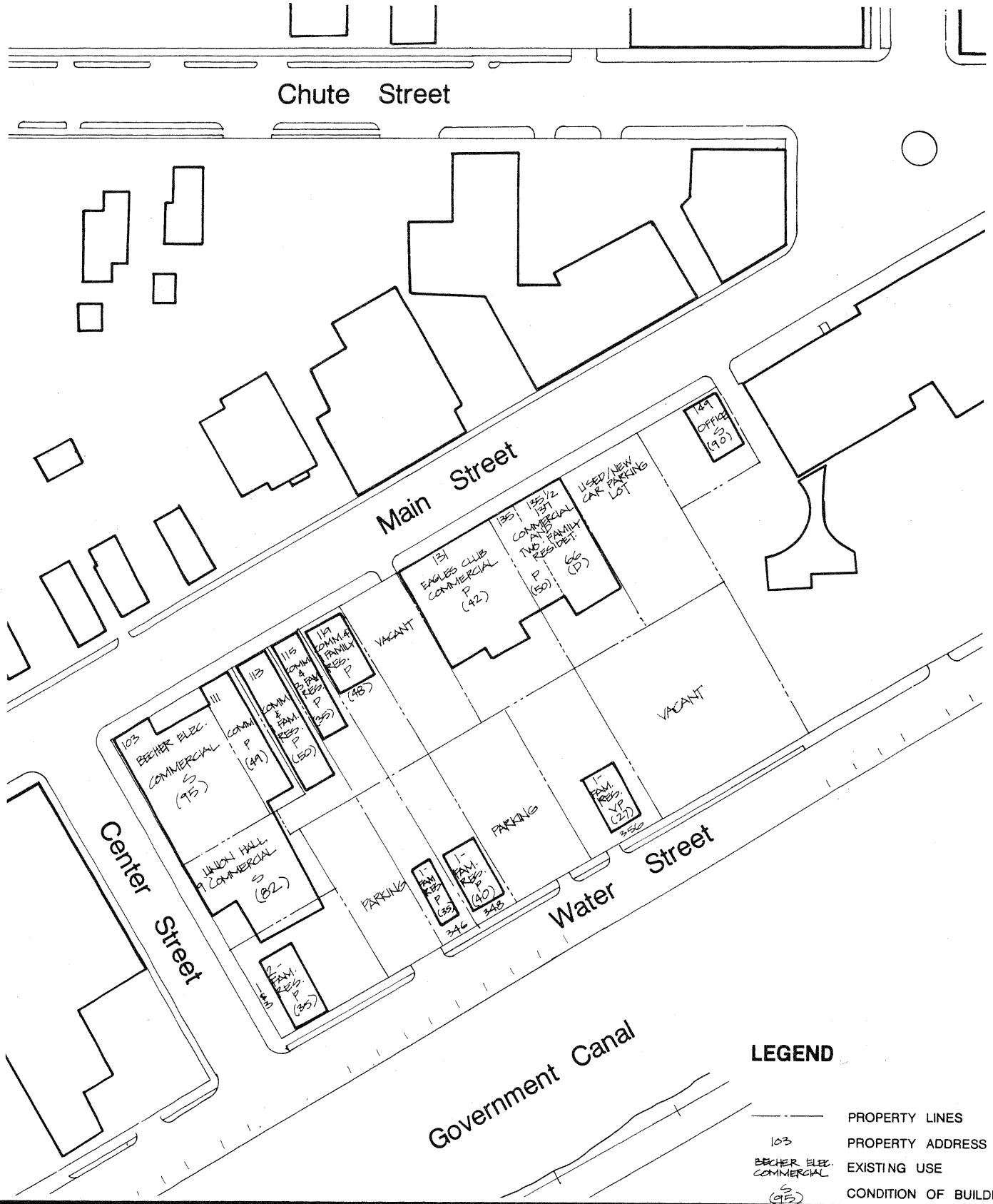
Figure 2 also shows the condition of the existing structures in this redevelopment project area. As can be seen, of the 14 buildings, all but 3 are rated as deteriorating (D), poor (P), or very poor (VP). Thus, more than 80 percent of the existing buildings are blighted or in need of rehabilitation (see Menasha Survey of Conditions dated June 1983, for additional information on these properties). In addition, the condition of the vacant properties along both Main and Water Streets, the properties used for parking along Water Street, and the roadway surfaces of Center and Water Streets were identified in the Survey of Conditions as being blighted or in need of rehabilitation.

STREET SYSTEM

Main Street is part of State Trunk Highway (STH) 114, carries two-way traffic, and, according to Wisconsin Department of Transportation 1982 traffic counts, carries an average daily traffic volume (ADT) of 10,980 vehicles. According to the City of Menasha traffic counts taken during 1982, the peak hour traffic flow occurs between 3:30 and 4:30 p.m. and accounts for 8 percent of all vehicles using the street during a 24-hour period. In the project area, Main Street has a total right-of-way width of 60 feet of which 15 feet are devoted to pedestrian sidewalks (5 feet on the north side of Main Street and 10 feet on the south side of Main Street) and the remainder is used for roadway purposes. The 45 feet of roadway pavement contains two travel lanes (one in each direction) and two parking lanes (one on either side of the street).

Water Street runs parallel to Main Street and carries two-way traffic. Its total right-of-way width is approximately 50 feet and includes parallel parking adjacent to the canal wall, the canal wall, two travel lanes, and 5 feet each for a sidewalk and a terrace along the north side of the street. City traffic counts have indicated that the peak hour of travel along Water Street occurs between 3:30 and 4:30 pm and accounts for 12 percent of all traffic using the street during the 24-hour period when the counts were taken.

Center Street connects Main and Water Streets, carries two-way traffic, and has a 60-foot wide right-of-way. It contains a 10-foot wide sidewalk along its east side and a 5-foot wide sidewalk on its west side. Parking is allowed along both sides, and two lanes of traffic are provided. The City traffic counts indicated that the peak hour of traffic use occurs between 3:30 and



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EXISTING USE AND CONDITIONS

REDEVELOPMENT PROJECT AREA 1
DOWNTOWN REDEVELOPMENT PLAN
MENASHA, WISCONSIN

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FIGURE 2

4:30 pm and accounts for 8 percent of total vehicles using Center Street during the 24-hour period when the counts were taken.

PARKING

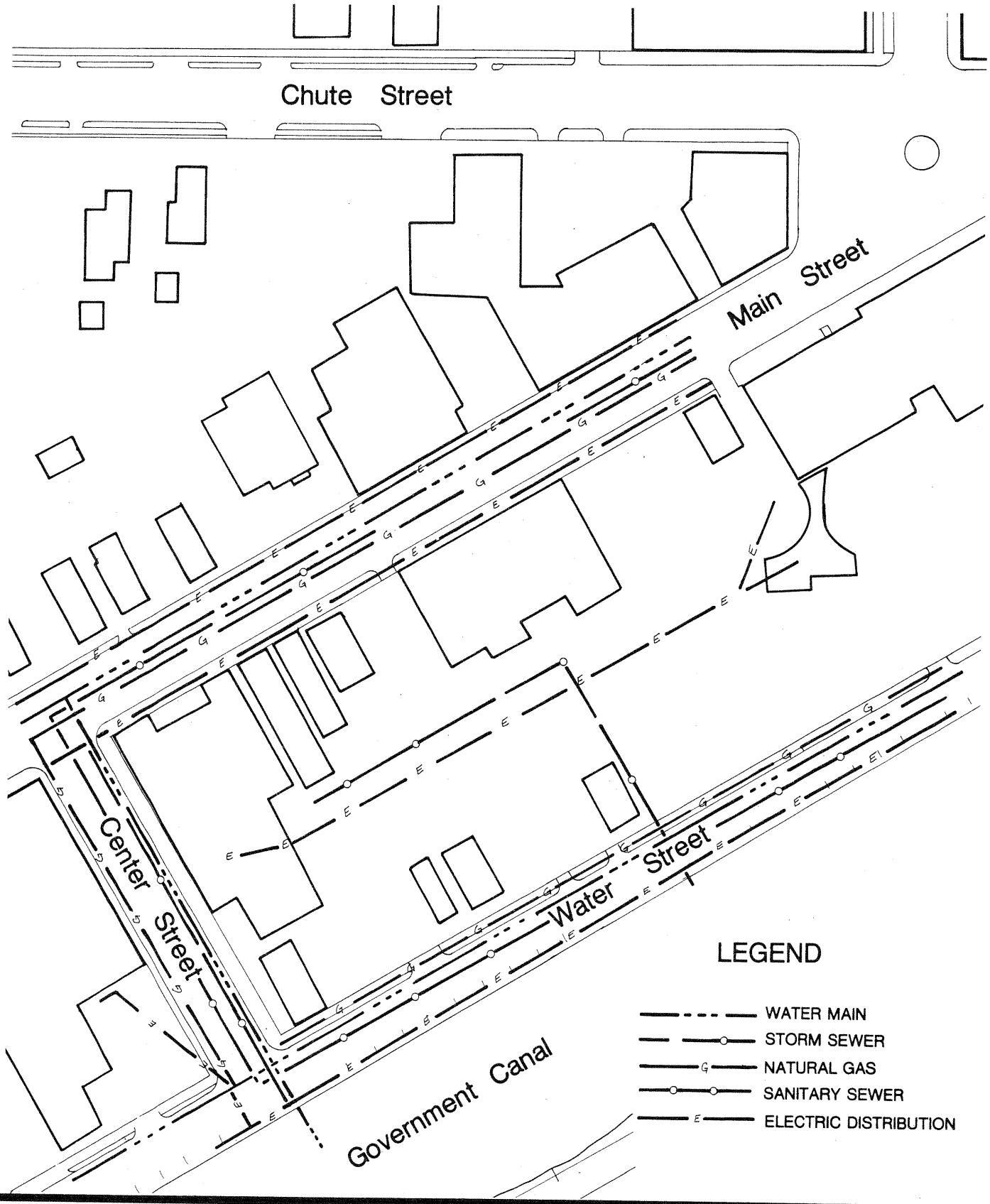
On-street parking is allowed along both sides of Main Street, the south side of Water Street, and both sides of Center Street. In addition, three surfaced parking lots are within the redevelopment area. It is estimated that there are approximately 66 on-street and 52 off-street (in surfaced lots) parking spaces available within Redevelopment Project Area 1. In addition, various unpaved parking areas are provided behind a number of the commercial uses along Main Street.

PEDESTRIAN CIRCULATION

Pedestrian sidewalks exist along all of the streets within the redevelopment project area. The sidewalks link the redevelopment project area with the general downtown area. In general, the sidewalks are inadequate for safe pedestrian use; these sidewalks are either narrow, inadequately separated from high volume traffic lanes, or have deteriorated surfaces.

PUBLIC UTILITIES

Existing water, sanitary and storm sewer, electric, telephone, and natural gas utilities exist primarily within the street rights-of-way in the planning area. However, electric distribution circuits and telephone lines are also found along the rear lot lines in the project area and one storm sewer line is in the interior of the block. Figure 3 shows the approximate location of the existing utilities in the project area.



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JULY 1983

EXISTING UTILITIES

REDEVELOPMENT PROJECT AREA 1
DOWNTOWN REDEVELOPMENT PLAN
MENASHA, WISCONSIN

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FIGURE 3

CHAPTER 4

REDEVELOPMENT PLAN

LAND USE AND DENSITY

The predominant land use for Redevelopment Project Area 1 is commercial structure used for retail sales, business and professional service offices, or financial and insurance offices. In addition areas are identified for a vest pocket park and for a linear park along the canal wall. Figure 4 identifies the parcel and subparcel numbers in Redevelopment Project Area 1 and Table 1 identifies the proposed uses for each parcel and subparcel. Figure 5, Land Use Plan, graphically shows one alternative way of redeveloping Project Area 1 within the land use plan guidelines discussed below.

Parcel 1.0 - Main Street

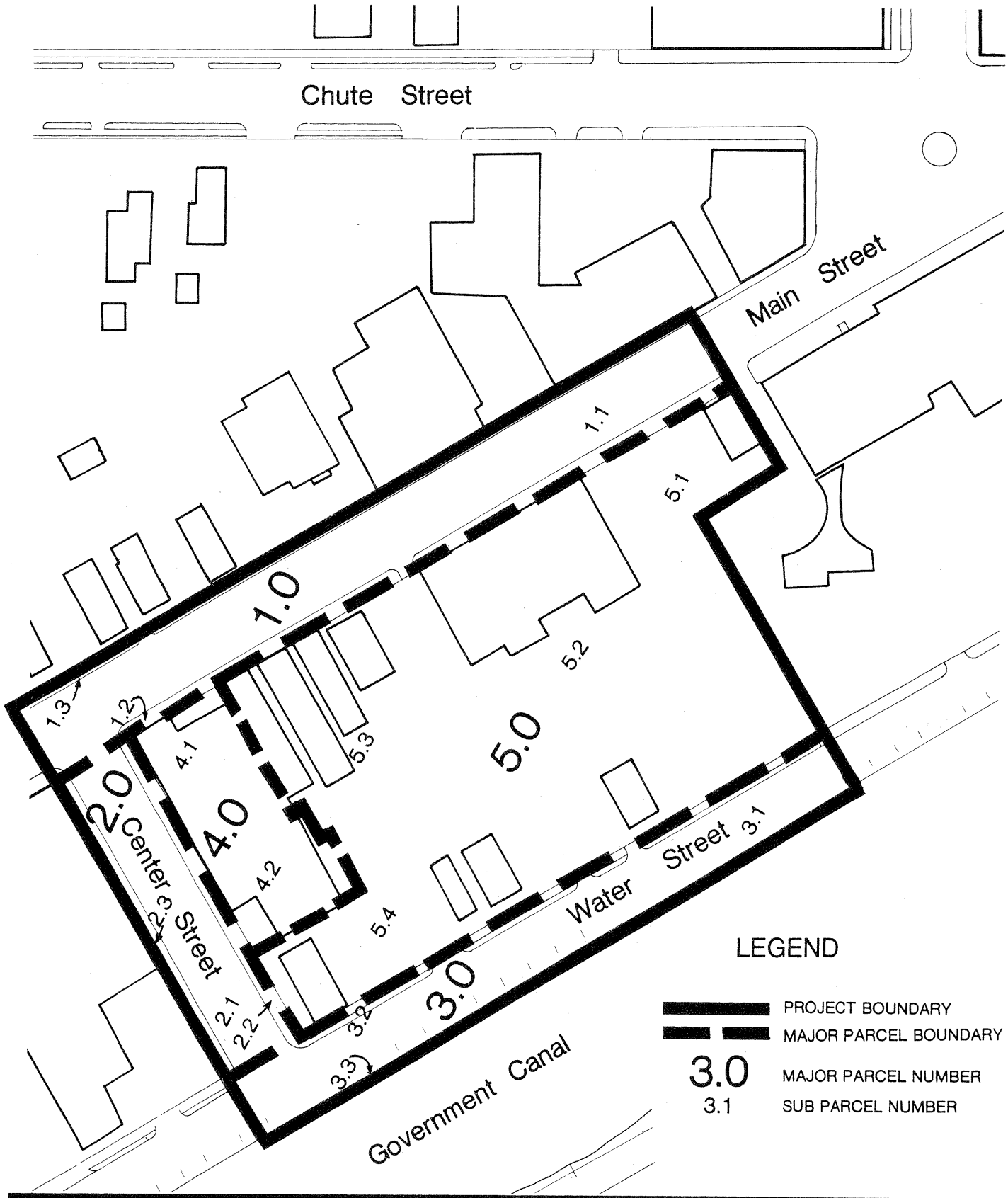
Main Street would continue to be used primarily for the movement of traffic. Under this proposal two lanes of traffic would be provided along Main Street as well as two lanes for parallel parking of vehicles. To provide safer pedestrian movements in this area, at various places along Main Street, the parking is envisioned to be removed and the sidewalk areas extended, between 8 and 10 feet, out into Main Street. The areas envisioned on the plan are at one or two locations midblock between Center and Milwaukee Streets. Other than in the areas where the sidewalks are bulged out, the existing sidewalk widths are envisioned to remain. However, along the south side of Main Street occasional tree planting squares are envisioned.

Parcel 2.0 - Center Street

Similar to Main Street, Center Street would continue to provide two lanes of traffic movement and two lanes for automobile parking. As envisioned, at both the Main Street and Water Street intersections, the sidewalk areas could be bulged out to provide safer pedestrian crossings on Center Street. Similarly, along the east side of Center Street tree planting squares are envisioned within the sidewalk area.

Parcel 3.0 - Water Street

Water Street is envisioned to continue to provide two-way traffic movement with one lane in each direction. Along the south side of Water Street a 10- to 15-foot wide linear park is envisioned. This linear park will include a 5-foot wide sidewalk or path with occasional benches or other sitting areas provided. Grass, tree, and shrub plantings would be placed within the area to provide a pleasant green space environment. In addition to the pedestrian pathway, this linear park could include boat tie-up facilities within the canal. The north side of the Water Street right-of-way is envisioned to include a 5-foot wide sidewalk and a 5-foot wide terrace area which would include grass and trees. This combination of terrace area on the north side of the street and a linear park along the south side of Water Street will create a visually pleasing setting for downtown Menasha.



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REDEVELOPMENT PARCELS

REDEVELOPMENT PROJECT AREA 1
DOWNTOWN REDEVELOPMENT PLAN
MENASHA, WISCONSIN

FIGURE 4

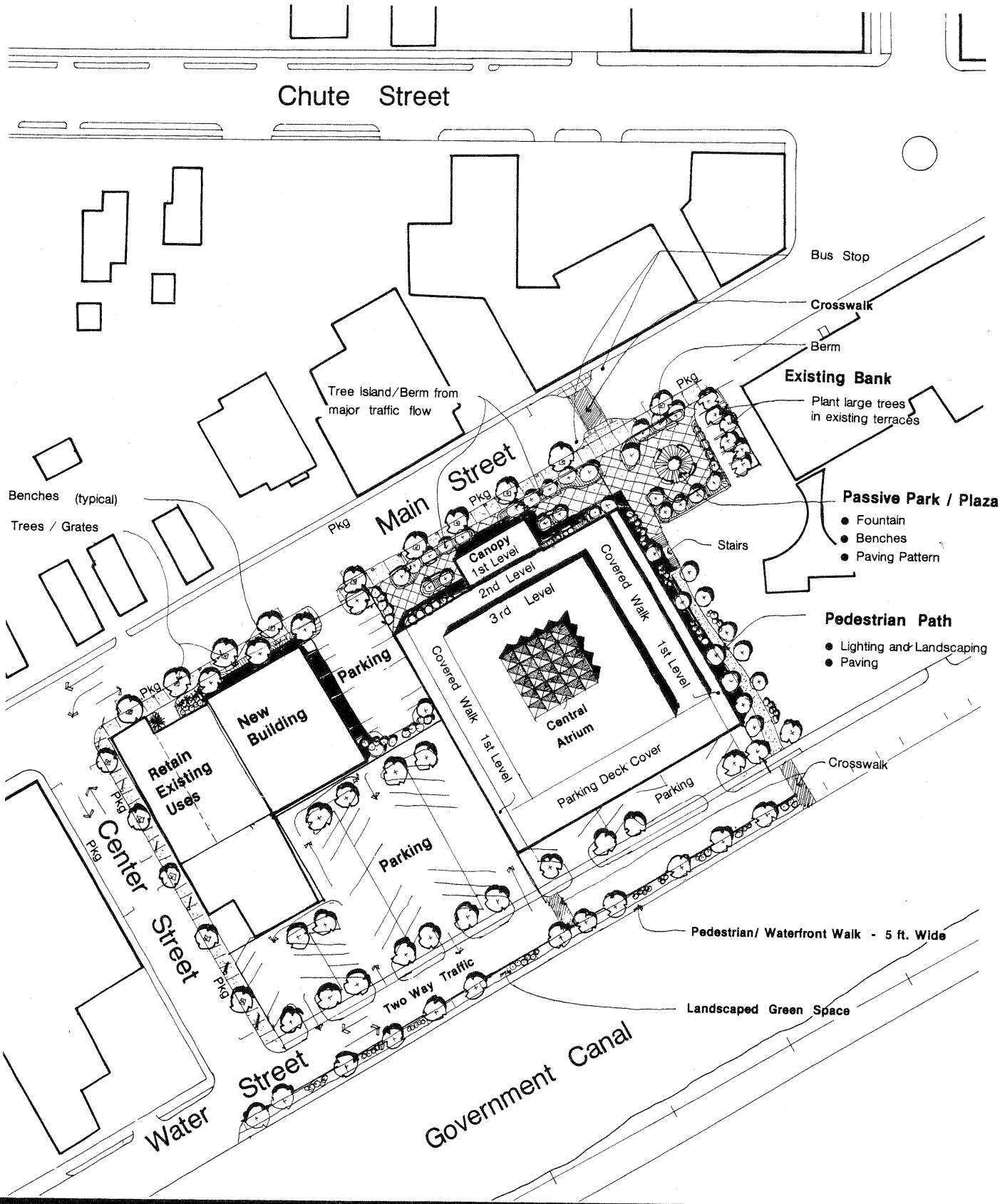
TABLE 1

LAND USE PLAN
Redevelopment Project Area 1

Parcel Number	Proposed Use
1.0	Main Street
1.1	Roadway Surface Containing: * 2 lanes of traffic * 2 parking lanes providing on-street parallel parking and 2 bus stops
1.2	Street Landscaping Area Containing: * 10-foot wide sidewalk with tree planting squares and crosswalk bulges
1.3	Street Landscaping Area Containing: * 5-foot wide sidwalk with crosswalk bulges
2.0	Center Street
2.1	Roadway Surface Containing: * 2 lanes of traffic * 2 parking lanes providing on-street parking
2.2	Street Landscaping Area Containing: * 10-foot wide sidewalk with tree planting squares and crosswalk bulges
2.3	Street Landscaping Area Containing: * 5-foot wide sidewalk with crosswalk bulges
3.0	Water Street
3.1	Roadway Surface Containing: * 2 lanes of traffic
3.2	Street Landscaping Area Containing: * 5-foot wide sidewalk * 5-foot wide terrace area with trees and grass
3.3	Linear Canal Wall Park Containing: * 5-foot sidewalk/path * grass, tree, shrub plantings * benches
4.0	Buildings Not Removed
4.1	Commercial Structure: Retail sales (furniture, home furnishings, and equipment)
4.2	Commercial Structure: Labor union hall
5.0	Development Area
5.1	Vest Pocket Park Containing: * Walkways including connection to linear canal wall park * Benches and picnic area * Grass, tree, and shrub plantings

TABLE 1
(Continued)

Parcel Number	Proposed Use
5.2	Commercial Structure: Retail sales, business and professional service offices, or financial and insurance offices. Includes: * 3-stories in building * Pedestrian use deck covering at-grade parking area * Landscaping areas * At-grade covered and uncovered parking
5.3	Commercial Structure: Retail sales, business and professional service offices, or financial and insurance offices. Includes: * 2 to 3 stories in building * Landscaped area * Off-street uncovered parking
5.4	Off-Street Parking



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July 1983

LAND USE PLAN

REDEVELOPMENT PROJECT AREA 1
DOWNTOWN REDEVELOPMENT PLAN
MENASHA, WISCONSIN

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FIGURE 5

Parcel 4.0 - Buildings Not Removed

Two parcels in separate ownership within the Redevelopment Project Area 1 are envisioned to remain in their current use. Both parcels contain commercial structures and are at the far west end of the redevelopment area. With the removal of the buildings to their east, some minimal landscaping will be needed and facade enhancement may be required for subparcel 4.1.

Parcel 5.0 - Development Area

Parcel 5.0 includes the area envisioned for substantial change from existing use. This area has been subdivided into four subparcels for which different uses are recommended. Subparcel 5.1, an L-shaped parcel along the east side of the Redevelopment Area, is envisioned for a vest pocket park. This park will provide a midblock connection between the downtown area of Menasha, and Water Street and the canal wall park identified above. The vest pocket park would be designed to present a pleasing visual experience for persons using the downtown area. It is envisioned to include walkways and benches and could also include a small picnic area or ornamental fountain. Its development should be integrated with the small green space currently provided by the First National Bank.

Subparcels 5.2 and 5.3 are envisioned to include a single structure on each subparcel which would include first floor retail sales space and upper story business and professional service offices and financial and insurance offices. For subparcel 5.2 the building is envisioned to include approximately 60,000 square feet of building area. Siting of the building will include landscaped public use areas and a pedestrian use deck to the south side of the building. The deck area will provide cover for part of a grade level parking area which will have access from Water Street. For subparcel 5.3 the building is envisioned to include approximately 15,000 to 20,000 square feet of building area and to be two to three stories in height. On subparcel 5.3 a landscaped area is envisioned along Main Street as is a small parking area.

Subparcel 5.4 includes the remainder of the off-street parking area which has access from Water Street. In order to provide the most efficient parking layout, the design of the parking areas on subparcels 5.2 and 5.4 should be coordinated.

Density of Use

Table 2 shows the proposed density/intensity of use envisioned for the parcels and subparcels within Redevelopment Area 1. For those subparcels envisioned to include a structure, the ratio of the total floor area to the available total land area of the subparcel is shown under the column headed FAR (Floor Area Ratio). In addition to this floor area ratio, the percent of the parcel or subparcel covered by buildings and other impervious areas (such as sidewalks, street surface, or other paved areas) are shown.

TABLE 2

DENSITY/INTENSITY OF USE
Redevelopment Project Area 1

Parcel Number	Use	FAR	Percent Impervious		
			Building	Other	Total
1.0	Street Right-of-Way	NA	--	97	97
2.0	Street Right-of-Way	NA	--	97	97
3.0	Street Right-of-Way	NA	--	70-75	70-75
4.1	Commercial Structure	1.9	95	2	97
4.2	Commercial Structure	1.1	66	16	82
5.1	Vest Pocket Park	NA	--	10-25	10-25
5.2	Commercial Structure	1.2-1.3	60-65	20-30	85-90
5.3	Commercial Structure	1.0-1.5	45-55	30-45	85-90
5.4	Off-Street Parking	NA	--	90-95	90-95

TRAFFIC AND PARKING

All existing roadways will remain; no existing streets are to be vacated and no new streets are to be created. All streets in the project area will continue to provide two-way traffic movement. Street intersections will continue to allow the full range of turning movements. In order to assure freer traffic flow for west-bound Main Street traffic, a separate left-turn lane is proposed at Center Street.

