IT IS EXPECTED THAT A QUORUM OF THE PERSONNEL COMMITTEE, BOARD OF PUBLIC WORKS, PLAN COMMISSION, AND ADMINISTRATION COMMITTEE WILL BE ATTENDING THIS MEETING; (ALTHOUGH IT IS NOT EXPECTED THAT ANY OFFICIAL ACTION OF ANY OF THOSE BODIES WILL BE TAKEN)

CITY OF MENASHA
Joint Common Council and Plan Commission
140 Main Street, 3rd Floor Council Chambers
August 4, 2008

7:00 PM

AGENDA

Back Print

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1. CALL TO ORDER

A. Call to Order

2. ROLL CALL/EXCUSED ABSENCES

A. Roll Call

3. PUBLIC COMMENTS ON ANY MATTER OF CONCERN TO THE CITY

Five (5) minute time limit for each person

A. PUBLIC HEARING: To Adopt the City of Menasha Year 2030 Comprehensive Plan. Attachments

4. ADJOURNMENT

A. Adjournment

"Menasha is committed to its diverse population. Our Non-English speaking population or those with disabilities are invited to contact the Menasha City Clerk at 967-3600 24 hours in advance of the meeting so special accommodations can be made."

City of Menasha Year 2030 Draft Comprehensive Plan

Contents

Page

1. Issues and Opportunities 1-1
   1.1 Introduction 1-1
   1.2 County Planning Process 1-2
   1.3 Comprehensive Plan Development Process 1-7
   1.4 State Comprehensive Planning Goals 1-8
   1.5 City of Menasha Planning Goals 1-9
   1.6 City of Menasha Issues and Opportunities 1-12
   1.7 Issues and Opportunities Goals and Objectives 1-13
   1.8 Issues and Opportunities Policies and Recommendations 1-14
   1.9 Issues and Opportunities Programs and Resources 1-15

2. Population and Housing 2-1
   2.1 Introduction 2-1
   2.2 Population 2-2
   2.3 Population Forecasts 2-6
   2.4 Housing Characteristics 2-10
   2.5 Housing Trends and Forecasts 2-15
   2.6 Housing for All Income Levels 2-3
   2.7 Housing for All Age Groups and Persons with Special Needs 2-3
   2.8 Promoting Availability of Land and Housing Stock for Development/Redevelopment of Low-Income and Moderate-Income Housing 2-4
   2.9 Maintaining and Rehabilitating the Existing Housing Stock 2-4
   2.10 Housing Goals and Objectives 2-5
   2.11 Housing Policies and Recommendations 2-8
   2.12 Housing Programs 2-13

3. Transportation 3-1
   3.1 Introduction 3-1
   3.2 Existing Road System 3-1
   3.3 Road Functional/Jurisdictional Classification 3-2
   3.4 Traffic Volume Trends 3-7
   3.5 Accident Types and Locations 3-7
   3.6 Transit 3-8
   3.7 Pedestrian and Bicycle Corridors 3-9
   3.8 Additional Modes of Transport 3-11
   3.9 Existing State and Regional Transportation Plans and Coordination 3-13
   3.10 Planned Transportation Improvements 3-18
   3.11 Transportation Focus Group 3-19

3.12 Transportation Goals and Objectives 3-20
3.13 Transportation Policies and Recommendation 3-21
3.14 Transportation Programs and Resources 3-23

4. Utilities and Community Facilities 4-1
4.1 Introduction 4-1
4.2 Administrative Facilities, Services, and Buildings 4-1
4.3 Police Services 4-2
4.4 Fire Protection Services 4-2
4.5 Emergency Medical Services 4-2
4.6 Schools 4-2
4.7 Quasi Public Facilities 4-5
4.8 Parks, Recreation, and Open Space 4-5
4.9 Solid Waste Management and Recycling 4-9
4.10 Communication and Power Facilities 4-10
4.11 Sanitary Sewer Service 4-10
4.12 Public Water Supply 4-11
4.13 Stormwater Management 4-12
4.14 Health and Day Care Facilities 4-12
4.15 Expansion or Rehabilitation of Existing Utilities and Facilities, Approximate Timetable 4-13
4.16 Future Needs for Government Services 4-19
4.17 Utilities and Community Facilities Goals and Objectives 4-23
4.18 Utilities and Community Facilities Policies and Recommendations 4-26
4.19 Utilities and Community Facilities Programs and Resources 4-34

5. Agricultural, Natural, and Cultural Resources 5-1
5.1 Introduction 5-1
5.2 Physical Setting 5-2
5.3 Forests, Farmland, and Agriculture 5-2
5.4 Metallic and Non-Metallic Mineral Resources 5-5
5.5 Watersheds and Drainage 5-5
5.6 Wetlands 5-6
5.7 Floodplains 5-7
5.8 Surface Water Features 5-7
5.9 Groundwater 5-11
5.10 Air Quality 5-11
5.11 Environmentally Sensitive Areas 5-12
5.12 Threatened and Endangered Species 5-15
5.13 Historical and Cultural Resources 5-16
5.14 Community Design 5-23
5.15 Agricultural, Natural, and Cultural Resources Goals and Objectives 5-24
5.16 Agricultural, Natural, and Cultural Resources Policies and Recommendations 5-26
5.17 Agricultural, Natural, and Cultural Resources Programs and Resources 5-29

6. Economic Development 6-1
6.1 Introduction 6-1
6.2 Labor Force 6-2
6.3 Economic Base 6-6

6.4 Environmentally Contaminated Sites for Commercial or Industrial Use 6-14
6.5 Tax Incremental Financing Districts 6-15
6.6 Economic Development Focus Group 6-16
6.7 Additional Economic Planning Initiatives 6-17
6.8 Desired Economic Development 6-22
6.9 Economic Development Goals and Objectives 6-27
6.10 Economic Development Policies and Recommendations 6-29
6.11 Economic Development Programs and Resources 6-30

7. Intergovernmental Cooperation 7-1
7.1 Introduction 7-1
7.2 Inventory of Existing Agreements 7-2
7.3 Relationships with Other Governmental Units 7-7
7.4 Intergovernmental Opportunities, Conflicts, and Resolutions 7-10
7.5 Boundary Agreements and Provision of Services 7-12
7.6 Intergovernmental Cooperation Goals and Objectives 7-16
7.7 Intergovernmental Cooperation Policies and Recommendations 7-17
7.8 Intergovernmental Cooperation Programs and Resources 7-18

8. Land Use 8-1
8.1 Introduction 8-1
8.2 Existing Land Use 8-1
8.3 Supply, Demand, and Price Trends 8-8
8.4 Existing and Potential Land Use Conflicts 8-8
8.5 Future Land Use 8-14
8.6 Municipal Border "Buffer'' Planning 8-25
8.7 Smart Growth Areas 8-25
8.8 Land Use Goals and Objectives 8-27
8.9 Land Use Policies and Recommendations 8-27
8.10 Land Use Programs and Resources 8-28

9. Implementation 9-1
9.1 Introduction 9-1
9.2 Local Action Plan 9-2
9.3 Regulatory Land Use Management Tools 9-4
9.4 Non-Regulatory Land Use Management Tools 9-20
9.5 Integration and Consistency of Planning Elements 9-23
9.6 Mechanism to Measure Progress 9-23
9.7 Comprehensive Plan Amendments and Updates 9-24
9.8 Implementation Goals and Objectives 9-24
9.9 Implementation Policies and Recommendations 9-25
9.10 Implementation Programs and Resources 9-26

Tables

Table 2-1 Population Counts, City of Menasha and Surrounding Areas, 1970-2000 2-3
Table 2-3 Population by Age Cohort, City of Menasha, 1990-2000 2-4
Table 2-3 Comparative Population Age Characteristics – 2000 2-5
Table 2-4 City of Menasha Population by Race 1990-2000 2-6
Table 2-5 Population Trends, City of Menasha and Surrounding Areas, 2000-2007 2-7
Table 2-6 WDOA Population Forecasts, City of Menasha and Surrounding Areas, 2000-2025 2-8
Table 2-7 Linear Population Forecast, City of Menasha and Surrounding Areas, 2000-20302-9
Table 2-8 ECWRPC Population Forecasts, City of Menasha and Surrounding Areas, 2005-2030 2-9
Table 2-9 Housing Units, City of Menasha and Surrounding Areas, 1990-2000 2-11
Table 2-10 Housing Occupancy and Tenure, Winnebago County, 1990 and 2000 2-11
Table 2-11 Housing Occupancy and Tenure, City of Menasha, 1990 and 2000 2-12
Table 2-12 Units in Structure, City of Menasha and Surrounding Areas, 2000 2-12
Table 2-13 Housing Values, City of Menasha and Surrounding Areas, 2000 2-15
Table 2-16 Estimated Number of Households 2000-2030 2-1
Table 2-17 Linear Trends Housing Unit Projection, City of Menasha and Surrounding Areas, 2000-2030 2-2
Table 3-1 Miles of Road by Type, City of Menasha, 2004 3-1
Table 3-2 Miles of Road by Functional Classification, City of Menasha, 2006 3-4
Table 3-3 AADT Counts, City of Menasha, 2000 and 2004 3-7
Table 6-1 Civilian Labor Force Annual Averages, 2001-2007 6-2
Table 6-2 Educational Attainment of Persons Age 25 and Over, Calumet County,Winnebago County, and City of Menasha, 2000 6-1
Table 6-3 Travel Time to Work, City of Menasha and Surrounding Areas, 2000 6-3
Table 6-4 Travel Time to Work shown in Percentages City of Menasha and Surrounding Areas, 2000 6-3
Table 6-5 Household Income, City of Menasha and Surrounding Areas, 2000 6-5
Table 6-6 Household Income Shown in Percentages City of Menasha and Surrounding Areas, 2000 6-5
Table 6-7 Employment by Industry, City of Menasha, Calumet and Winnebago Counties, and Wisconsin, 2000 6-7
Table 6-8 Employment by Occupation, City of Menasha, Calumet and Winnebago Counties, and Wisconsin, 2000 6-8
Table 6-9 Commuting Patterns, Calumet County, 2000 6-9
Table 6-10 Commuting Patterns, Winnebago County, 2000 6-10
Table 6-11 Occupational Projections for Fox Valley Wisconsin Workforce Development Area, 2004-2014 6-12
Table 6-12 City of Menasha TIF District Summary, 2007 6-15
Table 8-1 Existing Land Use, City of Menasha, 2004 8-4
Table 8-2 Equalized Valuation, City of Menasha, 2001-2005 8-8
Table 8-3 Future Land Use, City of Menasha 8-22

Figures

Figure 2-1 Population by Age Cohort, City of Menasha, 1990-2000 2-4
Figure 2-2 Comparative Population Forecast, City of Menasha, 2005-2030 2-10
Figure 2-3 Units in Structure, City of Menasha, 2000 2-13
Figure 2-4 Year Structures Were Built, City of Menasha, 2000 2-14
Figure 2-5 City of Menasha Building Permit Summary 2-18
Figure 3-1
Figure 6-1 Unemployment Rates 6-3
Figure 6-2 Educational Attainment of Persons Age 25 and Over, Calumet County, Winnebago County, and City of Menasha, 2000 6-2
Figure 6-3 Travel Time to Work 6-4
Figure 6-4 Household Income Shown in Percentages City of Menasha and Surrounding Areas, 2000 6-6
Figure 8-1 Existing Land Use, City of Menasha, 2004 8-5
Figure 8-2 Future Land Use, City of Menasha 8-22

Maps

Map 1-1 Regional Setting 1-5
Map 3-1 Functional and Jurisdictional Road System 3-5
Map 4-1 Existing Utilities and Community Facilities 4-3
Map 4-2 Proposed Transportation and Utilities and Community Facilities 4-21
Map 5-1 Soils 5-3
Map 5-2 Environmental and Water Features 5-9
Map 5-3 Natural Features 5-13
Map 5-4 Historical and Cultural Features 5-21
Map 6-1 Economic Development, TIF 6-25
Map 8-1 Existing Land Use 8-6
Map 8-2 Natural Resource Management 8-12
Map 8-3 Future Land Use 8-23
Map 9-1 Existing Zoning and Land Use Regulations 9-7

Appendices

Public Participation Plan Appendix A
Focus Group Results Appendix B

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1. Issues and Opportunities

1.1 Introduction

The *City of Menasha Year 2030 Comprehensive Plan* will guide the future of the City of Menasha for the next 25 years. This document meets the requirements of Wisconsin's Comprehensive Planning Legislation, Wisconsin Statutes 66.1001.

Development of the *City of Menasha Year 2030 Comprehensive Plan* was in response to the passage of Wisconsin's comprehensive planning legislation (Statute 66.1001). This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain local land use decisions. After the year 2010, any municipality that regulates land use must make their zoning, subdivision/land division, shoreland/floodplain, and official mapping decisions in accordance with that community's comprehensive plan.

A community is often motivated to plan by the issues it must address and the opportunities it wishes to pursue. In addition, a community must react to local, regional, state, and national trends that influence development patterns and service levels.

However, a community is more than the borders which encompass it as a part of the region, state, and nation. A community is defined by the people who live and work there, the houses and businesses, the parks and natural features, its past, its present, and its future. No matter the location, change is the one certainty that visits all places, and no community is immune to its affects. How a community changes, how that change is perceived, and how change is managed all have a direct impact on the community. An understanding of the history, combined with a vision of the community's future is fundamental to making sound decisions. Hence, the foundation of comprehensive planning follows the premise of balance among the past (how we got here), the present (what we have here), and the future (what do we want here).

The Issues and Opportunities element of the comprehensive plan provides perspective on the planning process, public participation, demographic information, trends and forecasts, and the overall goals of the comprehensive plan.

A more detailed assessment of specific issues and opportunities relative to each plan element for the City of Menasha is discussed within the respective plan element.

Introduction to the City of Menasha

Members of the Tribal Nations and voyageurs had long been using the Fox River waterway by the time James Doty envisioned a settlement in the Menasha area as he first traveled through in 1820. In 1831 the U.S. Government bought 2.5 million acres of land from the Ho Chunk Nation.

In 1841 Doty became the second Territorial Governor of Wisconsin, and he continued to work with his eldest son Charles and with Harrison and Curtis Reed to develop the area. He owned a large portion of the island which now contains the southern portion of Menasha, and he later

bought 66 acres across the river in the present downtown area for $838. Governor Doty told his friends that the Ho Chunk Nation called this place "Menashay" which meant "settlement on the island."

Curtis Reed obtained a charter to build a dam across the Fox River, and the City of Menasha was formally incorporated in 1874. Eventually the flour mills gave way to the manufacture of paper.

Paper production and processing, publishing, and packaging are still a major part of the area's strong economy today. Menasha has encouraged continued commercial and industrial growth. Industries, along with the recent completion of the Tri-County Freeway and the recreational opportunities, beautiful parks, and small town atmosphere of the area, make Menasha part of one of the fastest-growing areas in Wisconsin.

The city is centrally located in the Fox Cities approximately 100 miles north of Milwaukee and 30 miles south of Green Bay. The Fox River flows immediately adjacent to the downtown area, and the west and southeast borders are defined by Little Lake Butte des Morts and Lake Winnebago, respectively.

1.2 County Planning Process

Phase I, Plan for Planning

During the summer of 2003, Calumet County facilitated a “Plan for Planning” process with local communities to identify needs and desires of a planning process. The process was intended to determine:

- The work effort needed to develop a county comprehensive plan in conformance with Wisconsin’s Comprehensive Planning legislation.
- The resources, both internal and external, that could contribute to the planning effort.
- An efficient and coordinated planning process between Calumet County and its communities.
- How the document and maps should be built.
- The committee structure to direct the comprehensive planning process.
- Staff and consultant workloads and responsibilities.
- Comprehensive Plan development costs and the number of participating communities.

This process resulted in the submission of a Wisconsin Department of Administration (WDOA) Comprehensive Planning Grant on November 1, 2003. In February of 2004, the county was informed by the state that Calumet County and its participating communities were awarded $248,000 to develop a comprehensive plan.

Phase II, Plan Development

Development of the *Calumet County Year 2025 Comprehensive Plan* was in response to the passage of Wisconsin's comprehensive planning legislation (Statute 66.1001). This law requires all municipalities (counties, cities, towns, and villages) to adopt a comprehensive plan by the year 2010 if they wish to make certain local land use decisions. As of January 1, 2010, any municipality that "affects land use" through regulation, such as zoning, land division or subdivision ordinances, or official mapping must make its decisions in accordance with that community's comprehensive plan. Calumet County falls under this requirement because it administers a variety of ordinances. Therefore, according to the legislation, Calumet County is required to develop a countywide plan to meet the conditions of the legislation.

Incorporated community comprehensive plans are part of the county plan. However, a city or village plan is adopted separately and has autonomous authority for regulation and administration within its respective border. While the comprehensive planning law encourages coordinated planning between jurisdictions, it does not require consistency between plans. Accordingly, it is possible that a city or village preferred land use map may conflict with the plan of a neighboring town and that each respective plan will portray this difference. The state comprehensive planning law does not change the basic authorities or relationships between counties and towns in adoption or administration of plans or zoning.

Participating Communities

Thirteen local units of government participated with the county in developing local comprehensive plans.

Cities	Villages	Towns
Chilton	Hilbert	Brothertown
Menasha	Potter	Charlestown
New Holstein	Sherwood	Chilton
		New Holstein
		Rantoul
		Stockbridge
		Woodville

Winnebago County Comprehensive Plan

The City of Menasha is among a small number of cities in Wisconsin that are located in multiple counties. The city is located in both Calumet County and Winnebago County. Winnebago County adopted a comprehensive plan in March of 2006. While the City of Menasha elected to participate in the Calumet County planning process, information from Winnebago County is included in the city's comprehensive plan where applicable. In addition, information is provided for the City of Menasha as a whole. Where information was not available for the entire community, it is noted.

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Map 1-1 Regional Setting

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1.3 Comprehensive Plan Development Process

Public Participation

The Wisconsin comprehensive planning legislation (s. 66.1001) specifies that the governing body for a unit of government must prepare and adopt written procedures to foster public participation in the comprehensive planning process. The procedures must include open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. In addition, the participation procedures must provide for wide distribution of proposed drafts, alternatives, and amendments of the comprehensive plan. The public participation procedures should address how members of the public can send written comments on the plan to the governing body, and how the governing body will respond.

The City of Menasha has complied with all public participation requirements as detailed in Wisconsin Statutes 66.1001 by adopting and initiating a public participation plan on March 21, 2006. A copy of the plan can be found in Appendix A.

Local Meetings

Public meetings have occurred with the City of Menasha both through Plan Commission meetings and focus group meetings.

Plan Commission meetings have occurred on January 3, February 21, February 28, March 7, March 21, July 11, September 19, and October 3, 2006 ; October 30, November 20, and December 18 2007; and January 8 and 22, February 19, March 18, April 22, May 6, May 20 and?? INSERT 2008 DATES. At these meetings the consultant and city staff facilitated conversations to address and develop elements of the comprehensive plan. A City Council meeting was held on ??? in order to update the Council on the progress of the plan- UPDATE WHEN MEETING IS HELD.

Focus group meetings have been held for several of the plan elements including housing (November 29, 2005; and January 10 and 26, 2006); transportation (January 12, 2006); land use, cultural resources, natural resources (February 9, 2006), and economic development (March 7, 2006). Focus group participants have included residents, business owners, employees of local businesses, staff from various governmental and non-governmental agencies, and elected representatives from a variety of levels of government. For a discussion of focus groups, please see the related plan chapter. For a summary of the groups including questions and responses, please refer to Appendix B.

They city staff held a series of workshops on sustainability that were held on April 26, May 10, and May 16, 2007.

In addition to these meetings the City of Menasha had a Public Information Meeting on October 3, 2006. This presentation covered progress in the development of the plan to date, including

issues and opportunities, summary of focus group findings, goals and objectives, and discussion of the Preferred Land Use map.

A public hearing on the draft comprehensive plan was held (date-description to be added).

1.4 State Comprehensive Planning Goals

Wisconsin's comprehensive planning law (Smart Growth) established 14 local comprehensive planning goals to guide state land use actions and local planning efforts. Specifically, local units of government and state agencies are encouraged to design their programs, policies, infrastructure, and investments to strike a balance between their individual missions and the local comprehensive planning goals. The following 14 local comprehensive planning goals were considered throughout the planning process.

1. Promote the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

2. Encourage neighborhood designs that support a range of transportation choices.

3. Protect natural areas, including wetlands, wildlife habitats, lakes and woodlands, open spaces, and groundwater resources.

4. Protect economically productive areas, including farmland and forests.

5. Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal, state government, and utility costs.

6. Preserve cultural, historic, and archaeological sites.

7. Encourage coordination and cooperation among nearby units of government.

8. Build community identity by revitalizing main streets and enforcing design standards.

9. Provide an adequate supply of affordable housing for all income levels throughout each community.

10. Provide adequate infrastructure and public services and a supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

11. Promote the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.

12. Balance individual property rights with community interests and goals.

13. Plan and develop land uses that create or preserve varied and unique urban and rural communities.

14. Provide an integrated, efficient, and economical transportation system that provides mobility, convenience, and safety and meets the needs of all citizens including transit-dependent and disabled.

1.5 City of Menasha Planning Goals

This section contains the goals for each of the nine elements as described and required by Wisconsin's comprehensive planning law. Goals, objectives, policies, and programs will also be included within each of the respective planning elements. The following goals were developed by the City of Menasha to guide and focus the planning process. Goals are broad, value-based statements expressing public preferences for the long term (20 years or more). They address key issues, opportunities, and problems that affect the community.

Issues and Opportunities

Goal: Balance individual property rights with community interest and goals.

Goal: Minimize the impact of development on energy and natural resources.

Housing

Goal: Maintain an adequate supply of sites for single family housing in desirable locations to meet current needs and projected growth.

Goal: Maintain an adequate supply of sites for multi-family housing in desirable locations that meet current needs and projected growth.

Goal: Preserve, rehabilitate, and stabilize the city's existing housing stock and residential neighborhoods.

Goal: Increase enforcement of housing and building code standards to ensure that every housing unit is decent, safe, sanitary, and secure.

Goal: Create affordable home ownership opportunities for low- and moderate-income residents.

Goal: Maintain an adequate supply of affordable rental housing for low- and moderate-income residents.

Goal: Maintain an adequate supply of affordable housing for senior and special need households.

Goal: Create a diverse base of housing opportunities appropriate for all segments of the population.

Goal: Create new housing opportunities in close proximity to the downtown.

Goal: Promote a positive image of the City of Menasha as a quality place to live.

Goal: End housing discrimination in the City of Menasha.

Transportation

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Goal: Support and promote the development and use of multiple modes of transportation.

Goal: Incorporate energy conservation principles in transportation facility design and services.

Utilities and Community Facilities

Goal: Provide high quality and cost effective community facilities and services that meet existing and projected future needs.

Goal: Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.

Goal: Promote stormwater management practices in order to reduce private and public property damage and to protect water quality.

Goal: Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.

Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

Goal: Maintain and enhance recreational opportunities in the community.

Goal: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

Goal: Encourage improved access to health care facilities and child care.

Goal: Provide a level of police, fire, and emergency services that meets present and future needs.

Goal: Promote quality schools and access to educational opportunities.

Goal: Reduce the long-term costs and environmental impact of municipal facilities and operations.

Agricultural, Natural, and Cultural Resources

Goal: Support the agricultural resources of the county and the region.

Goal: Maintain, preserve, and enhance the city's natural resources.

Goal: Mitigate impacts of development and land management practices on surface waters.

Goal: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Goal: Enhance community image with attractive entrances, a mix of business types, a vital downtown, and community culture and events.

Goal: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Goal: Raise awareness of opportunities for buying locally grown or processed produce.

Economic Development

Goal: Support the economic development initiatives in the community and region to promote the creation of jobs and income opportunities.

Goal: Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

Goal: Support the retention and expansion of existing businesses.

Goal: Support entrepreneurial development and new business attraction efforts.

Goal: Maintain a quality workforce to strengthen businesses and maintain a high standard of living.

Goal: Support and pursue opportunities to increase and diversify the city's tax base.

Intergovernmental Cooperation

Goal: Foster mutually beneficial intergovernmental relations with other units of government.

Land Use

Goal: Provide for a compatible mix of land uses within the city.

Implementation

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

1.6 City of Menasha Issues and Opportunities

The following issues and opportunities identified by the Plan Commission (acting as a Citizen's Advisory Committee) were used to help form the goals, objectives, and policies in the comprehensive plan. These issues and opportunities are also addressed throughout the plan.

Issues and Opportunities

As recorded, without priority, after reviewing and eliminating duplicates.

- Menasha's waterfront is a definite asset.
- There is a need to revive and enhance community events.
- The school system is strong.
- Utilities are competitively priced.
- There needs to be more done with stormwater run-off.
- There should be more elderly housing.
- The city has a lot of renter occupied housing, especially in the core of the city, which by nature means the population is somewhat transient.
- The library is good.
- The park system is an asset.
- The city has an increasing socio-economic and racial mix. That is seen as a positive, but with that mix, comes a sometimes increasing burden on social services in the area.
- The housing stock in the city needs to be maintained.
- The city is safe and quiet.
- There are a variety of jobs in the area.
- The city is moving forward.
- The system of trails (bicycle, walking, and hiking) within the city is a strength.
- The level of service of public works is high.
- The public transportation system is strong but there are places where the walk to the stop is too far.
- Assets to the community include: the marina, the university, the arena, the museum and planetarium, a large variety and number of churches, and the nature reserve.
- There is a lack of sufficient level of economic activity downtown and on Doty Island.
- The city is landlocked and has no place to expand.

- There is sometimes the desire to convert single family to multi-family housing. With this comes complications including parking and traffic issues.
- The sanitary districts limit growth. The city also can't support its own districts. The level of support is growing yet the population is growing.
- There are service responsibilities outside of the city boundary.
- The financial responsibilities of redevelopment are a big burden.
- Downtown needs a grocery store.
- Downtown is improving with the aesthetics, interest level, diversity of businesses, and making use of existing buildings.
- The government is responsive.
- The recreation program in the city is strong across age levels. There are reciprocity agreements with Appleton and Neenah and the Town of Menasha as well.
- There is a need to improve the image of the city, both internally and externally.
- The school districts are fragmented which creates issues with identity. Often children go to school in a different area than they live in and it's hard to get a sense of belonging.
- The corridors into the city need a visual boost.
- Wayfinding throughout the city needs to be enhanced.
- Private property can hinder access to the water. The beach is hidden away and hard to get to.
- There is a niche market in the city for medical services. There is potential to continue to grow this market.
- There are several community identity issues. There needs to be a tie between the east and the west sides of the city. Identity on the east tends to be by name of the subdivision. There is a perceptual difference in the identity east of Oneida Street. This area is seen as isolated because of the farmlands.
- The opening of US Highway 441 changed the dynamics in the area.

1.7 Issues and Opportunities Goals and Objectives

Wisconsin Statutes 66.1001 requires a statement of overall goals and objectives of the local governmental unit to guide the future development and redevelopment of the local governmental unit over a 20-year planning period. The following are the goals and objectives developed by the City of Menasha.

Goal 1 Balance individual property rights with community interest and goals.

Objectives

1. Utilize the city's comprehensive plan as a tool to guide city decision making.

2. Create opportunities for citizen participation throughout all stages of plan and ordinance development, amendment, and implementation.

Goal 2 Minimize the impact of development on energy and natural resources.

Objectives

1. Promote energy-efficient, ecologically friendly living and building practices.

1.8 Issues and Opportunities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Public participation shall be required throughout all stages of comprehensive plan development, amendment, and implementation.

2. The comprehensive plan shall be updated to maintain consistency with state comprehensive planning requirements.

3. Community policies, ordinances, and decisions regarding land use shall be made in conformance with the comprehensive plan.

4. The need for public participation shall be considered during the development of and/or amendment to plans, ordinances, or programs.

5. The existing road network and public facilities/services will be utilized to accommodate new development to the maximum extent possible.

6. The comprehensive plan will be referred to and/or utilized for all future development, planning, or implementation decisions within the community.

7. Consideration should be given to innovative planning or related land use initiatives such as the Natural Step Program.

8. The comprehensive plan will be assessed annually for compliance with Wisconsin Smart Growth Statutes.

9. All community policies and actions will be evaluated for compliance with the applicable provisions of the comprehensive plan.

10. All future community policies, actions, and programs will be developed and implemented in a manner that is consistent with the applicable goals and objectives identified within the comprehensive plan.

11. Future community issues, trends, opportunities, and conflicts that were not included within the comprehensive plan will be assessed and amended to the plan as necessary.

12. Adequate funding and staffing shall be maintained to properly administer community programs (i.e. permits, land use controls, etc.).

13. Establish community focal points that include historic and cultural locations, such as park, school, library, historic downtown, riverfront, etc., where citizens feel safe and comfortable, and are identified as gathering locations throughout the community.

14. Coordinate capital improvements with the recommendations presented in the city's comprehensive plan.

1.9 Issues and Opportunities Programs and Resources

The following programs and resources are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

AB608, Wisconsin Act 233 – Clarification of Smart Growth Law
This bill was signed into law in April 2004. This new law reduces the number of programs or actions with which a comprehensive plan must be consistent. Under the new legislation, the only actions which must be consistent with a comprehensive plan are official mapping, local subdivision regulation, and zoning ordinances, including zoning of shorelands or wetlands in shorelands. The bill also iterates that a Regional Planning Commission's comprehensive plan is only advisory in its applicability to a political subdivision (a city, village, town, or county), and a political subdivision's comprehensive plan.

Wisconsin Department of Administration, Demographic Services Center
The Demographic Services Center's primary responsibility is to develop annual total population estimates for all Wisconsin towns, villages, and cities. It also makes annual estimates of the voting age population for all municipalities and total population estimates for Zip Code Areas. In addition, the Demographic Services Center develops population projections by age and sex for the counties, population projections of total population for all municipalities, and estimates of total housing units and households for all counties. For further information on the Service Center contact the WDOA or visit its web-site at www.doa.state.wi.us.

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2. Population and Housing

2.1 Introduction

Housing is very important for Wisconsin and its communities. Housing costs are the single largest expenditure for most Wisconsin residents. For homeowners, their home is likely their most valuable asset and largest investment. Housing also plays a critical role in state and local economies. Housing is Menasha's largest asset. The construction industry and other occupations that support housing are a major portion of the economy. Residential development is also a major source of property tax revenue for local communities. In Menasha, residential properties account for 72% of real property values. Beyond the financial aspects of housing, there are also social effects that are not so easily measured. People develop a sense of pride in their homes, which in turn creates a sense of community and a likely increase in participation in community activities.

Housing is also a function of population. Housing demand, type of housing desired, and housing prices are driven by the population found in an area. Therefore, housing characteristics and an evaluation of population are provided in the same planning element.

Wisconsin's comprehensive planning law requires that a comprehensive plan include a housing element and provide demographic information. The comprehensive planning process also necessitates that each community analyze the impact of local, state, and federal policies and regulations on the development of various types of housing. The analysis is intended to take into account the current and projected housing needs in the community. The analysis should result in policies that provide opportunities for the development of the types and amounts of housing expected to be needed over a 20-year planning horizon.

There are a number of benefits that can be realized by developing a housing element and analyzing demographics:

- The process of developing the housing element encourages citizens to start thinking and talking about local housing concerns.
- The data collection and analysis can increase understanding of the local housing situation and who lives in the community.
- The data allow for an understanding of future trends and how the community can prepare for change.
- More influence over the nature of future housing development can be attained.
- It increases the chances that housing decisions are coordinated with decisions regarding other comprehensive plan elements such as the land use, transportation, economic development, utilities and community facilities, and agriculture, natural, and cultural resources elements.

- It can bring together a diverse range of groups, agencies, and citizens that otherwise may not work together.

- It provides the chance to consider the community's housing concerns in relation to those of adjacent communities.

The following sections discuss in more detail, specific information about the City of Menasha's housing stock and patterns, demographics, and future trends.

United States Census 2000

A significant amount of information, particularly with regard to population, housing, and economic development, was obtained from the U.S. Bureau of the Census. There were four primary methodologies for data collection employed by the Census in 2000, STF-1 through STF-4. STF-1 data were collected through a household-by-household census and represent responses from every household within the country. STF-2 data are similar to STF-1, however, data are available to the census tract level for limited information meeting an established population threshold. To get more detailed information, the U.S. Census Bureau also randomly distributes a long-form questionnaire to one in six households throughout the nation. Tables that use this sample data are indicated as STF-3 and STF-4 data.

Throughout this report, data from the U.S. Census will be designated as STF-1 or STF-3 data. It should be noted that STF-1 and STF-3 data may differ for similar statistics, due to survey limitations, non-response, or other attributes unique to each form of data collection.

2.2 Population

Population Counts

Population change is the primary component in tracking growth as well as predicting future population trends. Population characteristics influence future economic development and relate directly to demands on community services, housing, education, utilities, social services, and recreational facility needs.

Table 2-1 displays the population trends of the City of Menasha, surrounding communities, Calumet and Winnebago Counties, and the state of Wisconsin from 1970 to 2000.

Table 2-1
Population Counts, City of Menasha and Surrounding Areas, 1970-2000

Municipality	1970	1980	1990	2000	# Change 1970-2000	% Change 1970-2000
C. Menasha	14,836	14,728	14,711	16,331	1,495	10.1%
C. Neenah	22,902	22,432	23,219	25,338	2,436	10.6%
C. Appleton	56,377	58,913	65,695	70,087	13,710	24.3%
T. Menasha	8,682	12,307	13,975	15,858	7,176	82.7%
T. Harrison	3,260	3,541	3,195	5,756	2,496	76.6%
Calumet County	27,604	30,867	34,291	40,631	13,027	47.2%
Winnebago County	129,946	131,772	140,320	156,763	26,817	20.6%
Wisconsin	4,417,731	4,705,642	4,891,769	5,363,690	945,959	21.4%

Source: U.S. Bureau of the Census, STF-1, 1970-2000.

In the 1970's and 1980's the City of Menasha experienced population declines, but then rebounded significantly in the 1990's when the population grew by 1,620 persons. Due to this high growth period, the city's overall population growth from 1970 to 2000 is reported as 10.1%. Much of this population growth can be attributed to the City of Menasha annexing territory and creating a growth corridor east of Oneida Street in Calumet County. This rate of growth for the 30 year period was very similar to the City of Neenah. Other surrounding communities and both counties experienced even greater growth for the period with the Town of Menasha experiencing the greatest percentage growth at 82.7 percent. In the 2000-2007 period, 84 percent of the City of Menasha's population growth occurred in Calumet County.

Population by Age Cohort

The population age structure affects a variety of services and needs within a community. Incorporated communities can vary significantly in the age distribution of their residents as compared to rural towns due to the services offered in a more urban area. Services are driven by demand, and a community will typically provide services and facilities to meet the needs of the given population. As an example, people of retirement age may need more access to health care and transportation services, which are typically offered in urban areas. Similarly, younger persons tend to seek urban areas for employment, housing, and educational opportunities. People raising families will require schools, and schools are constructed where population drives service demands.

This social dynamic of a community's age structure has evolved into a significant trend throughout the country, and is evident in Wisconsin and also Calumet and Winnebago County. The baby-boomer generation, which is a large segment of the overall population, is nearing retirement age. Service demands will result from the age distribution. How a community serves the population demands created by the age distribution is as much a factor in defining community character as the location of the community itself. It will become increasingly important to anticipate potential service demands created from the population shift. Table 2-3

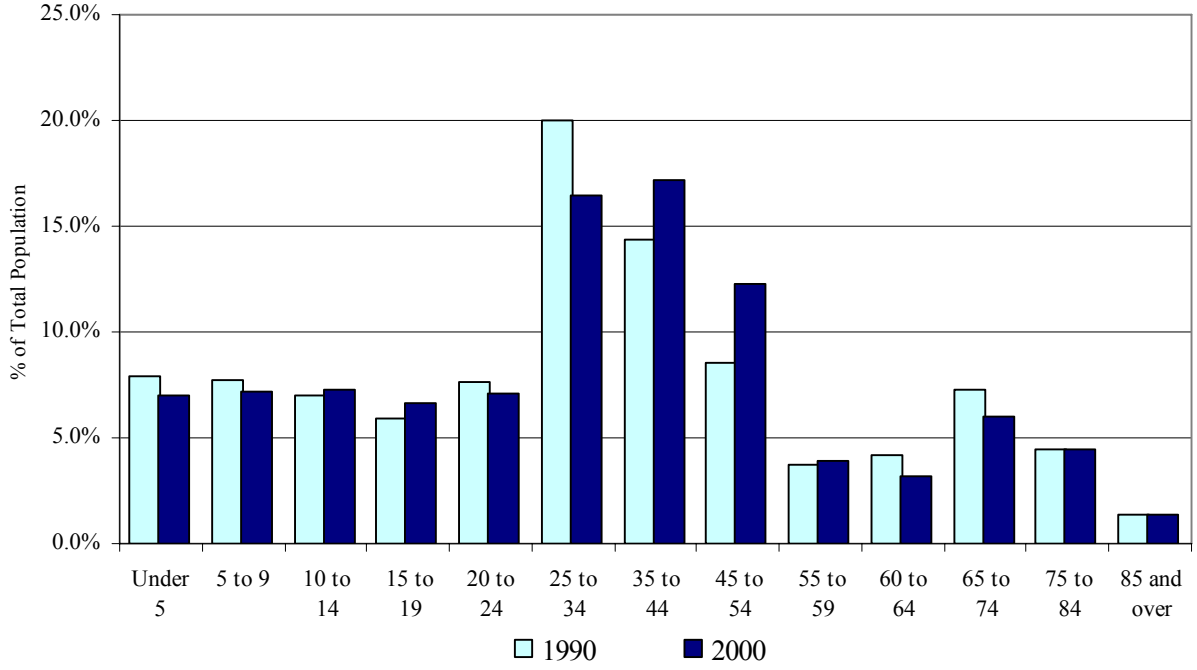
and Figure 2-1 displays population cohorts of the total population for 1990 and 2000 in the City of Menasha.

Table 2-3
Population by Age Cohort, City of Menasha, 1990-2000

	1990		2000	
Age	Number	% of Total	Number	% of Total
Under 5	1,159	7.9%	1,149	7.0%
5 to 9	1,134	7.7%	1,176	7.2%
10 to 14	1,029	7.0%	1,189	7.3%
15 to 19	864	5.9%	1,077	6.6%
20 to 24	1,123	7.6%	1,160	7.1%
25 to 34	2,943	20.0%	2,686	16.4%
35 to 44	2,108	14.3%	2,801	17.2%
45 to 54	1,253	8.5%	2,004	12.3%
55 to 59	553	3.8%	641	3.9%
60 to 64	615	4.2%	517	3.2%
65 to 74	1,071	7.3%	981	6.0%
75 to 84	654	4.4%	723	4.4%
85 and over	205	1.4%	227	1.4%
Total	14,711	100.0%	16,331	100.0%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Figure 2-1
Population by Age Cohort, City of Menasha, 1990-2000



Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Figure 2-1 charts the shifting of the population to older age groups over the 10 year period shown. In 1990, 20% of the population was in the 25 to 34 age group. In 2000 this same group accounted for 16.4% of the population and the next two older age cohorts had a significantly larger share of the population when compared to 1990. Different age groups have varying impact on community facilities, housing, economic development, and land use. Relative to persons 60 and older, the total number of people of retirement age is anticipated to grow during the planning period.

Table 2-3
Comparative Population Age Characteristics – 2000

		Percent of Total Population					
Geographic Area	Total Population	Under 18 Years	18 to 24 Years	25 to 44 Years	45 to 64 Years	65 Years and over	Median Age (Years)
Menasha, City	16,331	25.6	9.6	33.6	19.4	11.8	34.0
Neenah, City	24,507	27.5	7.6	32.0	20.3	12.5	35.4
Appleton, City	70,087	27.4	9.7	31.8	19.7	11.3	33.8
Menasha, Town	15,585	24.2	9.1	31.0	24.6	11.0	36.9
Harrison, Town	5,756	31.0	4.9	35.8	20.7	7.6	34.6
Calumet, County	40,631	28.6	7.2	32.0	21.4	10.8	35.2
Winnebago County	156,763	23.8	11.8	30.4	21.5	12.5	35.4
Wisconsin	5,363,675	9.7	22.2	25.5	29.5	13.1	36.0

Source: U.S. Bureau of the Census, STF-1 2000

Table 2-3 shows the median age of Menasha's population compared neighboring jurisdictions and the state of Wisconsin. The age composition of Menasha's residents is similar to the others listed in the table. However, the median age of 34 years for those residing in the City of Menasha is two years younger than that of the statewide population, and only the City of Appleton has a younger population among the communities listed in the table.

Population by Race

Although the vast majority of Menasha's residents are white, Table 2-4 reveals that there is a trend toward greater diversity. The Asian population has more than doubled and the number of person of Hispanic origin has more than quadrupled in the decade between 1990 and 2000.

Increasing diversity will continue to cause school and city department administrators to reevaluate programs and service delivery methods to better serve growing minority populations.

Table 2-4
City of Menasha Population by Race
1990-2000

	1990	%	2000	%
White	14,420	98.0	15,481	94.8
Black or African American	4	>0.1	88	>0.1
American Indian and Alaska Native	116	>0.1	99	>0.1
Asian	122	>0.1	264	1.6
Native Hawaiian and other Pacific Islander	0	0	4	>0.1
Other	49	>0.1	225	1.3
Two or More Races	N/A	-	170	1.0
Total	14,711		16,331	
Persons of Hispanic Origin (may be of any race)	141	>0.1	590	3.6

Source: U.S. Bureau of the Census – Census of Population and Housing 1990/2000.

2.3 Population Forecasts

Population Trends

Each year the Wisconsin Department of Administration (WDOA), Demographic Services Center develops population estimates for every municipality and county in the state. Table 2.3 displays year 2000 Census counts and the 2007 population estimates for the City of Menasha, surrounding areas, Calumet and Winnebago Counties, and Wisconsin. WDOA population estimates should be utilized as the official source of population information, except when Census population counts for a given year are available.

Table 2-5 shows that from 2000 to 2007 the City of Menasha experienced a population increase of 951 persons or 6.3 percent. This rate of growth is consistent with rates of growth found in the area. Calumet County and the Town of Harrison are the local jurisdictions that have experienced the most significant growth for the period shown.

Table 2-5
Population Trends, City of Menasha and Surrounding Areas, 2000-2007

Municipality	2000 Census	2007 Estimate	# Change 2000-2007	% Change 2000-2007
C. Menasha	16,331	17,354	1,023	6.3%
C. Neenah	24,507	25,430	923	3.8%
C. Appleton	70,087	72,158	2, 071	3.0%
T. Menasha	15,858	17,180	1,322	8.3%
T. Harrison	5,756	8,601	2,845	49.5%
Calumet County	40,631	46,031	5,400	13.3%
Winnebago County	156,763	164,703	7,940	5.1%
Wisconsin	5,363,715	5,648,124	284,409	5.3%

Source: U.S. Bureau of the Census, STF-1, 2000. Wisconsin Department of Administration, Demographic Services Center, Population Estimates, 2007.

Population Forecasts

Population forecasts are based on past and current population trends and are not predictions, rather they extend past growth trends into the future and their reliability depends on the continuation of these past growth trends. Forecasts are therefore most accurate in periods of relative socio-economic and cultural stability. Forecasts should be considered as one of many tools used to help anticipate and predict future needs within the community.

Wisconsin Department of Administration (WDOA) Population Forecasts

The Wisconsin Department of Administration (WDOA), Demographic Services Center develops population forecasts for the state of Wisconsin in accordance with Wisconsin Statute 16.96. Forecasts created by WDOA are deemed the official determinations for the state. WDOA forecasts to the year 2030, for the state of Wisconsin, reveal several important trends that should be noted. These trends are anticipated at the state level, and will therefore have effects on county level and local population characteristics as well.

- Wisconsin's population in 2030 is projected to be 6.35 million, nearly one million more than the 2000 census count of 5.36 million.

- The working age population – ages 18 through 64 – will peak in 2015 at 3.67 million and, by 2030 decline slightly to 3.60 million (but still be 300,000 above the 2000 census count).

- The volume of deaths will increase substantially due to the aging population.

- The 65-plus population will increase slowly up to 2010, and then grow dramatically as the Baby Boomers join the ranks of the elderly. Senior citizens formed 13% of the state's total population in 2000. Their proportion will rise to 21% in 2030.

Table 2-6 displays the WDOA population forecasts for the City of Menasha and surrounding areas to the year 2025.

Table 2-6
WDOA Population Forecasts, City of Menasha and Surrounding Areas, 2000-2025

Municipality	2000 Census	Projection 2005	Projection 2010	Projection 2015	Projection 2020	Projection 2025	# Change 2000-2025	% Change 2000-2025
C. Menasha	16,331	16,547	16,706	16,873	17,103	17,412	1,081	6.6%
C. Neenah	24,507	24,723	24,862	25,018	25,274	25,665	1,158	4.7%
C. Appleton	70,087	73,022	75,670	78,237	80,874	83,214	13,127	18.7%
T. Menasha	15,858	16,776	17,630	18,474	19,375	20,370	4,512	28.5%
T. Harrison	5,756	7,375	8,941	10,445	11,954	13,396	7,640	132.7%
Calumet County	40,631	44,182	47,398	50,381	53,473	56,336	15,705	38.7%
Winnebago County	156,763	162,076	166,717	171,369	176,614	182,767	26,004	16.6%
Wisconsin	5,363,690	5,563,896	5,751,470	5,931,386	6,110,878	6,274,867	911,177	17.0%

Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004.

According to WDOA forecasts, the City of Menasha is estimated to experience a population growth of 6.6% or 1,081 persons between 2000 and 2025. When compared to surrounding communities this growth rate is moderate. The Towns of Menasha and Harrison are expected to continue to experience significant rates of growth.

Linear Trend Population Forecasts

Linear forecasts were created by using the 1970, 1980, 1990, and 2000 census counts. Increasing and decreasing population counts were used to calculate a constant value that was based on past census counts. These constant values were used to project the population to the year 2030 using a linear trend. Therefore, linear trends are based directly on historical population trends. Table 2-7 displays the resulting linear trends from the 2000 census count to the estimated 2030 projection.

In general, the linear forecasts that are provided are more conservative than the WDOA forecasts provided in the previous section.

Table 2-7
Linear Population Forecast, City of Menasha and Surrounding Areas, 2000-2030

Municipality	2000 Census	2005 Forecast	2010 Forecast	2015 Forecast	2020 Forecast	2025 Forecast	2030 Forecast	# Change 2000-2030	% Change 2000-2030
C. Menasha	16,331	16,300	16,269	16,492	16,715	16,939	17,162	831	5.1%
C. Neenah	25,338	25,417	25,497	25,901	26,306	26,711	27,116	1,778	7.0%
C. Appleton	70,087	72,417	74,746	77,142	79,537	81,933	84,328	14,241	20.3%
T. Menasha	15,858	17,181	18,505	19,664	20,824	21,984	23,144	7,286	45.9%
T. Harrison	5,756	5,740	5,724	6,081	6,438	6,795	7,152	1,396	24.3%
Calumet County	40,631	42,303	43,975	46,100	48,225	50,350	52,476	11,845	29.2%
Winnebago County	156,763	159,357	161,950	166,400	170,850	175,300	179,750	22,987	14.7%
Wisconsin	5,363,690	5,482,200	5,600,709	5,751,909	5,903,109	6,054,310	6,205,510	841,820	15.7%

Source: U.S. Bureau of the Census, STF-1, 2000. Foth linear projections 2005-2030.

According to linear population forecasts, the City of Menasha is estimated to experience a population growth of 5.1% or 831 persons between 2000 and 2030. Once again, this rate of growth is moderate when compared to surrounding communities.

East Central Wisconsin Regional Planning Commission Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves Calumet and Winnebago Counties, has also developed population forecasts for the region it serves. Table 2-8 displays the 2005 through 2030 forecasts provided by ECWRPC.

Table 2-8
ECWRPC Population Forecasts, City of Menasha and Surrounding Areas, 2005-2030

Municipality	2000 Census	ECWRPC 2005	ECWRPC 2010	ECWRPC 2015	ECWRPC 2020	ECWRPC 2025	ECWRPC 2030	# Change 2000-2030	% Change 2000-2030
C. Menasha	16,331	16,988	17,443	17,912	18,460	19,090	19,676	3,345	20.5%
C. Neenah	25,338	25,439	25,845	26,234	26,695	27,271	27,754	2,416	9.5%
C. Appleton	70,087	73,004	75,396	77,528	79,534	81,058	82,196	12,109	17.3%
T. Menasha	15,858	16,950	17,693	18,452	19,290	20,245	21,166	5,308	33.5%
T. Harrison	5,756	8,384	10,112	11,937	13,930	16,005	18,143	12,387	215.2%
Calumet County	40,631	45,812	49,146	52,239	55,445	58,414	61,141	20,510	50.5%
Winnebago County	156,763	163,846	168,538	173,241	178,543	184,763	190,504	33,741	21.5%

Source: East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

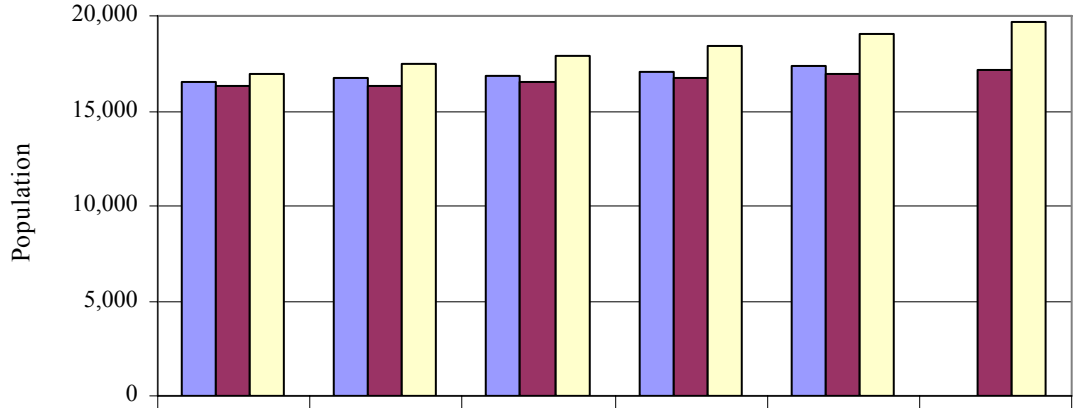
This final population forecast provided by ECWRPC shows a significantly higher estimated rate of growth for the City of Menasha, 20.5% from 2000 to 2030. East Central's methodology for projecting population relies on DOA projections for the counties. It then apportions the

population among the respective jurisdictions primarily based upon the jurisdictions past trend with respect to its share of the county population.

Comparative Population Forecasts

Figure 2-2 displays the three population forecasts for the City of Menasha.

Figure 2-2
Comparative Population Forecast, City of Menasha, 2005-2030



	2005	2010	2015	2020	2025	2030
WDOA	16,547	16,706	16,873	17,103	17,412	
Linear	16,300	16,269	16,492	16,715	16,939	17,162
ECWRPC	16,988	17,443	17,912	18,460	19,090	19,676

Source: Wisconsin Department of Administration, Demographic Services Center, Final Population Projections for Wisconsin Municipalities: 2000-2025, January 2004. Foth linear projections 2005-2030. East Central Wisconsin Regional Planning Commission, 2005-2030 Population Projections for Communities in East Central Wisconsin, October 2004.

The WDOA and Linear population forecasts provided for the City of Menasha are generally well aligned. The ECWRPC forecast is a bit more aggressive. Given that the city has already surpassed the year 2020 projections from both the WDOA and Linear models, the ECWRPC model appears to be more in-step with actual experience. The city should plan for a rate of growth approximating the ECWRPC forecast. The city should also monitor the forecasts and rates of growth in surrounding communities. Significant growth in these areas will also greatly affect the city.

2.4 Housing Characteristics

Housing Supply

Table 2-9 details the number of housing units in the City of Menasha, surrounding communities, Calumet and Winnebago Counties, and the state of Wisconsin.

The U.S. Bureau of the Census classifies housing units as a house, apartment, mobile home or trailer, a group of rooms, or a single room occupied as separate living quarters, or if vacant,

intended for occupancy as separate living quarters. Separate living quarters are those in which the occupants live separately from any other individuals in the building and have direct access from outside the building or through a common hall.