Two to three off-street parking lots are proposed for the site. Approximately 150 to 175 spaces are envisioned. One small lot (approximately 15 to 20 spaces) would have access from Main Street; all other off-street parking would have access from Center or Water Streets.

In order to allow the development of the canal wall park, on-street parking along the south side of Water Street in the project area is proposed to be removed. Main Street parking, for the most part, will remain. Three to four spaces in front of subparcel 5.2 would be marked as a very short-term parking drop-off zone and parking would be prohibited on the north side of Main Street where the left-turn lane is provided. On-street parking will remain on Center Street.

PEDESTRIAN CIRCULATION

Pedestrian circulation in the project area will continue to be primarily provided by sidewalks within street rights-of-way. However, the plan envisions three additions to the existing pedestrian circulation system:

- A mid-block marked pedestrian crossing of Main Street would be provided at subparcel 5.1 and includes bulging out the sidewalk area into the parking lane to provide a safer pedestrian crossing.
- A mid-block pedestrian connection between Main and Water Streets on subparcel 5.1.
- A mid-block pedestrian connection between subparcels 5.3 and 5.4 adjacent to subparcel 5.2.

UTILITIES

Sanitary sewer, water, storm water, and electric utility services would be provided from the existing utilities lines within the service area. The envisioned two new commercial structures are anticipated to receive their utility services from the existing facilities within Main or Water Streets; the need for new collection or distribution lines is not envisioned.

The demolition of the existing structures within parcel 5.0 (the development area) will require that the existing utility services be properly abandoned.

The existing overhead electric and telephone distribution circuits which cross parcel 5.0 will need to be removed. With the demolition of most of the structures within this block, the circuits appear to be no longer needed. Service to Becker Electric and the Union Hall should be shifted to the other distribution lines in or adjacent to the project area.

The existing overhead electric distribution circuits along Water Street, with the development of the canal wall park, should be placed underground.

PRELIMINARY RELOCATION METHODS

Requirements of Wisconsin Law

Under Wisconsin law (Chapter 32), Menahsa has the power to acquire, through condemnation, private property for a public use (the power of eminent domain). When Menahsa uses or is likely to use its eminent domain powers, it is subject to the Wisconsin Relocation Law (Sections 32.185 to 32.27). This law requires any condemnor or potential condemnor to provide relocation assistance and payments to persons, businesses, or non-profit organizations displaced by a public project. The purpose of relocation benefits is to ensure that the displaced person, business, or organization does not pay an unequal share of the cost of projects designed to benefit the public as a whole. This law was passed in 1969 and is applicable whether or not state funds are used for the project.

Residential relocation payments are available for any person who must move from their dwelling due to a public project. The payments available are intended to compensate for moving expenses and the increased cost of purchasing or renting a comparable, replacement dwelling. Homeowners whose properties are acquired have a right to relocation payments in addition to the cost of acquiring their properties. A tenant who must move from an acquired property has the right to relocation payments to help offset the cost to rent or purchase replacement housing. All residential occupants are entitled to moving expense payments.

Moving expense payments help to compensate homeowners and tenants for the costs of moving their personal property to a new location. Individual homeowners and tenants can choose either actual reasonable moving expenses or a fixed payment in-lieu of the actual moving expense payment.

A business or non-profit organization on property owned, leased, or rented can be entitled to actual reasonable moving expenses (or a fixed payment in-lieu of actual moving costs) and a business replacement payment. The actual reasonable moving expenses include such expenses as the cost of moving personal property, a payment for direct loss of tangible personal property, and the cost of searching for a replacement business location. The fixed payment in-lieu of actual moving costs is based on the average annual net earnings of the business. The business replacement payment is designed to assist in the purchase or rental of a comparable business operation.

Relocation Needs

Thre are an estimated 12 occupied residential units (12 families) and 7 occupied business uses within the development area (parcel 5.0). Of the 12 families, 10 currently rent their residential units and 2 are owner occupiers. Of the 7 businesses, 3 rent or lease their business location and 4 own their building. Table 3 shows the characteristics of these families and businesses.

TABLE 3

ESTIMATED RELOCATION NEEDS
Redevelopment Project Area 1

Characteristic	Number of Families	Number of Businesses
Owner Occupier[1]	2	4
Tenant Occupier	10	3
TOTAL	12	7
Elderly Family[2]	2	NA
Family with Handicapped[3]	1	NA
Family with Children Present[4]	2	NA
Single Person Family	6	NA
Large Family[5]	1	NA
Female-Headed Family	3	NA

[1]Owns structure in which business or residence is located

[2]Contains one or more persons older than 62

[3]Contains one or more persons with a mobility-limiting condition

[4]Contains one or more persons less than 18 years of age

[5]A family of 5 or more persons

NA = Not Applicable

Relocation Services

The City of Menasha Planning Department is responsible for providing relocation assistance in Menasha. The services which the City has provided for other projects involving relocation include:

- Providing each person or business, likely to be relocated, with printed brochures which explain the requirements of the Wisconsin Relocation Law and their rights and benefits.
- Maintaining a list of properties (for sale or rent) currently available within the Menasha area.
- Assistance in finding decent, safe, and sanitary replacement housing including the inspection of the proposed replacement dwellings.
- Provide legal interpretations of relocation laws as appropriate.
- Assisting relocatees in arranging for their moving.
- Providing the monetary benefits called for in Wisconsin Law.
- Identifying a single department or individual within City government who is responsible for coordinating all relocation assistance.

These same services are envisioned to be provided to the families and businesses relocated as part of Project Area 1. The City is presently preparing a detailed relocation plan for this project area.

ESTIMATED COST FOR REDEVELOPMENT

The majority of improvements recommended in this plan and listed in Table 1 are public improvements intended to remedy the existing functional deficiencies within Redevelopment Project Area 1. A listing of the public improvements with their associated costs, estimated in 1983 dollars, is shown in Table 4.

The costs shown in Table 4 are those costs estimated for redevelopment of Project Area 1. The costs shown for Parcels 1.0, 2.0, and 3.0 (roadway construction) include only a proportion of the costs of these projects. The proportionate share shown is based upon the extent to which these activities benefit or cause the redevelopment within Project Area 1. The costs shown do not reflect the City's total cost for projects within downtown Menasha beyond the limits of Redevelopment Project Area 1. However, it is anticipated that construction, within and outside the limits of Project Area 1, will occur simultaneously to create a uniform appearance of improvements in downtown and benefit from economics of construction.

All projects include the cost of engineering, design, survey, soil borings, construction-related (inspection) services, materials, construction including special construction such as boring and jacking, dewatering, and rock excavation installation, clearing property or easements, restoring property to its original condition, apparatus necessary for the public work, legal, consultant fees, and other project expenses.

The estimates are subject to change as circumstances may require during project execution. The City of Menasha also reserves the right to include additional projects and project costs which are not anticipated at this time but may be required to complete satisfactory redevelopment of Project Area 1.

TABLE 4

ESTIMATED MUNICIPAL REDEVELOPMENT COSTS[1]
Redevelopment Project Area 1

Parcel Number	Construction Description	Total[2]
1.0	Main Street Reconstruction[3]	$ 290,000
2.0	Center Street Reconstruction[3]	95,000
3.0	Water Street Reconstruction[3] [4]	145,000
4.0	Buildings Not Removed[5]	6,000
5.1	Vest Pocket Park[6]	35,000
5.2 & 5.3	Land Assembly for Commercial Redevelopment[7]	640,000
5.4	Off-Street Parking[8]	165,000
	TOTAL	$ 1,376,000[9]

Footnotes:

[1]1983 construction costs. Sources: City of Menasha and Donohue.

[2]Includes engineering, design fees, construction inspection, and contingencies.

[3]Includes curb and gutter, pavement, sidewalk, lighting, utilities removal and restoration, street furniture, and street landscaping.

[4]Includes linear landscaped area along canal wall.

[5]Includes restoration of utilities disturbed by adjacent construction.

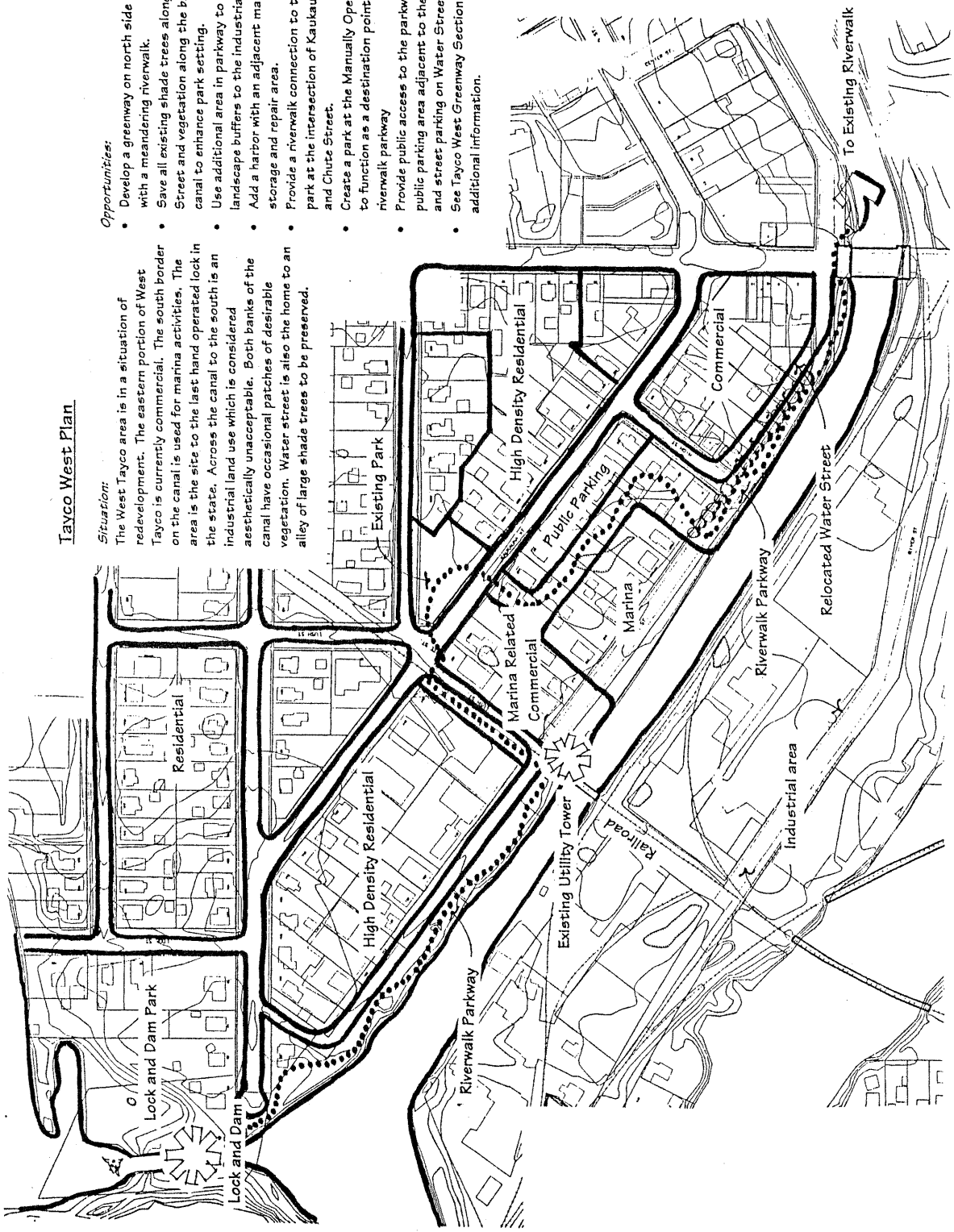
[6]Includes paved areas, benches, fountain, and landscaping.

[7]Includes acquisition, relocation expenses, building demolition, legal, and administrative costs. May be reduced by revenue from resale of cleared land.

[8]Includes retaining wall with stairs, utilities, pavement, lighting, marking, and landscaping.

[9]This total cost will be reduced by the amount of income resulting from the resale of cleared sites within Redevelopment Project Area 1.

West Tayco Redevelopment Scheme



LEGEND

- Development Site
- Housing Redevelopment
- Future Office
- Entrance Feature
- Landscape Enhancement
- Focal Point
- Bridge Enhancement
- Expanded River Walk

Little Lake Butte Des Morts

Entrance Feature

Entrance Feature

Neighborhood Revitalization

Neighborhood Service Center

New Community Park

Boat Lock

Neighborhood Revitalization

Higher Density Single Family Housing

Landscape Enhancement

Public Parking

Future Office

Public Parking

Historic District

Office

Senior Housing Expansion

Office

Riverwalk

Bridge Enhancement

Marina Repair Storage

Phase II Marina

West Canal Redevelopment

Market Place

Marina

Government Canal

Public Parking

Hotel Redevelopment Site

East Canal Redevelopment

Landscape Enhancement

Fox River

Bridge Enhancement

Fox River

Project # 1295
December 1995

0 50 100 200 400

MARINA DISTRICT CONCEPT
General Land Use

Phase II
■ DOWNTOWN DEVELOPMENT PLAN ■
Menasha, WI

Figure 1

Schreiber/Anderson Associates
Landscape Architecture & Urban Design
Madison, Wisconsin

Vandewalle and Associates
City Planning and Economic Development
Madison, Wisconsin

■ Marina District Concept Plan ■

River Edge Development Opportunities

Tayco Street

Future Office Expansion

Chute Street

Existing Parking

Storefront Rehabilitation

Marina District Signage

Future Senior Housing

Rehabilitate Existing Buildings

Mill Street

Bridge Enhancement

1-2 Level Parking

Lake Excursion Dock, Water Taxi

Government Canal

Streetscape Enhancements
Grass Terrace, Street Trees, Lighting

Landscape Enhancement Area

River Entrance Feature

Hotel Block Redevelopment
River Oriented Retail
Expanded Riverwalk
Upper Level Housing

Kaukauna Street

Residential

Main Street

Center Street

Fox River

Market Place Plaza
Streetscape Theme
Festival / Fairs and Market Space
Concert Activity Area

Marina District Signage

Parking Area

Retail / Commercial / Plaza Space
Restaurant / Shops
Public Space

East Canal Redevelopment
Street and River Oriented Retail
Visitor / Discovery Center
Upper Level Office Space

Streetscape Enhancements (south to city limit)

West Canal Redevelopment Area
Riverwalk Extension
Residential / Commercial Development
Entertainment
Future Marina / Marine Services

N

Project # 1295
December 1995

0 30 60 120
SCALE 1" = 60'

Phase II

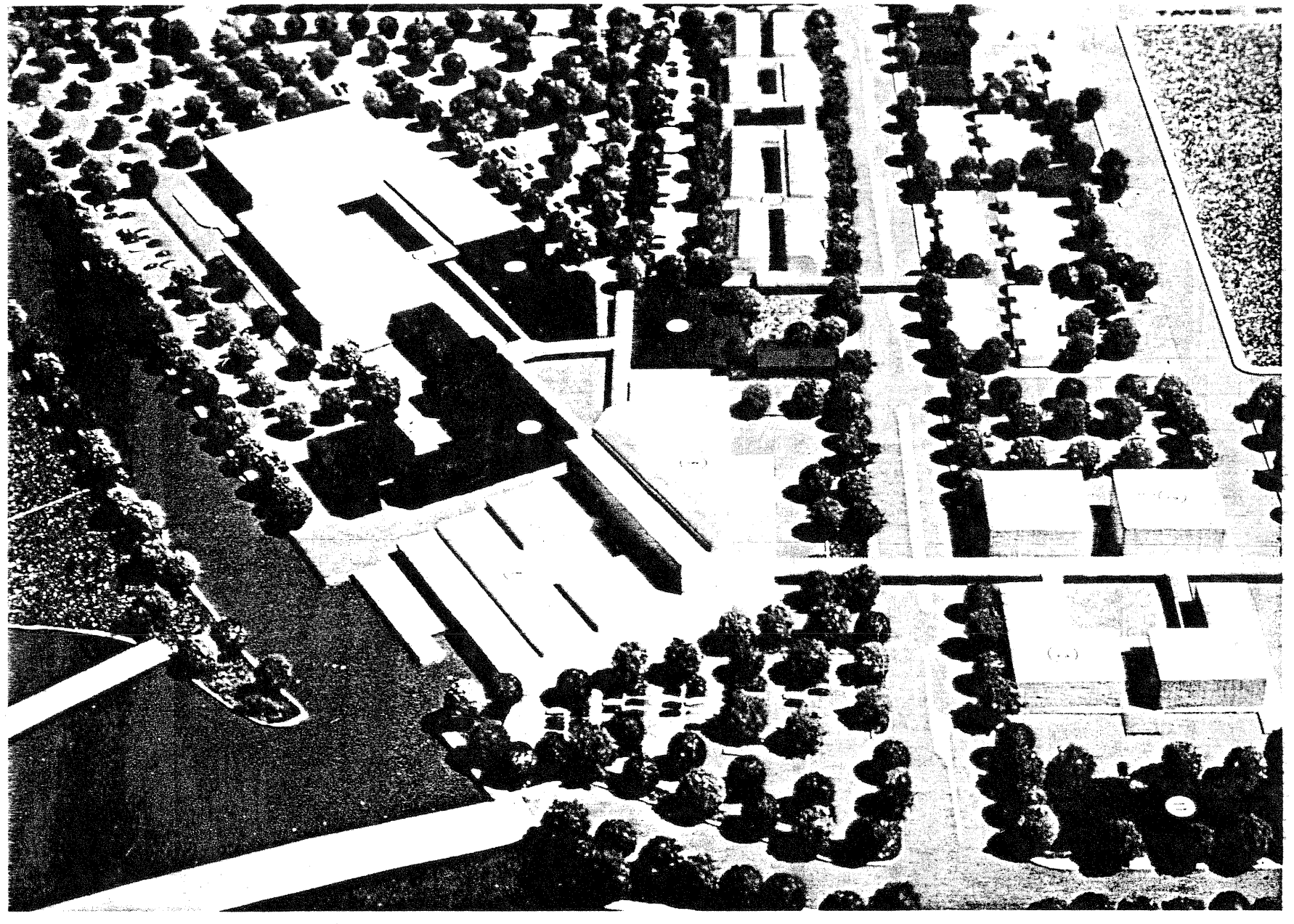
■ DOWNTOWN DEVELOPMENT PLAN ■

Menasha, WI

Figure 2

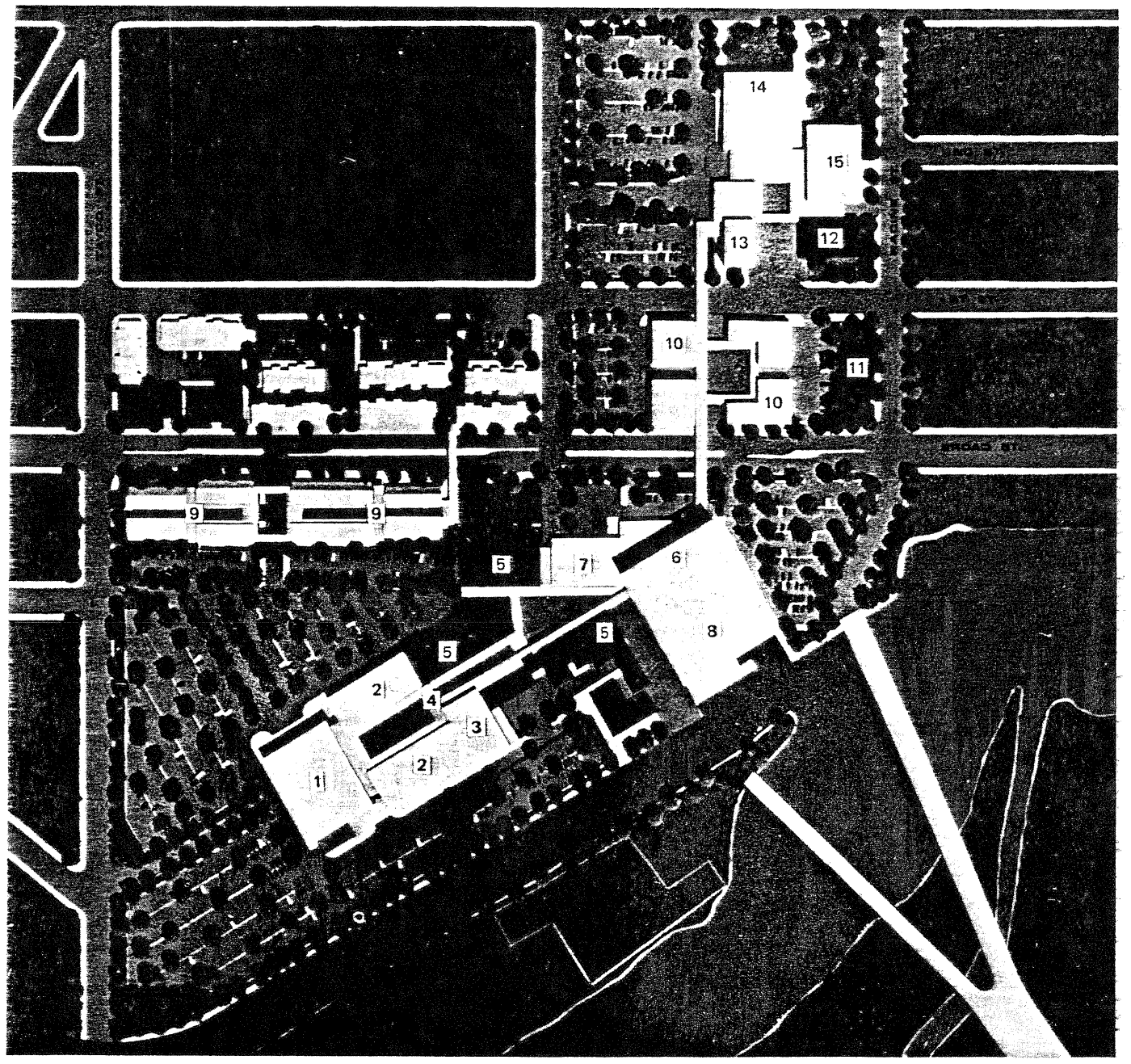
Schreiber/Anderson Associates
Landscape Architecture & Urban Design
Madison, Wisconsin

Vandewalle and Associates
City Planning and Economic Research
Madison, Wisconsin



MENASHA CORE AREA DEVELOPMENT PLAN MODEL

View Looking West On Broad Street



MENASHA CORE AREA DEVELOPMENT PLAN MODEL

1 Jr. Department Store
2 Ancillary Retail
3 Theatre
4 2-Story Enclosed Pedestrian Plaza
5 Existing Building to Remain
6 Hotel
7 Hotel Related Facilities
8 Specialty Retail
9 3-Level Multi-Family Housing
10 Proposed Office Complex
11 Existing Post Office
12 Existing Library
13 Proposed Police-Fire Department
14 Proposed Civic Auditorium
15 Proposed City Hall

ANNEXATION – SPECIAL STUDY

Menasha shares a common bond with Neenah to the south, and is bound on the west by Little Lake Butte des Morts, and on the southeast by Lake Winnebago. These boundaries leave Menasha little room for expansion, save to the north, within the Town of Menasha. This special study explored the kind of annexation policy which would best implement the wishes of Menasha residents.

Originally, statutory methods of annexation by municipalities in Wisconsin were provided without general regard to overall metropolitan problems. A city was expected to grow until the original incorporation proved inadequate, and then methods of municipal extension had to be provided.

During the past 40 years only 69 new cities and villages have been established in Wisconsin.

The Wisconsin annexation procedures are set forth in SS. 66.021, 66.024, 66.025 and 66.027 of the Wisconsin Statutes. The basic principle of annexation in Wisconsin has been that unincorporated territories may be annexed to a city or village only by the will of the majority of the electors and property-owners in the area proposed for annexation.

Annexation is an important consideration for the City of Menasha. The lack of an effective method to evaluate and review the current annexation program has turned annexation into an extremely controversial issue, and the Town of Menasha has taken steps to prevent it. An annexation policy must, therefore, be developed by the Menasha City Planning Commission. The following study analyzes three alternative courses of action:

- **"Sit Tight"** – the City may adopt a policy of taking no action, either to extend its limits or its services;
- **The City annexes only those areas which can pay for themselves.**
- **City annexes all areas having a prospective need for municipal services.**

Course of Action – "SIT TIGHT"

Effect on Population and Land Use - City

Little vacant land remains within the City of Menasha, and the demand for land with City services will use up this land within the next 10 to 20 years. If property values in the City could reach a peak, and the developed areas begin to age, values will begin to decline even as the demand continues for services to maintain Menasha as an important retail and industrial center. With decreasing tax resources and continuing service demands, Menasha will face either higher taxes or lower quality services. Thus, services essential to attract industry and insure sound residential growth would not be available.

Industry needs land as well as services, and little industrial land remains inside the City of Menasha. The potential industrial sites outside the City must have City water and sewer service if they are to develop. Without this new industry and retail commercial development Menasha's growth will level off.

Affect on Land Use and Services – Outside of City

Unless City water and sewers are provided, sanitation trouble spots may arise. Also, unguided land development could continue, with further mixing of residential and commercial uses, resulting in depressed land values and unattractive neighborhoods. Substandard subdivisions could be built and other lands developed unwisely as speculative residential subdivisions. Furthermore, inadequate fire and police protection could be an increasing problem in the outer fringe areas, particularly where population growth is concentrated without the high level of services.

Overall Probable Affect

Without a planned annexation program, chances for continued healthy growth throughout the City could be seriously impeded. A city which "Sits tight" merely postpones the day of reckoning, when a planned program becomes mandatory to the community's health.

Course of Action — THE CITY ANNEXES ONLY THOSE AREAS WHICH CAN PAY FOR THEMSELVES

If the City of Menasha adopts a policy of annexing only those areas which return sufficient revenues to offset the cost of service, adverse effects can be anticipated.

Effect on Population and Land Use — City

Those areas which can pay for themselves are: a) industrial and commercial areas; and b) well developed residential subdivisions. With the City able to provide services, a good portion of the higher value subdivisions and industries adjacent to the City, would be annexed. The population in the City would rise slowly; property values would increase in proportion to the amount of area annexed. However, most of the land coming into the City would be developed land; and as stated earlier, little vacant land remains in the City. In adopting this policy the City would be taking the chance that land needed for future investor development is not taken up with other less appropriate uses.