Table 2-9
Housing Units, City of Menasha and Surrounding Areas, 1990-2000

Municipality	1990	2000	# Change 1990-2000	% Change 1990-2000
C. Menasha	6,168	7,271	1,103	17.9%
C. Neenah	9,261	10,198	937	10.1%
C. Appleton	25,528	27,736	2,208	8.6%
T. Menasha	5,514	6,521	1,007	18.3%
T. Harrison	1,155	2,139	984	85.2%
Calumet County	12,465	15,758	3,293	26.4%
Winnebago County	56,123	64,721	8,598	15.3%
Wisconsin	2,055,774	2,321,144	265,370	12.9%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

From 1990 to 2000 the number of housing units in the City of Menasha increased by 1,103 units, or 17.9 percent. This rate of growth was similar to Winnebago County and the Town of Menasha. The Cities of Neenah and Appleton experience a growth rate less than the City of Menasha, but the Town of Harrison and Calumet County experienced significantly higher growth than the city.

Housing Occupancy and Tenure

Tables 2-10 and 2-11 display the occupancy and tenure characteristics of housing units for Winnebago County and the City of Menasha in 1990 and 2000.

Table 2-10
Housing Occupancy and Tenure, Winnebago County, 1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-2000	% Change 1990-2000
Total housing units	56,123	909.9%	64,721	890.1%	8,598	15.3%
Occupied housing units	53,216	862.8%	61,157	841.1%	7,941	14.9%
Owner-occupied	35,423	574.3%	41,571	571.7%	6,148	17.4%
Renter-occupied	17,793	288.5%	19,586	269.4%	1,793	10.1%
Vacant housing units	2,907	47.1%	3,564	49.0%	657	22.6%
Seasonal units	1,145	18.6%	1,032	14.2%	-113	-9.9%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

Table 2-11
Housing Occupancy and Tenure, City of Menasha, 1990 and 2000

	1990	Percent of Total	2000	Percent of Total	# Change 1990-2000	% Change 1990-2000
Total housing units	6,168	100.0%	7,271	100.0%	1,103	17.9%
Occupied housing units	5,980	97.0%	6,951	95.6%	971	16.2%
Owner-occupied	3,718	60.3%	4,273	58.8%	555	14.9%
Renter-occupied	2,262	36.7%	2,678	36.8%	416	18.4%
Vacant housing units	188	3.0%	320	4.4%	132	70.2%
Seasonal units	22	0.4%	28	0.4%	6	27.3%

Source: U.S. Bureau of the Census, STF-1, 1990-2000.

For the year 2000, 95.6% of the City of Menasha's housing units were owner occupied and 4.4% were vacant. Approximately 60% of the city's housing units are owner occupied while approximately 40% are renter occupied. From 1990 to 2000, there were 555 more owner occupied units, 416 more renter occupied units, as well as 132 more vacant units.

Units in Structure

Table 2-12 displays the number of units in structure for the City of Menasha, surrounding communities, Calumet and Winnebago Counties, and the state of Wisconsin. Figure 2-3 displays the percentage of units in structure for the City of Menasha in 2000.

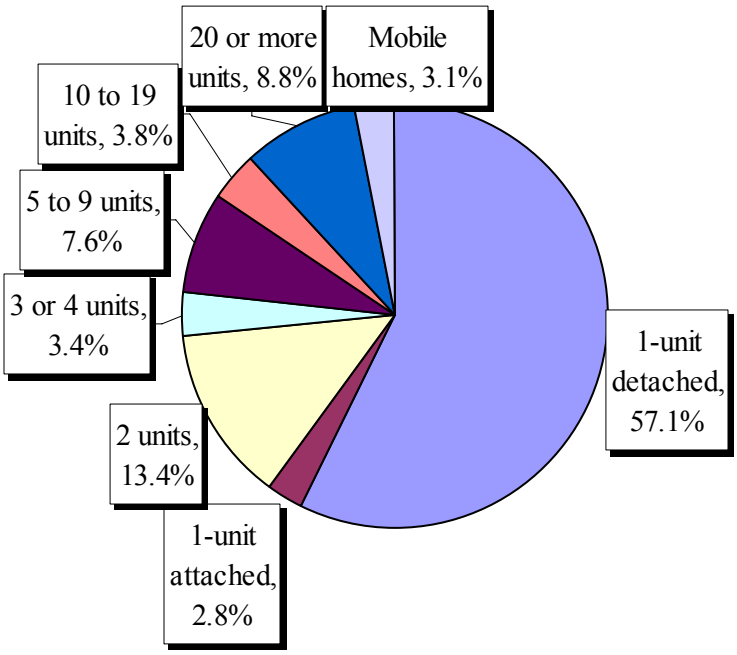
Attached housing units are defined as one-unit structures which have one or more walls extending from ground to roof separating them from adjoining structures, for example, row houses. Detached housing units are one-unit structures detached from any other house, with open space on four sides. Structures are considered detached even if they have an attached garage or contain a business unit.

Table 2-12
Units in Structure, City of Menasha and Surrounding Areas, 2000

Municipality	1-unit detached	1-unit attached	2 units	3 or 4 units	5 to 9 units	10 to 19 units	20 or more units	Mobile home	Boat, RV, van, etc.	Total Units
C. Menasha	4,201	205	984	250	559	276	650	227	0	7,352
C. Neenah	7,119	339	854	542	439	393	476	11	0	10,173
C. Appleton	18,740	1,076	2,873	901	1,326	1,028	1,609	122	0	27,675
T. Menasha	4,026	308	348	195	606	505	153	343	0	6,484
T. Harrison	1,890	119	57	0	9	51	0	18	0	2,144
Calumet County	11,988	479	998	243	631	540	197	680	2	15,758
Winnebago County	43,275	1,751	6,123	2,609	3,857	2,497	3,199	1,404	6	64,721
Wisconsin	1,531,612	77,795	190,889	91,047	106,680	75,456	143,497	101,465	2,703	2,321,144

Source: U.S. Bureau of the Census, STF-3, 2000.

Figure 2-3
Units in Structure, City of Menasha, 2000



Source: U.S. Bureau of the Census, STF-3, 2000.

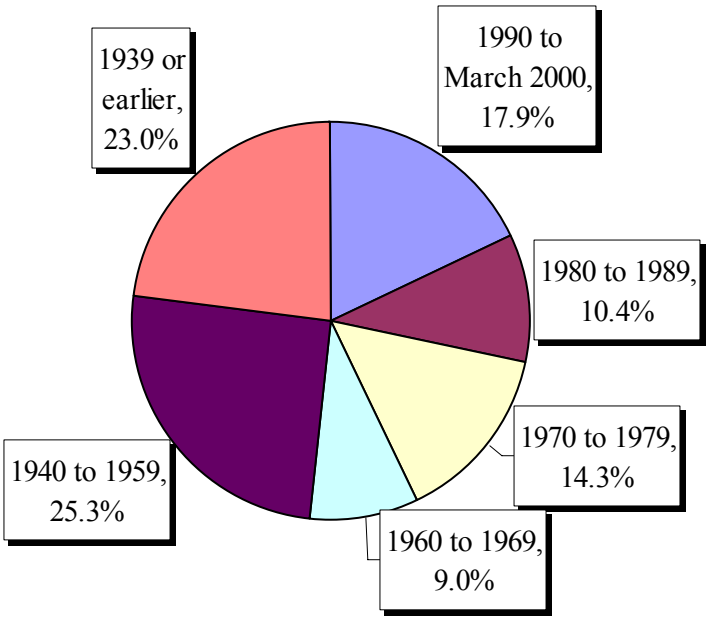
As indicated by the table and figure, the majority of homes in the City of Menasha are one unit single family structures. Two unit homes make up the second greatest proportion of structures.

Age of Housing Units

The age of the housing stock is an important element to be analyzed when planning for the future. If there is a significant amount of older housing units within the housing supply they will most likely need to be replaced, rehabilitated, or abandoned for new development within the planning period. The age status may lead to a need for county or community housing assistance or redevelopment programs. Allowing for a newer housing supply also requires community planning regarding infrastructure, land availability, community utilities, transportation routes, and a variety of other items which are affected by new housing development.

Figure 2-4 displays the year that structures were built in the City of Menasha.

Figure 2-4
Year Structures Were Built, City of Menasha, 2000



Source: U.S. Bureau of the Census, STF-3, 2000.

Within the City of Menasha, the majority of housing units were built between 1940 and 1959. A significant number of homes were also built prior to 1939.

Housing Value

Table 2-13 provides year 2000 housing values of specified owner-occupied units in the City of Menasha, surrounding communities, Calumet and Winnebago Counties, and the state of Wisconsin. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. The U.S. Bureau of the Census determines value by the respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Table 2-13
Housing Values, City of Menasha and Surrounding Areas, 2000

Municipality	Less than $50,000	$50,000 to $99,999	$100,000 to $149,999	$150,000 to $199,999	$200,000 to $299,999	$300,000 to $499,999	$500,000 to $999,999	$1,000,000 or more	Median (dollars)
C. Menasha	149	2,357	820	271	97	35	21	7	$87,700
C. Neenah	189	3,614	1,543	542	321	130	42	22	$92,900
C. Appleton	265	8,835	5,415	1,479	804	223	31	0	$97,900
T. Menasha	84	1,350	1,563	467	264	60	32	0	$112,100
T. Harrison	2	185	741	460	201	48	21	0	$144,000
Calumet County	245	3,855	3,603	1,356	590	149	41	7	$109,300
Winnebago County	1,467	17,634	9,950	4,197	1,995	709	274	49	$97,700
Wisconsin	73,450	396,893	343,993	173,519	95,163	30,507	7,353	1,589	$112,200

Source: U.S. Bureau of the Census, STF-3, 2000.

According to the 2000 Census, the median value of homes in the City of Menasha was $87,700 with the majority of homes being valued between $50,000 and $99,999. This is lower than the surrounding municipalities and towns, and lower than both Calumet and Winnebago counties.

Community Based Residential Facilities (CBRF)

A Community Based Residential Facility (CBRF) is a home or apartment type setting where five or more unrelated adults live together. The goal of the CBRF is to assist individuals in achieving the highest level of independence of which they are capable. Different populations are targeted by the CBRF and some of these populations include elderly, Alzheimer's, emotionally and mentally disturbed, developmentally and physically disabled, and veterans. A CBRF is required to provide assistance with bathing, dressing, grooming, medication, community and in-house activities, information and referral services, health monitoring, and meals. They are not required to have professional nurses on duty 24 hours a day but do have staff available at all times.

CBRF facilities in the City of Menasha include:

- Willowpark Residence, 1318 Jordan Ave., Menasha
- Gardens at Fountain Way, Fountain Way, Menasha
- Heartwood Homes Senior Living, 1255-65 De Pere Street, Menasha
- Prairie Home Elder Services, 1463-5 Kenwood Drive, Menasha

2.5 Housing Trends and Forecasts

Building Permits

Building permit data complied for the period commencing in 1985 and ending in the year 2006 revealed a somewhat cyclical pattern reflective of national housing trends. These patterns are strongly impacted by demographic patterns such as population age structure and household formation rates. However, economic factors – household income, housing prices, and interest rates are also key variables. Finally, local development policies serve to either encourage or

discourage new development through the availability of land, the provision of infrastructures to serve new development and the degree to which the community adopts policies impacting development costs. These policies can range from things such as the size and specifications for streets and subdivision lots and how and by whom the costs are bore between the developer and the community.

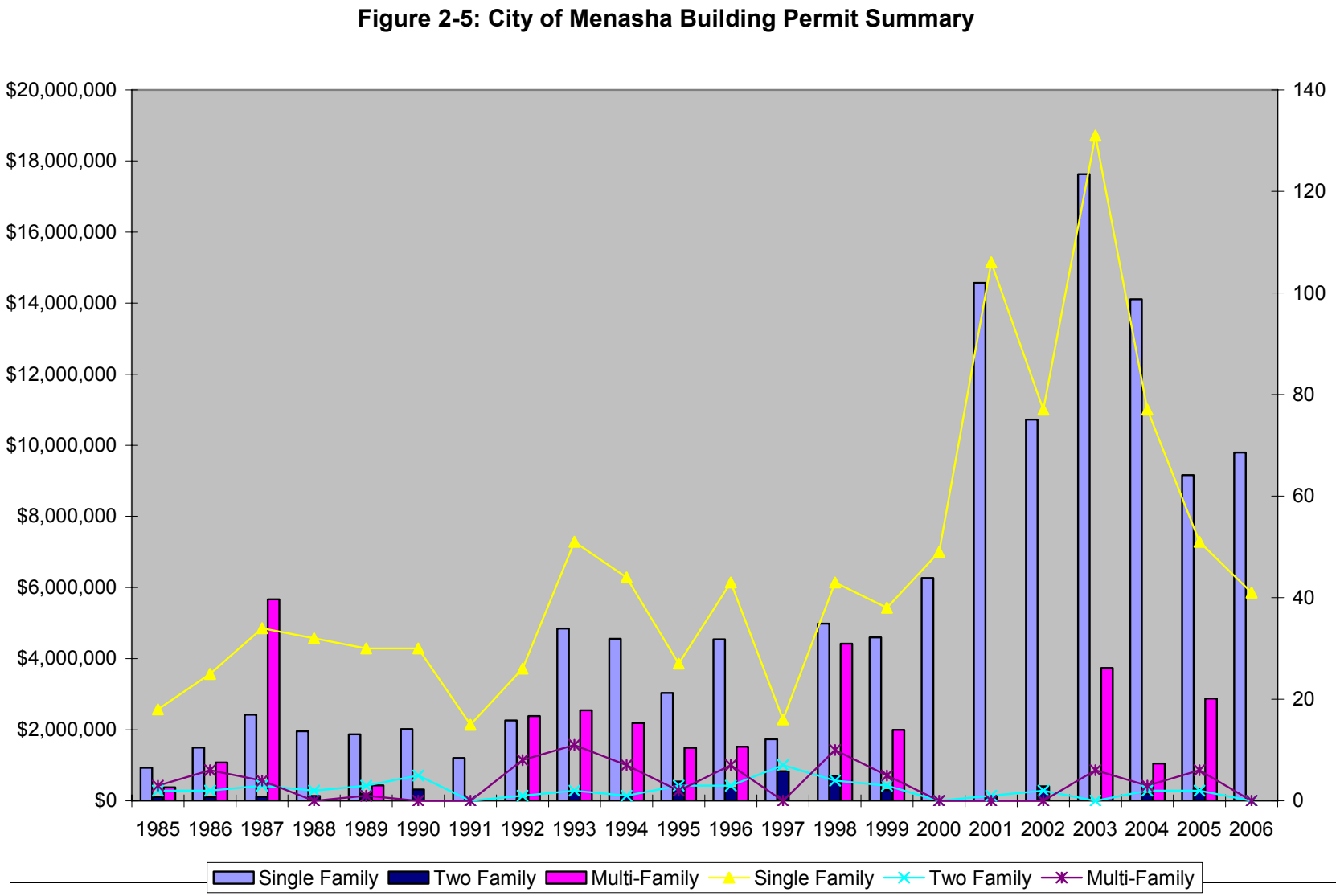
The City of Menasha has taken a number of actions and adopted policies to encourage new residential development and redevelopment. These actions were taken to secure a growth corridor for the city, put Menasha on a competitive basis with other communities, and help secure the stability of the city's economic base.

Table 2-15 lists all building permit activity from 1985-2006. Figure 2-5 shows the number and value of building permits issued for single family, two family and multi family housing units constructed in that same period.

Table 2-15
City of Menasha Building Permit Activity 1985-2006

Year	1985	1986	1987	1988	1989	1990	1991	1992	1993
Single Family	$924,400	$1,498,000	$2,425,000	$1,957,000	$1,869,675	$2,017,100	$1,203,900	$2,259,000	$4,850,200
Two Family	$110,000	$100,000	$117,000	$138,000	$190,000	$315,993	$0	$60,000	$245,000
Multi-Family	$378,000	$1,075,000	$5,666,000	$0	$432,000	$0	$0	$2,380,000	$2,545,000
Additions/Alterations (1)	$795,590	$747,768	$807,299	$769,341	$766,585	$1,280,150	$1,145,986	$1,451,392	$1,177,129
Commercial (2)	$1,276,300	$3,507,756	$7,172,775	$736,000	$6,698,600	$13,087,175	$4,102,849	$2,090,200	$1,893,611
Other	$95,855	$121,720	$286,497	$795,200	$154,951	$77,880	$82,515	$106,855	$106,550
Single Family	18	25	34	32	30	30	15	26	51
Two Family	2	2	3	2	3	5	0	1	2
Multi-Family	3	6	4	0	1	0	0	8	11
Additions/Alterations	204	162	172	179	171	160	180	201	189
Commercial	17	14	33	12	14	14	21	11	13
Other	20	31	49	33	29	31	43	40	38
Total $	$3,580,145	$7,050,244	$16,474,571	$4,395,541	$10,111,811	$16,778,298	$6,535,250	$8,347,447	$10,817,490
Total (3)	264	240	295	258	248	240	259	287	304
Year	**1994**	**1995**	**1996**	**1997**	**1998**	**1999**	**2000**	**2001**	**2002**
Single Family	$4,558,300	$3,031,100	$4,543,900	$1,734,000	$4,980,010	$4,597,400	$6,629,200	$14,573,100	$10,723,080
Two Family	$140,000	$541,000	$359,000	$830,000	$696,000	$305,000	$0	$110,000	$405,000
Multi-Family	$2,186,000	$1,490,000	$1,525,000	$0	$4,420,000	$2,000,000	$0	$0	$0
Additions/Alterations (1)	$1,677,228	$1,276,734	$994,425	$798,455	$1,772,770	$1,192,474	$1,235,836	$913,276	$809,573
Commercial (2)	$5,520,500	$7,707,188	$1,194,486	$9,172,000	$12,370,095	$11,061,491	$3,432,358	$12,332,450	$9,345,900
Other	$37,550	$321,855	$378,945	$388,502	$5,737,417	$1,809,176	$765,786	$973,777	$1,698,428
Single Family	44	27	43	16	43	38	49	106	77
Two Family	1	3	3	7	4	3	0	1	2
Multi-Family	7	2	7	0	10	5	0	0	0
Additions/Alterations	255	152	97	82	116	104	90	97	102
Commercial	6	32	25	24	33	26	22	22	19
Other	17	53	229	217	1288	385	301	321	482
Total $	$14,119,578	$14,367,877	$8,995,756	$12,922,957	$29,976,292	$20,965,541	$12,063,180	$28,902,603	$22,981,981
Total (3)	330	269	404	346	1494	561	462	547	682
Year	**2003**	**2004**	**2005**	**2006**					
Single Family	$17,630,083	$14,107,100	$9,163,000	$9,794,254					
Two Family	$0	$200,000	$337,000	$0					
Multi-Family	$3,738,270	$1,050,000	$2,880,000	$0					
Additions/Alterations (1)	$974,503	$1,390,753	$2,082,308	$891,972					
Commercial (2)	$14,684,792	$3,671,157	$6,747,003	$20,907,701					
Other	$49,300	$554,526	$527,874	$160,512					
Single Family	131	77	51	41					
Two Family	0	2	2	0					
Multi-Family	6	3	6	0					
Additions/Alterations	96	110	84	89					
Commercial	29	34	31	24					
Other	371	298	254	204					
Total $	$37,076,948	$20,973,536	$21,737,185	$31,754,439					
Total (3)	633	524	428	358					

Figure 2-5
City of Menasha Building Permit Summary



East Central Wisconsin Regional Planning Commission Household Forecasts

The East Central Wisconsin Regional Planning Commission (ECWRPC), which serves Calumet and Winnebago Counties, has developed housing forecasts for the 2000-2030 period based on US Census data and Wisconsin Department of Administrative Comparison of Population and Household Projections for Counties. Official housing projections for the region are not adopted by the Commission; however, they are used for sewer service area and transportation planning purposes. Note that projections are for households rather than total housing units. Households are defined as occupied housing units. Tables 2-16 compares the projected growth in the number of households for the City of Menasha with those for neighboring jurisdictions as the state as a whole.

Table 2-16
Estimated Number of Households 2000-2030

		Projections							
Municipality	2000	2005	2010	2015	2020	2025	2030	# Change 2000-2030	% Change 2000-2030
C. Menasha	6,951	7,268	7,564	7,849	8,150	8,404	8,741	1,790	25.8
C. Neenah	9,834	10,289	10,589	10,851	11,116	11,356	11,590	2,056	17.9
C. Appleton	26,864	28,346	29,697	30,816	31,836	32,533	33,068	6,204	23.1
T. Menasha	6,298	6,816	7,239	7,653	8,087	8,487	8,966	2,668	42.4
T. Harrison	1,198	2,913	3,553	4,249	5,001	5,788	6,591	4,593	129.9
Calumet County	14,910	16,829	18,369	19,870	21,349	22,721	23,948	9,038	60.6
Winnebago County	61,157	64,479	67,143	69,632	72,199	74,604	77,158	16,001	26.2
Wisconsin	2,084,556	2,190,210	2,303,238	2,406,798	2,506,932	2,592,462	2,667,688	583,312	27.8

Source: US Census, 2000; East Central Wisconsin Regional Planning Commission, October, 2004 (Methodology "A").

East Central Wisconsin Regional Planning Commission projections show Menasha gaining 1,790 households over the 30 year period ending in 2030. The corresponding 25.8 percent increase is quite consistent with the growth rates projected for Winnebago County and the state as a whole. The recent rapid growth in northern Calumet County, particularly in the City of Appleton and Town of Harrison, is reflected in the substantial increase forecast for Calumet County as a whole.

Linear Trends Housing Forecasts

Using the Census counts from 1990 and 2000, a linear trend was created to estimate the projected number of housing units from 2005 to 2030 in the City of Menasha, surrounding communities, Calumet and Winnebago Counties, and the state of Wisconsin. Table 2-17 displays the forecasts.

Table 2-17
Linear Trends Housing Unit Projection, City of Menasha and Surrounding Areas, 2000-2030

Municipality	2000	Projections 2005	2010	2015	2020	2025	2030	# Change 2000-2030	% Change 2000-2030
C. Menasha	7,271	7,823	8,374	8,926	9,477	10,029	10,580	3,309	45.5%
C. Neenah	10,198	10,667	11,135	11,604	12,072	12,541	13,009	2,811	27.6%
C. Appleton	27,736	28,840	29,944	31,048	32,152	33,256	34,360	6,624	23.9%
T. Menasha	6,521	7,025	7,528	8,032	8,535	9,039	9,542	3,021	46.3%
T. Harrison	2,139	2,631	3,123	3,615	4,107	4,599	5,091	2,952	138.0%
Calumet County	15,758	17,405	19,051	20,698	22,344	23,991	25,637	9,879	62.7%
Winnebago County	64,721	69,020	73,319	77,618	81,917	86,216	90,515	25,794	39.9%
Wisconsin	2,321,144	2,453,829	2,586,514	2,719,199	2,851,884	2,984,569	3,117,254	796,110	34.3%

Source: U.S. Bureau of the Census, 1990-2000, STF-1. Foth linear trend projection, 2005-2030.

According to the linear trend housing projection, the City of Menasha is estimated to experience a housing unit increase of 3,309 or 45.5% from 2000 to 2030. This is significantly higher than both Neenah and Appleton but lower than both surrounding townships.

Comparative Housing Forecast

The housing forecast presented offer differing estimates of the number of households that may be present in the City of Menasha in the year 2030. The linear projection suggests a much higher growth rate than the ECWRPC methodology. Given the external constraints on the City of Menasha's growth, primarily its limited growth area, the more conservative estimate is likely to be nearer the mark. In either case, the city is well positioned to accommodate residential growth within the planning period.

City of Menasha Housing Plan

The City of Menasha has a Comprehensive Housing Plan which was completed and adopted in the year 2000. This plan provides an overview of the various aspects of housing in the community. It identifies goals, policies, and action strategies that can be undertaken by both the public and private sectors to promote stable residential neighborhoods and improve the quality of housing in the city. This plan is intended to be a working document that will guide staff and elected officials in making policy decisions and provide a basis for allocating resources to help address the housing needs of the community.

The plan consists of four sections, including a profile of housing and community characteristics, identification of community housing needs, an inventory of community resources, and goals, policies, and implementation strategies. Please refer to the Comprehensive Housing Plan for in depth data regarding these specific topics.

A series of housing focus groups were held on November 29, 2005 and January 10 and 26, 2006. Attendees included representatives from the City of Menasha, Menasha's Housing Authority, local realtors, the construction industry, apartment managers, appraisal and banking industry,

UW-Extension and UW-Fox Valley, local residents and elected officials. The housing plan was revisted at these meetings and modifications were suggested to the existing goals, policies, and objectives.

2.6 Housing for All Income Levels

Traditionally, most rural towns and small cities have a high percentage of single-family homes, with few other housing types available. Larger communities generally can support and provide a greater variety of housing types, particularly for different income levels. Every community should assess whether the cost of housing in the community matches the ability of residents to pay for it. This is the fundamental question to answer when determining housing affordability and the ability to provide a variety of housing types for various income levels.

Although there are many ways to answer this question, the Department of Housing and Urban Development (HUD) offers a common technique, which involves comparing income to housing costs. According to HUD, housing is considered affordable when it costs no more than 30% of total household income (including utilities). Per HUD standards, people should have the choice of having decent and safe housing for no more than 30% of their household income. In the City of Menasha, approximately 15.6% of those with a household mortgage paid 30% or more in monthly owner costs from their household income. For renters in the city, 25.8% paid 30% or more in gross rent as a percentage of their household income.

The City of Menasha has addressed the issue of housing for all income levels in the development of this plan. Please refer to the following goals, objectives, and policies for the city's approach to this issue.

- Housing Goal 5 and related objectives and policies
- Housing Goal 6 and related objectives and policies
- Housing Goal 7 and related objectives and policies
- Housing Goal 8 and related objectives and policies

2.7 Housing for All Age Groups and Persons with Special Needs

As the general population ages, affordability, security, accessibility, proximity to services, transportation, and medical facilities will all become increasingly important. Many of these issues are already important to those with disabilities or other special needs. As new residents move into the area and the population ages, other types of housing must be considered to meet all resident needs. This is particularly true in communities where a large proportion of the population has been long-time residents and there is a desire for these residents to remain in the area during their retirement years.

The age structure of the City of Menasha is shifting to older age groups. The majority of the population was in the 20 to 44 age group in 2000. It is anticipated that there will be a shift to the next older age group for the majority of the population during the planning period, requiring the community to further assess its ability to provide housing for all age groups and persons with special needs. There are several assisted living facilities within the City of Menasha.

The City of Menasha has addressed the issue of housing for all age groups and persons with special needs in the development of this plan. Please refer to the following goals, objectives, and policies for the city's approach to this issue.

- Housing Goal 7 and related objectives and policies
- Housing Goal 8 and related objectives and policies

2.8 Promoting Availability of Land and Housing Stock for Development/Redevelopment of Low-Income and Moderate-Income Housing

Promoting the availability of underdeveloped or underused land is one way to meet the needs of low and moderate income individuals. The community needs to ensure there is an adequate supply of land that is planned or zoned for housing at higher density or for multi-family housing should demand warrant the need for such housing in the future. The community should also use this plan in coordination with developed policies, goals, and objectives to promote the availability of such housing if a need is present.

The City of Menasha has addressed the issue of promoting availability of land and housing stock for development/redevelopment of low-income and moderate-income housing in the development of this plan. Please refer to the following goals, objectives, and policies for the city's approach to this issue.

- Housing Goal 5 and related objectives and policies
- Housing Goal 6 and related objectives and policies
- Housing Goal 7 and related objectives and policies
- Housing Goal 8 and related objectives and policies

2.9 Maintaining and Rehabilitating the Existing Housing Stock

The maintenance and rehabilitation of the existing housing stock within the community is one of the most effective ways to ensure safe and generally affordable housing while not sacrificing land to development. Over the course of the planning period, the community should continually monitor local housing stock characteristics including, but not limited to, price, aesthetics, safety, cleanliness, and overall suitability with community character. The monitoring process will become important to ensure that steps are taken to preserve the current housing supply before allowing for new development, which has far greater impacts on community resources.

The City of Menasha has addressed the issue of maintaining and rehabilitating the existing housing stock in the development of this plan. Please refer to the following goals, objectives, and policies for the city's approach to this issue.

- Housing Goal 3 and related objectives and policies
- Housing Goal 4 and related objectives and policies

2.10 Housing Goals and Objectives

The City of Menasha staff held three focus groups regarding the housing component of the comprehensive plan. The meetings were held on November 29, 2005; January 10 and January 26, 2006. Attendees included elected officials, city staff, representatives from UW Extension, Housing Authority, and interested parties including realtors, home builders, appraisers, bankers and residents. Through these focus groups the following goals and objectives were developed regarding housing.

Goal 1: Maintain an adequate supply of sites for single family housing in desirable locations to meet current needs and projected growth.

Objectives

1. Encourage the platting of subdivisions so that in any given year, a three-year supply of lots is available for development. Such platting should be located in growth areas identified in the city's comprehensive plan.

2. Promote infill construction of single family housing on vacant lots in established neighborhoods.

3. Provide adequate development area through the annexation of land adjacent to the city.

4. Extend facilities and infrastructure to newly annexed areas to facilitate the timely development of annexed territory.

Goal 2: Maintain an adequate supply of sites for multi-family housing in desirable locations that meet current needs and projected growth.

Objectives

1. The city shall encourage the development of high quality, mixed-income, attractive, high-amenity multi-family neighborhoods in close proximity to services, trails, public transportation, employment, and recreation facilities.

Goal 3: Preserve, rehabilitate, and stabilize the city's existing housing stock and residential neighborhoods.

Objectives

1. Discourage uses that are inappropriate and incompatible with the character of established neighborhoods.

2. Discourage the conversion and/or rezoning of single family structures into multi-family dwellings when contrary to the goal.

3. Encourage the conversion of multi-family structures, specifically duplexes in older neighborhoods, into single family owner-occupied dwellings when consistent with the goal.

4. Continue to pursue and provide funds for affordable rehabilitation of substandard or deteriorating properties.

5. Increase lead-based paint abatement efforts to reduce the risk that it poses to children age six and under.

6. Encourage community involvement in the maintenance and enhancement of public and private properties and adjacent right-of-way in residential neighborhoods.

Goal 4: Increase enforcement of housing and building code standards to ensure that every housing unit is decent, safe, sanitary, and secure.

Objectives

1. Continue to evaluate and improve existing enforcement procedures and create new procedures where necessary.

Goal 5: Create affordable home ownership opportunities for low- and moderate-income residents.

Objectives

1. Continue to pursue funds to provide first time homebuyer programs benefiting low- and moderate-income households.

2. Promote partnership opportunities with organizations able to provide assistance to first time homebuyers.

3. Support the reduction of governmental and regulatory constraints to the production of affordable housing.

4. Investigate how available programs interact with affordable housing goals.

5. Encourage development near existing public transportation opportunities and evaluate the need for expansion of these opportunities.

Goal 6: Maintain an adequate supply of affordable rental housing for low- and moderate-income residents.

Objectives

1. Promote the maintenance and rehabilitation of existing rental units in areas zoned for multi-family use.

2. Identify options and resources for the provision of rental subsidies and rental assistance for low- and moderate-income households in the city.

3. Due to the limited availability of rental subsidies, the city should continue to promote affordable home ownership opportunities.

4. Encourage development near existing public transportation opportunities and evaluate the need for expansion of these opportunities.

Goal 7: Maintain an adequate supply of affordable housing for senior and special need households.

Objectives

1. Support the creation of housing that meets the physical, financial, and supportive needs of seniors and special need individuals and households.

2. Support the preservation of existing group homes and supported living facilities for city residents with special housing needs.

3. Identify options and resources for services that provide assistance to senior and special needs households, specifically in the maintenance and upkeep of their properties.

4. Encourage new senior and special needs development near existing public transportation opportunities and evaluate the need for expansion of these opportunities.

Goal 8: Create a diverse base of housing opportunities appropriate for all segments of the population.

Objectives

1. Encourage a mixture of housing types throughout the community and in new growth areas to be responsive to consumer demand for a variety of housing types. Housing should be available for households at all stages of the life cycle.

2. Disperse assisted or low- to moderate-income housing throughout the city and discourage the concentration of such housing in any one neighborhood.

Goal 9: Create new housing opportunities in close proximity to the downtown.

Objectives

Encourage mixed-use residential development in the downtown area as a means of increasing the housing supply and promoting diversity of downtown vitality.

1. Promote residential uses as part of downtown or waterfront redevelopment projects.

Goal 10: Promote a positive image of the City of Menasha as a quality place to live.

Objectives

1. Promote Menasha's diversity and range of options in employment, education, history, housing, culture, neighborhoods, recreation, transportation, geography, and any other positive features that make Menasha a quality place to live.

2. Develop and promote initiatives that recognize and respect the needs of Menasha's diverse population and neighborhoods.

Goal 11: End housing discrimination in the City of Menasha.

Objectives

1. Support equal housing opportunity as a right of every individual or household seeking a place to live in the City of Menasha.

2. Promote and support programs and agencies that seek to eliminate housing discrimination, such as the Fair Housing Center of Northeast Wisconsin.

3. Provide for increased use and support of tenant/landlord educational and mediation opportunities.

2.11 Housing Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Update the land use component of the city's comprehensive plan to reflect changes in development patterns and planned growth, specifically in relation to the development of single family housing.

2. Develop and maintain an inventory of vacant land zoned for single-family residential development.

3. Maintain the city's deferred assessment policy as a development incentive.

4. Allow for flexibility in the zoning ordinance to allow for construction of single family residential dwellings on lots of record that do not meet the current minimum requirements.

5. The city shall annex territory with residential development potential consistent with the city's boundary agreement with the City of Appleton and the Towns of Menasha and Harrison.

6. Develop engineering plans and budget sufficient funds for the extension of "backbone" facilities and infrastructure in advance of immediate needs.

7. The city will update the land use component of the city's comprehensive plan to reflect changes in development patterns and planned growth specifically in relation to the development of multi-family housing.

8. The city will monitor existing development design standards for multi-family housing. Design standards might include requirements for building materials, functional open space, site amenities, site layout, a variety of unit sizes, walking trails, etc.

9. The city will update the land use component of the city's comprehensive plan to accommodate mixed-use zoning districts in the older neighborhoods of the community.

10. Rezone residences in the older neighborhoods of the community from R-2 Two Family to R-1 Single Family where appropriate. In addition, the city should adopt standards for rezoning of properties from single family to two family or multi-family zoning classifications. These standards would establish rezoning criteria such as proximity to single family districts or other multi-family or commercial/industrial districts, size of the lot, availability of parking, its conformance with building, housing, and zoning codes, and other similar characteristics.

11. Maintain programs to provide funds for the conversion and rehabilitation of two family structures to single family owner-occupied structures. The city should maintain a collaborative program to acquire, rehabilitate, and convert substandard structures, specifically duplexes, into single family owner-occupied dwellings. The city should also explore a broader range of incentives.

12. The city shall review and update where necessary the city's housing code to require higher maintenance standards of the housing stock.

13. Continue the city's housing rehabilitation program for owner-occupied dwellings.

14. Access other funds such as FHLB, weatherization, and ADVOCAP funds for additional rehabilitation opportunities.

15. Expand the city's rehabilitation program by using alternate sources of funding to include households of higher incomes. The city should develop this program by partnering with lending agencies that would commit to offering low interest rate loans for housing rehabilitation purposes.

16. Continue to work with Menasha Utilities to establish an assistance program for low- to moderate-income households with emergency heating needs.

17. Continue to coordinate efforts with the city's Health Department to provide and disseminate lead paint information to city residents and to promote the testing of all family members age six or under regardless of whether housing subsidies are provided by the city.

18. Continue to prioritize the use of CDBG and other rehabilitation funds as necessary to facilitate lead reduction activities at properties where subsidies are utilized.

19. Continue to incorporate lead paint training into all homebuyer training class materials.

20. Conduct city-sponsored clean-up campaigns for public and private properties. Events that promote neighborhood enhancement such as community volunteer days, neighborhood watch programs, and neighborhood planting day should be promoted.

21. Work with the Menasha Joint School District to expand the student volunteer service that would provide general maintenance assistance to senior or special needs households. Services provided could include lawn care, leaf pick up, snow shoveling, and other duties.

22. Commit additional inspection staff time to enforcing building and housing codes on an ongoing, formalized basis.

23. The city's housing rehabilitation program should be offered as an incentive to lessen the cost impact of improvements required as a result of increased enforcement activity. Programs from other organizations including local schools and technical colleges should also be explored.

24. Actively pursue grant funds to expand the city's affordable housing programs.

25. The city shall maintain its partnership with Habitat for Humanity and plan for construction of houses on infill and other available lots throughout the city.

26. Develop an employer-sponsored first time homebuyer program with major employers in the City of Menasha. Employers could provide down payment and/or closing cost assistance to employees. These funds could be matched with other grant money. The city could provide technical assistance to employers wishing to develop such programs.

27. Where appropriate and feasible, allow waivers of development fees as a means of promoting the construction of housing affordable to low-income households.

28. The city shall promote zoning standards that allow alternate design measures to encourage more efficient land development patterns.

29. Where appropriate and feasible, allow development with reduced street widths, open drainage, and less intensive development practices to reduce infrastructure costs.

30. Assess applicants to determine effectiveness of affordable housing programs.

31. Coordinate with Housing Partnership, Inc. and plan rental rehabilitation projects in order to provide adequate and affordable rental opportunities.

32. Refer households with emergency rental needs to existing agencies who provide assistance with security deposits, first and last months rent, etc.

33. Assisted housing units built on a scattered site should be compatible with the size, scale, and architectural character of the existing neighborhood housing stock.

34. Maintain partnerships with state-wide agencies such as Movin' Out Inc. to access down payment and closing cost assistance to assist low- and moderate-income renters and homeowners with disabilities.

35. The city shall consider the transportation needs of all residents, particularly low and moderate income, seniors, and special needs.

36. Maintain a partnership with independent living centers and the State Division of Developmental Disabilities in order to provide needed assistance to special needs households.

37. Utilize HOME, CDBG, and FHLB funds for handicap accessibility improvements.

38. The city will continue to coordinate efforts with Winnebago County Housing Authority to satisfy unmet senior and special housing needs by utilizing new Section 8 Vouchers targeted for very low income households with incomes below 30% of the county median income.

39. The city will ensure that new housing projects targeted to serve seniors and/or special needs receiving public-assistance or funds will be constructed to meet minimum accessibility standards.

40. Coordinate with partnering organizations such as ADVOCAP, Inc. and Housing Partnership to access the 15% set-aside of HOME Community Housing Development Organization (CHDO) funds for ongoing development of special needs housing projects that target very low income and special needs households.

41. Assist developers, local agencies, and non-profit organizations in the construction or rehabilitation of new facilities for city residents requiring special housing.

42. Recognize and refer residents to other local agencies, such as local service clubs, ADVOCAP's Retired Senior Volunteer Program (RSVP), and the Menasha Joint School District to support community involvement and volunteer service to assist senior and special needs household services.

43. Evaluate zoning incentives that encourage the development of diverse housing types, including smaller, more affordable single family dwellings, townhouses, and condominium units.

44. Work with developers to create residential subdivisions that offer a mix of lot sizes and housing types.

45. Projects in the downtown area that are receiving city assistance should include multi-use components. Development that includes retail or office space on the first level with residential uses on upper levels should be promoted.

46. The city shall make Tax Increment Financing Districts and Planned Unit Development zoning available for downtown and waterfront residential redevelopment projects.

47. Access HOME funds in conjunction with WHEDA financing and the affordable housing tax credit program to construct mixed-income rental housing.

48. Develop marketing brochures and multi-media promotional resources to distribute to realtors, lenders, media, residents, and community organizations.

49. Sponsor and implement an annual housing fair with area businesses, employers, realtors, lenders, and community organizations.

50. Collaborate with community housing groups to develop a housing resource manual describing housing programs available for city residents.

51. Develop a partnership with the Menasha Joint School District and other organizations to create community interaction between residents.

52. Engage stakeholders such as realtors and developers in educational programs and/or conversations to educate them about Menasha's positive features.

53. Update the city's Fair Housing Ordinance to provide protection for all individuals of the community. The city's fair housing ordinance was originally adopted in 1989 and partially updated in 1990 in order to meet state CDBG application requirements. Sections of the old ordinance were kept that do not coincide with the amended ordinance, which references state statutes. In addition, the new ordinance only covers individuals protected by the state statutes. Other classifications could be included, such as marital status, place of birth, sexual preference, lawful source of income, etc.

54. Include fair housing educational material as a part of all city housing programs and activities. Work with the Fair Housing Center and other organizations to educate residents, property owners, real estate, and lending agencies regarding fair housing requirements in the City of Menasha.

55. Develop a tenant/landlord training program for the City of Menasha in conjunction with the Rentsmart program. Make educational materials available at city hall, the library, and local businesses.

56. The city shall encourage development that incorporates "low-impact" or "sustainable" (such as LEED for Neighborhood Development) guidelines and standards to help implement the plan goals, objectives, and policies supporting protection of the community's open spaces, natural features, drainageways.

2.12 Housing Programs

The following programs are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

ADVOCAP, Inc.
ADVOCAP, Inc. is a community action agency that provides affordable rental and homeownership opportunities for qualified low- and moderate-income households. Applicants to the program may qualify for help with down payment and closing costs, housing rehabilitation loans, lower interest rate mortgages, and weatherization programs. Contact ADVOCAP, Inc. 108 First Street, Fond du Lac, WI (800) 361-7760

Affordable Housing Tax Credit Program (Section 42)
Affordable Housing Tax Credit Program (Section 42) is administered by WHEDA. The program provides tax credits for the development of affordable rental housing. Contact WHEDA, PO Box 1728, Madison, WI 53701-1728, (800) 334-6873.

C-CAP, Inc. Home Mortgage Program
C-CAP, Inc. Home Mortgage Program provides forgivable grants to help low- and moderate-income households with up-front costs of purchasing a home. Contact C-CAP, Inc. 1717 Paramount Drive, Waukesha, WI 53186, (414)650-9508 or 4230 East Towne Boulevard, Suite 285, Madison, WI 53704, (800)371-2227

Calumet County Homebuyer Program
The Calumet County Homebuyer Program is offered through the county's planning department and is administered by Mary Back of Community Housing Coordinators. Funds are allocated to qualifying persons in order to help them make a down payment on a home, make repairs to a home they are purchasing, or even construct a home. Applicants must be income eligible to qualify for services and family size also helps determine eligibility. Applicant must complete an application, participate in homebuyer classes and financial counseling, prepare a spending/savings plan, and use a minimum of $1,000 of personal funds toward the down payment. Applications are available at the County Planning, Zoning, and Land Information Office.

Community Development Block Grant (CDBG) – Housing Program
The Wisconsin Community Development Block Grant (CDBG) program for housing, administered by the Wisconsin Department of Commerce, provides grants to general purpose units of local government for housing programs which principally benefit low- and moderate-income (LMI) households. The CDBG program is a federal program funded through the Department of Housing and Urban Development's Small Cities CDBG Program. CDBG funds can be used for various housing and neighborhood revitalization activities including housing rehabilitation, acquisition, relocation, demolition of dilapidated structures, and handicap

accessibility improvements. The maximum grant to an applicant is $500,000. Approximately 15 communities are awarded funds yearly in Wisconsin. For more information on this program contact the Wisconsin Department of Commerce, Bureau of Housing.

Community Outreach and Temporary Services (COTS)
Community Outreach and Temporary Services (COTS) is a community organization that provides temporary housing for single men and women as well as families who require a springboard toward independent community living. Contact COTS, Inc., 1003 W College Avenue, Appleton, WI 54915, (920)831-6591

Emergency Assistance Program
Emergency Assistance Program is administered by the State of Wisconsin Division of Housing and provides assistance to households that have experienced damage due to a local disaster. Contact DOA Division of Housing Box 8944, Madison, WI 53708-8944, (608) 264-8503.

Emergency Shelters of the Fox Valley Inc.
Emergency Shelters of the Fox Valley Inc. is a non-profit agency that provides temporary shelter to homeless men, women, and children in the Fox Valley area. Shelter, food, laundry facilities, and case management, and food is provided. It is the only homeless shelter between Oshkosh and Green Bay. Contact Emergency Shelters of the Fox Valley, Inc., 400 North Division Street, Appleton, WI 54911, (920) 734-9192

Fair Housing Council of Northeastern Wisconsin
Fair Housing Council of Northeastern Wisconsin provides advocacy, counseling, and referral for victims of housing discrimination. Fair Housing Council of Northeastern Wisconsin, 911 N Lynndale, WI Appleton, WI 54914 (920) 734-9641.

Federal Home Loan Bank Affordable Housing Program
Federal Home Loan Bank Affordable Housing Program provides funding to benefit low-income households, the homeless, senior citizens, and disabled persons. Funds can be used as a direct subsidy for rehabilitation and first-time homebuyer assistance. Loans can be provided at 0% interest, with repayment deferred and the loan forgiven after five years. Contact: Federal Home Loan Bank of Chicago, 111 E. Wacker Drive, Suite 700, Chicago, IL 60601, (312)565-5824.

Federal Home Loan Mortgage Corp. – HomeSteps (Freddie Mac)
Federal Home Loan Mortgage Corp. – HomeSteps (Freddie Mac) offers a variety of properties for sale and also provides Home Steps Special Financing which includes 5% down payment, lower escrow fees, reduced title fees, no mortgage insurance, no appraisal requirement, and competitive interest rates. Contact HomeSteps, 12222 Merit Drive, Suite 700, Dallas TX 75251, (800) 972-7555.

Financial Information and Service Center, Inc. (F.I.S.C.)
Financial Information and Service Center, Inc. (F.I.S.C.) provides counseling about finances, including management of money, working with debt, credit, and withholding taxes. Contact F.I.S.C. 921 Midway Road, Menasha, WI 54952, (920)727-8300.

Greater Fox Cities Area Habitat for Humanity

Greater Fox Cities Area Habitat for Humanity constructs affordable new housing units for low-income families. Habitat for Humanity provides volunteer labor for construction of the new units and 0% interest installment mortgages to the new homebuyers. Contact Habitat for Humanity, 1800 Appleton Road, Menasha, WI 54952, (920)954-8702.

Housing Cost Reduction Initiative (HCRI)

Housing Cost Reduction Initiative (HCRI) is a program funded and administered by the State of Wisconsin Division of Housing. Funds may be used to defray the housing costs of income-eligible households. Proposed assistance may be provided as grants or loans to homeowners (e.g. for down payments, closing costs, property taxes, insurance, utility costs) or to renters (e.g. for security deposits, first/last month's rent, rent subsidies, and utility payments). Contact DOA Division of Housing, PO Box 8944, Madison, WI 53708-8944, (608) 267-6904.

Home Improvement Loan Program for Sight Impaired

Council of the Blind provides funds for rehabilitation of single-family, owner-occupied units; funds are limited to legally blind applicants. Contact Wisconsin Council of the Blind, 354 West Main Street, Madison, WI 53703 (608) 255-1166.

HOME Rental Housing Development Program

HOME Rental Housing Development Program is specifically designed to assist affordable housing development opportunities for persons at or below 60% of county median income. Funds may be used for acquisition, rehabilitation, and new construction of rental housing for low-income persons.

Additional HOME funds are also available in conjunction with WHEDA financing and the affordable housing tax credit program to construct mixed-income rental housing. Contact DOA Division of Housing, PO Box 8944, Madison, WI 53708-8944, (608) 267-0602.

Homes 2000 Program

Homes 2000 Program is a new program available to qualifying families that provides down payment and closing cost assistance in an amount equal to 5% of the purchase price of the home. Under this program, housing authorities issue taxable bonds that are sold at a 4% premium. The premium provides the funds of the program. The loans are originated by local lenders. Contact Winnebago County Housing Authority, 600 Merritt Avenue, Oshkosh, WI (920) 727-2880.

Housing Partnership of the Fox Cities

Housing Partnership of the Fox Cities provides affordable rental and home ownership opportunities for low-income households. They specialize in the acquisition and rehabilitation of existing structures. Contact Housing Partnership of the Fox Cities, 611 Morrison Street, Appleton, WI 54913, (920) 731-6644.

Income Tax Credits (Section 190)

Available for accessibility modification undertaken by homeowners with disabilities. Contact IRA Telephone Tax Assistance, (800) 829-1040.

Income Tax Credits for Historic Rehabilitation

Income Tax Credits for Historic Rehabilitation are provided by the State of Wisconsin Historical Society. A 25% investment tax credit is available to owner-occupants of non-income-producing properties listed in the national or state registers. Contact: The Division of Historic Preservation, State Historical Society, 816 State Street, Madison, WI 53708, (608) 264-6500.

LEAVEN

LEAVEN is a local interdenominational group that assists financially with housing, food, and other needs. The organization provides loans for rent and assistance in obtaining furniture and other household necessities. Contact LEAVEN 516 W. 6th Street, Appleton, WI 54911, (920) 738-9635.

Movin' Out, Inc.

Movin' Out, Inc. creates opportunities for households with disabilities to establish their own homes and housing of their choice that is safe, affordable, accessible, and integrated into the larger community. They provide down payment and closing cost assistance and technical assistance for low- to moderate-income households with disabilities. They also provide training, information and referral, and housing counseling. Contact: Movin' Out, Inc., (608) 251-4446.

Property Tax Deferral Loan Program

Property Tax Deferral Loan Program is administered by WHEDA and offers loans to assist owner occupants over age sixty-five with property taxes so residents with sufficient home equity and limited disposable income can pay their taxes on time. Reimbursement is not required until the home is sold. Contact WHEDA, PO Box 1728, Madison, WI 53701-1728, (800) 334-6873.

Regional Domestic Abuse Services

Regional Domestic Abuse Services provides a twenty-four hour help line and emergency shelter for women and children in Winnebago County who are experiencing family violence. Contact Regional Domestic Abuse Services, 124 W. Wisconsin Avenue, Neenah, WI 54956, (920) 729-5727.

Reverse Annuity Mortgage Program

Reverse Annuity Mortgage Program offers loans by some private lenders to elderly homeowners for which payment is not required until the home is sold. Contact Coalitions of Wisconsin Aging Groups, 5900 Monona Drive, Madison, WI 53716, (608) 224-0606.

University of Wisconsin-Extension

The UW-Extension provides educational opportunities and services to low income individuals and families regarding money management (Money Management), stretching the food dollar (Money for Food), good renting habits to ensure a good rental history (Rent Smart), and fiscal management (FERN-Financial education resource network). These life skills help lower income individuals and families meet their basic needs while providing a more stable situation for their family. UW-Extension partners with many other agencies to provide this education, and can work with the City of Menasha where appropriate.

CAP (Community Action Program) Services, Inc.
CAP has been on the frontline of the war on poverty since 1966. As a private, non-profit corporation, CAP offers programs in Marquette, Outagamie, Portage, Waupaca, and Waushara counties as well as in parts of Calumet and Wood counties. CAP Services, Inc. is a member of the Wisconsin Community Action Program Association (WISCAP). CAP offers a number of housing related programs including home buyer's assistance, weatherization, housing rehabilitation, rental housing assistance, and a lease/purchase program. For more information about CAP Services, Inc. visit their web-site at www.capserv.org.

Outagamie Weatherization
The weatherization program may help with home weatherization repair and rehab. Outagamie Weatherization manages this program on behalf of Calumet County. For more information on this program call Outagamie Weatherization at (920) 731-7566.

Wisconsin Rural Development, Rural Housing Service
The mission of the Rural Housing Service is to enhance the quality of life of rural people through the creation of safe, affordable housing where people can live, work, and prosper as part of a community. The Wisconsin Rural Housing Service offers housing preservation grants, loans and grants for farm labor housing, loans and grants for home improvement and repair, loans for financing housing site development, loans for home purchase or construction, loans on apartment buildings, and self-help technical assistance grants. For further information visit the web-site at www.rurdev.usda.gov/wi/index.html.

Local Housing Organization Grants (LHOG)
LHOGs enable community-based organizations and public housing authorities to provide affordable housing opportunities. The program is funded from state general purpose revenue funds. It is administered by the Wisconsin Division of Housing and Intergovernmental Relations (DHIR) and is distributed statewide in response to RFPs on a competitive basis.

Wisconsin Housing and Economic Development Authority (WHEDA)
The Wisconsin Housing and Economic Development Authority serves Wisconsin residents and communities by working with others to provide creative financing resources and information to stimulate and preserve affordable housing, small business, and agribusiness. Visit the web-page at www.wheda.com

Wisconsin Home Energy Assistance Program (WHEAP/LIHEAP)
The Energy Services Bureau oversees Wisconsin's Home Energy Assistance Program. This includes the federally funded Low Income Home Energy Assistance Program (LIHEAP) and other related programs. Households with incomes at or below 150% of the federal poverty level may be eligible for assistance. Many households with income from farms, offices, factories, and other work places receive LIHEAP assistance. Visit the web-site for further information, www.heat.doa.state.wi.us/liheap/default.asp

Historic Home Owner's Tax Credits

A 25% Wisconsin investment tax credit is available for people who rehabilitate historic non-income producing, personal residences, and who apply for and receive project approval before beginning physical work on their projects. For more information contact the Wisconsin Historical Society.