Effect on Land Use and Services — Outside of City

Areas which cannot produce enough revenue to pay for the services are most often the same areas which are either substandard developments or sanitation problems or are eyesores adversely affecting the reputation of the City. Such areas would continue to be part of the metropolitan area, and if the City takes no corrective action they will remain or become suburban slums. Rapidly growing areas which do not initially produce revenue sufficient to support services may, with sound development, become healthy and productive. Looking into the future, these areas should be brought to the City as they are being built; so that a sound development can be encouraged. This annexation is delayed until they are fully developed, and in the absence of any land-use controls while these suburban areas are being built, additional costs would be incurred to straighten out faulty street patterns, replace inadequate water lines and sewer disposal facilities, and install storm drainage when the areas are annexed to Menasha.

Overall Probable Affects

In following this course of action, the City, in effect, is adopting a "do nothing" policy about undeveloped suburbs. Without adequate control for unified development, the time could come when the City would be ringed with unhealthful, unattractive suburbs which would detract from its reputation. Vacant industrial land might be unwisely developed, undermining the future economic well-being of the City in the metropolitan area.

Course of Action — CITY ANNEXES ALL AREAS HAVING A PROSPECTIVE NEED FOR MUNICIPAL SERVICES

The City of Menasha adopts a policy of annexing all of those areas which have a present need for municipal services, or are under-developed.

Effect on Population and Land Use — City

This policy, if pursued aggressively, would bring both developed and underdeveloped areas into the City. The amount of territory annexed would depend largely on how fast the City could finance extensions of its services. The population within the City would increase fairly substantially. Improvement costs in the newly annexed vacant or sparsely developed land under development, subsequent to annexation, would be less than if this land had been completely developed prior to annexation.

Effect on Land Use Services — Outside of City

More than any course of action thus far considered, this policy brings services to the land as they are needed. As land is annexed into the City at the time of development a good investment by the City is assured. Continued growth protects the tax-payer from future tax increases to meet the rising costs of services. Participation by the newly-annexed areas in the cost of capital facilities insures a more equitable distribution of the costs of development.

ELISHA D. SMITH PUBLIC LIBRARY
440 FIRST STREET
MENASHA, WISCONSIN 54952

Overall Probable Effect

This policy, intended to keep the City boundary coterminous with developments of a density requiring municipal services, is preferable to others considered. This policy, of course, assumes extension of services and boundaries in line with the City's ability to finance the extension. To the extent that this policy is carried out, the Town of Menasha, annexed areas, and the City of Menasha collectively, can provide the best services and the best means to protect public health, safety and welfare and meet the general objectives of the Comprehensive Plan.

THE SCHWARTZBAUER–BANTA ANNEXATION

The City of Menasha has taken steps to increase the amount of land available for industrial development by proceeding with the Schwartzbauer–Banta Annexation. This annexation program should be evaluated in terms of the long-range residential and industrial growth potential. Location of the industrial park, suggested schools, residential areas, and the expressway are all factors to be considered in an overall annexation program such as this. The Schwartzbauer–Banta Annexation would, therefore, be a first step in overall annexation programming involving the collective policies of the Town of Menasha, the City of Menasha, and the Fox Valley Regional Planning Commission.

Conclusion and Recommendations

It appears that under Wisconsin statute on annexation, alternatives 2 & 3 are possible. The Schwartzbauer–Banta Annexation is an example of alternative 2 – "the City annexes only those areas which can pay for themselves" – the area to the north of the City is for the most part vacant. It has potential for large industrial development. In this area the City can realize its growth potential and raise its tax base through annexation and planned industrial development. The annexation area will allow a diversification of economy through attraction of new industry and new residential as well as retention of existing firms that might otherwise leave the area. Alternative 2 could be a stimulation to the economy of the community through new building activity, increased payroll and income created by industries as well as new residents. Under a planned industrial park large reserves or parcels of land could be made available and the utilities provided by the community on a pay-as-you-go basis. It is suggested that the City seek single industrial developers with experience in developing and operating an industrial park and with whom annexation land acquisition can be undertaken under a planned program.

Interstate Status

The City could annex all areas having a prospective need for municipal services (alternative 3). It could implement this alternative in those areas which lack municipal services with the provision that both the City and the outlined areas would mutually benefit particularly from a unified sanitary sewer system or unified school system. The City's ability to finance and thus implement this alternative would depend upon the prospective future development or the need to provide incentives for future development.

SPECIAL STUDY

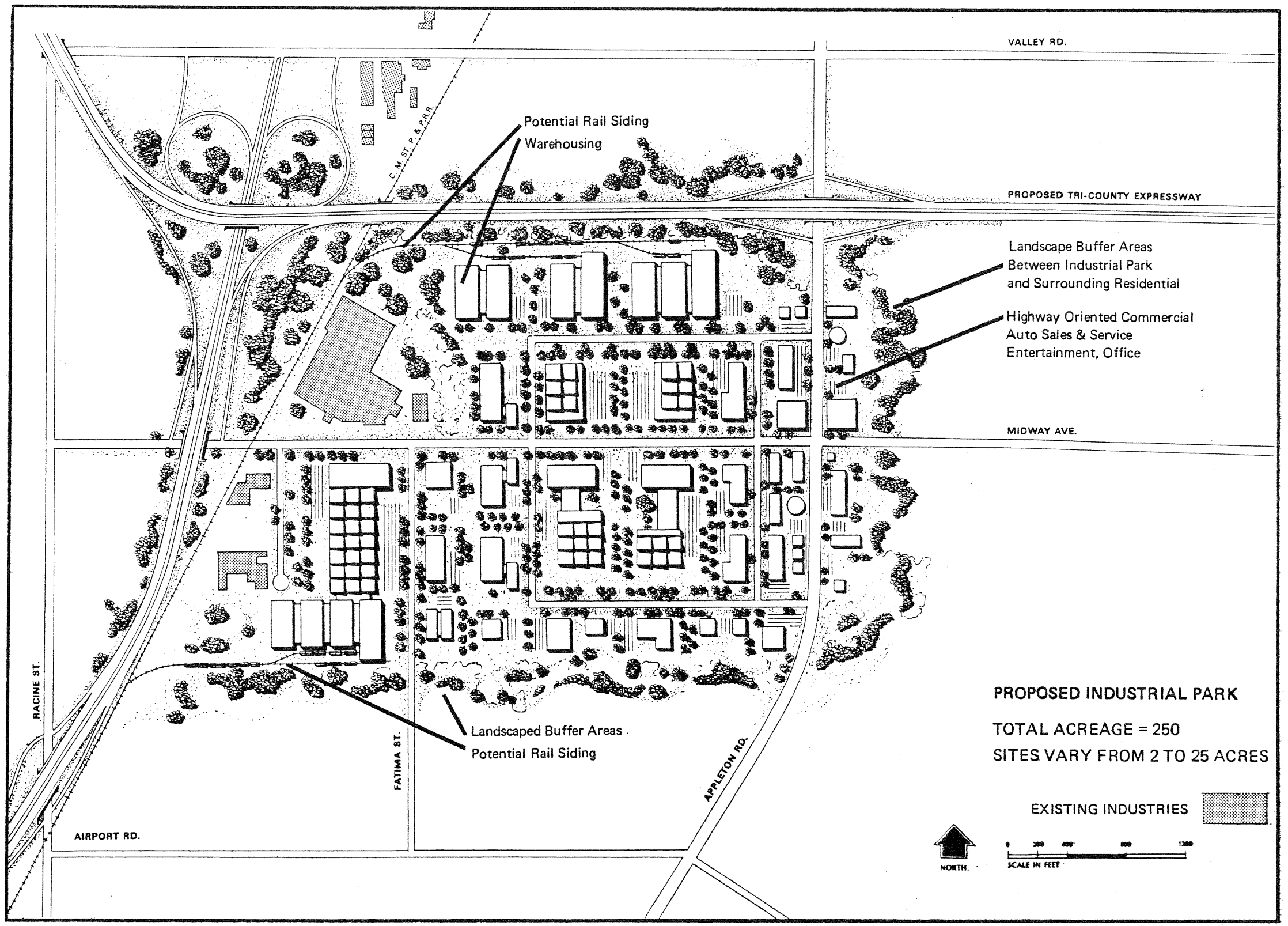
Industrial Park Development

A site south and east of the proposed Tri-County Expressway and west of Appleton Road is recommended for a light industrial park. This location has excellent access to the entire regional transportation network via rail facilities, the new proposed expressway system, and Outgamie County Airport. The park, with 250 acres, would be large enough to accommodate industrial expansion far beyond the 20-year planning period.

The diagram on the opposite page (Map: "Proposed Industrial Park") illustrates the possible park development, with a variety of individual parcel sizes varying from 2 to 25 acres. Each site would be developed within a circulation system of major arterials, collectors and local industrial streets – all integrated with the City and regional road system. While some sites would have direct access to existing railroad lines or to rail sidings,such access is not essential for all industries, since many are beginning to rely more heavily on highway and air than rail for transportation.

Development Standards

The industrial park should be developed under strict standards to insure adequate off-street parking and loading space. There should be landscaped


VALLEY RD.
C.M.ST.P.&P.R.R.
Potential Rail Siding
Warehousing
PROPOSED TRI-COUNTY EXPRESSWAY
Landscape Buffer Areas
Between Industrial Park
and Surrounding Residential
Highway Oriented Commercial
Auto Sales & Service
Entertainment, Office
MIDWAY AVE.
RACINE ST.
FATIMA ST.
APPLETON RD.
AIRPORT RD.
Landscaped Buffer Areas
Potential Rail Siding
PROPOSED INDUSTRIAL PARK
TOTAL ACREAGE = 250
SITES VARY FROM 2 TO 25 ACRES
EXISTING INDUSTRIES
NORTH.
SCALE IN FEET

buffer areas between buildings, along streets, and particularly between the park and surrounding residential neighborhoods.

Specific guidelines for development include the following:

- Buildings along major thoroughfares should be set back and landscaped to improve the visual character of the park as seen from the highway;
- Parcelling of the blocks and lots should be flexible to meet the requirements of prospective industrial firms for a variety of lot sizes;
- Streets should have large curb radii at intersections and adequate surface and subsurface materials to accommodate heavy truck traffic;
- Regulations should be established for signs, outdoor storage, parking, etc., so that these are not allowed to blight the appearance of the industrial park.

A group similar to the one formed to promote central area revitalization in Menasha could promote the development of this industrial park. This group could also promote the development of the expressway system — a key element in the success of the park. Tax incentives could provide additional stimulus to industry looking for plant sites.

Further inducements could include varying degrees of City participation in the construction of roads and utilities, as well as possible temporary City acquisition of properties, in order to better implement the industrial park development. Roads, railroad spurs, and utilities should be installed under a carefully phased program to provide completely serviced parcels of different sizes during each phase of development.

LAKE AND WATERFRONT DEVELOPMENT — SPECIAL STUDY

Policies

The 18.3 miles of waterfront contained within the Menasha Planning Area are a natural scenic boundary to urban growth and a major asset to future development by the City and Township. Less than 5 percent of this total waterfront is privately owned. Single family dwellings cover most privately owned areas; industrial properties center near the CBD. Today, an almost untapped natural resource, Menasha's waterfronts could be developed through an active program to benefit the community in several important ways:

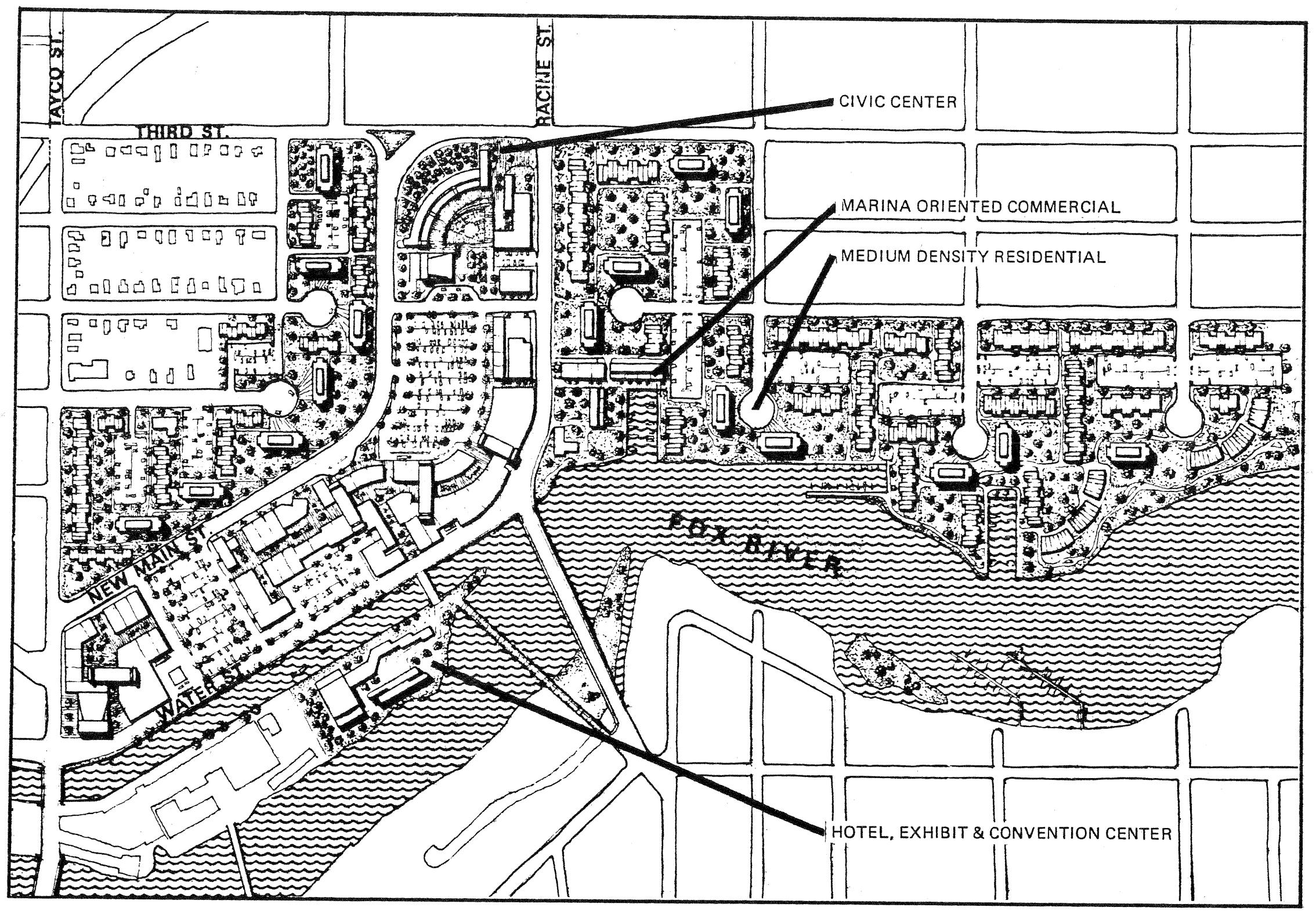
- Utilization of the area for its highest and best economic use;
- Creation of a much better community image;
- Stimulation of surrounding areas;
- Provision of greater net revenues to the City and other public agencies through higher property taxes, sales, taxes, etc., due to even greater additional development encouraged by the initial new development actions.

Menasha has outstanding scenic features, particularly the **lakeshore and river frontage** area. These recreational assets should be maximized through the development of multiple use of these facilities, coordination of the waterfront properties for hiking, etc., and general maintenance of a unique recreational and conservation system.

In the Comprehensive Plan for the City of Chicago, Illinois, the Lakefront development and the importance of using these natural resources for recreational and cultural purposes have become very much a part of future planning. These policies include such items as:

1. The general character of lakefront development shall be an open landscape between the shore line and adjacent built-up areas;
2. The use of the lakefront for land and water recreation should be increased, to provide a wider range of active all-season facilities in convenient locations. In addition to the summer facilities, such things as ice skating rinks, hockey rinks, more recreational buildings for indoor activities, and toboggan hills, could be provided.

Today the visitor's impression of Menasha's lakefront facilities is extremely favorable. But the various existing public holdings should be linked into a meaningful lakefront recreational system. Where competition for other types of land use is strong, it will be necessary for the City and Town to purchase land swiftly, and ahead of natural population growth in the



PROPOSED LAKEFRONT FACILITIES

waterfront area. This will also be necessary where public ownership is required for other reasons (such as flood control, elimination of water pollution, etc.).

In some areas public ownership can be limited to a relatively narrow band of 50 feet to 100 feet on each side of the lake channel. In other instances the shape and size of the holding will depend upon the recreational needs of the region or city, and it may be necessary to acquire more land.

The Community Facilities Plan proposes conservation areas which will be a type of "green frame" to emphasize the natural settings along the waterfront and link established parks. Most of the links of this conservation belt can be used as park land for recreational purposes, with walking and bicycling paths and seating areas provided. This could be part of a plan to develop a continuous park and parkway system along the lakefront. In some cases, where acquisition of property is not required, an easement through private property can be obtained to assure the continuity of the network.

Expanding Small Craft Facilities

The Land Use Plan provides a number of mooring spaces in the City of Menasha mainly along Lake Winnebago.

Based on the 1960 study "Pleasure Boating in Wisconsin" by the Wisconsin Department of Resource Development, about one out of three boats registered in Wisconsin uses the boundary waters, and of these about 53% use Lake Michigan. Lake Winnebago, the largest inland lake in the State of Wisconsin, has a large number of water tributaries from which Wisconsin boat owners can utilize boating facilities.

Assuming safe mooring areas could be provided for small craft close to the central area, mooring facilities would not only have adequate space for docking, but would take advantage of the revitalization efforts of Downtown Menasha.

Marina facilities could be constructed by the City, acting through the Park Commission, with the rights to operate the Marina leased to a private operator. This has proved to be the best way of handling the operation of such facilities.

The waterfront area near downtown Menasha requires careful attention. Marinas and apartment buildings of 45 to 60 units each are proposed to take advantage of the views along the rivers and lakes. They will, in turn, provide an interesting visual focus at the entrances to the Central Area.

The preceeding schematic plan shows details of how this waterfront area might be developed for medium density residential use and small craft facilities. Culs-de-sac which penetrate the neighborhoods for convenient access to homes also free the waterfront of traffic. A system of pedestrian pathways gives direct access to the waterfront, a nearby marina, and marina-oriented commercial facilities. A development such as this could also be recommended along Lake Winnebago or Little Lake Butte des Morts.

LAKE AND WATERFRONT DEVELOPMENT POSSIBILITIES

An active program for waterfront development might include these private and public facilities:

PRIVATE	PUBLIC
Boatel—motel	Public parking, promenades
Apartments (on water or nearby)	New Streets
Yacht Club	New Lighting
Specialty Restaurants	New Landscaping
Fishing Village	Public Boat Lauches
Boat & Motor Sales & Repair	Bulkheading of Riverbank
Rental Boat Slips	New Utilities
Specialty Commercial	Street Closing
"Fisherman's Wharf"	Pedestrian Bridges and Links
"Ports O' Call"	
Boating Clubs	
Boating Hardware Sales	
Boat Building	
Fish — Wholesale and Retail Sales	
Bar—Nightclub	
Light Warehousing, Boat Storage	

Lack of an active program would probably result in this waterfront development:

PRIVATE	PUBLIC
Continued low-grade waterfront commercial/ industrial, with open storage, blighting influence.	Piecemeal paving of streets, at most partial shoring up of banks.
Difficulty of getting FHA approval, renewal funds, and developers for adjacent areas.	No landscaping, lighting or other major changes by public sector.

V Implementation

MENASHA PLANNING IMPLEMENTATION

The Comprehensive General Plan is a statement of policy. It is a guide upon which City Council and Planning Commission decisions will be based. However, any guide or blueprint is ineffectual unless there are techniques or tools available to put the guide into action. A number of tools are available to the City to implement the Plan. Briefly, these are the Capital Improvements Program, the Zoning Ordinance, the Subdivision Ordinance, and Renewal Plans.

RESPONSIBILITIES FOR IMPLEMENTATION

The one most essential requirement for the successful implementation of Menasha's Comprehensive General Plan is the widespread and participating support of the planning effort on the part of all elements of the community. With unified support, all problems can be solved, and the implementation of the plans will proceed as scheduled. Without such support, each minor problem that arises will become an insurmountable obstacle; each step will become a time-consuming struggle, and implementation will probably falter and fall short of the desired goals.

The plans have been formulated in close cooperation with the City government. Department of Resource Development, Fox Valley Council of Governments, and with representative private organizations; and they, therefore, already reflect the desires of the community. Nevertheless, it will be the first and most important step of the implementation process to fully explain the plans to all the citizens of Menasha, to demonstrate the concrete benefits which will result to the City, to express the endorsement of the plans by the City and by private and civic groups, and thus create the solid public support which will be finalized by the official adoption of the plans.

Organization for Implementation

In order to carry out the continuous task of plan implementation, as well as to assist in forging the necessary unity of support, existing public and private organizations will have to be modified and supplemented. Implementation will require the closest degree of teamwork between public and private bodies within the City, as well as the county, state and federal agencies.

It is probable that additional staff will be necessary in the City Engineer's office and eventually in other City departments and agencies. Consideration should also be given to the establishment of a full-time Planning Director to coordinate the activities of the various City departments as well as the private development sector of the community. The planning staff need not be large since it should probably be assisted by private consultants from time to time as major planning tasks arise. With such a staff, the City can be assured that adequate time and study will be devoted to the many detailed planning problems that Menasha will face as it moves toward the realization of the comprehensive plans.

The City government cannot and should not be expected to bear the full responsibility of plan implementation. A well-organized citizens' group will be necessary to complement the City administration's efforts.

The Implementation Procedure

The first step in implementation will be the public information program culminating in the adoption of the comprehensive plans. After adoption of the plans, action should be initiated towards implementing or realizing the goals and objectives of these long-range plans.

Steps should be taken in the early stages of implementation to initiate action on the Central Area Revitalization Plans, the park and school plans, and plans for the civic center. Likewise, action should be initiated towards implementation of the circulation plan. These steps will require close cooperation between the City, the County, the School Board, and, in some cases, the State.

As the plans move forward towards realization in the years ahead, a continuous program of planning activity will be required. A continued and vigorous program of public education will be vital at all times to insure the continuity of citizen support and interest. Plans will have to be reviewed in relation to changing conditions and particularly in relation to the efforts of those portions of the plan already implemented. A very essential task will be the continued administration and enforcement of the planning measures and the closest possible coordination between the City administration and those private developers and builders assisting in the expansion and reshaping of the community.

It is strongly recommended that periodic review and, as necessary, amendment of the General Plan be accepted as a correct course of action during plan implementation. By all means, the Plan should never be regarded as an inflexible document. The Planning Commission and City Countil have the prerogative of proposing amendments to the Plan. Each proposal should be examined in view of its relationship with the overall community goals. Should it appear that a proposed Plan amendment can effectively assist the City in its growth toward the balanced community objective, the Plan should be amended to accommodate the proposal.

The various plans do not propose the academically perfect or ideal city; instead, they reflect the best possible solutions within the framework of the existing physical conditions and social system, fiscal capabilities and regional growth potentials. The plans are realistic and attainable, and they can be realized without overburdening the City's fiscal structure. Indeed, even by conservative estimates, the recommended investments will be more than justified by the resultant financial returns.

Just as significant as the financial justification are other benefits less easily measured, which will be realized as the plans are implemented. These include the added convenience and safety which will daily benefit every citizen of the community; the satisfaction to the citizens of knowing that all possible steps have been and are being taken to anticipate future problems and to cope with these problems by other than emergency measures; the increased pleasure, pride and civic responsibility which will be inspired in the citizens of a beautiful and vigorous city.

In summary, the following factors comprise a checklist to which those responsible for Plan implementation should refer when interpreting the General Plan or contemplating changes to the Plan:

1. There should be a policy of consistent reference to the Plan to determine conformance of developer and citizen requests with the Plan.

2. There should be a mandatory periodic Plan review at which time amendments and changes may be accommodated.

3. There should be a prevailing attitude that Plan amendment is a correct procedure which manifests the flexibility of the Plan.

4. Amendments should not be regarded as a procedure which may destroy the validity and integrity of the Plan — so long as it reflects the intent of realizing the balanced community concept.

5. There should be consistent vigilance that the Plan reflects the goals and objectives of the community towards which all growth and change should be directed.

6. There should be a constant awareness that there is a great difference between the General Plan and the implementation tools; the implementation tools such as zoning, renewal, and other ordinances are not ends in themselves. The tools should only be used as a means to the end of implementing the Comprehensive General Plan.

COMMUNITY DEVELOPMENT STANDARDS

This section of the report discusses development standards and ordinances which are effective tools in the implementation of the Comprehensive General Plan. The effectiveness of any ordinance, particularly the zoning ordinance, will be directly related to the efforts of the Menasha Planning Commission and the Menasha City Council, who are responsible for ordinance enforcement.

Zoning

"Zoning" is a term applied to locally adopted regulations that prescribe the manner in which all privately-owned land may be used within the jurisdictional limits of the governing body. These regulations are adopted in the zoning ordinance, which consist of two inseparable parts: the text which describes the specific requirements for each of the zones or district; and a map which graphically locates the precise district boundaries.

The concept of zoning as a land-use control device was first conceived as a protective measure in an attempt to reduce the harmful effects of

incompatible land use relationships, such as industry located in a residential neighborhood. The current practice, as reflected by the existing Menasha zoning ordinance indicates the use of zoning as a directive device by which the City can define the location and some physical characteristics of the new growth. While a master plan is not a legally required precondition to valid zoning, increasingly, villages and cities in Wisconsin are using the master plans as a basis for zoning or revisions of existing zoning ordinances.

The Comprehensive General Plan sets forth recommendations for broad long-range development and redevelopment of the City. In contrast, a zoning ordinance is basically a regulatory device which prescribes the manner in which all privately-owned land within the jurisdiction of the City may be developed. Although zoning is the legal procedure which should be used as a staging device for implementing the Comprehensive General Plan, to date, in the City of Menasha, it has not been generally used in that manner (because no master plan has been adopted to date). Thus, there has been some type of strict zoning control over land use, without the benefit of a valid comprehensive general plan to provide the direction which would give growth decision a more rational basis.