3. Transportation

3.1 Introduction

Broadly speaking, a transportation system can be defined as any means used to move people and/or products. A community relies on its transportation system daily to transport people and goods effectively and efficiently. It should also have the ability to link the community to neighboring communities and beyond. Additionally, the system should be able to accommodate a variety of transportation modes.

Roads and highways account for the majority of a transportation system and are probably the most commonly used paths, however, they are not the only component. Rail lines, waterways, airways, bike paths and trails contribute to the entire transportation system. Taken together, these individual transportation options create a community's transportation system.

The following sections discuss in more detail, specific information about Menasha's transportation system.

3.2 Existing Road System

The City of Menasha is served by an extensive system of U.S., state, and county highways as well as local roads. Table 3-1 shows the total miles of roadway in the City of Menasha by type of roadway.

Table 3-1
Miles of Road by Type, City of Menasha, 2004

	Miles	% of Total
US Highways	0.5	0.6%
State Highways	4.1	4.8%
Ramps	1.8	2.1%
County Highways	1.6	1.9%
Town Roads	0.9	1.0%
City Roads	77.0	89.1%
Alleys	0.0	0.0%
Private Roads	0.5	0.5%
Total	86.4	100.0%

Source: Calumet County Planning Department.

Local city roads make up the largest portion of the total City of Menasha road system with 77 miles of roadway, approximately 89% of all roads in the city. State highways make up the second greatest proportion with 4.1 miles of road, or 4.8% of total roads.

3.3 Road Functional/Jurisdictional Classification

For planning and design purposes, roadways are divided into different classes, such as arterials and collectors, which relate to the function of the roadway. Factors influencing function include traffic circulation patterns, land use, the land access needs, and traffic volumes.

Roadways can be further defined by the entities that have authority over the roadway. These provide jurisdictional classifications. State and federal roads are commonly classified as arterials and county highways as collectors. In addition to arterial and collector roads providing for movement between communities, local roads provide public access to private property. Although a community may not have direct jurisdictional authority over a specific roadway, the development and land use decisions surrounding the roadway impact the roadway users, the community where the roadway is located, and the communities that are linked through the roadway. Additionally, the local street system decisions regarding local travel directly impact the amount of traffic that is diverted onto state and/or county facilities.

The functional classification of roads in Menasha is detailed below.

UPDATING CLASSIFICATIONS AND RESULTING MAP

Principal Arterials

Principal arterials generally accommodate interstate and interregional trips. These routes generally serve all urban areas with greater than 5,000 population. Principal arterials in the City of Menasha include:

- USH 10/STH 114
- STH 441
- South Oneida Street
- STH 47/Appleton Road

Minor Arterials

In conjunction with principal arterials, minor arterials serve cities, large communities, and other major traffic generators, providing intra-regional and inter-area traffic movement. Minor arterials in Menasha include:

- CTH AP
- Midway Road
- Main Street
- Ahnaip Street
- Nicolet Blvd

Of these roads, .28 miles are under Calumet County jurisdiction, 2.01 miles are under Winnebago County jurisdiction, and 2.54 are under city jurisdiction.

Major Collectors

Major collectors provide service to moderate sized communities and other intra-area traffic generators, and link those generators to nearby larger population centers or higher function routes. Major collectors in the community include:

- CTH LP
- Plank Road
- Tayco Street
- Airport Road
- 9th Street

Of these roads, .49 miles are under the jurisdiction of Calumet County and 3.62 miles are under local jurisdiction.

Minor Collectors

Minor collectors collect traffic from local roads and provide links to all remaining smaller communities, locally important traffic generators, and higher function roads. All developed areas should be within a reasonable distance of a collector road. Minor collectors include:

- CTH LP north of Manitowoc Road
- South Telulah Avenue
- Plank Road
- Manitowoc Road
- Melissa Street
- Meadowview Drive
- Eugene Street
- London Street
- Milwaukee Street
- Keyes Street
- Willow Lane
- 7th Street
- Broad Street
- Naumut Street
- Old Manitowoc Road

There are 6.15 miles of minor collectors and they are all under local jurisdiction.

Local Roads

Local roads provide access to adjacent land and provide for travel over relatively short distances. All roads not classified as arterials or collectors are local function roads.

Table 3-2 displays miles of roads in the city by functional classification. Map 3-1 displays the functional and jurisdictional classifications of roadways in the City of Menasha.

Table 3-2
Miles of Road by Functional Classification, City of Menasha, 2006

	Miles	% of Total
Rural Local	0.1	0.1%
Rural Planned Major Collector	0.5	0.5%
Rural Principal Arterial - Other	0.9	0.9%
Urban Collectors	0.9	0.9%
Urban Local	16.9	17.8%
Urban Major Collector	6.8	7.1%
Urban Minor Arterial	24.4	25.6%
Urban Minor Collector	13.8	14.5%
Urban Principal Arterial - Other	15.2	16.0%
Urban Principal Arterial - Other Freeway	15.7	16.5%
Total	95.1	100.0%

Source: Calumet County Planning Department.

Map 3-1 Functional and Jurisdictional Road System

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3.4 Traffic Volume Trends

Annual average daily traffic (AADT) counts are taken every three years for selected roadways in the city. Counts are calculated by multiplying hourly traffic counts by seasonal, day-of-week, and axle adjustment factors. The daily hourly values are then averaged by hour of the day and the values are summed to create the AADT count. Also refer to Map 3-1 for traffic counts.

Table 3-3
AADT Counts, City of Menasha, 2000 and 2004

Location	2000	2004	# Change 2000-2004	% Change 2000-2004
Appleton Road, between Ninth St. and Airport Rd.	12,300	10,000	-2,300	-18.7%
Tayco St., between First and Second St.	9,000	7,600	-1,400	-15.6%
Third St., between Racine St. and Appleton St.	14,900	11,900	-3,000	-20.1%
Racine St., between Eighth and Ninth St.	17,200	12,500	-4,700	-27.3%
Main St., between Milwaukee and Racine St.	3,700	4,500	800	21.6%
Airport Rd., between London and Grove	4,000	4,600	600	15.0%
CTH AP, between U.S. 10 and Stead Drive	9,200	10,400	1,200	13.0%
STH 47, northbound off STH 441	10,900	9,500	-1,400	-12.8%
CTH LP, Lake Park Road, between Manitowoc and USH10/STH 114	1,800	4,600	2,800	156%
Manitowoc Road, between LP and Plank Road	1,100	2,000	900	81%
USH 10/Oneida Street, between Midway Road and Manitowoc Road	15,900	16,400	500	3.1%
USH10/Oneida Street, between Manitowoc Road and STH 114	13,500	13,100	-400	-2.9%

Source: Wisconsin Department of Transportation. Annual Average Daily Traffic counts, 2000, 2004.

As shown on Map 3-1 and in Table 3-3, traffic volumes vary depending on the location within the city. Some roadways have experienced significant increases while others are experiencing declines in traffic volumes.

3.5 Accident Types and Locations

Data gathered by the Menasha Police Department gathered between January 2004 and June 2006 identifies accident locations within the city boundaries. Based on this data it is evident that there are several areas in the city that have accident rates higher than other areas in the community. The intersections listed below have ten or more accidents within the study period. They are listed by location followed by number of accidents. Please note that there is no breakout of information available regarding the type of accident- for example it is not noted if the accidents involved automobiles, bicycles, or pedestrians.

- Midway Road and Appleton Road (39)

- Third Street and Racine Street (36)
- 1578 Appleton Road (21)
- 1151 Midway Road (21)
- S Oneida Street and Midway Road (17)
- Third Street and De Pere Street (15)
- Ninth Street and Racine Road (15)
- Racine Street and Seventh Street (15)
- Appleton Road and Highway 441 East Bound (14)
- 420 Seventh Street (14)
- Racine Street and Main Street (14)
- Third Street and Milwaukee Street (13)
- 1049 Tayco Street (13)
- First Street and Racine Street (12)
- Main Street and Tayco Street (11)
- Airport Road and Appleton Road (11)
- 1478 Midway Road (10)

In addition to the information provided by the Menasha Police Department, the following locations have been identified in our transportation focus group as intersections that are perceived to be dangerous.

- Oneida Street and Manitowoc Road
- USH 10 and STH 114
- Manitowoc Road and Lake Park Road
- Racine Street and Broad Street

As more data is gathered in the future it will be possible to note how serious problems are in these areas.

3.6 Transit

Valley Transit is owned and operated by the City of Appleton. It operates in the following jurisdictions: the cities of Appleton, Kaukauna, Menasha and Neenah; the towns of Buchanan, Grand Chute and Menasha; and the villages of Kimberly and Little Chute.

Valley Transit has two routes within the City of Menasha (Routes 30 and 1). Route 30 is an hourly route which runs from the Valley Transit bus terminal to Wisconsin Avenue in the City of Neenah. Within Menasha, this route runs from the corner of Valley Road and Appleton Road to Doty Island including a loop inside the city. Route 1 runs half-hourly during peak hours, and hourly during non-peak hours. This route serves Midway Road, including UW-Fox Valley, and Appleton Road, including Shopko Plaza and Goodwill Industries, within the City of Menasha.

Fares for Valley Transit are $1.50, $.075 for seniors and disabled people, and children under the age of four travel free. Reduced fares for multi trip options include Day Pass ($4.00), a 10-Ride Ticket ($13.00), and 10-Ride Senior/Disabled Ticket (7.50).

Fares and other operating revenues (including Menasha's) may require substantial adjustments due to possible reductions in federal operating cost subsidies. Under current federal funding policy guidelines, federal assistance for operating costs would be markedly reduced after the Fox Cities Urbanized Area reaches a population of 200,000. This is expected to occur with the 2010 decennial census. Valley Transit is pursuing avenues to change federal funding guidelines to soften or eliminate the fiscal effects of reaching the 200,000 population threshold. It is also pursuing alternative revenue sources, including the formation of a Regional Transit Authority, to mitigate the impacts of reaching the 200,000 threshold if the funding guidelines are not changed. As the city moves forward in its future transportation planning, efforts should be made for regional collaboration to maintain or increase existing levels of service.

Transportation for Persons with Disabilities

Specialized public transportation, referred to as para transit, provides services to the elderly, disabled, and other persons with similar needs for more accessible vehicles. Valley Transit II serves those who meet the ADA guidelines for para transit eligibility. This service operates on the same schedule as fixed-route operations within ¾ mile of the fixed routes. It also is in operation 7:30 a.m.-2:00 p.m. on Sunday.

Taxi service is available in Menasha and other Fox Cities communities. There is also a volunteer transportation service coordinated through the Calumet County Senior Resources Center that links volunteer drivers with people in need on a request basis.

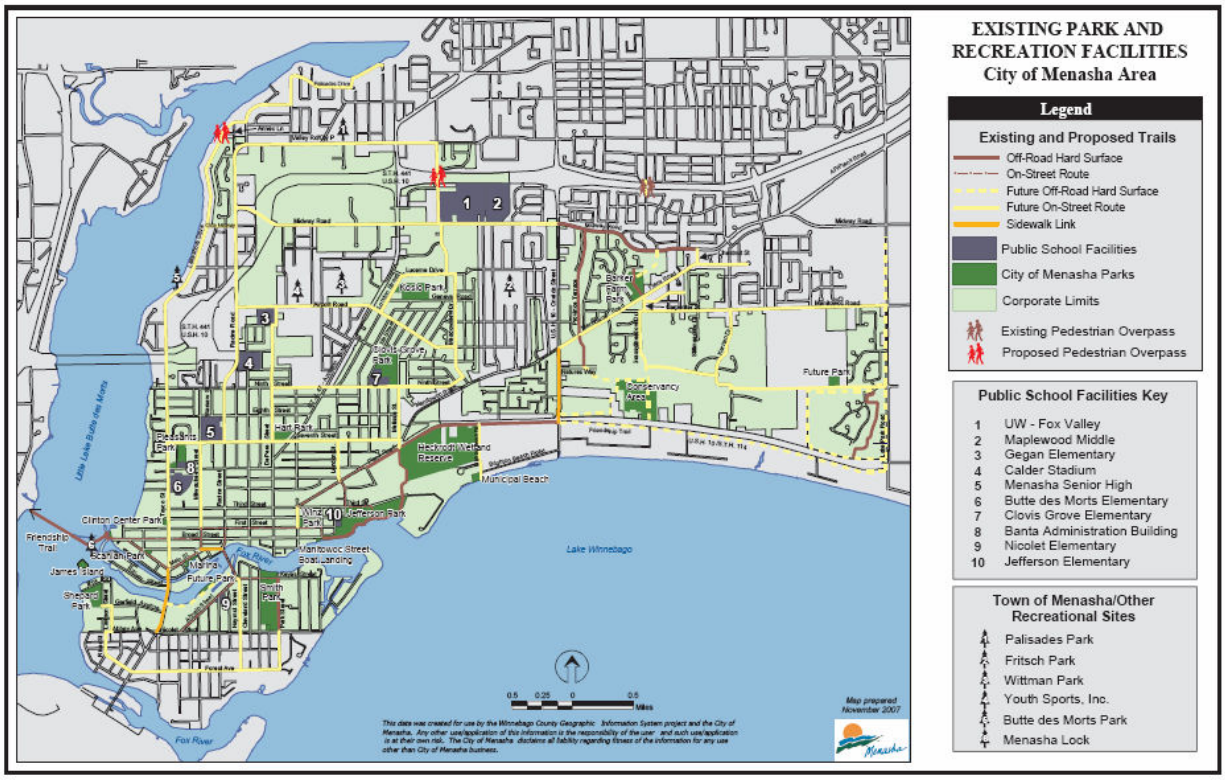
3.7 Pedestrian and Bicycle Corridors

Non-motorized travel is an integral part of the total transportation picture. Many people rely on walking and biking for travel from their homes to work, school, or shopping. For the elderly, children, and those who are disabled, having safe and convenient pedestrian facilities is often essential to daily activities. Creation and maintenance of these safe corridors is a priority for the City of Menasha.

The City has an established sidewalk policy which requires sidewalks on both sides of all arterial and collector streets, with installation taking place at the time the streets are constructed to urban sections. Sidewalks are also mandatory on streets with higher densities and ADT is greater than 500 vehicles per day. Exceptions may be granted for newly platted subdivisions if the subdivision meets certain special circumstances.

The City of Menasha has a system of trails which includes the State Friendship Trail, on-street bike routes, and off-street trails. See Figure 3-1.

Figure 3-1



The Friendship Trail includes the recently completed Trestle Trail which spans Little Lake Butte des Morts and connects the City and the Town of Menasha. The trail features a unique lift bridge over the Menasha lock. The 1,600-foot long, lighted pedestrian bridge is the longest in Wisconsin and includes a center pavilion area with seating and several fishing platforms along the way. At its western end, the Trestle Trail meets the Friendship Trail at Fritse Park in the Town of Menasha. Currently, on the western end, it runs from Fritse Park eight miles to the Wiouwash Trail. On the eastern edge the trail follows Broad Street, First Street, goes along Jefferson Park and Heckrodt Wetland Reserve and ends at the intersection of Plank Road and State Highway 10. It is anticipated that the trail will soon extend east to High Cliff State Park. When completed the Friendship Trail will extend for 110 miles and connect a number of existing trails together linking Stevens Point and Manitowoc.

On the western side of the city an on-street bike route runs from Doty Island, across the Friendship Trail, and continues north along Tayco Street, 9th Street, Racine Street and Valley Road. This route terminates at STH 47. On the eastern side of the city there is an off-street trail on Province Terrace which runs from Midway Road south to the Menasha Conservancy. There is also an off-street trail in Lake Park Villas.

The city is currently working to expand the system of on and off road trails with an emphasis on connectivity between neighborhoods, parks, and services. The following projects have been identified as priorities:

- The extension of the Province Terrace Trail to the Friendship Trail on USH 10/Oneida Street.
- Land acquisition and design of the Friendship Trail from USH 10/Oneida Street to High Cliff State Park.
- Continued planning and development of the city's trail system.

3.8 Additional Modes of Transport

Trucking

Trucking is an integral part of the regional economy and depends on a safe and efficient highway system as well as adequate local roads and streets. The manufacturing and agriculture industries are particularly dependent on trucking.

According to the Wisconsin Department of Transportation truck operator maps, officially designated truck routes in Menasha include USH10/STH 114, STH 47, and STH 441.

There are no state rest areas or private truck parking areas in the City of Menasha. There are no major truck terminals in the City of Menasha.

Air Service

The City of Menasha does not have air service located within the city boundaries but is serviced through several airports in the vicinity.

The nearest commercial service airports to the City of Menasha are Outagamie County Regional Airport (approximately seven miles away in Appleton), Whitman Regional Airport (located in Oshkosh and approximately 18 miles away), and Austin Straubel International Airport (located in Green Bay, approximately 29 miles away).

Outagamie County Regional Airport serves the Fox Cities Metro Area and the surrounding counties with commercial airline service. The airport which has two runways (8,000 and 6,000 feet) is currently served by five commercial airlines. It provides 66 flights (arrivals and departures) daily with connecting flights to Atlanta, Chicago, Cincinnati, Detroit, Milwaukee and Minneapolis-St. Paul. In addition to the commercial passenger service, air freight, chartered flight service, car rentals, and aviation technological services are also provided at the airport. The airport recently adopted an Air Service Development Plan (2007) - the primary goal of this plan is expanding and retaining services which may include new routes, larger planes, or other possible expansion opportunities.

Whitman Regional Airport, located in Oshkosh, no longer offers passenger service but still offers aircraft rental and charter flights. Operated by Winnebago County, this airfield is best known for its annual hosting of the Experimental Aircraft Association (EAA) Fly-In Convention every July. This event brings an estimated 825,000 visitors annually. At present there is one 8,000 foot

north-south runway and one 6,000 foot east-west runway in operation at the facility. There is an Airport Master Plan which was adopted in 1992 and is expected to be updated in the near future.

Austin Straubel International Airport located in Green Bay is the third largest airport in the state of Wisconsin. Almost 907,000 visitors utilized this airport in 2006. The airport has two runways which are 8,700 and 7,700 feet in length. The airport is served by six airlines with a seventh expected in 2008. After this anticipated expansion there will be nine direct service cities. The airport is also a regional base of operations for the Federal Aviation Administration and the Transportation Security Administration serving one-third of Wisconsin and the Upper Peninsula of Michigan. Additionally, the airport has a U.S. Customs office stationed within the main terminal for those who wish to enter or exit the United States. There is an Airport Master Plan which was adopted in 1998. It is in the process of being revised and is expected to be adopted by January, 2008.

The only airport located in Calumet County is the New Holstein Municipal Airport. This airport is identified by the WDOT as a Basic Utility – B (BU-B) airport and does not offer commercial passenger service. This classification means that the airport is designed to accommodate aircraft of less than 12,500 pound gross weight, with approach speeds below 121 knots and wingspans of less than 49 feet. Along with a 3,600 foot paved primary runway, facilities at the New Holstein Municipal Airport include a 2,970-foot turf airstrip. In 2004, the New Holstein Municipal Airport received a $200,666 FAA grant ($220,000 total project cost) that provided grading for a new hangar site, installation of a runway end lighting system, and replacement and relocation of the airport's rotating navigational beacon. As the New Holstein Municipal Airport is the only air facility in the county, the improvements are as much a valuable economic development tool as they are safety enhancements.

Aerial view of the New Holstein Airport

Brennand Airport, located in Neenah, is a public-use airport which does not accommodate commercial air travel. This airport offers a 2,500 foot asphalt strip, fuel, transportation, and mechanics (on-call only).

Rail Service

There are several Canadian National rail lines that travel through Calumet and Winnebago Counties. Canadian National is the parent company of Wisconsin Central Limited, which may also use these lines. There are freight transfers and switching operations that take place in the City of Menasha. While a local line connects Menasha directly with the Manitowoc Area and Lake Michigan, it is relatively easy to connect from Menasha to points all over the state as well as lines that lead to Chicago and Minneapolis/St. Paul.

Regular rail service provides freight service to several businesses in the City of Menasha including Alcan Packaging, Banta, SCA Tissue, Peltz Paper, Sonoco and Orbis. Passenger service is not available in the City of Menasha.

Passenger Rail

Using Chicago as a hub, and with over 3,000 miles of track planned, the Midwest Regional Rail System is a plan to implement a high-speed passenger rail service in the states of Illinios, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. The goal of the initiative is to develop a passenger rail system that offers business and leisure travelers shorter travel times, additional train frequencies, and connections between urban centers and smaller communities.

Water Transport

The City of Menasha has shoreline on Little Lake Butte des Morts, the Fox River, and Lake Winnebago. There is a lock and a dam that operate in the city to facilitate movement between the two lakes.

The northwestern tip of Lake Winnebago touches the southern edge of the City of Menasha. While there are a number of marinas and boat landings on its shores, there are no commercial ferries or cruise lines offering passage on the lake.

The City of Menasha is also in relatively close proximity to the Bay of Green Bay and Lake Michigan. Both of these water bodies offer commercial services and ports. In 1999, 1.9 million tons of freight passed through this port. The Port of Manitowoc handles bulk commodities, newly constructed yachts, and offers a car ferry. The Port of Green Bay is served by a major railroad and several nationally known truck lines providing overnight delivery of goods within a 400-mile radius.

3.9 Existing State and Regional Transportation Plans and Coordination

There are several studies and plans from either state or regional organizations that affect the City of Menasha.

Transportation Impacts Every Level of Government

Coordinated development is an essential component to maintaining roadway functionality. Assessing the impacts on the transportation system through development review and impact analysis prior to development approval is becoming more important at all levels of jurisdictional authority, not just in the heavily populated areas.

State Plans

The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various aspects of transportation. These plans should be taken into consideration when making future transportation decisions. The following plans have been reviewed and coordinated throughout the planning process.

- Translink 21: A Multi-modal Transportation Plan for Wisconsin's 21st Century (This plan has been replaced with Corridors 2020. Corridors 2020 is now being updated and will be replaced with Connections 2030 in the next few years.)
- Wisconsin State Highway Plan 2020
- Wisconsin Bicycle Transportation Plan 2020
- Wisconsin State Airport System Plan 2020
- Five Year Airport Improvement Plan, 2002
- Wisconsin State Pedestrian Plan 2020
- Wisconsin State Rail Plan (a component of Connections 2030)
- Wisconsin Department of Transportation Access Management System Plan
- Wisconsin DNR State Trails Network Plan
- Statewide Transportation Improvement Plan
- Six-Year Highway Improvement Program

Connections 2030: Wisconsin's Long Range Transportation Plan

The WDOT is currently developing a long-range transportation plan for the state, called Connections 2030. This plan will address all forms of transportation over a 25-year planning horizon: highways, local roads, air, water, rail, bicycle, pedestrian and transit. The overall goal of the planning process is to identify a series of policies to aid transportation decision makers when evaluating programs and projects.

Connections 2030 has identified a series of multimodal corridors for each part of the state. When completed, the multimodal corridors will accomplish key goals including portraying key Connections 2030 recommendations, prioritizing investments, and assisting the WDOT Transportation Districts in identifying future segments for more detailed corridor plans. The following relevant corridors were identified:

- Fox Valley, Milwaukee to Green Bay: This 130-mile corridor is part of a major passenger and freight corridor that links Green Bay, Appleton, Oshkosh and Milwaukee and points further south, including Chicago. It serves the major manufacturing centers in the Fox Valley. It is also an important tourist corridor between the population centers in Illinois and the recreation areas of northeastern Wisconsin.

- Lake to Lake, Fox Cities to Manitowoc: This 50-mile corridor is part of a passenger and freight corridor linking central Wisconsin, the Fox Cities and the Manitowoc-Two Rivers area. With the ferry service across Lake Michigan, it also becomes part of an interstate corridor connection to west central Michigan and points east.

U.S. 10/STH 441

U.S. 10/STH 441 is a vital regional transportation link serving the Fox Cities urban area including communities in Calumet, Outagamie, and Winnebago Counties. The WDOT is currently conducting a study that evaluates the impacts of expanding USH 10/STH 441 from four to six lanes. The study will also review upgrading USH 10/STH 441 interchanges.

The Fox Cities area is one of the fastest growing areas in the state. Traffic volumes have increased sharply over the last decade. Existing USH 10/STH 441 does not have sufficient capacity to safely handle expected traffic increases and lacks auxiliary lanes, which help preserve

traffic flow between closely spaced interchanges. Construction to address these deficiencies is not expected to begin until 2011 or 2012 at the earliest, assuming improvements are funded. Calumet County approved resolution 2004-17 in July, 2004, a resolution requesting legislative support for funding of reconfiguration of USH 10. The resolution noted that USH 10 is an integral part of the economic development of Calumet County as well as Manitowoc, Outagamie, and Winnebago Counties. The resolution also stated the position of the Calumet County Highway Committee that it felt funding for design and construction due to the increase in traffic volumes and safety concerns be given immediate consideration by the Wisconsin Department of Transportation.

USH 41 Corridor

In the broader context of long term (20+ years) transportation planning, the existing USH 41 corridor between the Fond du Lac and Green Bay urban areas will need to be expanded to functionally handle anticipated growth. The rapidly growing Fox Valley region will place demands on USH 41 that will most likely include adding lanes and capacity improvements over the planning period. As part of this process, it is anticipated transportation planners will review and study alternative corridor opportunities to address demands, including opportunity for traffic reduction, improving other regional highways to allow traffic disbursement while improving capacity, and development of new facilities.

Regional Plans

The East Central Wisconsin Regional Planning Commission (ECWRPC) is the official Metropolitan Planning Agency for the counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara, and Winnebago. Services provided by the Commission include land use, comprehensive, and transportation planning for the region. The Commission's transportation program has three major functional work elements: the Long Range Transportation/Land Use Plan for the Fox Cities Urbanized Area, the Transportation System Management Plan for the urbanized areas, and the Regional Transportation Plan. Existing regional plans were reviewed and coordinated throughout the planning process.