Zoning, to become more meaningful, should reflect the land use plan in the following areas: the function, location, and timing of development; preservation of open space; and protection of highways from the choking and unaesthetic effects of abutting land abuses.

Location and Timing of Development

The placing of development and the control of alternative uses of land are necessary from an economic standpoint to insure the wisest use of scarce resources and to protect adequately the health, safety, and general welfare of the community.

As a general rule, the three major groupings of land uses (residential, commercial, and industrial) should be mutually exclusive; i.e., residential uses should not intrude into non-residential areas, etc. This generalization is an excellent rule when development occurs on a lot-by-lot basis. However, when the opportunity for integrated or planned development occurs, the City of Menasha should stand ready with the proper ordinance framework to encourage residential development with integrated commercial facilities, etc. For this reason, it is recommended that the list of permitted uses within any zone be quite short, with Planning Commission review required to determine compatibility for unlisted uses.

The Comprehensive General Plan sets forth a rationale for defining areas in which certain types of urban activity may occur. This same rationale, therefore, should be used for defining the reasoning for developing zoning categories and thus separating uses. The zoning ordinance should then be used to implement the location decisions indicated by the Comprehensive General Plan; however, because zoning is an absolute and precise control, it should not be used to anticipate growth locations beyond a maximum of three to five years. This means that the zoning ordinance, including the zoning map, should stage the rezoning in increments of time to reflect the general objectives of the Plan. The ideal procedure would involve rezoning concurrent with the issuance of building permits. Should non-performance occur, zoning would then revert back to its former classification; thus, the community would never face the problem of over-zoning.

It may be some time before this situation could evolve in Menasha, because of the political problems which could occur if the City attempted to rezone to reflect the actual pattern of land use in existence; however, it is recommended that the City begin to make efforts in rezoning, so that zoning for transitions to new land uses would anticipate actual development (e.g., industrial park area, central area development, and preservation of open space).

Preservation of Open Space

The preservation of open space has become more important in recent years for economic, sociological, and aesthetic reasons. At the local, regional, and State levels, there are active programs underway to plan, acquire, reserve, and improve open space areas either to retain their natural condition or to create an area capable of being used for recreational purposes. The Community Facilities Plan indicates the formulation of passive and active open space areas: connecting parks, school grounds; enlarging existing parks; where necessary, creating open space links between park areas; and providing for the conservation and preservation of the waterfront. The

inability to buy outright all of the land that might be desired should cause greater reliance on zoning and subdivision controls for open space reservation. However, such devices as planned unit development, private covenants, and taxing policies should not be overlooked as allternate means of saving and regulating land for the open-space needs of the future.

Protection of Highways from the Choking and Unaesthetic Effects of Abutting Land Uses

The Circulation Plan indicates provisions for providing new arterials and widening existing arterials to insure a meaningful Circulation Plan for the City. To implement this Plan, it will be necessary to reserve land for future street-widening or for completely new rights-of-way. It will also be important to protect existing highways from interfering land uses or abutting lands. This is particularly applicable to areas where "strip" commercial occurs or where single-family houses have driveways abutting the major highway.

The justification for zoning regulations is largely a safety factor. It becomes unwise to allow development too close to the highway or near key intersections that will congest the highway and impair its traffic-carrying capacity. The zoning controls can provide setbacks of frontage, limited access to abutting parcels, and scenic and other road-site amenities. The control of signing would come under these provisions.

Summary of Zoning as a Community Development Standard

Certain modifications must be made to the existing Menasha zoning ordinance to reflect the intent of the Comprehensive General Plan as the overall guide for development. Any revisions should meet the following criteria:

1. It should be uncomplicated;
2. It should be concise;
3. It should be comprehensive;
4. It should be flexible to accommodate new trends;
5. It should be reasonable;
6. It should be easily administered;
7. It should offer incentives for good development;
8. It should follow the basic intent of the Menasha Comprehensive General Plan.

It is proposed that a section on "Planned Unit Development" be added to the zoning ordinance to allow for well planned developments which conform with the objectives of the Comprehensive General Plan. The purpose of the planned unit developments is to:

1. Create more desirable living and shopping environments;
2. Encourage the development of more imaginative subdivisions and better use of land;
3. Integrate residential areas with the conservation and park-use areas;
4. Permit better site planning of various types of residential, commercial, and industrial development;
5. Provide an incentive of higher density to the developer, in return for the provision of permanent park or open space areas.

Recommended Standards in Support of the Precise Plan for the Central Area

The plan for the Menasha Central Area was developed as a special study of the Comprehensive General Plan and is the result of the detailed study of this Central Area's physical and economic potentials. More than any other portion of the City, the Central Business District demands drastic organization of its structure to adjust to new patterns of commercial activity.

The Plan proposes a central commercial area that, through its vigor, wide range of activities, efficient organization of space, and superior physical character, will completely satisfy the commercial needs of the citizens of Menasha. Also proposed is a viciv nucleus that can become a source of pride to the City, and which, together with the commercial center, will stimulate growth and bolster the City's economy through substantial contribution to its tax base.

The major uses for the Central Area could include:

- Retail stores of all types,
- Office buildings of all types,
- Department store,
- Commercial parking lots,
- Hotel-motel,
- Clubs, lodges, fraternal or religious organizations,
- Educational facilities, including a dancing and/or music studio or academy,
- Commercial services such as blueprinting, photostating, real estate, barber shops, restaurants, and taverns
- Commercial-recreational uses, including a bowling alley, movie theater, drama theater, art gallery,
- Water-oriented facilities, including a boatel, special tourist shops, botaing sales and rental, gift shops,
- Food stores, including grocery, fruit and vegetable stores, supermarket,
- Clothes-cleaning, pickup station or pressing establishment,
- Medical facilities, including doctors' offices, veterinary facilities, clinics, and laboratories,
- Bus and railroad stations,
- Wholesale establishments,
- Banks, financial institutions,
- Civic uses, including post office, library, fire station, police station, City Hall, museum, community center, assembly building.

Definition of Use

There should be some correlation with the existing established commercial pattern. The development should reflect existing buildings that should remain in the Main Street area. A higher productivity of uses is essential to the highly compact central area.

Use of Land Around Buildings

The land disposition controls are related to the overall site plan and urban design prepared for the Comprehensive Plan. The location of specific buildings takes into account the existing buildings to remain, placement of retail, office and hotel, parking and public plazas. Also taken into account are the visual aspects of the interior space to be created by the pedestrian mall system and the location of public off-street parking to roads. The location of buildings is based on the specific requirements of proposed department stores and other major "anchors" which would influence the disposition of the site. Design of a compact center, therefore, will not necessitate any side yards, front yards, or rear yard setbacks in the context of the interrelationship of the various building and space components. Specific areas have been set aside exclusively for pedestrian use. Within these areas there will be a wide range of urban activities open to the public.

Sites for Public Parking

If all portions of the project area are to be developed intensely, the location and size of off-street parking facilities must be developed so as to:

- Minimize the walking distance from parking to adjacent parcels,
- Develop as even a traffic distribution as possible throughout the entire project,
- Create sizes sufficient to minimize construction costs,
- Stage development to keep pace with private construction,
- Locate parking facilities adjacent to access roads to allow direct access to parking sites,

The design treatment of the parking areas is illustrated in the concept plan.

Density, Setback and Height Controls

Marketing influences indicate that all commercial structures should be one-story, with the exception of the proposed department store and hotel. No maximum height limit is required. The minimum height should be related to the degree of activity anticipated for the area. A compact center could support a second floor.

Setbacks are not required where off-street parking and service areas are provided as a public facility, except where future street widening is planned.

Parking Criteria

Based on a parking criteria, 1,600 parking spaces should prove sufficient in the project area until 1975. The location, distribution and number of parking stalls are indicated on the site plan. Parking will be at surface lots, based on traffic capacity of surrounding streets.

The number of stalls was determined on the following basis:

1. Retail: 4 stalls per 1,000 sq. ft. of space
2. Office: 2 stalls per 1,000 sq. ft. of space
3. Hotel: 1 stall per room;
4. Civic Center: 2 stalls per 1,000 sq. ft. of space

Service System

Wherever possible, the use of existing alleys and rights-of-way has been taken into account in the design of the service road system. All deliveries must be made to the rear entrances of both existing and proposed stores, and the rehabilitation of existing buildings must take this into account. Only in exceptional cases, such as pick-ups by armored cars, and provision for fire trucks and special construction equipment, will direct vehicular access be allowed in the pedestrian area.

Pedestrian Area Environment

Detailed design of the pedestrian areas, including the use of specific materials, will be developed during the architectural stage of development plans. The design would utilize a common theme: similar paving materials and repetition of free-standing columns, existing treatment of adjacent buildings, and use of common balconies and ties.

The activity program for the proposed pedestrian area would be based on sponsored, spontaneous, independent, or correlated activities which would provide entertainment, interest, communication, and identification for children, adults, teenagers, and the elderly, who choose to come downtown not only for shopping, but to participate in many different kinds of events.

The pedestrian area could be public or private. If private, it would be controlled by the developer and the adjacent development.

Pedestrian areas can be enclosed or open. Cost must be considered, as well as the benefits derived from air-conditioning and heating for other year-round activities.

The provision of kiosks is important for public and private uses which would add interest to the pedestrian environment, as well as add to the productive use of the valuable space for eating facilities, exhibit space, information booths, portable post offices, key stands, and display booths.

Maintenance of the pedestrian areas would be a function of the City Street and Park Departments. If pedestrian areas were privately owned, leasing and maintenance should be a service provided by the City and charged to the development.

PRIORITY DEVELOPMENT PROGRAM

The most essential requirement for successful implementation of the Menasha Comprehensive General Plan is wide spread and participating support of the planning effort on the part of all elements of the community. The action chart illustrated on the following page indicates the various responsibilities of the public and private sector as well as the steps that must be undertaken to implement the Plan. No matter how well the planning proposals may have conceived or planned they will be of little or no benefit to the community unless they are adopted, financed and vigorously persued.

ACTION CHART	City Council	City Plan. Comm.	Menasha Redev. Authority	Fox Valley Reg. Plan. Comm.	City Depts.	Citizen Groups
1. Review preliminary draft	*	*	*	*	*	
2. Publish Reports	*	*	*	*	*	
3. Public Hearings	*	*	*	*	*	*
4. Adoption	*	*		*		
5. Distribute General Plan to:						
Council		*				
Planning Commission		*				
City Departments		*				
Business Groups		*	*			*
Industrial Groups		*				*
Service Clubs		*				*
Private Organizations		*				*
Citizen's Groups		*				*
General Public		*				*
Schools		*				*
Library		*				*
Newspaper		*				*
6. Display Plan element panels:						
CBD store windows						*
Library, Schools						*
City Hall						*
7. Planning Commission and Redevelopment Authority to meet with groups and explain proposals and obtain support for plan implementation		*	*			
8. Program scheduling of proposed improvements by review of Capital Improvements Program	*	*	*	*	*	*
9. Prepare Capital Budget	*	*			*	
10. Review Comprehensive Plan:						
a) Zoning modification	*	*		*	*	
b) Subdivision changes	*	*				
c) Building Code	*	*				
d) Workable program	*	*	*			
e) Community design policies	*	*	*	*		
f) Special study scheduling:						
1) CBD revitalization	*	*	*	*	*	*
2) Industrial park	*	*		*	*	*
3) Lakefront development	*	*	*	*	*	*
4) Annexation	*	*		*	*	

Responsibilities

The key to implementing the comprehensive plan is cooperation. This effort involves the City Council, City Planning Commission, the Menasha Redevelopment Authorities, the Fox Valley Regional Planning Commission, other City Departments and other Citizen groups. The plans have been formulated in close cooperation with the City Council, with the Menasha Redevelopment Authority, with various citizen participation; and they therefore already reflect the desires of the community.

Nevertheless, it will be the first and most important step of the implementation process. To fully understand the concrete benefits which will result to the City, to express the endorsement of the plans by the City and by the Redevelopment Authority and other agencies responsible for its implementation does create the solid public support which will be finalized by the official adoption of the Plan. The responsibilities for these planning tasks can generally be defined as follows: City Council, City Planning Commission, Menasha Redevelopment Authority, Fox Valley Regional Planning Commission, City Departments, and Citizen groups.

City Council

The role of the City Council in implementing the General Plan is the vital legislative action necessary for plan execution. The City Council will adopt policies involving public investments for the implementation of all of the elements of the Plan based on a capital improvements program. The existing zoning ordinance should be revised periodically and modified to reflect the concept of the plans. The capital improvements program should be initiated by scheduling improvements by year of priority. For the first five years the capital improvements program should be budgeted and included in a six-year capital budget. The various codes including the housing code, workable programs and other ordinances should be adopted to strength the ability to implement elements of the Plan.

The City Council should work closely with the Menasha Redevelopment Authority in implementing the Central Core Development. This project reflects the most important undertaking in the City Development Program.

City Planning Commission

The City Planning Commission, which has recently been reactivated, has perhaps the greatest responsibility in the Plan effectuation. The task ahead will require that the Commission receive considerable help from various City Departments and the Menasha Redevelopment Authority and other Citizen groups as well as from the Director of Redevelopment. Following is a partial list of possible City Planning tasks in action

- Continued day-by-day plan administration reviewing proposed developments from conformance to regulation ordinances and the Comprehensive Plan.
- Assist the City Council in the preparation of program schedules and budget
- Review the General Plan elements with general public and citizen advisory groups for implementing the Plan
- Advise the City Council when it feel special detail planning studies are needed
- Redraft existing ordinances and regulations recommending changes where necessary to carry out the objectives of the plan including such things as zoning subdivision regulations, codes and ordinances.
- Periodically review the objectives of the Comprehensive General Plan in regard to new and changing conditions in the City
- Recommend amendments to the Comprehensive General Plan when necessary.
- Use the Comprehensive General Plan as a guide for each application for land use change or development.

Refer to the affect that the development has on the goals of the Plan for the entire City.

Menasha Redevelopment Authority

Menasha Redevelopment Authority has the greatest responsibility for implementing the Central Area Core Redevelopment Project, providing the guide to the City for all subsequent renewal including the use of State and Federal funds. The Redevelopment Authority can accomplish the following:

- Assist in informing the people of Menasha about the downtown core area program.
- Provide liaison between development planning and public policy.
- Inform the City Council and Planning Commission of needed public improvements in the way of highway changes, utility improvements, parking programs and other public facilities in so far as they would affect urban renewal
- Provide support for the Comprehensive Plan and work with the City Council and Planning Commission in determining policies and measures for carrying them out,
- Assist in providing information for the preparation of a capital improvements budget in so far as it would reflect the Central Area Core Redevelopment project
- Encourage the use of private development in implementing the downtown core activities.

Fox Valley Regional Planning Commission

In the absence of a local City Planning Department and Director, the Fox Valley Regional Planning Commission can offer valuable service to the City of Menasha providing continuing professional planning and consultation. Much as the City of Menasha is part of the Fox Valley Regional Council of Government the relationship of Menasha to overall regional development should be constantly reviewed in terms of the community's potential and cooperation. The Commission can form the liaison with other City departments formulating policies for community development and growth.

City Departments

The interplay between City Departments, the Planning Commission, and City Council is vastly important is effective implementation of a plan is to be carried out. Location of new schools and the construction of new roads must be coordinated in order that an efficient and meaningful phasing of activities can be planned.

Citizen Groups

If given an active participating role, Citizens Groups can perform an important function in planning and implementation. They can:

- Assist in informing the people of the City about the Comprehensive General Plan, and the purpose and need for continuing long-range planning
- Relate thinking and desires of the public to the Planning Commission and City Countil
- Perform direct services in nature of surveys, opinion poles, and even carrying out community action projects
- Support and vote on issues for public improvements as proposed by the General Plan.

Priorities

In order to carry out the continuous task of plan implementation as well as assist in forging a necessary unity of support, the first priority must be an understanding of the elements of the plan and plan objectives by the entire community. Implementation will require the closest agreement of team work between public and private bodies within the city as well as the Fox Valley Plan Commission, State and Federal agencies.

As a first priority, the City should program a public relations project which will provide the entire City knowledge of the Comprehensive General Plan proposals. In addition to the public hearing, the summary report should be distributed to various City organizations and City Departments and so on as outlined in the action chart. The drawings and brochures should be displayed in various business offices, the library, schools and city hall. The newspaper and radio should play an important part in explaining portions or elements of the Plan.

Consideration should also be given to establishing a part or full time planning director to carry out a continuing program of long-range planning for the City and to coordinate the activities of the various city departments as well as the Fox Valley Planning Commission, Menasha Redevelopment Authority and State wide developments. As the City moves ahead with its plans, it may also be advantageous if the planning commission meet regularly to devote its time to the many detailed planning problems that Menasha will face as it moves toward revitalization.

It is strongly recommended that periodic review and if necessary amendment to the Comprehensive General Plan be accepted as a correct course of action during plan implementation. The Plan should never be regarded as an inflexible document.

Each proposal by private development or public development should be examined in view of its relationship with overall community goals. Should it appear that a proposed plan amendment can affectively assist the City in its growth towards a balanced community objective, the Comprehensive Plan should be amended to accommodate the proposal.

CAPITAL IMPROVEMENTS PROGRAM — CITY OF MENASHA

No matter how well conceived, a plan is of little value if it cannot be implemented or if its implementation would impose undue hardship upon the residential, commercial, or industrial sectors of the community deriving from the increase of property taxes to an unbearable degree. The financial aspects of implementation have been uppermost in the minds of the Consultants and they have been evaluated concurrently with the development of the physical plans. This section of the report deals with the capital improvements required for plan implementation during the period 1969-1974; their respective costs; the methods available for financing them; and for the Central Area Improvements in particular, the returns that can be expected as a result of such implementation.

Required Capital Improvements, 1969—1974

In the report entitled "Menasha Comprehensive General Plan — March, 1969", it was indicated that during the period of 1969-1974 a total of $8,945,900 of capital improvements would require funding. Of the total, $4,167,900 would be required for improvements related to the redevelopment of the Central Area and the development of the Civic Center; and remaining $4,778,000 would be required for facilities outside the Central Area and Civic Center. Table 1, which follows, presents the details of the required improvements and their estimated costs.

Financing Methods

There are many methods now available and methods which might become available to finance the capital improvements referred to in Table 1. Certain methods depend upon the taxing power of the City; some depend upon revenue from facilities to be constructed; some depend upon the properties benefited by the facilities to be constructed; and some depend upon state and federal grants and loans. The specific method to be utilized by the City for any specific improvement will depend upon the economic and financial conditions in existence at the time when the question of financing that improvement becomes urgent.

As an indication of the many possible methods available for financing capital improvements, there follows a description of the more usual types of financing methods used by communities across the country.

A. **Pay-as-you-go:** This method depends upon developing a surplus of revenues over ordinary annual wage and salary and maintenance and operating costs. Since these costs normally devour revenues only minor amounts of captial outlays are financed through this means. Sizeable improvements which require hundreds of thousands of dollars are rarely financed on this basis. They are usually financed through the sale of General Obligation Bonds.

B. **General Obligation Bonds:** The financing of facilities whose cost is substantial e.g., school buildings, civic center buildings, etc. and whose construction meets the needs of large areas of a community is usually accomplished through the sale of General Obligation Bonds. The debt service of these bonds, i.e., repayment of bond principal and interest, is usually secured by the taxing power of the community. Because the taxing power of the community is pledged to bond repayment, interest rates on such issue are usually the lowest of any type of bond floated by a community. In addition, bonds are issued for long-term periord — usually 20 years. Finally, community approval by a simple majority vote is required.

In order to insure that a community does not plunge too deeply into debt, the community is usually limited by state law with respect to indebtedness. Thus, Menasha has a prescribed debt limit for general municipal purposes equal to 5% of the State's equalized assessment of city property; and a limit of 10% for school purposes including areas outside the City limits but within school district boundaries.

TABLE 1

REQUIRED CAPITAL IMPROVEMENTS IN THE CITY OF MENASHA – 1969-1974

	Improvement	Location	Estimated Cost
A.	**Central Area and Civic Center Improvements**		
1.	Fire–Police Station	Civic Center	$ 368,000
2.	Public Parking	Central Area	1,798,100
3.	New Right-of-way for streets (per plan)	Central Area	107,800
4.	Pedestrian Area	Central Area	1,894,000
	Sub-total, Central Area & Civic Center		$ 4,167,900
B.	**Non-Central Area Improvements**		
1.	Expansion of Menasha High School	7th Street, Milwaukee	$ 2,700,000
2.	New Junior High School	Midway	1,800,000
3.	New Neighborhood Park	Tayco & Hick Street	100,000
4.	Storm Sewer	N.E. Sector	178,000
	Sub-total, Non-Central Area Improvements		$ 4,778,000
C.	**Grand Total**		**$ 8,945,000**

As of January 1, 1969, the following obtained with respect to City indebtedness and remaining debt margin:

State Equalized Assessment for Municipal Purposes:	$125,940,100
State Equalized Assessment for School Purposes:	$161,000,500

		Municipal Purposes	Education Purposes
1.	Debt Limit	$6,297,005	$16,100,050
2.	Less Bonded Debt and Land contracts and notes	−2,402,784	−2,207,161
3.	Remaining Debt Margin	$3,894,221	$13,892,889

C. **Revenue Bonds:** Such bonds are generally used to finance self-liquidating facilities, i.e., where captial and operating costs are liquidated through user fees charged for the use of the facility or the products of the facility. The taxing power of the community is not pledged to secure either bond interest or principal repayment. Bond purchasers look only to user revenues for security. Revenue bonds are usually issued at higher interest rates than general obligation bonds since risks are higher. Parking facilities, water facilities, and electric power facilities are illustrations of improvements usually financed through the sale of revenue bonds. Revenue bonds usually do not require voter approval nor are they limited by assessed valuation. Menasha Water and Electric Utilities has frequently used this method of financing required facilities.

D. **Special Assessment District Bonds:** Special Assessment Districts can be formed by the City for the purpose of providing needed public improvements which may benefit a limited segment of the City. The district issues bonds to finance a needed improvement. An improvement can be revenue-producing as in the case of a parking district or non-revenue-producing as in the case of a mall district. In a revenue-producing district the repayment of the principal and the interest could be paid out of user charges. In a non-revenue-producing district the repayment would be made from a special assessment against the benefited property owners. Menasha is currently using assessment bonds to finance street improvements.

E. **Leaseback:** Leaseback is a method whereby a private developer may be selected by the City to construct a facility for City use. The City enters into a long-term lease with the developer at a rental rate determined by the cost required to amortize the developer's costs and return a fair profit to him. One advantage of this method is that it does not tie up large amounts of the City's money. As additional advantage is that it is a method of obtaining improvements when the debt limit for general obligation bond financing is reached. Furthermore, approval by the electorate is not required.

   Ofttimes the City may create a non-profit civic corporation to float revenue bonds for the construction of required facilities. Bond debt service and operating costs are secured by a lease with the City at a rate high enough to cover such charges. After repayment of bond principal the facility becomes the property of the City.

   During the past two decades this method of providing public facilities has gained in acceptance and is becoming widely used. These methods of financing are not now legally available to Menasha.

F. **Redevelopment Authority Bonds:** Under existing Wisconsin State Law the Redevelopment Authority of a community can sell bonds whose proceeds could be used to finance the purchase of property and the construction of public improvements required as part of the redevelopment project. The bonds may be secured by the sale or the lease of land or structures in the project to private or public bodies or through outright grants made by the City. In fact the Redevelopment Authority may act as the non-profit civic corporation described above and its bonds could be secured by lease payments made by the City. Lastly, Redevelopment Authority bonds are not legally City bonds and do fall within debt limitation features of City bonds.

G. **Tax Increment Bonds:** Ofttimes, in a redevelopment project, a City's capital improvements are financed through the sale of bonds whose debt service is secured by property tax revenues arising from redevelopment which are in excess of the revenues in existence at the time redevelopment begins. Similarly, such bonds can also be financed by excess sales tax revenues in the project area. These methods of financing, however, are not now available for use in Wisconsin.

H. **Miscellaneous Financing Methods:** In addition to the methods indicated above, there are many sources of funds available through federal and state grants and loans. The City of Menasha has already made use of these programs in funding library, storm sewer and other facilities.

Financing the Non-Central Area Capital Improvements

As indicated earlier, on January 1, 1969, the debt margin for general obligation bonds for general municipal purposes was approximately $3,900,000; for education purposes $13,900,000.

In August of this year, the City sold $3,000,000 of general obligation bonds. A total of $2,700,000 were sold for school purposes and the remaining $300,000 for storm sewer purposes. Terms of the bond issue were 15 years at an interest rate of 5.6%

The proceeds of the bonds will be used for the expansion of the Menasha High School, the construction of a new junior high school and for storm sewer purposes within the City. These funds will therefore cover three of the four Non-Central Area Capital Improvements indicated in Table 1. A revision of previously estimated costs for the facilities reduced the total amount of the required bond issue. The fourth and last facility in the Non-Central Area Group,i.e. the new neighborhood park, will be financed through funds raised from the sale of a local field. Thus, by the end of 1969, or early 1970, all Non-Central Area Facilities will have been funded. There will at that time be approximately $3,600,000 of debt margin available for additional municipal purposes and $11,200,000 available for educational purposes.

Finally, anticipated increases in assessed valuations will have the effect of continually increasing the debt limit available for bonding. City assessed valuations for tax purposes are rising steadily as indicated by the data presented below.

Year	Assessed Valuation
1950	$31,002,000
1955	37,457,000
1960	43,343,000
1965	48,620,000
1966	49,905,000
1967	50,771,000
1968	59,350,000
1968	60,743,000

The recent assumption of the additional $3 million of bonded debt should affect current tax rates for educational and City purposes. Tax rates should be increased by approximately $3.50 per thousand dollars of assessed valuation in 1970 in order to cover required debt services for the new bond issue. Following is a comparison of debt service requirements prior to and after the sale of the recent $3 million bond issue.

Financing the Central Area-Civic Center Capital Improvements

The financing of the Central Area and Civic Center improvements in the amount of $4,167,900 should not present insurmountable difficulties. It should be remembered that these elements constitute part of the plan for the redevelopment of the Central Business District.

Public parking facilities in the amount of $1,798,100 could be financed through the sale of revenue bonds. It is estimated that a 9¢ per hour parking charge would repay capital and operating costs required to provide such parking. Such a charge would be acceptable to the buying public.

Year Ending December 31	Debt Service Requirements of Outstanding Debt for Municipal Purposes		Educational Purposes	
	Before	After	Before	After
1969	$289	$289	$223	$223
1970	283	304	218	409
1971	277	299	213	409
1972	271	297	208	445
1973	289	320	188	463
1974	282	312	184	451
1975	299	328	179	438
1976	316	344	175	426
1977	267	299	170	456
1978	299	330	165	441
1979	314	344	161	427
1980	304	333	130	387
1981	146	178	127	418
1982	72	108	123	445
1983	74	108	79	387
1984	77	110	76	368
1985	35	66	74	351
1986	34	34	71	71
1987	33	33	69	69

The remaining three improvements, i.e., fire-police station, new ROW for streets and pedestrian area are estimated to cost $2,369,800. These facilities could be financed through City general obligation bonds, through assessments on benefited property, through City lease arrangements with the Redevelopment Authority or through any combination of these methods. It should be noted that the total of $2,369,800 is well within the existing debt margin limit for general municipal purposes of $3,600,000.

Assuming for a moment that all costs were financed through City general obligation bonds issued for a term of 15 years at 5.5%, (factor .099625) and that all increases in tax revenues in the project area could be pledges to bond debt service, the following would obtain.

1. Annual debt service requirement = $236,000.
2. Net increase in City property tax revenues resulting from project implementation during this period i.e., commercial-residential complex only: $9,000,000 net increase in property market value x 47.125% local assessment = $4,251,000 assessed value x $56.60 per thousand tax rate = $240,000 per annum.

Thus, the increase in annual tax revenues would go a long way towards financing these improvements.

Furthermore, it is estimated that the effectuation of the Central Area project would yield a net increase of $360,000 per annum over current sales tax revenues. The return to the City of any portion of this net increase or any portion of current revenues by the State would help cover debt service charges. It is the Consultant's understanding that the State may consider the refunding of sales tax revenues to local government.

These improvements could also be financed through the sale of bonds by the Redevelopment Authority whose debt service would be secured by City lease payments. The major advantage in taking this route is to avoid using up debt margins available for general obligation bonds. An additional advantage is the avoidance of the need to obtain electorate approval.

Finally, the assessment method of financing could also be used to finance certain improvements. The street ROW and pedestrian area costs in the amount of $2,001,800 could be financed through an assessment against benefited property. If benefited property only were to carry the financing burden, it is estimated that an assessment of 31¢ per square foot of benefited building are would be required to cover annual debt service and maintenance costs; a sum which does not appear to be unduly burdensome.

The methods for financing the Central Area—Civic Center capital improvements discussed above will be selected on the basis of the financial facts and conditions existing at the time such financing is necessary. At this writing it appears to the Consultants that all improvements considered in Table 1 will be capable of being financed during the designated period 1969-1974.

Since the Central Area—Civic Center capital improvements are a major part of a 10-year period of downtown development the following information is presented to round out the entire picture of downtown development and to furnish detailed substantiation of the data used hitherto.

The Central Area (CBD) improvements constitute the majority of the Capital Improvements Program for the next six years based on priority of need. For the purposes of this analysis, the Central Business District improvement program is divided into three major "complexes" as follows:

1. **Commercial-Residential Complex:**

   This complex is situated south of Broad Street, between Tayco and Racine and north of the U. S. Canal;

2. **Office Complex:**

   This complex is situated between First and Broad Streets. Milwaukee and Racine;

3. **Civic Center Complex:**

   This complex is bounded by First and Third Streets, and Milwaukee and Racine.

Table 2 represents the ultimate Central Business District Capital Improvements Program (10 years). The improvements include public parking, new streets, new pedestrian areas, and private development such as major retail, hotel, office, and residential facilities. The proposed fire-police station would be located in the Civic Center Complex.

Highlights of the analysis are as follows:

1. The long-range total project cost (land and improvement) for the three complexes is estimated at about $19 million (Table 2). Of this slightly more than three-fourths is within the defined Commercial Residential Complex. Total private and public development for all three complexes is estimated at about $13 million, and $6 million respectively.
2. The public involvement in the Commercial-Residential Complex would require about $3.4 million in public funds.
3. The $3.4 million would include the approximate cost of pedestrian areas ($1.9 million), parking ($1.8 million), and streets and alleys ($108,000) (Table 3). The estimated cost of pedestrian walkways includes over $650,000 for air conditioning and other internal improvements.

   As indicated earlier, a significant portion of the public commitment can be offset by revenues generated. For example, it was estimated that an hourly parking charge of approximately $.09 would offset all capital and operating costs for public parking (Table 4). In addition, an assessment for pedestrian walkway capital improvements and operating costs would amount to $.31 per square foot of building area benefited (Table 5).
4. The economic impact of the Commercial-Residential Complex would create an increase in the retail sales tax and property tax yield of over $800,000 per year at current rates (see Table 6). Other benefits, just as substantial but more difficult to measure, include increased value of surrounding property, termination of further decline in tax base and a subsequent loss in tax revenues.

TABLE 2

ULTIMATE CAPITAL IMPROVEMENTS AND
POSSIBLE COST DISTRIBUTION – MENASHA CBD

	10 Years – 1969-1979			
	Total Project Area Development[a]			
	Commercial-Residential Complex	Office Complex	Civic Center Complex	Total
Private				
Retail	$ 2,880,000		$	$ 2,880,000
Hotel	5,387,000			5,387,000
Residential	3,804,000			3,804,000
Office	———	$ 795,000	———	795,000
Total Private	$12,071,000	$ 795,000		$12,866,000
Public				
Civic Center	—	—	1,871,000	1,871,000
Pedestrian Walkway	1,894,000[b]	30,000[c]	336,000[d]	2,260,000
Parking	1,798,000	230,420	445,150	2,473,570
Streets & Alleys	107,800	51,000	96,000	254,800
Less:Credit	(423,300)	—	(258,000)	(681,300)
Total Public	$ 3,376,600	311,420	$ 2,430,150	$ 6,178,070
Total Private and Public	$15,477,600	$1,106,420	$ 2,490,150	$19,044,170

[a]Excludes cost of utilities
[b]Includes $656,000 for pedestrian enclosures
[c]Includes $30,000 for pedestrian enclosures
[d]Includes $48,000 for pedestrian enclosures

Source: Gruen Associates
Development Research Associates

TABLE 3

COMMERCIAL–RESIDENTIAL COMPLEX (Broad Street South)

POSSIBLE COST DISTRIBUTION – MENASHA CBD

	Land	Improvements	Total
Private			
Retail	$ 390,000	$ 249,000	$ 2,880,000
Hotel	495,000	4,892,000	5,387,000
Residential	564,000	324,000	3,804,000
Total Private	$1,449,000	$10,622,000	$12,071,000
Public			
Pedestrian Walkway	354,000	1,540,000[a]	1,894,000
Parking	1,488,000	310,100	1,798,100
Streets & Alleys	47,000[b]	60,800[c]	107,800
Less: Credit	---	(423,300)	(423,300)[d]
Total Public	$1,889,000	$ 1,487,600	$ 3,376.600
Total Private and Public	$3,338,000	$12,109,600	$15,447,600

[a]Includes $656,000 for pedestrian enclosures
[b]Landscaping cost
[c]New Street construction cost
[d]Credit to City for existing land area

Source: Gruen Associates
Development Research Associates

TABLE 4

PARKING AREA COST RECOVERY ANALYSIS

MENASHA – CBD

	Commercial-Residential Complex
Total Development Cost[a]	$ 1,798,100.00
Annual Required Return on Investment @ 6.5%	116,880.00
Operating Cost @ $30/Space[b]	37,980.00
Total Cost Per Year	$ 154,860.00
Return Required/Space/Year	$ 122.32
Return Required/Space/Month	$ 10.19
Return Required/Space/Hour[c]	$ .09
Approximate Building Area Served (Hotel, Retail and Existing Retail to remain)	500,000 square feet
Cost/Square Foot Area Benefit/Year	$.31 per square feet

[a]Excludes possible application of City land credit of $423,300; all or part of which would reduce total investment required.

[b]Estimated 1,266 spaces at about 3 spaces per 1,000 square foot

[c]At 1,300 hours/year usage.

Source: Gruen Associates
Development Research Associates

TABLE 5

PEDESTRIAN WALKWAY AREA COST RECOVERY ANALYSIS

Commercial-Residential Complex

MENASHA – CBD

	Pedestrian Walkway[a]	Retail Enclosure[b]	2nd Floor Walkway	Total
Development Cost				
Land	$ 354,000	$ ––	$ ––	$ 354,000
Construction	888,000	597,000	55,000	1,540,000
	$1,242,000	$597,000	$55,000	$1,894,000
Annual Return Required				
Debt Service @ 6.5%	$ 80,700	$ 38,000	$ 3,600	$ 123,100
Operating Cost @ $.60/sq. ft.	––	26,700[c]	3,000[d]	29,700
Total	$ 80,700	$ 65,500	$ 6,600	$ 152,800
Cost per square foot of building area served –				
Assuming 500,000 sq. ft. with equal benefit	$.161	$.131	$.013	$.306
Assuming retail area benefit only from retail enclosures:				
165,000 retail sq. ft.	$.161	$.397	$.013	$.571
335,000 other sq. ft.	.161	–	.013	.174

[a]Assuming that no retail enclosures constructed and that retail pedestrian area construction costs are $6/sq. ft. for 26,500 sq. ft.
[b]Cost increment resulting from retail enclosure. Excludes $6/sq. ft. construction cost in footnote a.
[c]44,500 sq. ft. two-level enclosure
[d]5,000 sq. ft. second-story level tube

Source: Development Research Associates

TABLE 6

POSSIBLE MEASURABLE IMPACT OF PROJECT DEVELOPMENT

Commercial–Residential Complex

MENASHA – CBD

Retail Sales Increase[a]	$12,000,000
Tax Base Expansion[b]	
Market Value	9,000,000
46% Assessed Value	4,140,000
Annual Benefits	
Sales Tax @ 3%	360,000
Retail Profits @ 2%	240,000
Property Tax @ $54.00 per $1000 Assessed Value	225,000
	$ 825,000

[a]At $.60/sq. ft. x 200,000 sq. ft. retail

[b]Estimated $10.6 million new investment less approximately $1.6 million in land value for public (non-taxable) use.

Source: Development Research Associates

URBAN RENEWAL AND CAPITAL IMPROVEMENT PROJECTS

Urban Renewal is the program used by cities to prevent or eliminate slums and blight and the factors that create those conditions. The program is applicable to both residential and non-residential areas. Urban Renewal is a long-range effort to achieve better communities through planned redevelopment of deteriorated and deteriorating areas by means of a partnership among local government, private enterprise, State government, Federal government, and community citizens at large.

Since areas requiring renewal are usually extensive in acreage and contain a multipolicy of private ownerships of property – a fact which normally makes it impossible for a developer to acquire all required properties for redevelopment of the area on a private basis – the State and Federal governments become partners in this venture through their powers of eminent domain.

The Federal Governemnt is more heavily involved than State government since it also helps to finance the net cost of any project through outright grants of two-thirds to three-quarters of this cost, depending upon the size of the community's population. The local community participates by financing the balance of the net cost. The net cost of any project may be schematically defined as the difference between project cost, i.e., cost of acquisition and demolition of existing properties in a project area as well as preparation of land for sale, and the revenues from the sale of project land to a redeveloper.

Federal financial assistance is important in practically all urban renewal projects for the following two reasons:

1. Project costs usually exceed project revenues, and

2. Local governments cannot absorb total net project cost.

The major difference between urban renewal projects and ordinary capital improvement projects is that in urban renewal eminent domain is used to buy up privately held properties for resale to private developers who redevelop the area for private use. This is not so in capital improvement projects. In this case, eminent domain may be used with purchase properties redeveloped for public use, e.g., highways, school sites, civic center, etc. Federal loans and grants may be involved, however, in both urban renewal and ordinary capital improvement projects.

Many people, in both the general public and the official body of local communities, have the mistaken impression that local renewal and redevelopment programs are initiated and run from Washington. Actually, Urban Renewal is primarily a local program. It is a concerted effort by a community, through its public and private resources, to prevent and correct urban blight and decay and to set in motion long-range planned redevelopment. While the Federal Government does contribute the bulk of required funds and provides overall policy guidelines, the local community is responsible for *initiating, planning, and carrying out the project, and for making the basic decisions.*

Elements of deterioration are inherent in the natural growth of both our urban and rural areas. Our society has come to accept what some economists have called "built-in obsolescence" – the discarding of last year's model for this year's new and improved one. However, when it comes to our cities, the high degree of capital investment, both public and private, prevents us from exercising this luxury of trading in on a new model. ..

In time, the older developed areas of our cities begin to show signs of their age. They often fall into a state of disrepair, become more congested and intensified in their use, require modernization or conversion of use, etc. Homes and business structures which may have served their users well for many decades become obsolete, with the need for extensive repairs and remodeling. Public facilities geared to an earlier era also become outmoded, but the capital investment in such facilities often dictates that they be repaired rather than replaced. Deterioration reduced the assessed values of properties and, consequently, results in declining tax revenues at a time when the demand for public services is continually increasing. The intangible qualities which make a city or a town the gathering place for people and activities are also affected by the decay and deterioration that come with age.

Frequently, private investors, recognizing the value of certain areas of our cities, will initiate steps to check and remedy many of these problems. In actuality, private renewal takes place every time an existing structure is removed to make way for new investments such as a new building or a new use of the land. Since private renewal of this type is generated by free market pressures and a profit motive, not at all deteriorating areas receive this private redevelopment. New growth and investment opportunities gravitate to those areas of the city containing the greatest economic opportunities and the more desirable living conditions. As a result, the rate of new investment

in older sections is further reduced, and the traditional process of growth, decay, and recuperation is further disrupted. A build-up of relatively uncontrolled blight can perpetuate long-term social and economic disadvantages and reduce the vitality and livability of communities. In such circumstances only urban renewal involving the power of eminent domain and financial help can be effective.

Problems in Menasha

Problems of blight and decay have long been associated with our larger cities. However, it is obvious to anyone who has traveled around the countryside that these problems are not restricted to our large urban centers. Menasha, like many other small communities and rural areas across the nation, faces problems of decay and inefficiencies, especially in the Central Area.

As noted previously, new commercial developments are not taking place in the historic downtown district. Instead, they are being built along the highways near the outlying areas where the majority of the new housing units are being constructed. Early in this planning study, the leaders of Menasha took steps to solve the problem by initiating a series of renewal steps to revitalize the downtown area.

The special study on the Central Business District indicates that segment of the City where new investments are not taking place and where varying degrees of decay and deterioration exist. The conclusions were based on survey findings made during the course of this study. In this area, programs of reconstruction, landscaping, repainting, structural repairs, and certain clearance activities should be expected. The City has elected to undertake renewal through a Non-Federal program, using a single developer for private-public collaboration. Since renewal and redevelopment are taking place without governmental assistance, frequently asked questions are why a Federally-sponsored urban renewal and redevelopment program is necessary and why the problem of revitalizing our communities cannot be left to the private sector. The answers lie in the magnitude of the problem. The private investor-developer can only be expected to undertake those projects in which he can anticipate a reasonable return. In undertaking his renewal and redevevopment activities on a site-by-site basis be cannot be expected to provide a comprehensive approach which will reflect the total interests of the community. Government has been invested with the power of eminent domain. By exercising these powers in conjunciton with an overall plan for purchase, improvement, and reuse, the greater neighborhood and community-wide problems of blight and deterioration can be attacked on the broader scale necessary to achieve an effective solution.

At this time, it appears that private renewal is feasible in Menasha; a rare event indeed. Menasha may yet become a model for other communities in similar circumstances. But, for the overwhelming number of communities across the nation, however, only Federal assistance will enable affected areas to be renewed.

CAPITAL IMPROVEMENT PROGRAM PROCEDURES

There is currently no formal method for initiating a capital improvement program in Menasha. Improvements including their respective costs, are prepared by Department Heads in the City Administration and discussed within the Administration prior to the preparation of the annual budgets. Priorities, funding capabilities etc. are discussed and a selection made of those improvements whose urgency is greatest and whose funding can be realized.

While this method of procedure has been used hitherto, it is suggested that the time has come to introduce a more formal method of initiating capital improvements and of insuring their completion. This more formal method is particularly vital since it would include the improvements required in the Central Area Redevelopment Project. The Comprehensive General Plan provides the basis for such a method of procedure in that it indicates improvement needs over a short term period.

The method should begin with a listing of all improvements required over the next 20 years; their respective costs; the years in which they would be required; the methods envisioned for financing them; the sources and amounts of annual revenues required to cover maintenance and debt service charges; and their effects on tax rated and bonded debt margins.

This listing should be reviewed and amended periodically, depending upon the conditions of any specific year in time. It will then become a master check list of required improvements ranked by priority in time. It will also constitute a document by which to measure the degree of success or lack of success in achieving their realization. Lastly, it would always act as a goal that the citizens of Menasha could work toward — the kind of community Menasha could become if all improvements were to be realized.

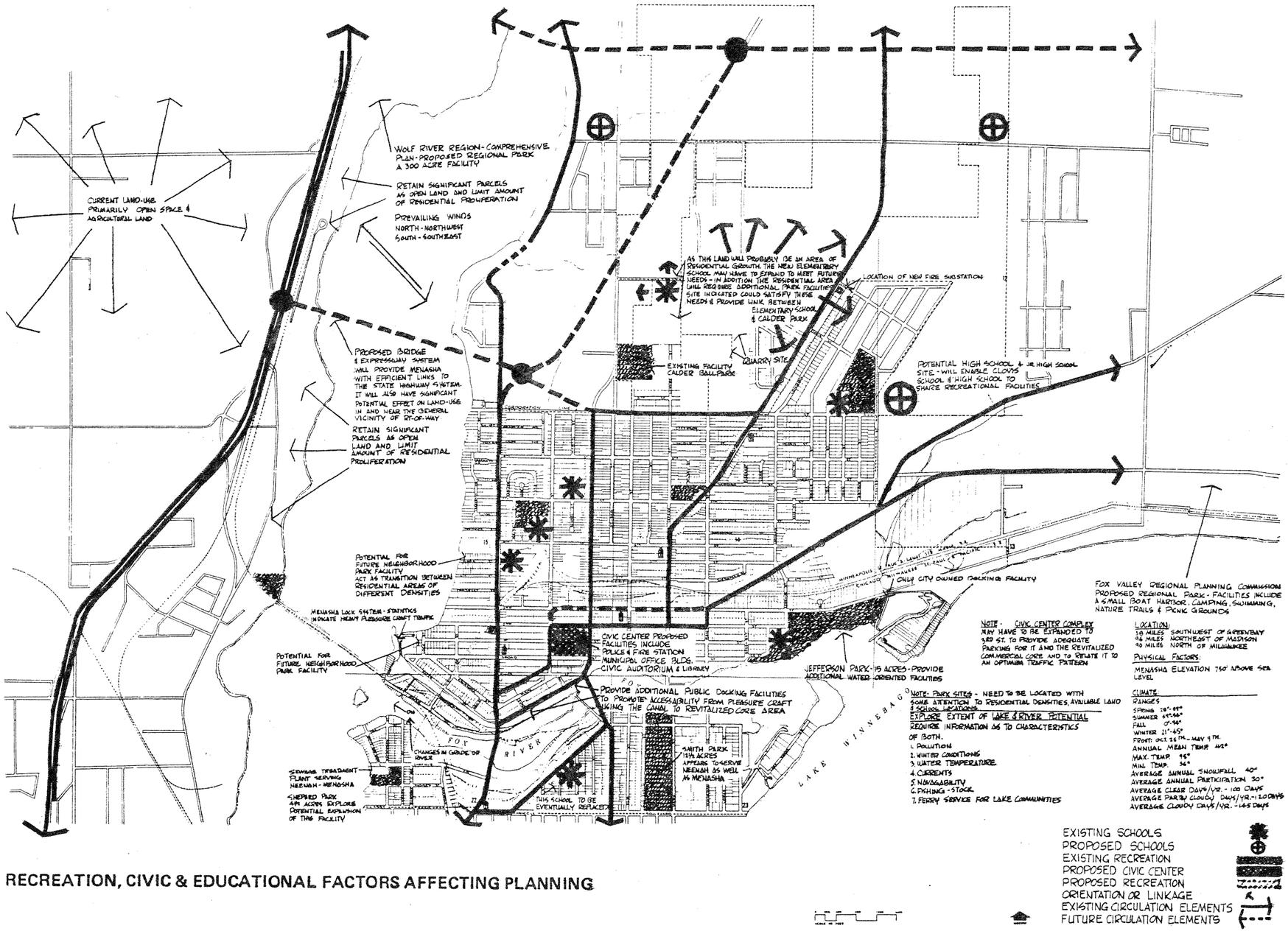
PRIVATE AND PUBLIC SECTOR RESPONSIBILITIES IN PLAN IMPLE — MENTATION

The implementation of plan proposals will require the most intimate cooperation between the private and the public sector if the plan is to be successfully realized. This holds true particularly for the Central Area Redevelopment Project.

The private sector is oriented towards the investment of capital with the expectation of a profit return on that capital as well as its ultimate recapture. It is, therefore, preoccupied with knowledge of markets, operating costs, capital costs, and rates and levels of profit. The public sector is oriented toward the effects of private investment on the community, the financial burden on the community of providing required social capital investments for private investment as well as for public needs, and the annual costs and the annual benefits deriving from private investments. Between the two sectors there is a partnership arrangement containing both agreements and disagreements with final resolution of problems made on a mutually satisfactory basis.

The previous discussions of methods of implementing capital improvements indicates the many ways that can be used to finance improvements. From the point of view of the public sector these ways include general obligation bond financing, revenue bond financing, assessment district financing, tax increment bond financing, federal and state grants and loans, etc. For the private sector, financing will reflect capital investment in land, buildings, equipment, labor and inventories. Such financing may be provided through privately owned capital, investment loans usually obtained from insurance and banking institutions, equity capital derived from sale of corporate stock, etc. The private sector would burden itself with assessment bonds, increased property taxes, etc. as long as it feels that it will be able to pay its debts and realize a desired rate and level of profit on its equity capital.

The Menasha Central Area Redevelopment Project indicates the partnership nature of the private and public sectors. Here, Redevelopment Authority Bonds, Parking Authority Bonds or General Obligation Bonds which are public in nature and Assessment District Bonds which are levied against benefited private property owners may join together to produce a revitalized Central Area. It should be noted again that this Urban Renewal Project is unique in that private enterprise will redevelop an area without public financial assistance from the Federal government. If private enterprise were responsible for shouldering all capital costs in the project it could not afford to undertake renewal on its own. With the help of the City which will help finance certain elements of the project, the entire project could be implemented and the results of project implementation rebound to the benefit of both the City as well as the redeveloper. Menasha should make certain of the fact that the best working relationship is maintained between itself and the private sector of the community.



RECREATION, CIVIC & EDUCATIONAL FACTORS AFFECTING PLANNING

Community Center

A community center is proposed in the civic center complex. The center will house an auditorium, exhibit space, museum, and possibly, art gallery and small music theater, in about 35,000 square feet based on 1.4 square feet per capita.

Fire Station

The municipal fire station at 124 Main Street, currently provides fire protection for the entire City. Built in 1885, its condition is poor, space is inadequate for current use.

The National Board of Fire Underwriters rates Menasha as a sixth-class city. (When a city reaches fourth-class rank, insurance rates are lowered.) Ratings are based on factors such as fire protection service capability, building regulations, fire alarm system, water supply system, highway and traffic environment. Included in specific recommendations established by the N.B.F.U. for fire protection in the Menasha urban areas are:

1. The main municipal fire station (engine, hose, or ladder company) must be lcoated within:
   a. .75 mile of high-value urban districts (i.e. businesses, industries, or institutions);
   b. 1.5 miles of residential areas;
   c. 3 miles of all nonfarm development.
2. An engine company is required within:
   a. .75 miles of high-value districts;
   b. 1.5 miles of built-up residential areas.
3. A ladder company must be stationed within:
   a. 1 mile of high-value districts;
   b. 2 miles of residential developments.

In an effort to improve its fire protection, the City has already approved the construction of a substation on City-owned property at the intersection of Airport Road and State Highway 47.

To supplement the services of this substation, the Plan recommends relocating the existing Main Street station to 15,000 square feet of space (based on 16 square feet per capita) in the new civic center complex. This location is consistent with the distances specified above for protection of all high-value business facilities, though the 1.5 mile limit for residential areas is exceeded somewhat. However, with existing facilities and the new substation on the northern edge of the incorporated area, Menasha's fire protection facilities will comply with the N.B.F.U. recommendations.