Long-Range Transportation/Land Use Plan, Fox Cities Urbanized Area, 2005

This plan, prepared by the East Central Regional Planning Commission, was prepared to meet the requirements of the Transportation Equity Act for the 21st Century (TEA-21) for long range transportation and land use in metropolitan areas. The primary purpose of the plan is to ensure coordination between land use and transportation planning within the Fox Cities Metropolitan Planning Area. The study area included approximately 274 square miles including the City of Menasha. The plan includes adopted goals, objectives, and policies, an inventory of existing conditions, a land use plan with several alternatives, recommendations, environmental review, and a financial plan.

Specific modal recommendations identified in the plan which impact Menasha were as follows:

- CTH LP, CTH AP to US 10, reconstruct four lane urban facility
- CTH AP (Midway Road), CTH N to Kernan Avenue, construct four lane urban section
- STH 47 (Appleton Road), Ninth Street to north county line, reconstruction

- Tayco Street and Racine Street Structure, Fox River Bridge, rehabilitation

Transportation Improvement Program for the Fox Cities (Appleton) and Oshkosh Urbanized Areas, 2007
This plan is prepared annually by the East Central Regional Planning Commission It discusses the Transportation Improvement Program (TIP) process, creates a list of possible projects in the planning area, and identifies target projects from the list to recommend for implementation. The list of projects for 2007 to 2011 currently doesn't include any projects directly affecting the City of Menasha.

County Plans

Both Winnebago and Calumet Counties have adopted Comprehensive Plans that cover transportation issues with relevance to the City of Menasha.

The 2006 Winnebago County Comprehensive Plan (adopted March 2006) covers transportation issues within both Winnebago County and the City of Menasha. The following recommendations specifically impact the City of Menasha:

- The Winnebago County transportation system should be continually evaluated, deficiencies identified and solutions proposed in support of current land use, desired patterns of future development and adopted local comprehensive plans.

- The County and local units of government should continue to be proactive in promoting compatibility among local, regional, and state transportation policies by incorporating adopted urban and regional transportation plans and by attending state and local transportation meetings.

- The transportation needs of all citizens should be considered. Funding for transportation policies and programs should be provided by local units of government as determined by local needs and priorities.

- Local units of government in the County should adopt regulations concerning the use of highways, including those which prevent the deterioration of structures and the highway surface.

- Development of new or expanded highway corridors should only be considered after a determination that alternative transportation modes cannot address the need to:
  - Alleviate significant safety hazards.
  - Relieve communities of heavy through traffic burdens.
  - Alleviate traffic congestion.
  - Conserve energy in highway use.
  - Stimulate economic development.
  - Provide a framework for future planned land use.

- When proposing future Principal and Minor Arterial streets within their existing and "extraterritorial powers", jurisdictions should coordinate the planning and adjacent

municipalities.

- To ensure compatibility, County and municipality street and highway design standards should be based on functional class criteria set forth in WisDOT's Design Manual.

- County, city, and town street design standards should be adequate for the legal speeds, sizes, and weights of vehicles.

- Design speed and accident exposure rate standards should be used by local units of governments to mark and sign roads where appropriate.

- Future infrastructure improvements by local units of governments should reduce vehicle conflicts through roadway and intersection designs appropriate for the desired level of service.

- Local Comprehensive Plans/Transportation Plans should prevent the location of roadways through environmentally sensitive areas.

- Local transportation planning should protect historic or visually pleasing buildings and scenic, historic, scientific, and cultural sites when constructing new or improving existing transportation facilities.

- Local units of government through adopted ordinances should design transportation facilities to be aesthetically pleasing and sensitive to the natural landscape, incorporating such amenities as boulevards, berms and attractive landscaping on major arterials in urban areas and minimizing unsightly views such as junkyards, billboards, and strip commercial development in more rural areas.

- Local Transportation Plans should minimize air pollution through efficient traffic control measures and encourage transit, bicycle, and pedestrian travel.

- The County and municipalities should consider adopting noise set back ordinances or use Federal and State noise standards when approving subdivisions to ensure that residential areas, schools, or other places with high concentrations of people are not exposed to harmful levels of noise from transportation facilities.

- The County and municipalities should coordinate their transportation planning to minimize the amount of land used for right-of-ways and consider multiple use of right-of-ways.

- Local governments should develop transportation policies to conserve transportation energy and meet contingency situations in case of fuel shortfalls.

- During the planning process local governments should recommend the type of land use patterns and site design standards that can be efficiently served by public transportation.

- Provide uniform signing and marking of all bikeways and walkways throughout the Fox Cities region.

The 2007 Calumet County Comprehensive Plan (Adopted May 2007) covers transportation issues within both Calumet County and the City of Menasha. The following recommendations specifically impact the City of Menasha:

- Support the jurisdictional transfer of highways in accordance with periodic updating of the functional classification of highways.

- Implement and preserve access controls along all arterial and major collector highways, and consider the need for additional access control for other county trunk highways.

- Work with local and regional governments to create bicycle and pedestrian linkages between neighborhoods, subdivisions, and communities.

- The county shall work cooperatively with communities and the East Central Wisconsin Regional Planning Commission to prepare transportation system plans and studies for corridors for major facilities (such as U.S. Highway 10) as needed throughout the planning period.

3.10 Planned Transportation Improvements

PASER

Menasha uses PASER (Pavement Surface Evaluation and Rating) to plan for local road improvements. PASER uses visual assessment to rate the conditions of roads within a community. This data, combined with economic analysis is a useful way to generate short and long term maintenance plans for the roads in the city.

A designation of #2 indicates that roads are severely deteriorated and need reconstruction. These roads have more than 25% alligator cracking or severe distortion as well as potholes or extensive patches in poor condition. A designation of #3 indicates that structural improvement is required. Cracking is extensive, patches are in fair to poor condition and there is moderate distortion and occasional potholes.

Currently the following roads are graded as being in "very poor" and "poor" conditions:

<u>Rating of #2 (Very poor):</u>
- 1st Street from Manitowoc Street to Ice Street
- 8th Street from Pacific Street to Tayco Street
- Pacific Street from 9th Street to 8th Street
- University Drive from Termini to CTH AP

<u>Rating of #3 (Poor):</u>
- 4th Street from Konemac Street to Termini
- Broad Street from STH 114 to Racine Street

- Clovis Avenue from STH 47 to London Street
- Konemac Street from STH 114 to 3rd Street
- Lawndale Ct from Lawndale Drive to Termini
- Manitowoc Street from Paris Street to Broad Street
- Manitowoc Street from 2nd Street to 3rd Street
- Old Pulley Lane from Tayco Street to Termini
- Paris Street from Manitowoc Street to Broad Street
- Polonia Street from Termini to STH 114
- Water Street from Barlow Street to Lush Street
- Water Street from High Street to STH 114

Five Year Street Improvement Program

The City of Menasha currently does not have a comprehensive capital improvement plan, but a five year street improvement program is reviewed annually. The following are projects identified for 2008 through 2011:

2008

- Pacific Street, Eighth Street to Ninth Street; Pulverize and Asphalt Resurface
- Chute Street, Lush Street to Tayco Street; Pulverize and Asphalt Resurface
- Eighth Street, Tayco Street to Pacific Street, Pulverize and Asphalt Resurface
- Fourth Street, Konemac Street to East End; Pulverize and Asphalt Resurface
- Konemac Street, Third Street to Plank Road; Pulverize and Asphalt Resurface
- Green Bay Street, Broad Street to Third Street; Pulverize and Asphalt Resurface
- First Street, Manitowoc Street to Ice Street; Pulverize and Asphalt Resurface
- First Street, De Pere Street to Manitowoc Street; Total Reconstruction
- Appleton Street, First Street to Third Street; Total Reconstruction

2009

- STH 114 from Tayco Street to Manitowoc Street; Reconstruction; (Local cost share only)
- Lush Street from R.R. Tracks to First Street; Pulverize/Resurface
- Lock Street from Broad Street to LLB; Pulverize/Resurface
- Water Street from Barlow Street to Tayco Street; Pulverize/Resurface

2010

- Broad Street from Tayco Street to Racine Street; Reconstruct Concrete/Asphalt

2011

- Garfield Avenue from R.R. tracks to Washington Street; Reconstruct Concrete

3.11 Transportation Focus Group

A focus group was held with the City of Menasha on January 12, 2006, which covered transportation issues. Attendees included representatives from the City of Menasha, WDOT, Winnebago and Calumet Counties, private/non-profit interest groups, Valley Transit, Canadian National Rail, UW Extension, ECWRPC, and neighboring municipalities. Information gathered

at this meeting covered in part: strengths and weaknesses of the current transportation system, future anticipated needs, and anticipated challenges.

For a summary of questions asked and data gathered at this meeting please refer to Appendix B of this document.

3.12 Transportation Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding transportation.

Goal: Provide a safe, efficient, and cost effective transportation system for the movement of people and goods.

Objectives

1. Balance competing community desires (i.e., scenic beauty, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.

2. Mitigate hazards at high accident locations.

3. Require safe locations and designs for driveway access onto local public roadways.

4. Require developers to bear an equitable share of the costs for the improvement or construction of transportation system infrastructure and services (road, bike paths, sidewalks, public transportation, etc.) needed to serve development.

5. Where feasible, direct development to areas of existing infrastructure capable of managing new development or redevelopment.

6. Coordinate the location of new road infrastructure with Area Development Plans and utilities.

7. Monitor the effectiveness of existing, and enhance opportunities for new shared service agreements for providing local road development and maintenance.

8. Improve deficient roadways and other transportation systems.

9. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.

10. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.

11. Direct truck traffic to appropriate routes and coordinate routes with adjoining jurisdictions.

12. Maintain existing public parking facilities and monitor the need for additional facilities.

13. Ensure that the transportation needs of the physically challenged are met.

14. Support regular fixed commercial air service.

Goal: Support and promote the development and use of multiple modes of transportation.

Objectives

1. Make bicycling and walking viable, convenient, and safe transportation choices in the community.

2. Continue the provision of both fixed route and demand response transportation services.

3. Improve pedestrian facilities to better accommodate people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).

4. Support the development of convenient and affordable transit options.

5. Promote the use and development of alternative forms of transportation as a positive, viable choice.

Goal: Incorporate energy conservation principles in transportation facility design and services.

Objective

1. Design Streets and Highways to promote the free flow of traffic.

3.13 Transportation Policies and Recommendation

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. The PASER (Pavement Service and Evaluation Rating System) shall be utilized to bi-annually update the 5-year Road improvement Program, including funding sources and priorities for identified improvement projects.

2. Area Development Plans may be required as part of the submittal of any residential development plans (i.e. subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.

3. The city shall install planned bicycle and pedestrian facilities during road construction in new developments.

4. The community will consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.

5. Through and Loop street systems shall be encouraged to promote traffic circulation within and between neighborhoods.

6. The city shall update its list of designated heavy truck routes.

7. All proposed access to local roads shall require an access permit.

8. Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.

9. Street design standards (intersection design, signal phasing, roadway width) shall give priority to and enhance the safety of pedestrians and non-motorized traffic and minimize conflict with motorists. Priority for installation or construction should be given to those routes that are used by school children, senior citizens, physically challenged persons and/or commuters.

10. Transportation related issues which have impact neighboring communities will be discussed and evaluated considering input from East Central Wisconsin Regional Planning Commission and the Wisconsin Department of Transportation as necessary.

11. Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles, non-motorized traffic and pedestrians including the provision for external collector streets, on-street bike lanes, sidewalks, and trails where applicable, to feed all traffic onto external arterial roads and highways.

12. The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.

13. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.

14. Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.

15. The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review. Streets shall be designed and located in such manner as to

maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.

16. Require pedestrian facilities as land is developed based on standards for the street classification and community needs.

17. Continue to support public transportation and para transit initiatives.

18. Participate in planning initiatives evaluating future public transportation programs and funding options.

19. Ensure that the transportation needs of the physically challenged are met.

20. The city shall participate in regional transportation system planning.

21. Promote maintenance and expansion of fixed route air carrier service.

22. Limit the use of stop signs and traffic control signals to intersections where MUTDC warrants are met and engineering studies conclude that installing such signs or devices will improve the overall safety and/or operation of an intersection.

23. Utilize roundabouts as an alternative to stop signs or traffic signals wherever practicable.

24. Employ traffic calming measures as an alternative to stop signs or traffic signals wherever feasible.

25. Coordinate traffic signal cycles wherever feasible.

26. The city should engage in transportation planning to ensure that the needs of the citizens of the city are being met.

27. The city should obtain data related to type of vehicle involved accidents (automobile, motorcycle, bicycle) and if the accident involved pedestrians. This data will allow the city to analyze the types of accidents that occur and look towards finding site-specific solutions that will minimize future accidents.

28. Encourage the use of the Safe Routes to School Programs when appropriate.

3.14 Transportation Programs and Resources

The following programs and resources are currently utilized by the city or are available for use by the city to implement the goals, objectives, policies, and recommendations identified.

Local Roads Improvement Program (LRIP)
Established in 1991, the Local Roads Improvement Program (LRIP) assists local governments in improving seriously deteriorating county highways, town roads, and city and village streets. A reimbursement program, LRIP pays up to 50% of total eligible costs with local governments

providing the balance. The program has three basic components: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Three additional discretionary programs (CHIP-D, TRIP-D and MSIP-D) allow municipalities to apply for additional funds for high-cost road projects. For more information contact the WDOT.

Pavement Surface Evaluation and Rating (PASER)

PASER is a simple method of rating asphalt and concrete roads on a scale of 1 to 10 and gravel roads on a scale of 1 to 5, based on visual inspection. PASER manuals and a video explain how and why roads deteriorate, and describe proper repair and replacement techniques. PASER ratings can be put into PASERWARE, an easy to use pavement management software. PASERWARE helps to inventory roads and keep track of their PASER ratings and maintenance histories. It also helps to prioritize road maintenance and improvement needs, calculate project costs, evaluate the consequences of alternative budgets and project selection strategies, and communicate those consequences to the public and local officials. Both PASER and PASERWARE are available from the University of Wisconsin's Transportation Information Center at no charge. The Center also offers free training courses.

Safe Routes to School

The Wisconsin DOT defines the Safe Routes to School Programs (SRTS) as programs that "encourage children ages K-8 to walk a bike to school by creating safer walking and biking routes. These programs are funded through the revised federal transportation act - SAFETEA-LU - signed into law on August 10, 2005. This legislation provides funding to state departments of transportation to create and administer SRTS Programs. SRTS Programs improve walking and biking travel options, promote healthier lifestyles in children at an early age and decrease auto-related emissions near schools."

Transportation Economic Assistance (TEA) Program

The Transportation Economic Assistance program provides 50% state grants to governing bodies, private businesses, and consortiums for road, rail, harbor, and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Grants of up to $1 million are available for transportation improvements that are essential for an economic development project. It must be scheduled to begin within three years, have the local government's endorsement, and benefit the public. For more information about this program, contact: Wisconsin Department of Transportation, Division of Transportation Investment Management.

4. Utilities and Community Facilities

4.1 Introduction

Addressing community service needs is becoming ever more challenging for local governments. In this age of budget deficits and shrinking revenues, municipal governments are constantly looking for ways to provide needed and expected services with fewer resources. In order to facilitate wise decisions and policies, it is valuable to estimate the future utility and community facility needs of the community.

Not only do service provisions need to meet resident demands, the type and cost of community facilities and services affect property values and taxes and contribute to many aspects of the quality of life within a community. Quality of life is further attributed to local features such as parks, schools, utilities, and protective services. These services require substantial investment supported by local tax bases or user fees. The level of service is generally influenced by the users' ability or interest in paying for the service.

4.2 Administrative Facilities, Services, and Buildings

Menasha City Hall is located at 140 Main Street in Menasha. Elected officials include a mayor and eight aldermen. The Common Council meets the first and third Monday of each month at 7:00 P.M.

Municipal officials include the following:

- Assessor
- Attorney/Personnel Director
- Building Inspector
- Mayor
- Clerk
- Community Development Director
- Comptroller/Treasurer
- Council President
- Fire Chief
- Health Sanitarian
- Library Director
- Menasha Utilities, GM
- Park and Recreation Director
- Park Superintendent/City Forester
- Physician
- Police Chief
- Public Health Director
- Public Works Director
- Public Works Superintendent
- Sealer of Weights and Measures
- Senior Center Director
- Treasurer
- Water Treatment Plant Manager

Committees, commissions, boards, and other entities serving the city include:

- Administration Committee
- Appleton Area School District
- Board of Public Works
- Board of Appeals
- Board of Education
- Board of Health
- Board of Review
- Committee on Aging
- Housing Authority
- Landmarks Commission
- Library Board
- Personnel Committee

- Medical Advisory Board
- Menasha Utilities Commission
- Menasha – Neenah Sewerage Commission
- Menasha Joint School District
- Neenah- Menasha Fire Rescue Commission
- Parks and Recreation Board
- Plan Commission
- Police and Fire Commission
- Redevelopment Authority
- Town of Menasha Utility District
- Waverly Sanitary District
- Winnebago County Industrial Development Board

The City of Menasha owns, operates and maintains a number of facilities and buildings, including city hall, two fire stations, library, police department, senior center, swimming pool, public safety building, and a number of other park and recreation and public utility facilities. Recent facility projects included a library expansion and renovation of city hall and the police station. For more information about the city visit their web site at http://www.cityofmenasha-wi.gov.

4.3 Police Services

Menasha Police Department

The City of Menasha Police Department, located on First Street in Menasha, provides full 24 hour a day public protection service to the community. The department serves approximately 16,200 residents, patrolling 6.33 square miles, and 61.57 miles of streets. The department is staffed by a chief of police, lieutenant of investigation services, three investigative services officers, two police school liaison officers, one crime reduction officer, records clerk, traffic clerk, and five police support staff.

The department utilizes five marked patrol vehicles, one evidence vehicle, one community service van, and three unmarked squads. All squads are equipped with Mobile Data Terminals and each officer is assigned a personal portable radio. Department equipment is updated on a regular basis and is generally in excellent condition.

The City of Menasha Police Department maintains a Crisis Rescue Team (CRT) to serve exceptional warrants and to respond to critical incidents involving barricaded individuals, hostages and /or armed subjects. The CRT consists of 10 officers who have received specialized training to deal with these types of situations as a team.

Tri-Communities Crime Reduction Coalition (TRICOM)

TRICOM is a tax exempt non-profit corporation. TRICOM was formed in January of 1994. TRICOM's Board of Directors is made up of community volunteers who work or live in the northern half of Winnebago County. TRICOM meets on the 3rd Friday of each month at 7:30 A.M. to 9:00 A.M. The meetings are open to the public and are held at the Neenah Police Department Community Room, 2111 Marathon Avenue, Neenah, WI 54956. For more information on becoming a TRICOM member, a local police crime prevention officer can be contacted. The following police agencies participate in TRICOM: Menasha Police Department, Winnebago County Sheriff's Office, Neenah Police Department, and Town of Menasha Police Department.

4.4 Fire Protection Services

Neenah-Menasha Fire and Rescue Department
Neenah - Menasha Fire Rescue was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department. Neenah - Menasha Fire Rescue currently has 68 career employees who are committed to preserving the lives and property within the Cities of Neenah and Menasha.

The communities are served from four fire stations located in strategic areas to provide for efficient response to virtually any type of emergency situation, including fire suppression, auto extrication and ice/water rescue. Additionally, Neenah - Menasha Fire Rescue has mutual aid agreements with the Cities of Appleton and Oshkosh.

4.5 Emergency Medical Services

Gold Cross Ambulance Service
Headquartered in Menasha, Gold Cross Ambulance Service serves the Town of Harrison, Villages of Stockbridge and Sherwood, and the Cities of Appleton and Menasha. Gold Cross has one ambulance based at Theda Clark Hospital located in Neenah. Another ambulance is based at Saint Elizabeth Hospital on South Oneida Street in Appleton.

4.6 Schools

Primary and Secondary Education

Menasha Joint School District
Schools within the district include Banta Elementary School, Butte des Morts Elementary, Clovis Grove Elementary, Gegan Elementary, Jefferson Elementary, Maplewood Middle School, Menasha High School, Nicolet Elementary, and School on the Lake. The district serves the City of Menasha and the Town of Menasha east of Little Lake Butte des Morts.

Appleton Area School District
Schools within the district include the following:

- Appleton Central Alternative School
- Appleton Community Learning Center
- Appleton E-School
- Badger Elementary
- Berry Elementary
- Classical Charter School
- Columbus Elementary
- East High School
- Edison Elementary
- Einstein Middle School
- Elementary TAG School
- Ferber Elementary
- Foster Elementary
- Franklin Elementary
- Highlands Elementary
- Horizons Elementary
- Houdini Elementary
- Huntley Elementary
- Jefferson Elementary
- Johnston Elementary
- Lincoln Elementary
- Madison Middle School
- Magellan Middle School
- McKinley Elementary
- North High School

- Renaissance School
- Richmond Elementary
- Roosevelt Middle School
- Tesla Engineering Charter School
- West High School
- Wilson Middle School
- Wisconsin Connections Academy

The district serves the City of Appleton, City of Menasha, and a portion of the Town of Harrison.

Higher Education

University of Wisconsin – Fox Valley
The University of Wisconsin Fox Valley, located in the City of Menasha, provides the first two years of high quality liberal arts studies necessary as a foundation to university arts and science degrees as well as specialized professional and occupational degrees. The University also provides four year collaborative degree programs in organizational administration, industrial management, mechanical engineering, electrical engineering, American studies and general studies. Recently, UW-Fox Valley has been offering the ACT Program which stands for Alternative Careers in Teaching. This program is for students that have at a minimum attained a bachelor's degree and would like to teach math or science in secondary education. UW – Fox Valley serves approximately 1,700 students each year.

UW – Fox Valley is also home to the Barlow Planetarium and the Weis Earth Science Museum. The Barlow is Wisconsin's premier planetarium. Only about 80 other planetariums worldwide have the same 3-D "virtual reality" capabilities as the Barlow. The Weis Earth Science Museum is the only museum that focuses on Wisconsin geology, mining history, and mineral heritage. The Weis is the Official Mineralogical Museum of Wisconsin .

Fox Valley Technical College (FVTC)
Located in the Town of Grand Chute, approximately 7 miles from Menasha, Fox Valley Technical College offers over 80 associate degree and technical diploma programs, nearly 120 specialized certificates, related instruction to 21 apprentice trades, and the following unique programs not offered at other Wisconsin technical colleges:

- Agriculture/Outdoor Power Equipment
- Aircraft Electronics
- Diesel Equipment Mechanic
- Horticulture Technician
- Human Resources
- Natural Resources Technician
- Package & Label Printing
- Package & Label Printing Technician
- Quality Management
- Residential Building Construction
- Security Loss Prevention
- Wood Manufacturing Technology

FVTC also offers continuing education, workforce training, as well as other economic development services to employers and the community. FVTC was established in 1912 after the

passing of a state law which allowed communities with populations of 5,000 or more to operate their own vocational schools. Approximately 50,000, people are served annually, while 7,100 of them are degree-declared students.

University of Wisconsin – Oshkosh

The University of Wisconsin – Oshkosh, located approximately 20 miles from Menasha, is the third largest university in the state with a total enrollment of over 12,400 (11,000 on campus) students. With 1,300 graduate students, UW-Oshkosh has the largest graduate program of the eleven comprehensive universities in the UW System. The University's 73 associate, baccalaureate and master's degree programs are organized within four outstanding colleges - Business Administration, Education and Human Services, Letters and Sciences, and Nursing. The University, founded in 1871, serves as the arts and cultural center for 1.2 million citizens of northeast Wisconsin and its NCAA Division III athletic program is among the best in the nation. UW-Oshkosh also features the state's only "2 plus 2" aeronautics bachelor's degree program.

University of Wisconsin – Green Bay

A small- to mid-size institution, UW-Green Bay enrolls about 5,500 students. Founded in 1965, the University has one of the most modern and attractive campuses in the tradition-rich University of Wisconsin System. A comprehensive university, UW-Green Bay offers undergraduate majors and minors in more than three dozen fields of study. Additionally, more than 64 areas of emphasis provide opportunities for specialization. UW-Green Bay is located approximately 40 miles from Menasha.

Lawrence University

Lawrence University is a nationally recognized undergraduate college of the liberal arts and sciences with a conservatory of music. Ranked among the best of the nation's small, private colleges, Lawrence enrolls 1,405 full-time undergraduates from 47 states and more than 50 other countries. Chartered in 1847, Lawrence was among the first colleges in the United States to be founded coeducational. Lawrence is located in Appleton, and is approximately 4 miles from Menasha.

Other Higher Education Opportunities

Lakeland College, Sheboygan
Marian College, Fond du Lac

Map 4-1 Existing Utilities and Community Facilities

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4.7 Quasi Public Facilities

Churches and Cemeteries

- Active Living Ministries
- Appleton Korean Presbyterian
- Bethel Evangelical Lutheran
- Evangelical Worship Center
- Living Word Lutheran Church
- Our Redeemer Lutheran Church
- Pentecostals of the Fox Cities
- St. John's Menasha
- St. Mary's Menasha
- St. Patrick's Catholic Church
- St. Patrick's Menasha
- St. Thomas Episcopal Church
- St. Timothy Lutheran Church
- Trinity Lutheran Church
- The Vineyard
- Sikh Temple

Libraries

The Elisha D. Smith Public Library is located at 440 First Street in the City of Menasha. Menasha's public library has been serving the citizens of Menasha since 1896, when the first library and reading room opened. The existing library was renovated in 2003. During three phases of construction, 18,000 square feet were added to the already existing 28,000 square feet of the library. The $4.5 million project involved gutting and rebuilding the old building, including the replacement of the old brick sheathing.

Features of the new facility include a spacious new children's room, a grand concourse in the center, a fireplace-enhanced solarium, all public service desks on the main floor, and new meeting rooms. Dedication of the renovation project took place on January 31, 2004.

Post Offices

The Menasha Post Office, a full-service post office located at 84 Racine Street, also offers passport application processing and some retail products.

4.8 Parks, Recreation, and Open Space

<u>Jefferson Park</u>
Jefferson Park is the largest and most fully equipped park in the Menasha Park System, providing the setting for many major local festivals. Bordered by Third Street, Konemac Street and the Fox River, the park contains 28.9 acres and features a small island that has been known to generations of children as Peanut Island because of its shape. Picnickers enjoy a magnificent

view of the Fox River and find 12 reservable picnic areas and plenty of open space and playground equipment in the park. Boaters make use of several convenient docks and launches. Seasonal mooring is available for craft under 21 feet in length. Three tournament softball diamonds, three of which are lighted, horseshoe pits, two volleyball courts, and acres of open area for football, soccer, or simply relaxation await the outdoor sports enthusiast.