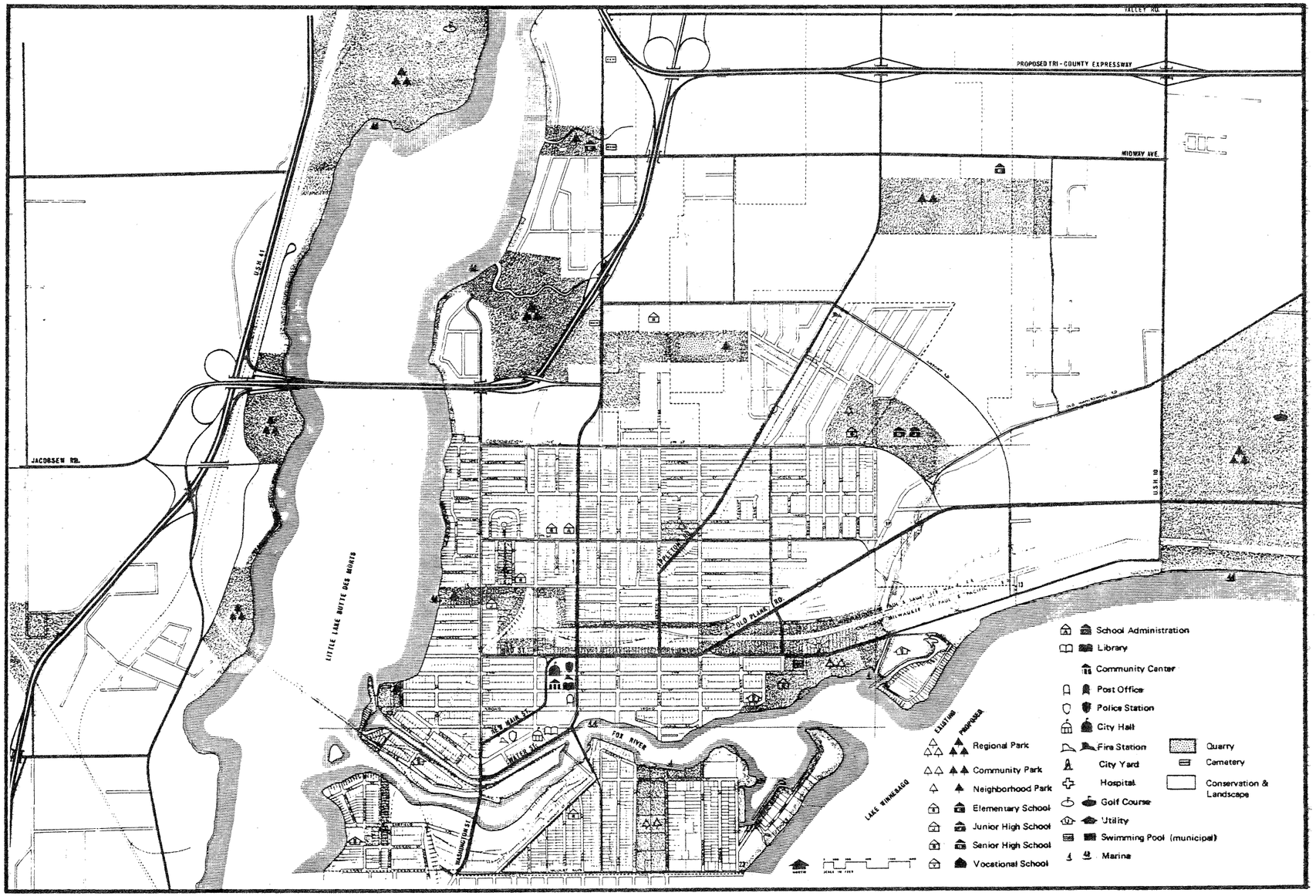
As the population of the Towns of Menasha and Neenah increase, permanent City-owned fire stations with full-time firemen will be required. Plans for this eventuality should be made.

Police Station

The existing Menasha police station, at 116 Main Street, lacks sufficient floor space and adequate parking and garage accommodations for today's needs. The Community Facilities Plan recommends construction of a larger station in the civic center area, (to contain around 12,000 square feet,based on space needs of .5 square feet per capita) where it will be somewhat more central to the City's population and better served by major arterials.

The specific standards for police facilities have been established as follows:

1. The ratio of police officers to general population should be about 1.75 per 1000 population.
2. Service radii for police stations in urbanized areas should be from 2.5 to 3 miles.
3. New stations should be centrally located and on major arterial streets, preferably near the intersection of two major highways or streets.
4. Sites for new police stations should contain at least .5 acre.



COMMUNITY FACILITIES PLAN

Public Library

The existing public library at 3 Mill Street has been relocated to a new facility in the civic center complex. This new location is more central to the Menasha population. Plans incorporate the standards recommended for library services by the State of Wisconsin, Department of Resource Development, Wisconsin Library Commission ("Public Library Facilities", Wisconsin Development Series, 1965). The 28,000 square feet proposed should be completely adequate for future needs, based on space standards of 1.1 square feet per capita. The old library buildingis deteriorating, and unless major rehabilitation occurs it should be torn down.

Post Office

The Plan recommends that Menasha's post office remain at its present location which is the proposed civic center complex. The site is convenient to downtown businesses and provides good truck access from the major arterial systems.

Hospitals

The Plan recommends no new hospital facilities, since the expansion program of Theda Clark Memorial Hospital, a $4,000,000 project begun in 1960, should accommodate future needs. Nursing homes throughout the area adequately supplement medical services for Menasha citizens.

Schools

The Community Facilities Plan shows the type and general location of existing and proposed schools needed to serve the present and future population through the planning period. Although exact sites cannot be pinpointed at this time, those shown will guide the City and School District in reserving land for facilities which will be needed as subdivisions develop, and specific growth patterns emerge.

Objectives

These objectives guided the selection of sites for new schools:

- Each major neighborhood should be served by an elementary school. Elementary students should not have to travel more than .5 mile to school in an urbanized area.
- The entire community should be served by one or more junior and senior high schools.
- Schools should be located geographically to best serve the future population of neighborhoods, or, in the case of secondary facilities, the entire community, based on the anticipated direction and intensity of future growth.
- Active vocational and adult education programs should be continued.
- All schools should have a minimum of two acres for recreation. When possible, school sites should be coordinated with and be near existing or planned recreational uses.
- All future schools should be located in residentially zoned areas. Since secondary, junior, and senior high schools must serve larger areas than elementary schools, they should be located near major traffic arterials.

Menasha Area School System

The Menasha Planning Area involves in varying degrees the three public school districts of Menasha, Neenah, and Appleton, as well as parallel private school districts or areas. Consequently, both public and private administrative groups are reflected in the shaping of educational policies and operation of the educational facilities within the Menasha Planning Area. The Menasha Public School District uses a K-6, Junior, and Senior High School System.

Planning Background

Gruen Associates' projections for Menasha's future school requirements are based to a large extent on studies conducted in recent years by several organizations:

- 1950 Wisconsin State Planning Board
- 1959 Northwestern University
- 1962 The Fox Valley Regional Planning Commission
- 1964 Menasha Board of Education
- 1965 Wisconsin Department of Public Instruction and the University of Wisconsin.
- 1967 Fox Valley Council of Governemnts

Relevant data from several of these studies were summarized in an earlier Victor Gruen Associates report* and, for the most part, are not repeated here.

School Land Area Requirements

Although complete agreement does not exist in the City of Menasha concerning location of new school facilities, there is a general understanding of land area requirements for the various school levels. A simple formula for sizing plant areas by a function of enrollment level is cited in the University of Wisconsin Ten-Year Plan, in which acceptable area requirements for new school sites are stated as ten acres for elementary schools, twenty acres for junior high schools, and thirty acres for senior high schools, plus the addition of one acre for every 100 enrolled students. Present public school sites in Menasha, with the exception of Clovis Grove and Gegan Elementary Schools, do not follow this formula. Based on the 1964 enrollment and on the above formula, total site acreage for the six schools would increase as shown in the following table.

ACTUAL AND REQUIRED SCHOOL SITE ACREAGE (1964)

	1964 Actual Acres	1964 Req'd. Acres	Add'l. Acres	% of Deficiencies
Banta Elementary	7.21	14.85	7.64	
Clovis Grove Elementary	20.60	14.88	5.72	
Jefferson Elementary	6.80	12.90	6.10	
Nicolet Elementary	1.20	12.47	11.27	
Junior High	4.60	26.64	22.04	
Senior High	11.00	37.17	26.17	
Total	51.41	118.91	73.22	±43%

Thus, in 1964 the Menasha public schools allocated a total of 51.4 acres, while 118.91 acres were in keeping with the general acreage enrollment sizing formula. The actual site acreage in 1964 was only about 43% of recommended standards.

The following table, ("Potential Future School Site Acreage Needs"), gives the 1967 enrollment and projections for 1974 and 1979-80. Even more school land would be required if the cited acreage/enrollment formula or standard were to apply. Again, the new Gegan Elementary School already built on recommended site acreage, is omitted from Table in order to show better comparison to the 1964 figures.

By comparison, the acreage needs of 1967 are shown to be 2.41 time those actually allocated for schools in 1964. The 1974 needs would be 2.79 times the 1964 acreage, and the 1979-80 needs about 3.1 time that acreage. That is, bringing the near-future Menasha school-plant acreage up to the cited University of Wisconsin standard requirements means allocation over 3 times the current land area. In order to reduce acquisition costs, the City should take immediate steps to procure these added spatial needs. The Community Facilities Plan suggests areas which might be acquired.

* "Comparative Analysis, Goal Formulation, and Discussion Plans — Menasha, Wisconsin", by Victor Gruen Associates, revised July, 1968.

POTENTIAL FUTURE SCHOOL SITE ACREAGE NEEDS (1974–80)

	Enrollment and Required Total Acreage					
	1967		1974		1979–80	
School Level	Enrollment	Required Acreage	Actual Enrollment	Acreage	Enrollment	Acreage
Total Elementary*	1,868	58.68	2,896	68.96	2,037	80.36
Total Junior High	687	26.87	1,177	31.77	1,177	31.77
Total High School	843	38.43	1,281	42.81	1,755	47.55
Total	3,398	123.98	5,354	143.54	4,969	159.68

*Gegan Elementary School, newly built, is omitted to permit comparison with Table 23.

Corresponding data on site acreage for Menasha non-public schools are not available. However, the 1965 University of Wisconsin Ten-Year Plan reported: "Indications are that the non-public elementary schools have reached a condition of stability relative to enrollments. Any potential enrollment pressure at Saint Mary School is expected to be relieved by the projected Catholic Central High School plant. If this becomes a reality, it will ultimately have a significant effect on public school enrollment, grades 9 through 12."

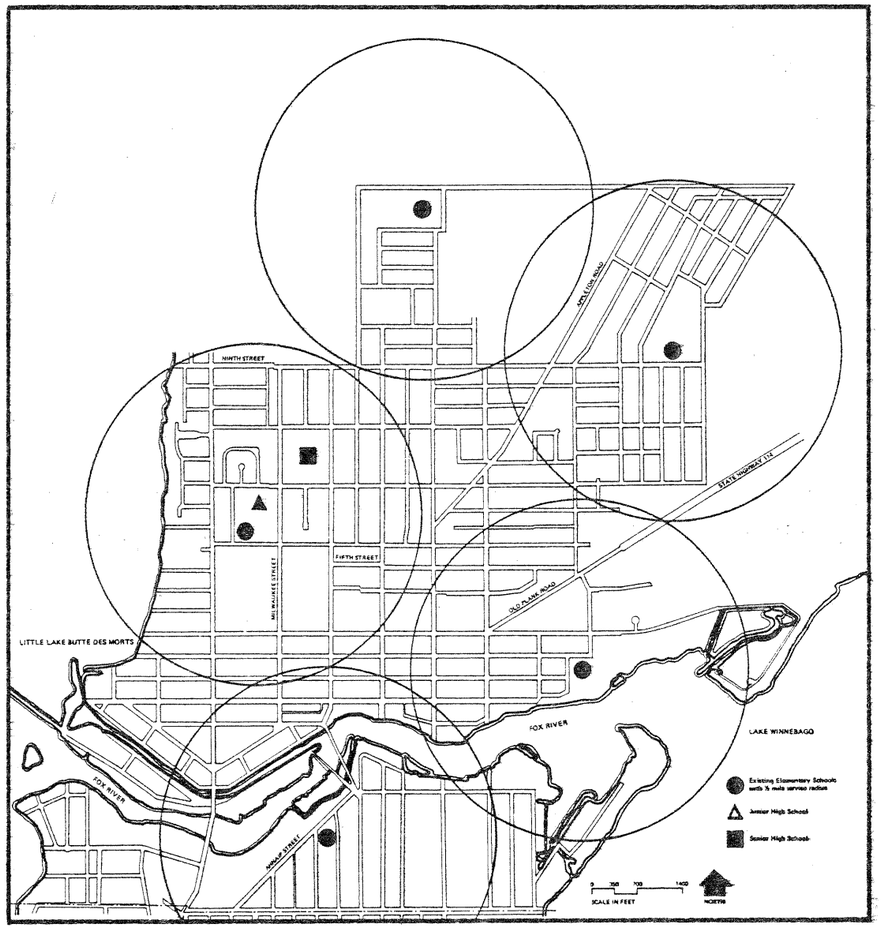
Since the Ten-Year study, City officials have indicated that St. Mary's Catholic High School will probably be replaced by a new Central High School, to be constructed near Calder Stadium on a 16 acre site. After completion of the new facility, St. Mary's Catholic High School will be used for administrative offices, and church. The Community Facilities Plan, therefore, assumes that Menasha's public schools will absorb most of the anticipated enrollment growth.

Geographic Areas of School Demand

Prepared originally in 1967, by the Fox Valley Council of Governments, with supplementary material added by Victor Gruen Associates, the accompanying drawing represents geographic areas of school demand, based on present and estimated population distribution. Within the City limits, population concentrates in the Clovis Park area and will continue to expand there for several years. South of Ninth Street, the population will remain relatively static. New apartment development around Menasha's Central Business District and in the northeastern portion of the Town should increase school demand, as should new industrial and residential development directly north of the City.

Recommendations

Inadequate size of existing school sites is a problem shared by nearly all Menasha public schools. Consequently, the Plan designates expanded school sites to bring school-plant acreage up to the standards cited by the University of Wisconsin. Realizing that full recommended site expansion will not be possible in every case, the Plan attempts to help improve site adequacy wherever possible by locating recreational areas near or adjacent to existing school grounds.



JOINT SCHOOL DISTRICT NO. 1

The accompanying diagram indicates the existing school locations and service areas. As the City population expands to the north, additional school sites will be needed.

ELISHA D. SMITH PUBLIC LIBRARY
440 FIRST STREET
MENASHA, WISCONSIN 54952

Because nearly all Menasha public schools are operating near, at, or beyond capacity, the Plan recommends expanding some existing school buildings; specifically at Gagen Elementary School and Menasha High School. High School expansion must consider provision of adequate facilities for vocational training and adult education. Nicolet Elementary School, which has the most serious shortcomings of all Menash's public schools, ultimately should be replaced.

The Plan designates sites for three new public schools: one to replace Butte des Morts Junior High — a converted elementary school already operating over capacity — and two for new elementary schools north of the City to accommodate anticipated population growth in these areas. These designated sites meet approved area requirements for new school sites. A schedule of capital improvements, including recommended target dates for each new facility, appears in "Implementation".

Parks and Recreation

Objectives

This portion of the Community Facilities Plan was designed to effect a number of improvements in Menasha's parks and recreation, specifically to:

- Encourage multipurpose use of publicly owned land, particularly land use relationship between schools and parks.
- Reserve land for drainage easements and watersheds to preserve the natural resources of the area.
- Acquire parks and other needed open spaces in advance of, or at the time that, development in outlying areas occurs.
- Encourage subdivisions to furnish park land as a matter of self interest as well as civic responsibility.
- Coordinate the planning of parks and open spaces with Township, County and State agencies.
- Incorporate areas of the City which have scenic or historical qualities in the recreation and open space program.

Recreational Site Standards

The site standards for recreational facilities are summarized as follows:

Site Standards for Recreational Area Types

	Site Size		
Facility Type	Minimum	Ideal	Service Radius
Individual Sites			
Playlots	2,000 sq.ft.	5,000 sq.ft.	2 blocks
Playgrounds	3 acres	5 acres	½ mile
Playfields	10 acres	15 acres	1½ miles
Neighborhood Parks	3 acres	5 acres	½ mile
Community Parks	25 acres	50 acres	1½ miles
Regional Parks	Varies	500 acres	10 miles
District Parks	100 acres	200 acres	3 to 5 miles
Regional Parks, or Preserves	Variable	640 acres	10 miles
Combination Sites			
Playlot-playground	3 acres	5 acres	service
Playground-playfield	12 acres	17 acres	radius
Playground-neighborhood Park	6 acres	8 acres	of individual components
Playfield-neighborhood Park	12 acres	17 acres	

Since the standards for area and service radius requirements are based on population, the standards should be altered accordingly. For example, since the more central sectors of the City will nearly double in density in one or two decades, the service radius should be decreased by about half for that area.

Recommendations

Recommended new park facilities include:

- Four new neighborhood parks within or immediately adjacent to the incorporated area.
- One community park near the northeast boundary of the City.
- Three large regional parks to be operated by the County in adjacent low-density rural land areas:

1. A regional park along the north shore of Lake Winnebago, to include a public golf course, riding trails, standard playground facilities, and a marina;
2. A regional park fronting Little Lake Butte des Morts near the northwest boundary of the City;
3. A regional park on the west side of Little Lake Butte des Morts, with a public golf course, playing field, riding trails, and marina.

Additional regional parks are proposed for currently undeveloped land along the west side of Little Lake. These will be devoted more to the preservation of natural wooded areas than to recreational facilities.

The Plan recommends no playlots or playgrounds, since Gruen Associates supports the recommendation of Kenneth L. Schellie and Associates (Special Report No. 8; July 1962, p. 44):

> "Playlots: No individual public playlot sites are recommended because they are expensive to operate and supervise because, as "backyard substitutes" they are not needed in the region's communities which are not densely populated and where lot sizes are generally ample, and because other recreation facilities are available within ready access (no more than one-half mile). If municipal recreation authorities determine in the future that exceptions should be made to this policy, the standards contained in preceding standards section should be followed."

> "It is recommended that playlots be established as components of future playgrounds, and it is further recommended that municipal authorities urge developers to create private playlots in future apartment projects. Similarly, the municipalities should require playlots or other recreational facilities in projects approved under the Neighborhood Development Unit provisions of the Model Zoning Ordinance where, in the opinion of the municipal recreation authorities, the population of the project will require additional land."

> "Playgrounds: No new individual public playground sites are recommended in this Plan. Rather, the Plan recommends that new playgrounds be located on future park (all classes) and elementary school sites (which are distributed so that one or another lies within one-half mile of all areas proposed for residential land use). This recommendation, to be workable, requires that the future park and school sites meet the standards herein set forth."

Gruen Associates assumes that new apartment or town house developments in high density areas will also include recreational facilities such as swimming pools or tennis courts.

This report recommends more extensive development of neighborhood, community and regional parks within the Menasha planning area than did the Schellie report. The recommendations based on 1) updated population figures; 2) recognition that population density will steadily increase north of the City; 3) and effort to create a system of parks linking the various parts of the Menasha planning area together; and 4) the belief that planning for future parks should begin far in advance of actual need, so that park land may be purchased while relatively inexpensive.

Although the percentage of developed land currently used for parks and playgrounds in the City of Menasha (5.71) is above the average (3.86), park lands in the Town of Menasha are below average for towns and far below the average for incorporated municipalities. Consequently, the need for additional recreational land use in the Town of Menasha is emphasized in the Plan.

Neighborhood Parks

The Plan recommends four new neighborhood parks to be developed in the City, involving a total acquisition of approximately 20 acres.

The parks are regarded as recreation centers for children and family groups who live within a reasonable walking distances of such facilities. The neighborhood parks are ideally located adjacent to schools for economically joint use of public lands.

In the City of Menasha available vacant land is fast disappearing, while the population increases at a phenomenal rate. For this reason, the neighborhood parks have been carefully designated not only to serve existing needs, but to plan for future growth, particularly in the areas to the north. The tentative locations and scheduling of the parks are as follows:

ALLOCATION OF NEIGHBORHOOD PARKS

Priority	Location	Estimate Acquisition and Develop.
1.	Tayco St. & Hick St.	1971–1972
2.	Little Lake Butte des Morts & First St.	1973–1974
3.	South of Airport Rd. & West of Appleton Rd.	1975–1976
4.	Expansion of Shepard Park	1976–1977

The priorities basically relate to the tentative scheduling of capital improvements, to the estimated growth pattern and existing needs. The neighborhood parks meet the basic requirements providing local park facilities within reasonable walking distance of all the Menasha citizens. Unfortunately the provisions of full range of recreation activities at each of these facilities will be very difficult because of space limitations. It is significant to note that the neighborhood sites which have been established are adjacent to existing schools or other existing park facilities. The locations are in a service area coinciding with most of the elementary or junior high schools.

Community Parks

The plan recommends that one community park be established at the northeast boundary of the city. This park would range from 15 to 30 acres and is planned to serve larger areas of the city and will offer a wider range of indoor and outdoor activities. Based on the growth and expansion of population in this part of the City, it is estimated that this park would be developed by 1975. The community park of course can suffice as a neighborhood facility for the area immediately surrounding the park.

Regional Parks

Plan proposes three large regional parks to be operated by the county in adjacent low density rural land areas. These parks are generally intended as large recreation and open space areas usually serving the residents within 10 miles of the park location. Regional park system is largely thought of as a land preservation system particularly around Little Lake Butte des Morts.

The proposed acreage goals for the regional sites depend upon the types of uses contemplated. The regional parks should include some of the following features:

A. Picnicking and camping areas
B. Bridle paths
C. Swimming and boating facilities
D. Forestry, horticulture, arboretum, conservatory
E. Undisturbed natural areas
F. Zoo, observatory

All of these facilities are essential; however, the determination of the specific use for each specific site should be undertaken as part of the regional comprehensive planning study. It must be kept in mind that the conservation, the water-front areas, particularly Lake Butte des Morts, as well as the Lake Winnebago area, are of utmost importance, while at the same time the needs for greater recreational facilities from greater leisure time, demands recognition on the part of all the communities for acquisition of properties, in an orderly manner. The area has witnessed an increase in the interest and participation of citizens in golf. It is generally acknowledged that an urban population of 40,000 to 50,000 persons can provide sufficient interest and support to justify establishing an 18-hole golf course. On a population basis, Menasha, the town of Menasha, and Neenah could support a golf course by 1980, within one of the regional park areas. One particular site that should be considered would be the area within the town of Menasha just north of the proposed Tri-County Bridge.

Public Marinas

The Community Facilities Plan proposes sites for four new public marinas — one along the north shore of Lake Winnebago and three on Little Lake Butte des Morts. Because of the convenient access to these water areas and the growing demand for marine recreation, these facilities will stimulate recreationally-oriented business activities, particularly as a result of increased tourism in the community. In addition, the Plan recommends expanding both the existing marinas at Smith and Jefferson Parks and the dock facilities near Mill Street and the Canal, for use by pleasure boat traffic.

Conservation and Landscape Belt

In addition to the parks already proposed, the City should consider a long-range program leading to the creation of conservation areas which, by means of strict zoning, preserve land and waterfronts for natural use. As the Community Facilities Plan illustrates, this landscape belt would link many of the City's parks and schools; preserve waterfront areas, particularly along Lake Winnebago; buffer railroads from other land uses; and separate Menasha's highly urbanized areas from low-density residential neighborhoods. Extending along the Canal, the belt would beautify the area and provide recreational open space near (or in) the City's commercial core. A network of pedestrian, bicycle and riding trails could run through these areas, providing a scenic, safe circulation system (particularly pleasant for youngsters) which takes optimum advantage of Menasha's natural setting.

Public Services

The public services for the City and Town of Menasha have been well documented, specifically by Kenneth L. Schellie & Associates and the McMahon Engineering Company. The detailed engineering studies which would be required to adequately up-date their recommendations if necessary, are outside the scope of this planning study. However, Gruen Associates has studied in detail all available reports concerning public services in Menasha. The reports are comprehensive in scope and offer sound recommendations.

However, in view of the importance of the community's storm drainage system, it is covered here briefly.

Storm Drainage

The storm drainage system for the City of Menasha appears to be capable of servicing both current City needs and the projected future needs of the planning area, i.e., City and Town, etc.

Two areas, however, require special attention. The first is the low-land along the Fox River near its junction with Little Lake Butte des Morts. Unusually high spring lake levels often cause both flooding and sanitation problems. The second area is that north of the present municipal boundary to Midway Road and east to the Calument County line. This relatively level area of about 2,000 acres is rapidly urbanizing. Gruen Associates concurs with the drainage schemes prepared for the area by the McMahon Engineering Company. One involves use of a lift station to drain the flooded areas into Lake Winnebago, and another would utilize gravity flow to drain to Little Lake Butte des Morts. The engineering report also recommends that the area north of Midway Road be drained by the installation of a storm sewer paralleling that road. Gruen Associates feels that this solution will alleviate problems in the area.

A new 27-inch sewer line has been proposed, and will be constructed from Little Lake Butte des Morts along Fourth Street to generally serve the new residential development on the northwest sector of the City between Ninth Street and Seventh Street, Grove Street, and Melissa Street. As the City expands to the north, new storm sewers must connect to the Ninth Street main. A new 12-inch main has been proposed on Ninth Street as feeder to the area around Calder Field.

CIRCULATION PLAN

Objective

The Circulation Plan for Menasha was designed to achieve these specific objectives: (Map: "Proposed Circulation Plan".)

- Improved regional access to the City
- A circulation network which ties together the diverse components of the community
- A street classification system related to proposed land use and community facilities
- Adequate access to all land uses
- Minimum through traffic in residential neighborhoods
- Separation of pedestrians and vehicles wherever possible
- Alleviation of existing transportation problems
- Development of standards to guide future roadway development

Elements of the Circulation Plan

The proposed freeway-expressway system for the Fox Valley Region will encourage considerable growth — particularly industrial growth — on the north side of Menasha. The street and highway plan designed for Menasha will accommodate the increased traffic needs this growth will generate. It is an efficient system which will provide access to the City and link the various parts of the community.

Street Classification

Four types of streets and highways are considered in developing the Circulation Plan: freeways and expressways, arterials, collectors, and local streets. Specific road functions within each classification are described below:

Freeways and Expressways: These facilities, such as the proposed Tri-County Expressway, expedite both inter-city and through traffic for relatively long trips. They generally have restricted or controlled access, and cross traffic is eliminated by the use of grade separations. The movement of traffic on freeways and expressways takes precedence over local land access.