The Menasha Municipal Pool complex is also located in Jefferson Park. The complex consists of a zero-depth pool for waders, two water slides, and a jump platform. All major boat ramps at this site were repaired in 2005.

An award-winning pavilion, which may be reserved for family gatherings and other events, provides kitchen facilities, restrooms, and a shelter. Annual events at the park include Seafood Fest, Communityfest Celebration, Independence Day fireworks, and Jazzfest as well as a variety of company picnics.

Smith Park

Smith Park is located on Doty Island in the southern portion of the City. The park celebrated its 100-year anniversary in 1997, making it one of the oldest city parks in the state. Smith Park is bordered by Cleveland and Park Streets to the east and west, Nicolet Boulevard to the south and Fox River on the north. This 23.9-acre park features a large pavilion complete with kitchen facilities. Also located within the park are picnic facilities, playground equipment, volleyball court, four tennis courts, softball diamond and soccer field. Several unique features make Smith Park an attraction worth seeing and an important community asset. A railroad caboose, presented to the Menasha Historical Society, commemorates the fact that Menasha was the birthplace of the original Wisconsin Central Railroad. At the southern end of the park are several Indian burial mounds - large settlements of Fox and Winnebago Indians once inhabited this area - and a natural amphitheater used for summer concerts. The north end of the park features semi-formal gardens planted each year with approximately 6,000 annuals, a setting that is a favorite for summer weddings. A gazebo funded with corporate donations was built in this area in 1997. Many recreation programs are held in the park. Various entertainers offer free performances every other Tuesday night in the pavilion. No alcoholic beverages are allowed in the park.

The Memorial Building and playground area are located north of Keyes Street on the Fox River. The "Mem" is a multiple-use facility utilized for recreation programs and is headquarters for the Menasha Historical Society. A shorewall with decorative lighting was installed behind the “Mem” in 1998 as part of the island renovation plan. Other facilities on the grounds include four tennis courts that were renovated in 2004, playground equipment, a basketball court, and an area for seasonal boat mooring operated by the Menasha Dock Association. Groomed cross-country ski trails are also available. An “Isle of Valor” monument honoring two Menasha Medal of Honor recipients was constructed in 2007. The area will be located behind the Memorial Building and includes a new pedestrian bridge.

Koslo Park

A 12-acre park located east of Highway 47 and north of Airport Road, Koslo Park is bordered by London Street and Geneva Road. It features a semi-professional lighted baseball diamond,

softball diamond, lighted basketball court, volleyball court, pole shelter and a variety of playground apparatus. The park serves as the home field of the Menasha Macs and Twins and local high school baseball leagues. In 2000, the City entered into a unique lease-back agreement with Menasha Utilities which allowed for the installation of a state-of-the-art sports lighting system. A new scoreboard was installed in 2001.

Clovis Grove Park

Clovis Grove Park is located near the intersection of Ninth and Ida streets adjacent to Clovis Grove Elementary School and is the third largest park in the Menasha system. This 12.5-acre park features seven lighted tennis courts, one touch football field, soccer field, one softball diamond, a sledding hill, playground equipment and a picnic shelter. The park also features a small 0.5 acre wooded area.

Hart Park

Hart Park is located on Seventh Street just west of Appleton Road. This 3.9 acre park includes restroom facilities, lighted basketball court, softball diamond/football field and playground area. A large, supervised, lighted ice rink and warming shelter is provided during winter months. The 1,000 square foot handicapped accessible shelter, which includes a fireplace, was constructed in 1994. The shelter is used year round for recreation programs including a summer playground program. A community well is being constructed in the northwest corner of the park and a 7,000 sq. ft. skateboard park was installed in 2002.

Pleasants Park

Pleasants Park is bounded by Sixth, Seventh and Walbrun streets behind and west of Banta School. This 5.3-acre park includes four tennis courts, softball/baseball diamond, regulation soccer field, and a wide variety of playground equipment.

Shepard Park

Located on Doty Island between Mathewson Street and Garfield Avenue, Shepard Park fronts Little Lake Butte des Morts. Included in this 3.7-acre park are restroom facilities, softball diamond, basketball court, and playground area.

Barker Farm Park

Located east of Oneida Street in the Barker Farms Estates subdivision, the city's newest park expanded to 8.9 acres in 2000. The park was dedicated in 2005 and includes a picnic shelter, sledding hill, two tennis courts, an off street parking lot, playground equipment, a ball diamond, and a short asphalt trail system.

Clinton Center Park

Clinton Center Park is located on the corner of Second and Tayco streets. This 0.6-acre park contains a variety of play equipment, a basketball court, and open play area.

Bridge Tower Greenspace and Museum

Located on Tayco Street just north of the Tayco Street bridge, this park was developed in 1996 to provide an attractively landscaped small pedestrian park to complement the adjacent Bridge Tower Museum, which depicts the Fox River's role in the area's historical development.

Scanlan Park
Scanlan Park occupies a small triangular parcel at the intersection of Kaukauna and Chute streets. This 0.5-acre park features some playground facilities.

Menasha Marina and Riverwalk
Built in 1987, and a cornerstone of Menasha's redevelopment efforts, this important amenity is located in the heart of the downtown. The Marina and Riverwalk, which encompasses approximately three acres, is the site for numerous special events including a Steak Fry. The complex accommodates seasonal and transient docking for watercraft up to 40 feet in length. There are 88 slips located in the Marina and approximately 25+ transient slips located along the beautiful Riverwalk. Slips are equipped with potable water and electricity. City park crews have recently begun replacing pier decking and replacing floats. Marina patrons also have use of shower facilities, gasoline sales, sanitary head pumpout, and a "ship's store". Adequate parking for Marina users is just a short walk away from the facility.

Conservancy Area East of Oneida Street
This conservancy area is presently over 40 acres in size but plans call for possible expansion to 100+ acres. The area consists primarily of wetlands so a modest development plan was approved in 2000. A parking lot is available off of Hwy. 10/114. As funds and time permit, additional trails could be cleared and marked to accommodate hiking and cross-country skiing. A modest wetland restoration project was undertaken in the spring of 2001 as part of a wetland mitigation process that was overseen by the DNR and the EPA.

Municipal Beach
A 1.4-acre parcel located on the shores of Lake Winnebago at the south end of Brighton Beach Road, the tract includes picnic facilities, a small play area, a sand volleyball court, and an unsupervised swimming area with a shorewall and beach area.

James Island
James Island is a 2.1-acre island located at the mouth of the Menasha Channel offshore of Shepard Park. The island is accessible by boat and is maintained in a natural wooded state. The island is home to a large colony of cormorants.

Winz Park.
Winz Park is a unique 0.5-acre "hard surface" play area utilizing the top of the Menasha Utility's clearwell water storage facility. Located on the corner of Second and Manitowoc streets, the park features two tennis courts, 1½ basketball courts, and a hard surface activity area.

Curtis Reed Square
Named after one of Menasha's founding fathers, Curtis Reed Square serves as an urban plaza in the heart of the downtown. Located on the north side of Main Street between Milwaukee Street and Chute Street, the 0.8-acre park was created when the former intersection of these three streets was redesigned in 1997. A large wall mural, which depicts the history of Menasha, was erected on the east wall of City Hall in 2000, providing an impressive backdrop to the square and serving as a focal point for visitors to the downtown area. The square is a hub for many outdoor civic events.

Jefferson Park Swimming Pool
Built in 1958 and renovated in 1990, the Menasha swimming pool features a 200' waterslide, zero-depth entry, a kids' discovery fountain, concessions area and several large shade umbrellas. The 1990 renovation efforts did not address the condition of several key mechanical components and the bathhouse structure. Pool vessel/deck concerns have also been noted. The city should give consideration to recommendations to be contained in a pool renovation study was completed in early 2007. Many decisions may be influenced by anticipated changes to state codes governing municipal pool operation.

Ninth Street Boat Launch
Located at the west end of Ninth Street, this boat launch provides two ramps for boaters wishing to use Little Lake Butte des Morts. About 0.8 acres of surfaced area provides parking for 34 car-trailer units on the north side of the street. The ramp was lengthened and the docks were rehabilitated in 2006.

Manitowoc Street Boat Launch
This boat launch is located on the south end of Manitowoc Street and provides access to Fox River and Lake Winnebago from the north bank of the Menasha Channel.

Park Street Boat Launch
The Park Street Boat Launch is located directly east of Smith Park on the north end of Park Street and provides access to the Fox River and Lake Winnebago from the south bank of the Menasha Channel.

Trestle Trail
Officially opened on August 27, 2005, the trail has proven to be extremely popular with local residents and visitors to the Fox Cities. The trail is open year round and is a valuable transportation and recreational trail link between the City and Town of Menasha. It features a unique lift bridge over the Menasha Lock (sponsored and built by Miron Construction, Inc.). The 1,600-foot long, lighted pedestrian bridge is the longest in Wisconsin and includes a center pavilion area with seating, and several fishing platforms along the way.

The award winning trestle project is part of the Wisconsin DNR's Friendship Trail that will ultimately run from Stevens Point to Manitowoc. For more area trail information visit www.focol.org/greenways.

4.9 Solid Waste Management and Recycling

Garbage is collected weekly by municipal crews utilizing automated collection equipment. Recyclables are collected curbside on a monthly basis. Brush and tree limbs are also collected at the curb once per month. Brush, yard wastes, and recyclables may be brought to the City Public Works Facility drop-off site during designated hours.

Yard waste is processed through a compost operation at the city garage. The finished compost is then available to residents free of charge. Solid waste is hauled to the Winnebago County Landfill Facility in Oshkosh. Recyclables are transported to the transfer station at the Winnebago County Facility. Once there, they are sorted and the paper recyclables are

transferred to Outagamie County while the other recyclables are transferred to Brown County for final processing.

4.10 Communication and Power Facilities

Electric Power

Electric service is nearly exclusively provided by Menasha Utilities. Menasha Utilities owns and operates the electric distribution system in the City of Menasha, providing services to over 8,800 electric customers in the community. Significant investment has been made over the last several years to acquire all Menasha residences as customers. About 99% of the city is served by the utility with the remainder receiving electricity from WE Energies. On the average, the electric rates for Menasha Utilities customers are about 25% less than neighboring investor-owned utilities.

Menasha Utilities is a member-owner of Wisconsin Public Power, Inc. (WPPI), a regional power company serving 49 customer-owned electric utilities. Through WPPI, these public power utilities share resources and own generation facilities to provide reliable, affordable electricity to more than 190,000 homes and businesses in Wisconsin, Upper Michigan and Iowa.

Communication Facilities

Telecommunications are provided by AT&T, TDS Metrocomm, and other local and national providers.

Time Warner provides high-speed communications facilities and Menasha Utilities provides some fiber optic communications facilities on a limited basis to commercial customers only.

4.11 Sanitary Sewer Service

The City of Menasha is part of a regional wastewater collection and treatment system that serves the cities of Neenah and Menasha, the Town of Menasha Utility District (east side), the Waverly Sanitary District and the Town of Neenah Sanitary District #2 and #3. Wastewater collected from these entities is treated at the Neenah-Menasha Sewerage Commission (NMSC) wastewater treatment facility located on Garfield Street in the City of Menasha. Treated wastewater is discharged into Little Lake Butte des Morts.

Wastewater Treatment

The NMSC operates a wastewater treatment facility utilizing the activated sludge treatment process. Originally constructed in 1937, the plant was reconstructed in 1987 and has been performing well. It has a capacity of 13.0 million gallons per day (mgd), and experiences a daily flow of about 10.3 mgd. Growth forecasts from the East Central Regional Planning Commission's 2006 Sewer Service Area Plan Update indicate that the plant should have adequate capacity to the year 2030. Ongoing efforts by the respective jurisdictions to remove clearwater inflow/infiltration from wastewater collection systems should also help reduce the demands on plant capacity.

Wastewater Collection

Within the City of Menasha, wastewater is collected by three entities – the City of Menasha sewer utility, the Town of Menasha Utility District, and the Waverly Sanitary District. The city has entered into agreements with the other jurisdictions to serve areas outside the territory served by the city.

- *City of Menasha Sewer Utility*. The City of Menasha operates a sewer utility that provides wastewater collection to the majority of Menasha residents. The area served lies primarily south of Airport Road. The utility presently services 4,669 residential, 198 commercial, 7 industrial, and 27 municipal customers. The territory served by the utility is fully developed and no significant change in the number of connections is anticipated.

- *Town of Menasha Utility District.* The Town of Menasha has created a utility district that provides sewer and water services to the portions of the town on both the east and west sides of Little Lake Butte des Morts. Under an agreement with the City of Menasha, the town utility provides wastewater collection services to areas within the city generally north of Airport Road. The town utility has ____ residential, ____commercial, and ____industrial connections. Although some parcels are undeveloped that are within the town's service area, the additional connections will not have a material impact on the existing sanitary sewer system.

- *Waverly Sanitary District.* The Waverly Sanitary District provides sewer and water service to portions of the City of Menasha lying east of Oneida Street and parts of the Town of Harrison. The sanitary district provides service to city residents and businesses lying both within and outside its boundaries pursuant to an agreement between the city and the district. It currently serves 656 residential, 28 commercial, and 2 public authority customers. Significant growth area remains in that portion of the city to be served by Waverly. However, due to major investments in system infrastructure in 2002, no major improvements will be necessary to accommodate new growth.

4.12 Public Water Supply

Menasha Utilities

Menasha Utilities provides water service to the majority of residents in the City of Menasha (9th Street and south). Organized in 1905, the utility has approximately 4,739 residential, 190 commercial, and 29 industrial customers. The utility's water supply source is surface water from Lake Winnebago, filtered, and treated at the filtration plant located on Manitowoc Street, and furnished to customers through the water distribution system. The utility has six water storage facilities including the following:

- 1947 reservoir, 500,000 gallon capacity
- 1967 reservoir, 100,000 gallon capacity
- 1988 reservoir, 3,000,000 gallon capacity
- 1927 reservoir, 200,000 gallon capacity
- 1967 elevated tank, 750,000 gallon capacity
- 1929 elevated tank, 500,000 gallon capacity

The water filtration plant has a capacity of 6,000,000 gallons/day and has just completed a $12.8M water treatment plant addition designed to meet Safe Drinking Water Standards which are set by the EPA and monitored by WDNR. The project included reconstruction of the water filters, the addition of granular activated carbon filtering, and ultraviolet disinfection. The utility has approximately 325,400 feet of water main, the majority of which is 6-inch in diameter or greater. The utility also has 380 hydrants.

Portions of the city generally north of 9th Street and west of Oneida Street receive water service from the Town of Menasha Utility District. The utility district provides this service under a contractual arrangement with the city. The utility has a deep well and elevated storage reservoir on University Drive. About one-half of the water supplied comes from this source. The balance is purchased from Menasha Utilities.

With minor exceptions, the Waverly Sanitary District furnishes water to City of Menasha residents and businesses in the area generally east of Oneida Street. This service is provided under the terms of a contract between the city and the sanitary district. The Waverly district purchases water from the City of Appleton. Appleton operates a water filtration plant on Manitowoc Road within the City of Menasha. The source of raw water is Lake Winnebago.

4.13 Stormwater Management

To meet the requirements of the federal Clean Water Act, the Wisconsin DNR developed the Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Discharge Permit Program which is administered under ch. NR 216, Wis. Adm. Code. The WPDES Storm Water Program regulates discharge of storm water in Wisconsin from construction sites, industrial facilities, and selected municipalities.

The City of Menasha is subject to the requirements of the Environmental Protection Agency's Storm Water Phase II Regulations and must obtain a WPDES Permit which addresses information and education of residential landowners, illicit discharge detection and elimination, creation and enforcement of local ordinances to regulate erosion control and long-term storm water management and implementation of pollution prevention at municipally-owned facilities. MS4 permits require implementation of best management practices for source-area control instead of numerical effluent limits

The vast majority of the city's stormwater management facilities are in the form of storm sewers. Other facilities include stormwater ponds, several natural drainage ways and a few street side ditches.

4.14 Health and Day Care Facilities

Major medical facilities found in and surrounding the City of Menasha include:

- St. Elizabeth Hospital - Rehabilitation, Menasha
- St. Elizabeth Hospital, Appleton
- Appleton Medical Center, Appleton
- Thedacare, Appleton

- Children's Hospital of Wisconsin, Appleton
- Theda Clark Hospital, Neenah
- Affinity Day Surgery, Menasha

Available day care facilities in the City of Menasha include the following as reported by the Wisconsin Department of Health and Family Services. Facility capacities are also provided.

- Little Rock Child Care Center, 90 capacity
- Building Imaginations, 100 capacity
- Kiddie Korner Family Day Care, 8 capacity
- University Children's Center, 52 capacity
- UWO Headstart – Menasha Center, 51 capacity
- The Salvation Army Child Learning Center, 79 capacity
- Above and Beyond, 8 capacity
- Brenda's Babes Family Daycare, 8 capacity
- Childhood Express Daycare, 8 capacity
- Creative Hands and Mind Family Daycare, 8 capacity
- Fox Cities Learning Center, 85 capacity
- K's Play Days, 20 capacity
- Monica's Childcare, 8 capacity
- Precious Moments Family Daycare, 8 capacity
- Tender Loving Care, 8 capacity
- Terri's Family Child Care Center, 8 capacity

4.15 Expansion or Rehabilitation of Existing Utilities and Facilities, Approximate Timetable

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the need for the expansion, construction, rehabilitation of existing utilities and facilities.

The City of Menasha has determined that the following utilities and facilities will need expansion, construction, rehabilitation or staffing/programming changes over the planning period. Projects are identified as short-term (1-5 years) and long-term (6-20 years).

Public Buildings and Administrative Facilities and Services

Short Term

- The Finance Department needs a new telephone system and filing system.
- City Hall needs a new security system.
- Because of space needs, electronic document storage and digital imaging should be considered.

Long Term

- Hire a professional accountant.
- Incorporate the use of a computerized purchase order and expense sheet.
- Examine possibility of reallocation of work load to other departments.

- Explore the adequacy of the council chambers.

Police Services

Short Term

- Current personnel level makes it difficult to keep up with the trapping of stray animal, opening car doors, checking vacation homes, minor ordinance violation enforcement, false alarm response, and other minor violations and/or incidents.
- More storage space is necessary for evidence, documentation, and the everyday items that are common around a police station.
- The addition of a room dedicated to evidence processing should be considered.
- The impound lot is inadequate. It is consistently overcrowded and is in need of better security to protect from vandals.

Long Term

- Remodel the entrance and lobby area of the police station to meet ADA (Americans with Disabilities Act) standards.
- The landscaping in front of the station needs to be replaced.
- The construction of a conference room dedicated to hosting staff meetings and citizen meetings, such as the Neighborhood Watch, should be considered.
- In order to meet the needs of the community; the Menasha Police Department needs several additional officers.
- It is expected that it will become necessary to hire a bilingual officer because of the increasing minority populations.
- An officer dedicated to crime analysis is desired to increase the efficiency of the department.
- Establish programs to protect citizens from abuse and fraud.
- Establish a single governing body with one tax rate in order to provide the most efficient police service across the Fox Valley.

Fire Protection and EMT/Rescue Services

Short Term

- Replace Fire Station 36 located at 901 Airport Road with a new location better suited to increase response times.

Long Term

- Further promote intergovernmental cooperation in order to better serve the Neenah and Menasha citizens.
- Incorporate a district concept to fire rescue, allowing the nearest rescue team the ability to respond. This will reduce response time.
- Rehabilitate Fire Station 35 located at 430 First Street. The station needs updating and there is a general lack of storage space.
- Budget for new equipment and vehicles as needed.

Libraries, Cemeteries, and Other Quasi Public Facilities

Short Term

- Examine possibility of gaining additional staffing for the public library.
- Investigate possibility of incorporating 'self-check out' machines at the library. These machines would allow residents to check out books and other library materials themselves, in turn, lessening the strain on current library staff.
- Develop a long-term comprehensive plan encompassing library staffing, facilities, programs, and technological needs.
- Establish a foundation and enable better fund-raising efforts for the library.
- Rekindle the 'Friends of the Library' group.

Long Term

- Keep pace with the increasing expectations of the citizens.
- Update library technology especially the continued development of its electronic "e-branch" through its web site at www.menashapubliclibrary.org.
- Predicting that the library usage trend will continue to increase, additional staffing will have to be considered as time progresses.

Parks and Recreation

Short Term

- Develop a logical connectivity between the trail systems.
- Secure and develop more park land within the short term to ensure a proper amount of recreation area is provided as urban development continues, particularly in the area east of USH 10.
- Update the city pool at Jefferson Park.
- Continue public education outreach about the value the Parks and Recreation Department brings to the community.
- Take steps to achieve goals and improvements stated in the Open Space and Recreational Facilities 5-year Plan.

Long Term

- Secure funding to support the facilities that are currently in operation and to make park and recreational initiatives for the future.
- Investigate the possibilities of working with neighboring communities to establish an urban forestry position.
- Explore a working relationship with the Public Works Department in order to efficiently use the resources and staff that are currently available.
- Expand the Jefferson Park Marina.
- Continue maintenance at Marinas and parks as necessary.

Solid Waste and Recycling

Short Term

- Offer services for recycling computers and other electronics (televisions, VCR's,etc.) by 2010.

- Offer single-stream service (all recyclables in one container) by 2010.

Long Term

- Offer automated pick-up of residential recycling
- Will need an additional refuse and recycling route.
- Will need an additional refuse and recycling position.

Sanitary Sewer Service

Short Term

- Develop capital facilities replacement plan for water and sanitary service.
- Continue maintenance and repair on system as needed.
- Continue to perform Sewer System Evaluation Survey (SSES) to identify defects-anticipated to be completed in 2009.
- Continue sewer projects to upgrade system.

Long Term

- Complete sewer projects to upgrade system.

Private Onsite Wastewater Treatment Systems (POWTS)

Short Term

- Continue to incorporate properties that have POWT's into the public sewer system.

Long Term

- Incorporate the few remaining city properties that still have POWT's to be part of public sewer system.

Public Water

Short Term

- Develop capital facilities replacement plan for water and sanitary service.
- Continue to install upgrades to meet DNR standards.

Long Term

- It is possible the city will be required to install a deep water intake.

Stormwater Management

Short Term

- Complete preparation of a stormwater management plan.
- Adopt ordinances relating to construction site erosion control and post-construction stormwater management.
- Explore the creation of a Stormwater Utility.
- Continue to work with developers to ensure appropriate stormwater management principles are being employed.
- Explore means for achieving compliance with 20% TSS reduction by 2008.

Long Term

- Continue regular maintenance and repair of stormwater system.
- Continue to enforce commercial erosion control standards.
- Continue to assist with enforcement of residential erosion control standards.
- Explore means for achieving compliance with 40% TSS reduction by 2013.

Health Care and Child Care Facilities

Short Term

- Complete a local health care needs assessment to pinpoint the most urgent issues facing city residents.
- Promote goals of comprehensive plan developed by Wisconsin Turning Point Initiative which are: promote and protect the health for all, eliminate health disparities, and transform Wisconsin's public health system.
- The Health Department will modify its public health system in accordance with state plans in an effort to better serve its citizens.
- Work to address the inequality that is present in public health for ethnic and racial minority groups and those at a financial disadvantage.
- Focus on a collaborative efforts between the government, public, private, nonprofit, and voluntary sectors.
- Work to become more efficient in primary prevention.

Long Term

- Take progressive measures to continue to meet the changing needs of the community as determined by the market and demographic trends.

Senior Center

Short Term

- Menasha Senior Center needs to consider all possibilities in managing its current space
- Need for more employee work space and desks.
- Update computers and a new filing and phone system.
- Perform the maintenance tasks to keep equipment such as the bingo machine, kitchen, and audio-visual equipment operational.

Long Term

- Expand current or build a new larger facility if needed.

Local Roads and Bridges

Short Term

2008

- Pacific Street, Eighth Street to Ninth Street; Pulverize and Asphalt Resurface
- Chute Street, Lush Street to Tayco Street; Pulverize and Asphalt Resurface
- Eighth Street, Tayco Street to Pacific Street, Pulverize and Asphalt Resurface
- Fourth Street, Konemac Street to East End; Pulverize and Asphalt Resurface

- Konemac Street, Third Street to Plank Road; Pulverize and Asphalt Resurface
- Green Bay Street, Broad Street to Third Street; Pulverize and Asphalt Resurface
- First Street, Manitowoc Street to Ice Street; Pulverize and Asphalt Resurface
- First Street, De Pere Street to Manitowoc Street; Total Reconstruction
- Appleton Street, First Street to Third Street; Total Reconstruction

2009

- STH 114 from Tayco Street to Manitowoc Street; Reconstruction; (local cost share only)
- Lush Street from R.R. Tracks to First Street; Pulverize/Resurface
- Lock Street from Broad Street to LLB; Pulverize/Resurface
- Water Street from Barlow Street to Tayco Street; Pulverize/Resurface

2010

- Broad Street from Tayco Street to Racine Street; Reconstruct Concrete/Asphalt

2011

- Garfield Avenue from R.R. tracks to Washington Street; Reconstruct Concrete

Long Term

- Maintain and repair roads as needed

Menasha Joint School District

Short Term

- Develop plan for school district to better understand facility needs in the future. Possible needs include new buildings, new sidewalks, additional green space, traffic and parking needs.
- Form a working relationship with the city to coordinate plans for cooperative efforts that can benefit both entities. It is important to have periodic meetings to devise practical situations in which consolidated services could be offered.
- Develop marketing plan in coordination with the City in order to properly highlight the strength of the local school system.
- Obtain easement that runs through Calder Stadium property.

Long Term

- Work to accomplish goals as stated in strategic plan for MJSD.
- Examine ways to most efficiently provide school services.
- Coordinate with city regarding plans for Calder Stadium area.

Additional Facilities, Programs, or Operations

Short Term

- Establish a working relationship with the Appleton Area School District.

Long Term

- Work cooperatively with the Appleton Area School District where possible on programs and curriculum to offer a greater level of service to area residents.

4.16 Future Needs for Government Services

The need for additional services in some instances is directly proportioned to the physical growth of the city, e.g. street maintenance or refuse collection. Other factors, most notably demographic, can also exert pressures for new services and facilities. Ongoing monitoring of service and facilities is essential to meet ever-changing community needs.