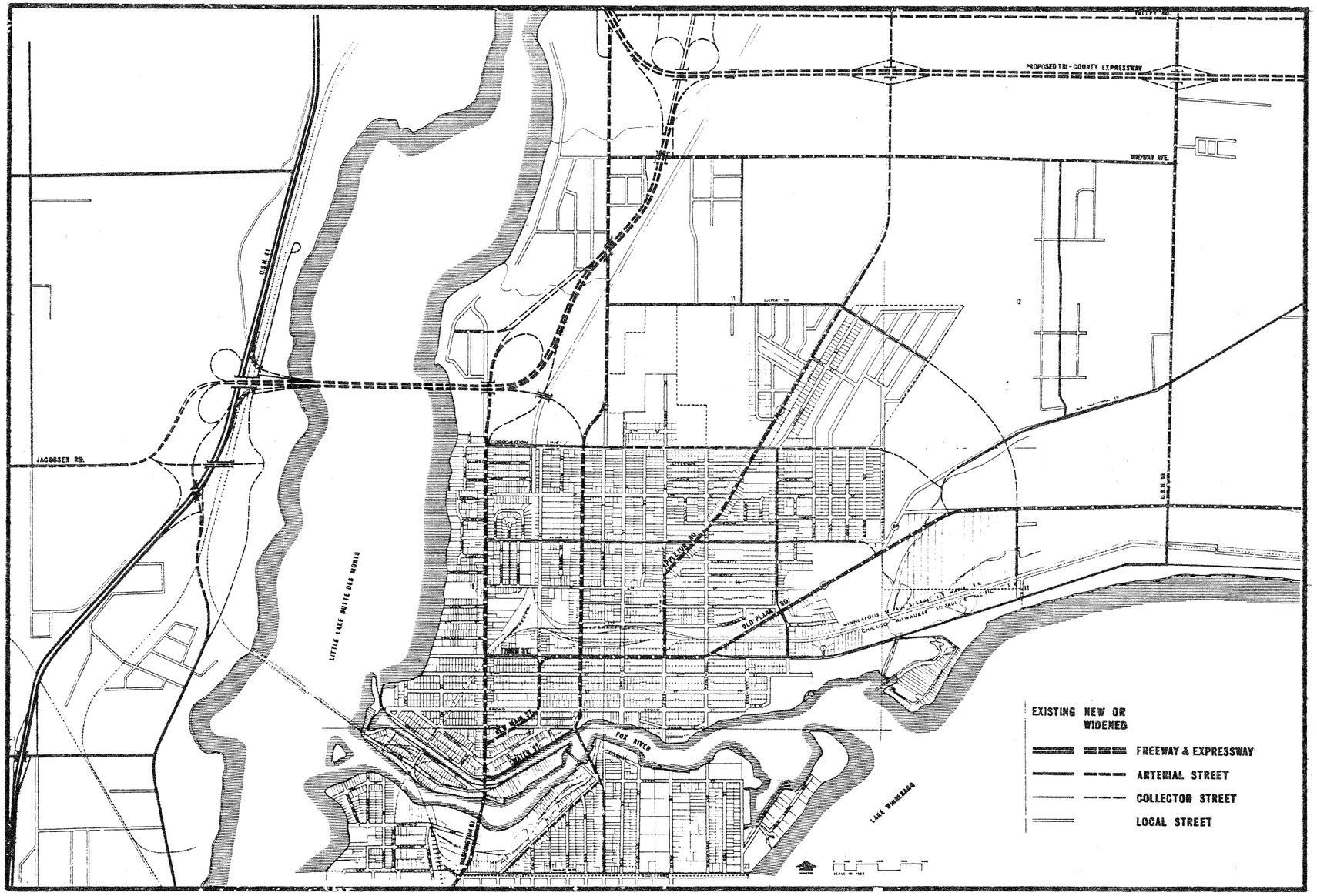
Arterial Streets: These streets link the principal activities of Menasha to each other and to the region. The longer traffic movements within, and to and from the City, are accommodated on arterial streets.

Access to arterials should be restricted, i.e., public streets and private driveways should intersect arterials only infrequently. Parking at the curb should be prohibited during peak traffic periods as required for traffic capacity. Arterials should have two roadways separated by a median, with left-turn pockets provided in the median where needed. Travel lanes should not be less than 11 feet wide, and left-turn lanes 10 feet wide. Traffic signals should be coordinated for progressive movement, and design speeds should be 25 to 35 miles per hour. Appleton Road as shown on the Circulation Plan is a good example of an arterial: it intersects several collector streets and will ultimately carry traffic to the Tri-County Expressway.

Collector Streets: These streets, which carry moderate speed traffic relatively short distances, have either direct land access via driveways or indirect land access via short local streets. Collector streets carry traffic between arterial routes and local streets. Seventh Street is an example of this classification.

Collector streets should be at least 36 feet wide, with two travel and two parking lanes, widened at arterial intersections to permit left turns and signalization. Local streets may intersect collectors at 300-foot intervals. Speeds should range from 20 to 25 miles per hour.

Local Streets: The primary function of local streets is the provision of access to property. Although an entire trip can be completed on local streets, they are generally discontinuous, encouraging transition to collector or arterial streets for the major segment of trips. Lack of continuity is desirable for local streets, to discourage use by through traffic as alternate routes. Loading and parking are permissible on local streets under most conditions. In residential areas, local streets should be at least 32 feet wide, with two travel and two parking lanes. Noncontinuous cul-de-sacs or loops serving less than 24 dwelling units may have narrower



PROPOSED CIRCULATION PLAN

roadways. In industrial or commercial areas, local streets should be at least 40 feet wide. Overall speeds can be low – from 10 to 20 miles per hour. (Map:"Ultimate Traffic Flow – 1985".)

Circulation Plan

Freeways and Expressways: The Circulation Plan proposes that a bridge over Little Lake Butte des Morts and a controlled access facility be built to join Menasha with U. S. 41 on the west and the proposed Tri-County Expressway on the north. Interchanges are proposed at Racine Street, Tayco Street, and Midway Avenue from the lake crossing, and at Appleton Road (State Highway 47) and Oneida Street (U.S. 10). West of Little Lake interchanges are recommended at Winchester Road, North Lake Street, and Jacobsen Road (which would also join the bridge).

The ultimate system of freeways and interchanges would provide optimum service to both old and new areas of Menasha with minimum disruption of established development. It will link Menasha with the regional highway system extending from Antigo to beyond Oshkosh, and will bring Green Bay within a half-hour's drive.

Arterials and Collectors: Based on the central area concept presented in this Plan, the main arterials entering central Menasha would be linked by a one-way pair of loop roads around the downtown core, joining Washington Street to the south and distributing on Racine Street and Third Street immediately north. Additional traffic distribution in the primary flow pattern (northeast-southwest) will occur on DePere Street-Appleton Road, Ninth Street-Old Manitowoc Road, and Old Plank Road.

This proposed General Plan and the circulation element is contingent on replacing the existing Washington and Racine Street bridges. Further study and development, particularly in the downtown area, may result in a decision to construct a new bridge in lieu of widening these two bridges, in which case the City should review and revise this program for arterial improvements as required.

The major street plan does not incorporate the lakeshore arterial route proposed in the 1962 Schellie Report. Sufficient justification for the inclusion of this route has not been developed. The route would require extensive new roadway and bridge construction within and adjacent to Little Lake and would seriously limit shoreline development potential. Most important, it would provide only partial relief, at best, for traffic congestion in the Neenah-Menasha-Appleton corridor. A more direct and centrally located arterial route with a Fox River crossing generally between Tayco and De Pere Streets would better serve concentrated traffic desires through this southwest-northeast corridor.

Because the construction of the proposed Tri-County Expressway-Ninth Street Bridge-Tayco Street interchange will increase the importance of Tayco Street, the Plan upgrades it to arterial status. Racine Street will retain a significant arterial role, serving trips in northern Menasha and environs and providing access to the Ninth Street Bridge.

In the newer areas to the north, Racine Street, Appleton Road, and Oneida Street combine with Valley Road and Midway Avenue to form a grid which will provide excellent arterial service in the area.

Specific Improvements

The future traffic flow map (see Ultimate Traffic Flow - 24 hour - 1985) traffic volumes expected in Menasha in 1985. They were derived from a growth factor traffic model which analyzed expected changes in land use, population and trip making for various sectors of the planning area. This model provides an estimate of future traffic sufficiently accurate to assess future street needs of the area. However, as the results of the Fox Valley Regional Transportation Study become available, the General Plan recommendations should be reviewed in light of the more detailed forecasts.

The recommended major street improvements listed in the following pages were developed to meet long-range circulation requirements in Menasha and are not presented in the order of priortiy. To optimize circulation investments, the City should investigate staging or phasing programs to provide interim service leading toward the complete plan.

1. **Ahnaip Street (Nicolet Boulevard to Racine Street bridge):**

   This street should be improved to four travel lanes with left-turn pockets. Special signialization and channelization will be required at both ends of Ahnaip Street.

2. Appleton Road (north of DePere Street):

This State Highway will ultimately require four lanes plus median channelization and special provisions at its intersection with DePere Street.

3. DePere Street (north of Third Street):

Four lanes and a median are recommended up to the special channelization at Appleton Road, with transition to existing street cross-sections beyond this area. When conflicts between through traffic and railroad switching become critical, a railroad-street grade separation will be required.

4. Nicolet Boulevard (Washington Street to Ahnaip Street):

The recommendations for Ahnaip apply to the same section of Nicolet, and their intersection should favor moves between the two. The Washington Street intersection will require special attention.

5. Plank Road (east of Manitowoc Street):

While Plank Road should provide four lanes and median, temporary minimal operation of this State Highway probably could be achieved with a narrow physical divider in place of the wider left-turn median. Special treatment of the Third-Manitowoc-Plank Road intersection will be necessary.

6. New Main Street (Tayco Street to Racine Street):

This new one-way road should be built with four moving lanes, including one 14 to 16 feet wide next to the left curb. Parking must be prohibited at the left curb at all times so that this wide lane can accommodate merging and weaving between the through traffic flow and the downtown terminal flow with minimum mutual interference. Careful consideration of the alignment throughout and special treatment at the Tayco Street intersection will be necessary if this road is to serve its dual purpose. In the very early phases of development, Main Street between Tayco and Milwaukee can serve this traffic.

7. Racine Street

This street must be considered in three sections: the Fox River Bridge; south of Third Street; north of Third Street. The bridge will require four travel lanes. The portion from the bridge to Third Street should have six travel lanes plus a left-turn median. The intersections at Water Street and Third Street will require special attention, and local street intersections (other than one for recirculation around the core) will probably have to be eliminated. North of Third Street, four lanes and a median should ultimately be provided. Here, also, conflicts between railroad switching operations and through traffic may ultimately necessitate the construction of a railroad overpass.

8. Tayco Street (from Water Street to Tri-County Expressway):

Traffic volumes on Tayco Street, designated as an arterial, will increase when it is linked to the proposed Tri-County Expressway by ramps to and from the north and by a westbound on-ramp. Therefore, the present 47-foot pavement should be upgraded as required and marked for four travel lanes north of New Main Street. Between New Main and Water Streets the route should be improved as part of the CBD loop, and additional study will be necessary to establish the feasibility of carrying northbound traffic through this part of Menasha.

9. Third Street (Tayco Street to Plank Road):

Between Tayco and New Main Streets, the existing roadway can be adapted to provide capacity meeting the anticipated demand, although transition will be needed to join the special intersection designs required. East of Racine a six-lane road with median will be required as far as Plank Road, returning to the existing cross-section east of the Plank Road-Manitowoc Street intersection. This intersection will require special treatment.

10. Water Street (Tayco Street to Racine Street):

The existing roadway on Water Street will be adequate for expected

11. **Washington Street (south of Fox River to Water Street):**

    The expected traffic on this street will require maximum efficiency at all controlled intersections and elimination of all other intersections. Six travel lanes and a median will be required south of the Fox River Bridge. The bridge also will require six travel lanes, and because of the cost of replacing it, other ways to provide needed service should be studied, including the feasibility of constructing an additional Fox River Bridge.

12. **Valley Boulevard:**

    This road will ultimately require improvement to four lanes plus median. The existing curve into Racine Street at the west end of Valley Boulevard should be improved to a 45 mph design speed.

13. **Midway Avenue:**

    This street will also ultimately require improvement to four lanes plus median.

14. **Oneida Street (north of Old Plank Road):**

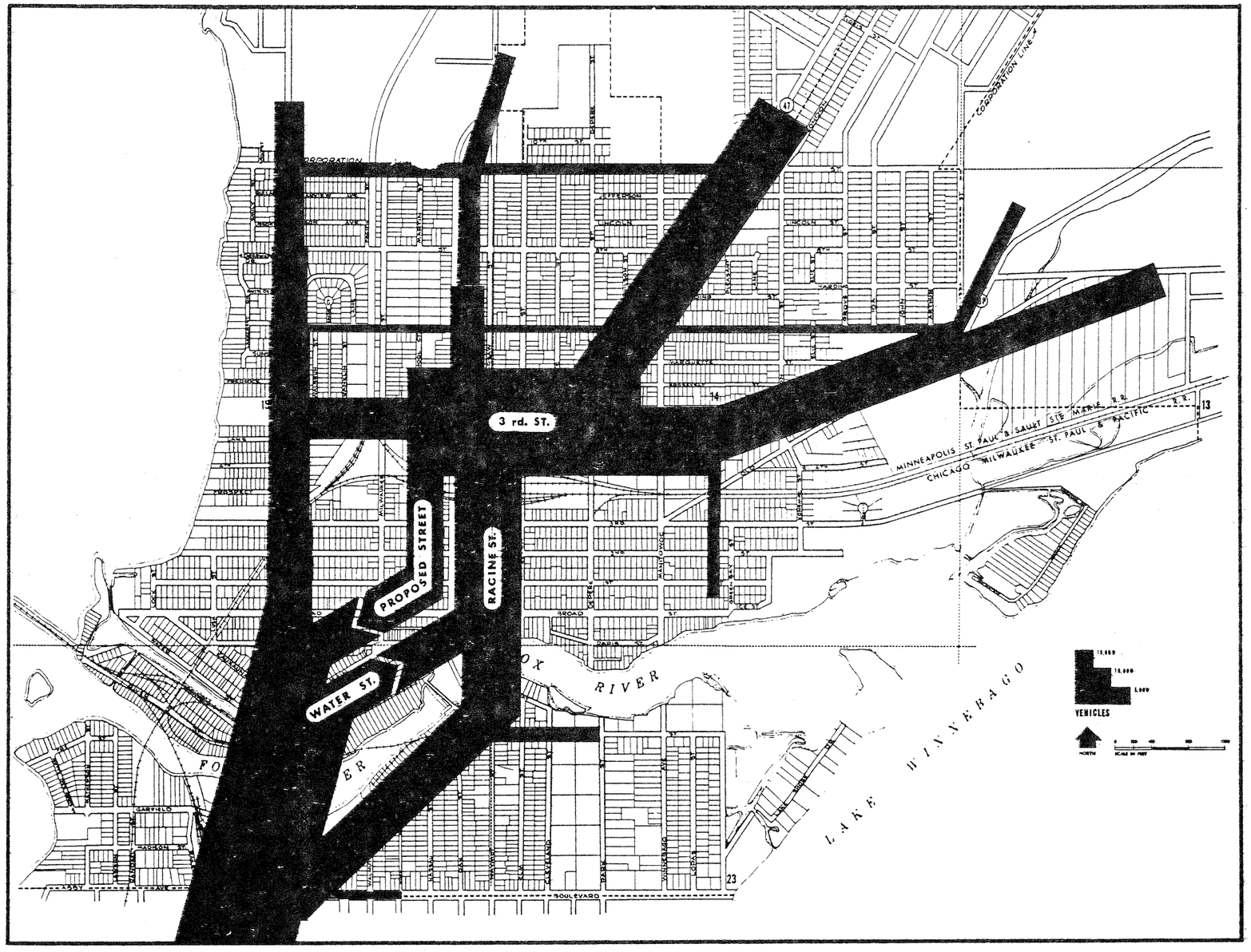
    This street should be improved to four lanes with a median.

15. **Old Manitowoc Road (east of Appleton Road):**

    This road would be realigned into Ninth Street with a four lane plus median section to provide an alternative to Old Plank Road.

16. **Ninth Street (west of Appleton Road):**

    This street will accommodate expected traffic loads for the next few years, but it will ultimately be necessary to improve it to at least a 44 foot cross-section.



ULTIMATE TRAFFIC FLOW 24 HOURS – 1985

IV Special Studies

SPECIAL STUDIES

THE CENTRAL CITY – SPECIAL STUDY

INTRODUCTION

On September 28, 1966, the City of Menasha, wishing to undertake comprehensive planning for the entire City,and particularly its central area, authorized Gruen Associates to prepare the preliminary planning studies for the revitalization of downtown Menasha. An application for Federal assistance was made in July, 1966, under the "701" Urban Planning Assistance Grant.

Because of delays in the processing of the application the City of Menasha and the Redevelopment Authority decided, at its own expense, to authorize Gruen Associates to provide professional services for research, analysis and exploratory planning of the Central Business Area. Recommendations for CBD revitalization were published by Gruen Associates in a January, 1967, report entitled "Menasha, Wisconsin, Central Business Area Summary Report—Phases I and II, Research, Analysis and Exploratory Planning". The following text summarizes the background data leading to the formulation of the CBD plan. Subsequent refinements of the January, 1967 recommendations are incorporated in the Plan for the Central City shown below.

Existing Conditions

As stated earlier in this report, the Menasha Central Business District is bounded by Third Street on the north, Fox River on the south, Tayco Street on the west, and Racine Street on the east. The area includes about 111 acres —— 95 land, 16 water —— and represents about 4.3% of the total gross acres within the City limits. Essentially it encompasses the business activities and higher land values normally associated with the concept of "downtown", including the major retail, office, financial, transient housing, and governmental functions of the community.

As Menasha citizens are well aware, the City's downtown no longer serves as the major shopping district for its residents. "Planning Problems" illustrates some of the reasons why. Yet, prospects for its revitalization appear good. If properly reorganized and enhanced, the downtown could become a thriving center for an expanding trade area of over 50,000 persons and, thus, contribute its share to the economic health of the community. Specific planning opportunities and current proposals are shown on the following drawings.

Other specific problems and trends affecting downtown Menasha's future development are summarized in the following analyses of land use, comparative population trends, shopping habits, and ownership data.

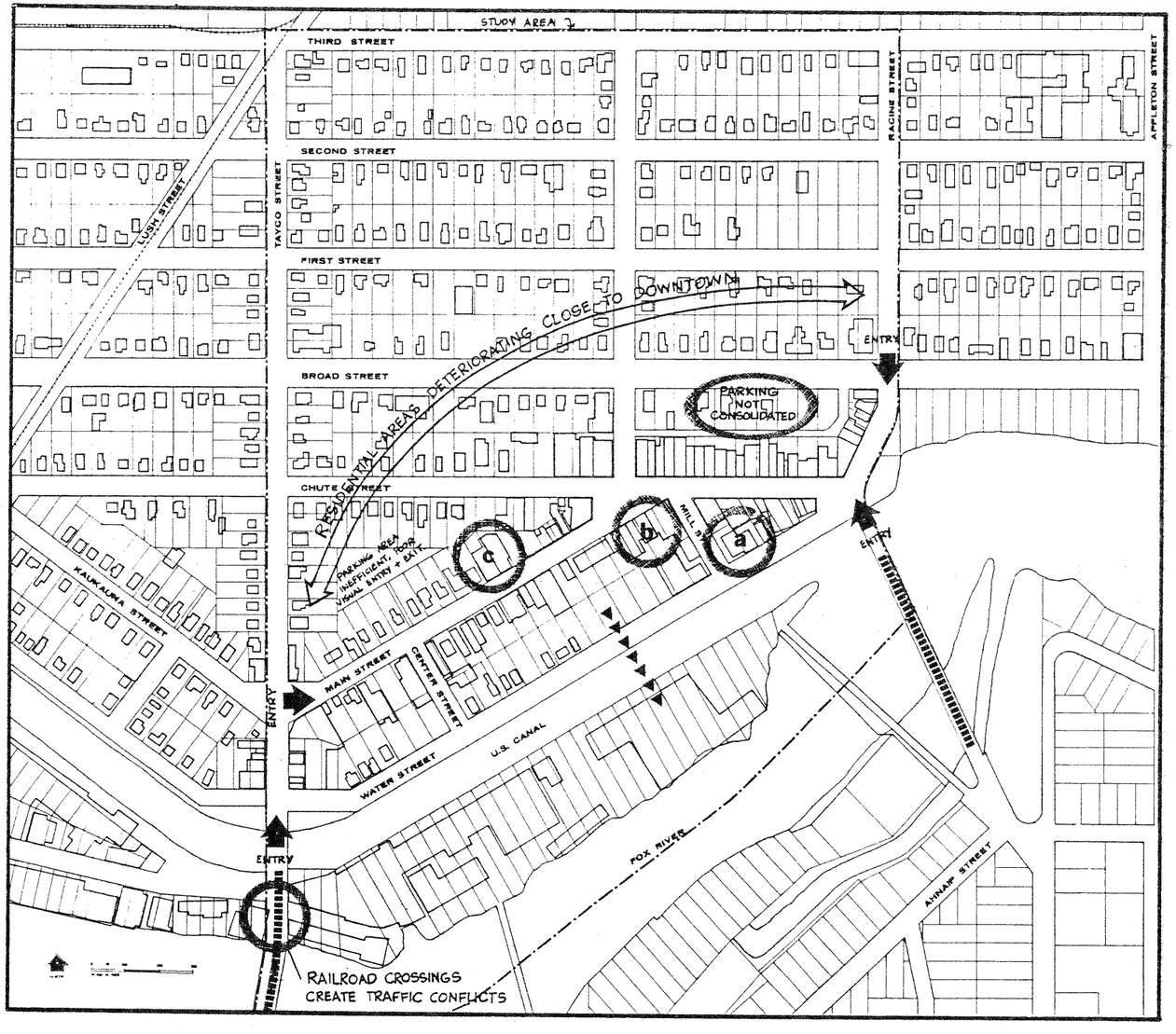
Downtown Menasha, which took its present shape as early as the 1870's, has followed the growth pattern typical of most older cities; original formation, prosperous growth and subsequent deterioration. Menasha still retains its village characteristics – the city square, the Menasha Hotel (destroyed by fire but later rebuilt), the bridge approaches, etc. Most of the existing buildings and streets in the area, constructed at the end of the 19th century and early 20th century, in more recent years have become inadequate to service the changing needs of the community. Page IV-55 summarizes existing land use in the central business area. (Map: "Existing Land Use".)

Population

The population data summarized in "Background for Planning" shows that the Town of Menasha is growing at a much greater rate than the City. Specifically, the central area of Menasha has experienced no noticeable population increase in recent years. This is typical of many other cities, particularly those that show dynamic growth and redevelopment of the commercial core. Therefore, as Menasha's downtown becomes more attractive, the City can expect new apartments and townhouses to be built, with a resulting increase in population density.

Shopping Habits in Downtown Menasha

The economic information summarized in "Background for Planning" is ample proof of the diminishing role downtown Menasha plays in retail sales in the Fox Valley region. Some contributing reasons to this problem were stated earlier: obsolete merchandising, poor accessibility and parking facilities, lack of variety in comparison shopping goods, etc. Downtown Menasha is simply not attracting the number of shoppers it could, with improvements. This study was undertaken to determine what these improvements should be.



- RETAIL PRODUCTIVITY VERY LOW FOR SIZE OF CITY AS RELATED TO CITY OF NEENAH. PROBABLE REASON – LACK OF VARIETY
- NO MAJOR RETAIL ANCHOR IN DOWNTOWN
- STRUCTURES IN CORE, VACANT, DETERIORATING DUE TO OBSOLETE BUILDING TYPES, CONVERSIONS, INCOMPATIBLE USES AND OTHER ENVIRONMENTAL DEFICIENCIES.

a LIBRARY STRUCTURE DETERIORATING, REQUIRES NEW BUILDING PROGRAM & SITE.

b CIVIC OFFICES REQUIRE EXPANSION PROGRAM.

c POLICE & FIRE COMPLEX REQUIRE NEW BUILDING.

▲ UNATTRACTIVE VISUAL ENTRY INTO CORE

▮ LOCATION OF BRIDGES LIMITS ACCESS TO DOWNTOWN FROM SOUTH.

▼ NO CONNECTION BETWEEN DOWNTOWN AND ISLAND.

RETAIL DEVELOPMENT ALONG MAIN ST. PRIMARILY "STRIP COMMERCIAL" - LACKS COMPACT URBAN CORE, AND IS PRESENTLY A SCATTERING OF MIXED USES.

EXISTING BLOCKS TOO NARROW FOR LARGE DEVELOPMENT.

PLANNING PROBLEMS

EXISTING LAND USE MAP

CONDITION OF BUILDING

STANDARD
FAIR
POOR (WARRANT CLEARANCE)

EXISTING LAND USE

Menasha Central Business District

Use	Building (square foot)	Land Area (square foot)	Land Area (acres)
Retail	67,850	132,850	3.50
Office	11,000	11,000	.26
Personal Services	86,600	148,680	3.41
Automotive	56,400	143,520	3.30
Commercial/Recreational	37,507	111,513	2.56
Hotel	35,100	12,000	.27
Semi-Public	56,800	143,920	3.30
Public	20,350	63,910	1.46
Residential	1,818,930	1,727,425	39.65
Streets/alleys/bridges	843,325	843,325	19.36
Island (Industrial)		481,000	11.04
Water		719,000	16.50
Parking	167,706	167,706	3.85
Vacant			6.47
Total Acres			111.08

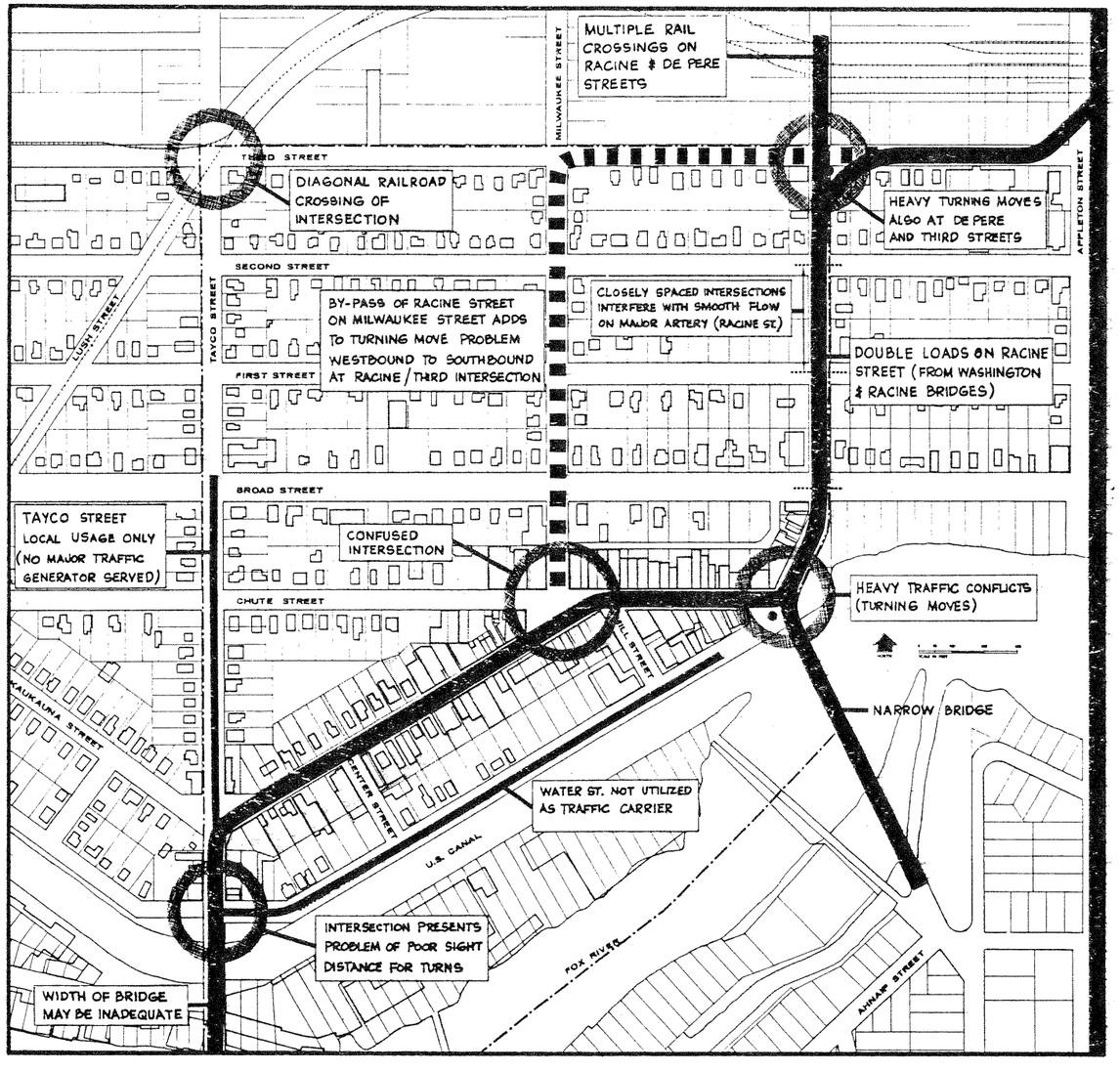
Perhaps most significant is the relatively small amount of land devoted to retail, normally the major use in a central business area. Instead, much of the central area —— about 40 acres —— is devoted to residential use, primarily single family; and the vacant land is almost double the amount of land devoted to retail.

ASSESSED VALUES X 2 = F.M.V.

- CITY OWNED PROPERTIES
- $ 0 - $ 5,000
- $ 5,000 - $ 10,000
- $ 10,000 - $ 15,000
- $ 15,000 - $ 20,000
- $ 20,000 - $ 50,000
- $ 50,000 - $ OVER

OWNERSHIP DATA

CITY OWNED PROPERTIES



TRAFFIC OPERATION FACTORS

MAIN TRAFFIC FLOW PATTERN (TWO WAY)

TRAFFIC SIGNALS

Ownership Data

To determine the property areas of greatest value in the Central Business District, an analysis was made of the pattern of high land and improvement values; one indication of the areas of greatest stability within the central area. The Ownership Data Map indicates these fair market values which are based on two times the assessed values as recorded in the tax assessment rolls and are the total of the land and improvement values. The denser patterns on the map indicate a higher fair market value. This property is concentrated on Main Street from Milwaukee Street to Racine Street, which is recognized as the major retail section of Menasha.

The map – City owned property – indicates city-owned property which is exempt from taxes. Much of this land is vacant or used for parking. Much of this land can be retained for public parking purposes.

Circulation

Existing circulation problems and specific improvements are covered in "The Circulation Plan". However, the drawing "Traffic Operation Factors" summarizes the more important and obvious traffic factors affecting downtown circulation. The overall picture is a rather common one in central areas. There are too many streets not being efficiently used; and too many points of of conflict with those streets trying to carry the main flows. Also, the principal travel routes are not clear and apparent; and they involve turning moves against considerable opposing traffic.

Recommendations

Programming for Space Needs – 1980

The potential space demand in downtown Menasha has been projected for a City population of 25,000 and an approximately 13,000 additional people in its trade area –– a total of 38,000 people. However, the downtown retail district will attract its share of the retail market only if it has one or more retail magnets in the form of department stores or junior department stores. Tentative forecasts indicate the need for 190,000 square feet of retail space by 1985; assuming approximately 5 square feet per person. Using a parking ration of 4 cars per 1,000 square feet of retail, approximately 760 additional parking spaces for retail would be needed. Approximately 4000,000 square feet or a total of 9.7 acres. Presently, there are about 70,000 square feet of retail space on 3.5 acres. A major retail tenant in downtown Menasha would have a spiralling effect on the demand for supporting retail. The expanding trade area cannot be defined at this time, but it will depend on the attraction to downtown retail of those shoppers who now shop elsewhere. The variety, type of merchandise, and design of the urban core will influence potential developers.

Office Development

Presently there is approximately 11,000 square feet of office space in downtown Menasha. For a projected city population of 25,000 downtown office space needs can be based on 4 square feet per person, or approximately 106,000 square feet of office space. Much of this space could overlap with retail on 2nd stories. Assuming 1 car per 1,000 square feet of office, approximately 106 parking spaces will be needed.

Projections for Other Use

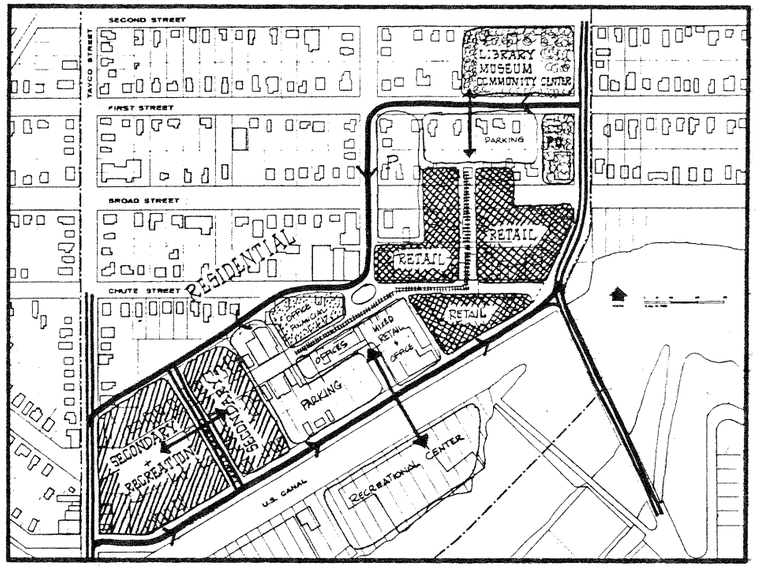
Space needs for personal services (barber shop, bars, banks, etc.), automotive, commercial, recreation (theaters), hotel, semi-public (clubs) and civic uses are based on the following standards developed for normal central area growth:

A.	Personal Services	.012 acres/100 pop.
B.	Automotive	.05 acres/100 pop.
C.	Commercial Recreation	.05 acres/100 pop.
D.	Hotel (not including convention site)	.03 acres/100 pop.
E.	Semi-public	.15 acres/100 pop.
F.	Public:	
	Library	1.1 sq. ft./Capita
	Cultural Center	1.4 sq. ft./Capita
	City Hall	1.6 sq. ft./Capita
	Fire Dept.	.6 sq. ft./Capita
	Police	.5 sq. ft./Capita

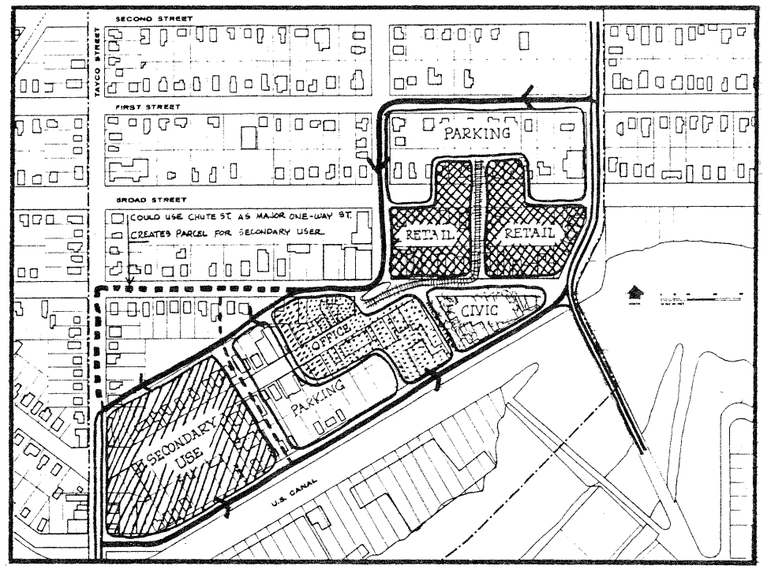
The table on the following page summarizes the tentative space program for Menasha's Central Area in 1985.

MENASHA CENTRAL BUSINESS DISTRICT – SPACE PROGRAM

Land Use Type	Existing Building Area Square Feet	Existing Land Area Acres	Proposed 1985 Building Area Square Feet	Proposed 1985 Land Area Acres
Retail	67,850	3.50	190,000	4.36
Office	11,000	.26	106,000	2.25
Personal Services	86,600	3.41	65,000	2.72
Automotive	56,400	3.30	41,000	2.00
Commercial/Recreation	37,507	2.56	53,000	2.00
Hotel	35,100	.27	35,100	.27
Semi-Public	56,800	3.30	56,800	3.30
Public	20,350	1.46	130,000	4.00
Civic Complex	–	–		
Library	–	–	*28,000*	
Cultural Center	–	–	*35,000*	
City Hall	–	–	*40,000*	
Fire Department	–	–	*15,000*	
Police	–	–	*12,000*	
Residential		39.65		39.14
Open Mall & Courts	–	–	147,700	3.40
Streets, Alleys & Bridges	843,325	19.36	621,875	14.25
Island Industrial	–	11.04		6.84
Special Use			130,000	4.20
Convention Center	–	–	*20,000*	
Hotel	–	–	*97,000*	
Exhibition	–	–	*13,000*	
Water		16.50		16.50
Parking	167,706	3.85	400,000	9.70
Vacant	–	6.47	–	–
TOTAL		114.93 Acres		114.93 Acres



CONCEPT – EXPLORATORY 1



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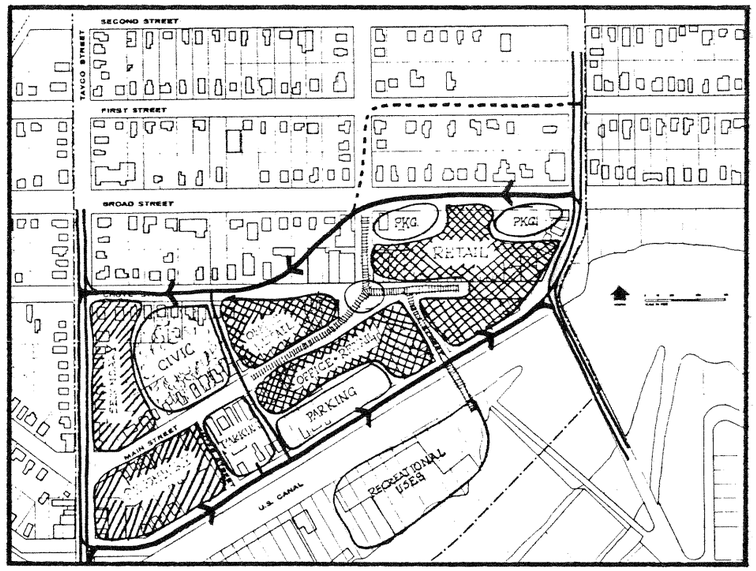
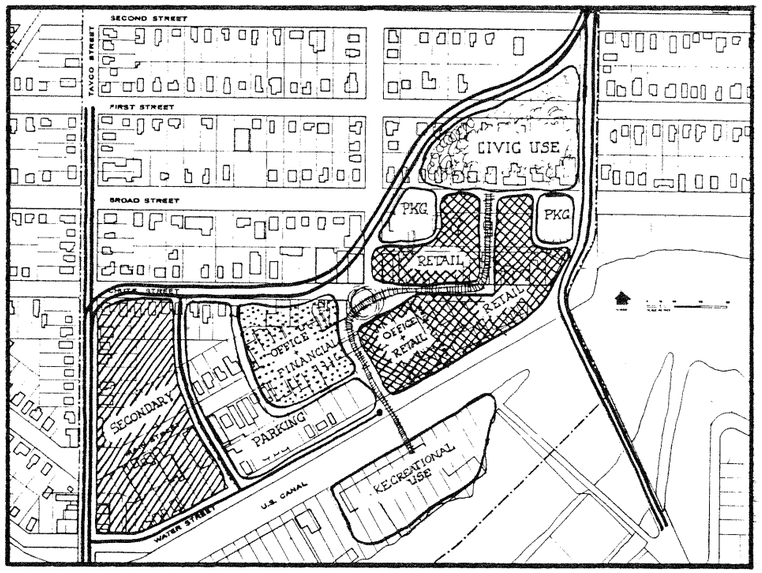
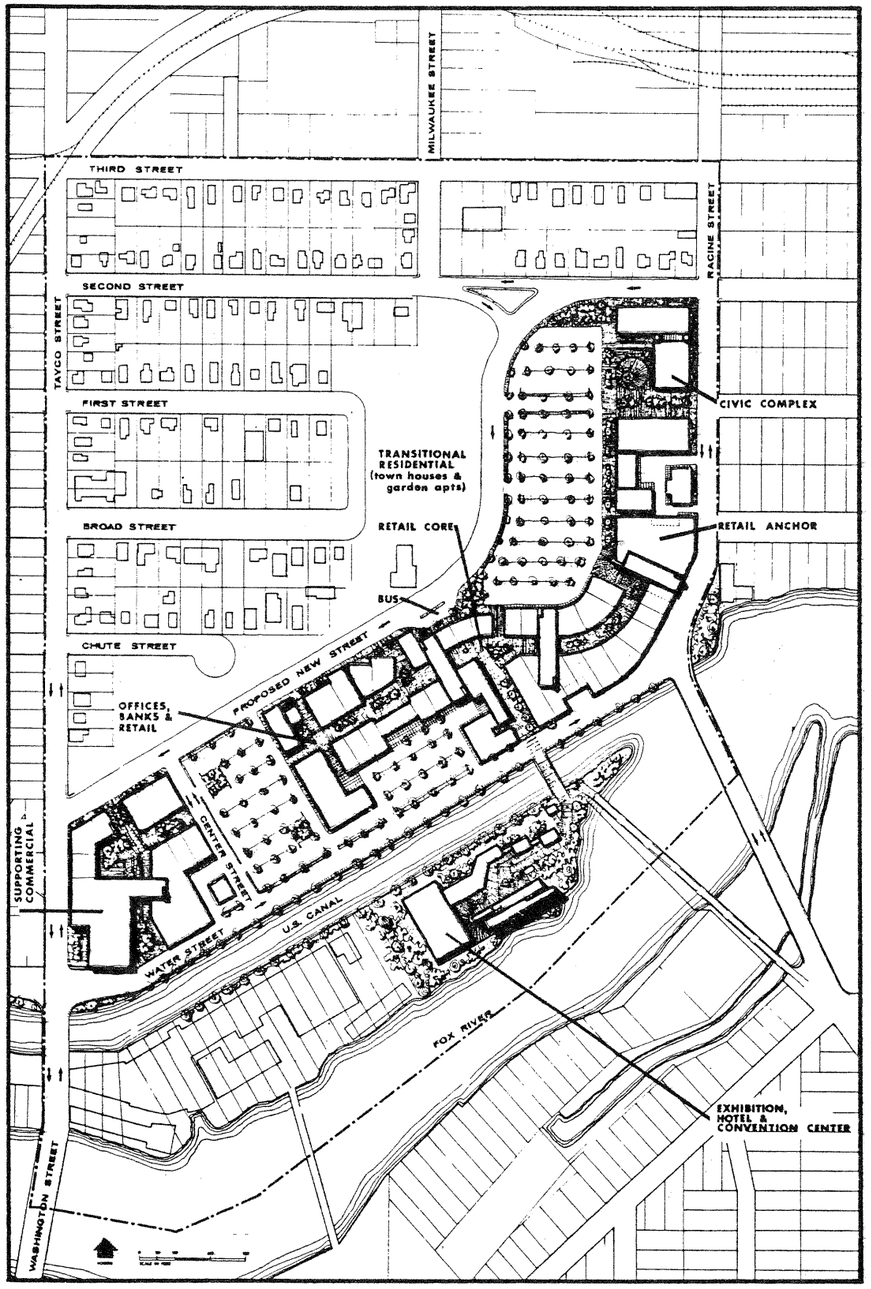


CONCEPT – EXPLORATORY 3



CONCEPT – EXPLORATORY 4



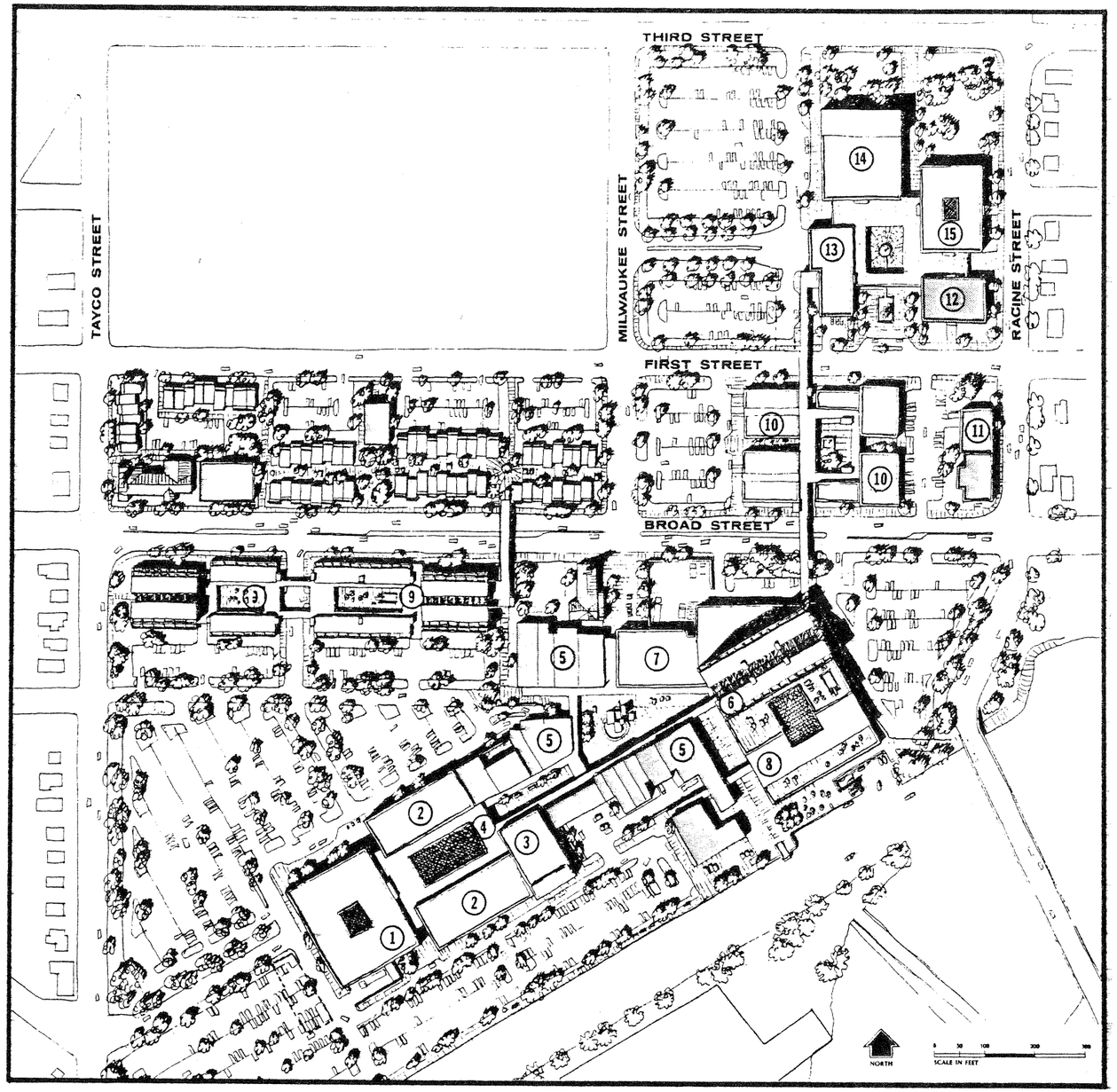
Development Concept

The accompanying plan illustrates one possible pattern of development which could be achieved, and was adopted by the Menasha Redevelopment Authority. An illustrative plan only details what will undoubtedly change as actual development occurs. It proposes that Main Street be closed and a new street created, paralleling it to the north. This new circulation system would more efficiently handle large volumes of through traffic. The rights-of-way for Main, Mill and Chute Streets become part of the proposed mall.

At the northern terminus of the development (the Racine Street property) is proposed a new civic complex including a library, a cultural center, and buildings to house the various municipal functions. (See "The Community Facilities Plan") This complex is linked to the retail core by a pedestrian spine.

The southern terminus is made up of recreation and supplementary retail uses, the nucleus of which is the existing theater. Overall development of the Central Business District will pivot at the retail core, more precisely at the modified intersection of former Main, Mill and Chute Streets. The core will be anchored on the south by a new department store, and on the north by a proposed hotel.

Building forms indicated on the concept plan are intended to convey the design considerations which would unify and strengthen the image of the Central Business Area. For example, the mall itself is designed to provide a variety of spatial experiences — changes in direction, elevation, and width — which do much to reduce the sense of distance along the mall. At various intervals office buildings bridge the mall, not only for visual impact but to create a healthy mix of commercial and retail space. This will help insure the economic life of future developments. The curvilinear forms which dominate the retail core are intended to illustrate the necessity for creating a strong architectural element in this pivotal area. It is desirable that, at various points along the pedestrian mall, a physical connection and/or view of the river and canal be retained. Through conservation and beautification the proximity of the Central Business Area to the water and its recreational uses can be most advantageous to the commercial area.



1 Jr. Department Store
2 Ancillary Retail
3 Theater
4 2 Story Enclosed Pedestrian Plaza
5 Existing Buildings to remain
6 Hotel
7 Hotel related facilities
8 Specialty Retail
9 3 Level Multi-family Housing
10 Proposed Office Complex
11 Existing Post Office
12 Existing Library
13 Proposed Police-Fire Department
14 Proposed Civic Auditorium
15 Proposed City Hall

During the preparation of the Comprehensive Plan, a redevelopment firm was selected by the Redevelopment Authority of the City of Menasha to prepare a Development Plan for the commercial, residential and civic areas.

The Preliminary Development Plan reflects the results of the Developers Program, which was approved by the City of Menasha and the Redevelopment Authority, thus paving the way for implementation of the Central Area Revitalization.

PRELIMINARY DEVELOPMENT PLAN

City of Menasha

Riverfront Redevelopment Concept Plan

Fishing / Non-Motorized Boat Launch Improvements
USACOE Bldg. Restoration (Museum, Concessions, Info, & Bike/Ped. Restrooms)
High Density Residential w/ Und. Pkg. & Public Open Space
New Bus Route & Stop to Facilitate Bike/Transit
Roundabouts To Slow Traffic and Improve Flow
New Urbanism Infill Development
Mixed Use, Tranist Oriented / New Urbanism Style Development Projects.
Menasha Channel Canoe Portage & Transient Docks
New Plazas & Gardens
Narrow Street / Greenway / Retail
Transit Station & Parking Garage
ONE WAY
Revitalize Existing Housing Stock
DOWNTOWN DISTRICT
RIVER WEST DISTRICT
REMAINS INDUSTRIAL Landscaping & Facade Improvements Only
Fox River Trail Interpretive Signs
Street Landscaping / Bike & Ped. Facility
Promenade / Transient Dockage
Street Landscaping / Buffer
Improve Accessibility to Marina (Remove Fence)
Ped. Crossing
ISLAND DISTRICT
Public Market
Amphitheater
Whitewater Kayak Facility
Re-Armoring of Island / Pedestrian Bridges
Non- Motorized Boat Launch Improvements
Street Imp. & Landscaping
Hotel & Convention Center
Sculpture Garden
Interpretive Signs
Housing / Retail
Office / Housing
Street Improvements (Blvd. / Plantings)
Revitalize Existing Housing Stock
SOUTH CENTRAL DISTRICT
"Menasha Research Park" Phase II
Mfg/Dist. Connection Bridge
Paper Industry Cluster Improvements
"Menasha Research Park" Phase I
SOUTH RIVER DISTRICT
DOTY ISLAND WEST DISTRICT
Re-Connect Street
Retail / Office
Bus Lane Improvements
Work w/ C. Neenah to Integrate Development at Borders
Joint Community Identity Sign
Roundabouts To Slow Traffic and Improve Flow

- Proposed New Transit (Bus) Routes (dep. on dev.)
- Existing Transit (Bus) Routes
- Newroads.shp
- Potential Light Rail Transit Corridor
- Planning Districts / Neighborhoods

- Transit Stations / Pkg Ramps (not exact locations)
- New Structures, Facilities & Bridges
- Proposed Roundabouts
- New Buildings / Development (not exact locations)
- Public & Private Green Space
- Parcel Boundaries

- Historic Interpretation Signs / Facility
- Amphitheatre
- Public Market
- Sculpture Garden
- New Bus Stop
- New Plazas / Shelters & Park Amenities

N
W E
S

400 0 400 Feet

This map and plan was prepared by the East Central Wisconsin Regional Planning Commission in February, 2006 under its Technical Assistance Program.

This map is for planning purposes only and the information shown is not to be used for regulatory purposes.

Parcel data provided by the City of Menasha - Jan. 2006