These needs can be met in various ways including employing new technologies, adding staff, outsourcing specific tasks or functions, or entering into service agreements with other entities. The City of Menasha has utilized all of these methods in attempting to efficiently deliver a high level of service to its residents and businesses. Looking toward the future, the demands for service will need to be balanced with the resources of the city to meet its operational needs as well as capital improvements.

The City of Menasha's population has grown over the last thirty years and it is projected to increase over the next 25 years as well. The townships that surround the city are predicted to experience substantial growth in that same time period. The majority of the infrastructure of the city has capacity to serve future demand.

The city currently has a tight staffing situation and could easily absorb more staff members in various departments. This is expected to become more noticeable as the population of the city increases in both size and diversity. As with every city, Menasha will need to balance budgetary concerns with the need for growth of staffing. Appropriate budgetary awareness and planning in the short term will be necessary to facilitate these additions in the long term.

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Map 4-2 Proposed Transportation and Utilities and Community Facilities

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4.17 Utilities and Community Facilities Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding utilities and community facilities.

Goal: Provide high quality and cost effective community facilities and services that meet existing and projected future needs.

Objectives

1. Support high level, cost effective service for solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.

2. Consider the impacts of development proposals on community facilities and services, and balance the need for community growth with the cost of providing services.

3. Pursue additional cooperation between communities to avoid duplication of facilities and increase the cost effectiveness of services provided to residents.

4. Monitor the need for new, expanded, or continuation of rehabilitated services and local government facilities.

5. Increase coordination of utility and community facility planning with the location of future service areas as guided by the comprehensive plan, environmental considerations, economic development, and growth management policies.

Goal: Ensure proper treatment of wastewater to protect public health, groundwater quality, and surface water quality while meeting current and future needs.

Objectives

1. Plan sewer extensions and treatment facility improvements so that they can be installed incrementally as needed in a cost-effective manner.

2. Encourage the use of existing collection infrastructure and treatment capacity prior to the extension of new infrastructure or construction of new facilities.

3. Consider the use of sewer assessment policies and impact/development fees that will encourage compact development and discourage scattered development.

Goal: Promote stormwater management practices in order to reduce property and public property damage and to protect water quality.

Objectives

1. Maintain a community stormwater management system which addresses stormwater quality.

2. Support the preservation of natural open spaces that minimize flooding such as wetlands and floodplains.

3. Require the use of stormwater management practices to abate non-point source pollution and address water quality.

4. Implement stormwater management practices at outfalls locations that discharge stormwater into wetlands, aquifers, or other environmentally sensitive areas.

Goal: Ensure that the water supply for the community has sufficient capacity, is in compliance with drinking water quality standards and regulations, and is available to meet present and future needs.

Objectives

1. Continue to monitor groundwater quality and potential contamination issues.

2. Ensure that water treatment facilities are properly maintained, and plan ahead for major improvements in order to reduce the financial impact on the community.

3. Develop wellhead protection plans for existing and proposed well sites in accordance with the comprehensive plan.

4. Provide information and comments on impacts to groundwater when reviewing proposed development in the community and in areas of extraterritorial jurisdiction.

Goal: Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

Objectives

1. Encourage community and citizen involvement in decisions involving the type, location, and extent of disposal facilities and services.

2. Require major developments to adequately address solid waste disposal and recycling needs during the planning and design stages.

3. Provide collection opportunities for the proper recycling and disposal of unique (i.e., tires, white goods, etc.) and/or hazardous wastes.

Goal: Maintain and enhance recreational opportunities in the community.

Objectives

1. Recognize the need to accommodate all age groups and abilities in both active and passive recreational pursuits on a year round basis.

2. Pursue state, federal, and private funding programs which can aid in the acquisition and development of parks, trails, and scenic and environmentally sensitive areas taking into account, related maintenance and operational costs.

3. Seek stable funding sources to provide maintenance and operation of community parks and recreational buildings and sites.

4. Identify areas where recreational opportunities could be improved.

5. Maintain existing, and seek potential improvements to public access to waterways in the community.

Goal: Ensure the provision of reliable, efficient, and well-planned utilities to adequately serve existing and future development.

Objectives

1. Cooperate in the planning and coordination of utilities with other agencies and jurisdictions in order to efficiently serve local and regional growth.

2. Seek to balance desired service levels with potential negative community impacts when reviewing the proposed design and location of telecommunication, wind energy, or other utility towers.

Goal: Encourage improved access to health care facilities and child care.

Objectives

1. Support requests for the development of properly located and operated child care facilities.

2. Support school districts or local community organizations in their sponsorship of child care programs and early development programs.

3. Support the development of local health care facilities.

4. Support improved transportation options to and from regional health care facilities.

Goal: Provide a level of police, fire, and emergency services that meets present and future needs.

Objectives

1. Encourage the maintenance of the current ISO rating of the fire department in the city.

2. Support resident education on ways to reduce the risks of fire and increase access and response time of emergency vehicles to local residences.

3. Promote the maintenance of the level of quality of emergency service equipment and facilities and address needs where appropriate.

4. Encourage beneficial and effective police, fire, and EMS cooperative service agreements.

5. Maintain a good relationship with Calumet County, Winnebago County and neighboring communities for utilization of additional emergency services when needed.

Goal: Promote quality schools and access to educational opportunities.

Objectives

1. Coordinate planning efforts with the local School Districts to allow them to anticipate future growth and demographic changes.

2. Maintain support for local libraries in their efforts to increase community education.

4.18 Utilities and Community Facilities Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide. For this section, policies are organized by utility and facility type.

General

1. The city shall continue to anticipate and plan for capital improvements and service requirements.

2. Demand on city services should be considered when evaluating development proposals.

3. Utilities, service facilities and roads shall be designed to limit the impact to environmentally sensitive lands.

4. The city shall create a bi-annually updated Capital Improvement Plan.

5. A proportional share of the cost of improvement, extension and construction of public facilities should be borne by those whose land development and redevelopment actions made such improvement, extension and construction necessary. In determining the proportional share, the public benefit of the project/improvement shall be considered. Impact fees should be utilized as a source of funding for capital projects directly attributable to new development. Impact fee programs shall be considered for transportation facilities, schools, parks, and fire protection.

6. Maintain the reliability of the city's utility infrastructure as the first priority for utility capital expenditures.

7. The city shall coordinate community utility capital expenditure planning with capital investment planning by other departments.

8. Work with neighborhood and community representatives in siting utility facilities.

9. The community shall encourage the shared development of all public capital facilities including community facilities such as parks, libraries, schools and community meeting facilities.

10. The community shall require the placement of new utility systems within the existing right-of-way whenever possible.

Administrative Facilities/Public Buildings

1. Staffing and professional service needs relative to planning, ordinance development and enforcement and other governmental services shall be periodically reviewed to determine if the needs of the community are being met.

2. The community shall periodically assess its capacity and needs with regard to administrative facilities and services and public buildings.

3. All community buildings shall be upgraded where feasible to meet ADA requirements and have adequate capacity to facilitate community meetings or gatherings

4. All administrative facilities' electronic and phone systems shall be kept up-to-date and maintained to help complete tasks more efficiently.

5. The city shall explore the development of a community volunteer program designed to solicit and maintain volunteer participation in community programs and events.

6. The exterior appearance of public facilities, including landscaping, shall be maintained and repaired and/or replaced when necessary.

Police Services

1. Data and information regarding police response time and satisfaction with service shall be maintained in order to determine department needs and measure efficiency.

2. Department staffing, equipment and training levels shall be shall be periodically reviewed to determine if the needs of the community are being met.

3. Programs or activities which increase community access or relations with the police department shall be pursued.

4. Assess priorities and eliminate minor services, if necessary, to meet department priorities.

5. The department should consider recruiting bilingual officers to help minimize language barriers.

6. The department should work with other departments to establish code enforcement officers to streamline the enforcement process.

7. The department should explore the recruitment of a crime analysis officer.

8. The design of the police station shall be evaluated for accessibility and other needs.

9. Develop a program designed to educate elderly citizens on abuse and fraud.

10. Options for regional law enforcement initiatives should be explored.

11. The department should explore options for cost recovery from neighboring municipalities for responding to calls and providing services.

12. A single governing body with one tax rate shall be explored to provide the best police service across the Fox Valley.

Neenah-Menasha Fire-Rescue Services

1. Department staffing, equipment and training levels shall be shall be periodically reviewed to determine if the needs of the community are being met.

2. Cooperative arrangements with neighboring fire departments should be explored as a means to reduce response time and the need for new fire stations.

3. Relocation of Fire Station 36 shall be considered to improve efficiencies and reduce response time to developing portions of the city.

4. The renovation of Fire Station 35 should be considered to address storage and other needs.

Schools – Menasha Joint School District (MJSD)

1. The city shall work with local school districts in order to anticipate future service and facility needs.

2. School facilities and programs should be accessible to the general population.

3. The MJSD should develop plans to guide the future direction of academic curriculum and extracurricular activities.

4. Develop a working relationship between administrators of the MJSB and city representatives in order to coordinate mutually beneficial cooperative efforts.

5. Develop cooperation between schools and community interests and needs by offering such things as child care services and youth and family programs such as prevention of substance abuse, parenting, care of the elderly, care of those with special needs, etc.

6. The school district should develop a marketing plan.

7. Establish a relationship with local businesses and industry to determine the types of training programs needed in the high school and technical school to provide a skilled work force.

8. Support and participate in the organization of apprenticeship, on-the-job training, student touring and visitation, and student work-study programs with local industry, schools, and government.

9. The school district shall explore the adequacy of green space, such as playgrounds and sporting facilities, for each facility.

10. Traffic conditions and parking space around all facilities should be periodically reviewed and modified if needed.

11. The MJSC shall identify ways to most effectively provide services in the long term.

12. The possibility of school district boundaries coinciding with municipal boundaries should be explored.

13. The city and the MJSD shall coordinate their plans for the Calder Stadium area.

14. The possibilities for sharing programs, personnel, and facilities among other school districts should be explored.

Library – Elisha D. Smith Public Library

1. Maintaining and improving library facilities and services shall be pursued within the planning period. This should include improvements with the library's "e-branch" program through its website as well as other technological upgrades to meet citizen needs.

2, Department staffing, equipment and training levels shall be periodically reviewed to determine if the needs of the community are being met.

3. Continue relationship-building with private and individual contributors in order to reduce the burden on local government.

4. An effort to rekindle the 'Friends of the Library' program should be pursued. This program allows community volunteers to host fund-raising events as well as other volunteer duties.

Parks, Recreation and Open Space

1. Concentrated residential developments shall be within a service area of a neighborhood community or regional park facility.

2. Ensure that neighborhood parks are incorporated into the design of future subdivisions.

3. Recreational resources should be expanded to meet demands where possible. When expansion due to natural physical limitations is not possible, recommendations should focus on maximizing use of the resource, improving management and decreasing conflicts.

4. Develop and pursue funding sources in addition to the tax levy for park and recreation facilities.

5. All park facilities shall be in compliance with the Americans with Disabilities Act.

6. Acquire abandoned railroad corridors when available for trails.

7. Acquire lands to expand the existing park system to meet the demands of a changing and increasing population.

8. Funding for park land acquisition and improvement will be set aside annually.

9. Determine which lands within the community would enhance the park and open space system based on overall recommendations of the comprehensive plan. Attempt to acquire these lands.

10. Maintain open space and parkland through dedications, acquisitions, zoning, and the adoption of an official map delineating present and planned future parkland sites.

11. Ensure there are adequate flat parklands for activities such as soccer and ball games.

12. Ensure a sufficient quantity of suitable land is set aside for parks and recreational purposes during the site planning process for new residential development projects.

13. The city should work toward developing connectivity with trail systems within the Fox Valley area.

14. The department should promote the importance of parks and programs in improving the quality of life of city residents.

15. Cooperate with adjacent municipalities, the MJSD, local groups and organizations, and developers to maximize cost-effectiveness of providing open space and recreational facilities.

16. Seek public input when planning for park and recreational development.

Solid Waste Management and Recycling

1. The city should periodically monitor the effectiveness of city-provided waste management and recycling services.

2. Consideration should be given to a new refuse and recycling route and position to keep pace with the demands of new development.

3. Solid waste disposal, transfer station and recycling sites shall be located in areas which limit the potential for adjacent impacts.

4. Promote waste reduction and recycling, including composting, through education and new programs.

5. The city shall continue to partner with Winnebago County, as one of a three county consortium (including Brown and Outagamie counties), to pursue cost-effective service provision for solid waste management and recycling.

6. Promote household hazardous waste programs and activities, such as the Clean Sweep program, with both Calumet and Winnebago Counties.

Communication and Power Facilities

1. Telecommunication facilities and towers shall utilize existing facilities to the maximum extent possible.

2. Telecommunication towers shall be designed to be as unobtrusive as possible, support multi-use and/or reuse and be safe to adjacent properties.

3. Utility substations shall be located so as to be as unobtrusive as possible.

4. The city shall monitor community needs for communication facilities and take steps to ensure modern, effective communications facilities are available community-wide.

5. The city shall explore means for making communications services available to all residents, including working with neighboring communities.

6. Evaluate land use controls to ensure unreasonable constraints are not placed on alternative energy sources.

Sanitary Sewer Service

1. Work with local Sanitary Districts to coordinate expansion of the districts to accommodate development in designated areas.

2. Concentrated residential development shall consider the feasibility and water quality impacts of a wastewater collection and treatment system.

3. Wisconsin Department of Natural Resources CMAR reporting of sanitary facilities shall be used to evaluate the adequacy of facilities and aid in determining facility needs.

4. Existing on-site sewage treatment systems shall be converted as required by existing policy.

5. Inspections of existing on-site sewage treatment systems shall be conducted regularly.

Public Water Supply

1. Surface water protection shall be a priority when reviewing development proposals.

2. Develop public education campaigns which link the effects of resident activities on drinking water quality (stormwater education).

3. New private wells are not permitted.

4. Existing private wells shall be properly abandoned in accordance with state regulations and converted to public water service when it becomes available.

5. The community shall review new residential projects for the availability of an adequate water supply.

Stormwater Management

1. The city will address stormwater management as a requirement of all development proposals.

2. Proposed developments shall not increase flooding potential to adjacent lands.

3. The city shall develop and implement construction site erosion control and post-construction stormwater management ordinances in accordance with state laws.

4. Continue participation in Northeast Wisconsin Stormwater Consortium (NEWSC).

5. Develop public education campaigns which link the effects of resident activities on surface water pollution.

6. Encourage the use of rain gardens, rain barrels, and other residential best management practices by promotion and the provision of information.

7. Encourage the use of effective, unconventional commercial best management practices and proprietary devices such as green roofs by creating incentives.

8. The community should maintain a drainage system plan for the area and identify major drainage facilities.

9. The community shall require installation of stormwater and surface water facilities in order to minimize construction-related disruptions to the public and to minimize the costs of system deliveries.

10. The community shall require surface water conveyance systems in new development where feasible, including transportation facilities.

11. The community shall implement procedures to ensure that public and private stormwater collection, retention/detention, and treatment systems are property maintained.

12. The community shall require new development projects to include community approved stormwater management facilities.

13. The city shall consider creation of a stormwater utility.

14. The city should partner with adjacent communities to create funding mechanisms for operation, maintenance and replacement costs of regional stormwater facilities serving multiple communities.

15. Encourage design of regional stormwater facilities that serve a dual purpose (i.e., stormwater retention as part of park design) when practicable.

Health Care Facilities

1. Health care and commercial daycare facilities shall be steered toward commercial zoning districts.

2. The Health Department should collaborate with all levels of government, public, private, nonprofit, and voluntary groups to provide the greatest benefits for residents.

3. A needs assessment should be regularly completed to pinpoint the most urgent issues facing residents.

4. The department should modify its public health system in accordance with state plans.

5. Create programs which will help to eliminate health disparities among social and disadvantaged population groups.

6. The department should create a review process to continually update and revise goals and objectives to comply with changes in the Wisconsin State Health Plan.

7. Create programs which will help overcome language and cultural barriers.

Day Care Facilities

1. Continue to allow licensed in-home day care facilities in order to accommodate child care needs within the community.

4.19 Utilities and Community Facilities Programs and Resources

The following programs and resources are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Community Development Block Grant for Public Facilities (CDBG-PF)
The Wisconsin CDBG Public Facilities Program is designed to assist economically distressed, smaller communities with public facility improvements. Eligible activities include, but are not limited to, publicly-owned utility system improvements, streets, sidewalks, and community centers. Federal grant funds are available annually. The maximum grant for any single applicant is $750,000. Grants are only available up to the amount that is adequately justified and documented with engineering or vendor estimates. For more information on this program contact the Wisconsin Department of Commerce, Division of Community Development.

Community Development Block Grant Public Facilities for Economic Development (CDBG-PFED)
The CDBG Public Facilities for Economic Development Program helps underwrite the cost of municipal infrastructure necessary for business development that retains or creates employment opportunities. Eligible activities are improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, and which will principally benefit businesses, and which as a result will induce businesses to create jobs and invest in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Brownfields Initiative
The Brownfields Initiative provides grants to persons, businesses, local development organizations, and municipalities for environmental remediation activities for brownfield sites where the owner is unknown, cannot be located, or cannot meet the cleanup costs. The

Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Community Development Block Grant Blight Elimination and Brownfield Redevelopment Program (CDBG-BEBR)

The Blight Elimination and Brownfield Redevelopment Program is designed to assist communities with assessing or remediating the environmental contamination of an abandoned, idle, or underused industrial or commercial facility or site in a blighted area, or one that qualifies as blighted. Critical to obtaining a grant is a redevelopment plan that describes how the property will be reused for commercial or industrial development that results in jobs and private investment in the community. The Wisconsin Department of Commerce, Bureau of Community Finance should be contacted for further information.

Tax Incremental Financing (TIF)

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development projects in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The Wisconsin Department of Commerce should be contacted for further information.

Aids for the Acquisition and Development of Local Parks

Funds are available to assist local communities acquire and develop public outdoor recreation areas as per s. 23.09 (20), Wis. Stats. Counties, towns, cities, villages, and Indian Tribes with an approved Comprehensive Outdoor Recreation Plan are eligible to apply. The program is offered by the WDNR, Bureau of Community Financial Assistance. There is a 50% local match required. Awards are granted on a competitive basis. Acquisition and development of public outdoor recreation areas are eligible projects. Priority is given to the acquisition of land where a scarcity of outdoor recreation land exists.

Clean Water Fund Program

Funds are available to protect water quality by correcting existing wastewater treatment and urban storm water problems and preventing future problems as per s. 281.58 and 281.59, Wis. Stats. Cities, towns, villages, counties, town sanitary districts, public inland lake protection and rehabilitation districts, metropolitan sewerage districts, and federally-recognized tribal governments are eligible to apply. Eligible projects include construction of treatment works, sewer systems, interceptors, and urban stormwater runoff treatment systems. Projects that are necessary to prevent violation of discharge permits, meet new or changed discharge limits, or correct water quality or human health problems in unsewered areas may receive priority for funding. Low interest loans are available for planning, design, and construction of wastewater treatment projects and urban storm water runoff projects approved by the Department. The program is offered by the WDNR, Bureau of Community Financial Assistance.

Municipal Flood Control Grant Program

Provide 70% cost-sharing grants to cities, villages, towns and metropolitan sewerage districts to acquire or flood-proof structures, purchase easements, restore riparian areas, or construct flood control structures. Applications would be ranked based on avoided flood damages, restoration or protection of natural and beneficial functions of water bodies, use of natural flood storage techniques or environmentally sensitive detention ponds and enhanced recreational opportunities. For further information contact the WDNR.

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5. Agricultural, Natural, and Cultural Resources

5.1 Introduction

A community's natural resources provide for its resident's basic needs. Clean and abundant groundwater and surface water, clean air, and terrestrial and aquatic habitats such as forest, prairies, and wetlands are vital to the health and well being of its residents. Natural resources such as parks, trails, scenic areas, are necessary for outdoor recreation and leisure pursuits and are essential components of quality of life and sense of community. A vibrant economy relies on local natural resources to bring in tourism revenue, enhance property values, produce agricultural and wood products, provide low cost raw material (such as sand, gravel, and stone), and supply water for manufacturing processes, etc.

As local and world population increases, the importance of agricultural resources is becoming more apparent. Besides meeting supply demands, locally produced agricultural products can help reduce the cost of food and other agricultural goods by cutting transportation costs related to imported goods. This helps consumers by lowering food costs. Businesses such as food processors, which rely on agricultural products, likewise benefit. As a significant source of local employment, agriculture is also an integral part of a community's – and the regional – economy.

Cultural resources are places, sites, buildings and intangible values that connect people with each other and the past. They are the keys to reflecting on how events and places help shape a community's physical appearance and its regional context. Cultural resources provide a community's residents with an identity. They also contribute to the educational, recreational, aesthetic, and spiritual values of a community. Most importantly, cultural resources are unique and irreplaceable.

A patchwork of state and federal regulations have been developed to protect Wisconsin's natural resources. Some state laws, including those for floodplains, shorelands, and wetlands, establish minimum use and protection standards that must be adopted and administered by local governments. But not all natural resources are protected by state law. Local governments throughout the state have the flexibility to plan for and develop their own local ordinances to deal with the unique land use issues/conflicts in their communities and to protect the natural resources they value most.

Development must be carefully managed to coincide with the ability of the agricultural, natural, and cultural resource base to support the various forms of development. This balance must be maintained to prevent the deterioration of that underlying and sustaining base. These features promote civic pride and often create a sense of place.

5.2 Physical Setting

Formed as a product of weathering and stream work modified by glacial activity, the City of Menasha's topography is nearly level (Martin, Lawrence. The Physical Geography of Wisconsin. University of Wisconsin Press: 1965), with a few gentle rolling slopes in the Calumet County portion of the city (south of Manitowoc Road). The most prominent features on the city's landscape are the shoreline, surface water, and wetlands.

Menasha's shoreline stretches from the northeast corner of Lake Winnebago, westerly along the Fox River and the US Government Canal to Little Lake Butte des Morts extending along its west and east shores, ending at the municipal boundary south of the STH 441 Roland Kampo bridge – a total of about 14 miles. Surface water encompasses almost 750 acres, or 15% of Menasha's total area.

The most recent glacial activity, approximately 10,000 years ago, is responsible for the reddish clay glacial till found in most of Menasha today. The bedrock beneath this glacial till is mostly comprised of limestone and sandstone.

5.3 Forests, Farmland, and Agriculture

The City of Menasha is an urbanized community. The city contains approximately 119 acres of farmland and cropland, or 2.6% of total land use in the city. (NOTE: CHECK NUMBERS) Almost all of this acreage can be found in the eastern portion of the city. While agricultural land use may be limited, agriculture does play a role in many of the local businesses in the community as well as the larger regional economy. Map 5-1 displays the available soil information found for the city.

Most of the forestland in Menasha is comprised of wooded wetlands located primarily in Heckrodt Wetland Reserve and the Menasha Conservancy Area. Forestland covers approximately 197.5 acres in the city, or 4.28% of total land use. (NOTE: CHECK FIGURES) With the exception of a few isolated woodlots in Calumet County, woodlands are concentrated in the southern portion of the city near Lake Winnebago. Menasha has been designated a Tree City USA since 1983.

It is anticipated that over the planning period many existing areas of cropland, farmland, or forestland will be converted to urban land uses unless designated for preservation or recreational uses.

Map 5-1 Soils

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5.4 Metallic and Non-Metallic Mineral Resources

Administered by East Central Wisconsin Regional Planning Commission for Winnebago, Outagamie, Shawano, Waupaca, and Calumet counties, Wisconsin Administrative Code NR 135 required that all counties adopt and enforce a Non-Metallic Mining Reclamation Ordinance which establishes performance standards for the reclamation of active and future non-metallic mining sites, but not abandoned sites. It is intended that NR 135 will contribute to environmental protection, productive end land use, and potential to enhance habitat and increase land values and tax revenues. Individual municipalities are enabled but not required to adopt a reclamation ordinance. The City of Menasha has not adopted such an ordinance.

The East Central Wisconsin Regional Planning Commission administers the Wisconsin Statutes, Chapter NR 135, non-metallic mining reclamation program for Winnebago, Outagamie, Shawano, Waupaca, and Calumet Counties. A portion of Badger Highways, an inactive quarry, is located within the City of Menasha.

5.5 Watersheds and Drainage

The City of Menasha's drainage area is comprised of four watersheds including Fox River/Appleton, Lake Winnebago North, Little Lake Butte de Morts, and Plum Creek (see Map 5-2, Environmental Water Features). The watersheds are part of the 6,400 square mile Fox Wolf drainage basin that ultimately empties into the bay of Green Bay at the mouth of the Fox River. Watersheds are interconnected areas of land draining from surrounding ridge tops to a common point such as a lake or stream confluence. All lands and waterways can be found within one watershed or another.

Menasha's drainage patterns are strongly influenced by its flat to gently sloping topography and the low permeability of the predominately clay soils. The natural drainage patterns have been substantially altered by development. The city maintains an extensive storm sewer system to manage stormwater runoff. In the recent past, the city and in some cases developers, have installed stormwater retention ponds and other such facilities to mitigate the impacts of stormwater runoff and water quality and reduce the potential for flooding. State and federal stormwater management rules will continue to impact how surface water will be dealt with in both newly developing and redevelopment areas.

Wisconsin has redesigned its natural resource management approach around the concepts of eco-regions, areas of similar character and structure typically related to drainage basins or watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results. Wisconsin has redesigned its natural resource management approach around the concepts of eco-regions, areas of similar character and structure typically related to drainage basins or watersheds. This shift in approach recognizes that working with the natural structure and function of resources, as opposed to strictly political or social boundaries, will provide more successful results.

5.6 Wetlands

At the turn of the century, much of that part of the city south of Plank Road was comprised by wetlands. Up until the early 1970's these wetlands were often used as disposal sites for unwanted fill and other waste material. Although much reduced in extent significant wetland resources remain in the City of Menasha, primarily within the Heckrodt Wetland Reserve and Menasha Conservancy. Other sizable wetland tracts in proximity to the city-owned wetlands are in private ownership. Other isolated wetlands exist along drainageways and depressions scattered around the fringes of the community.

Wetlands Defined

According to the United States Environmental Protection Agency, wetlands are areas where water covers the soil, or is present either at or near the surface of the soil all year or for varying periods of time during the year, including during the growing season. Wetlands can be recognized by the presence of 3 features:

1. *Wetland hydrology*, or varying degrees of saturated conditions.
2. *Hydrophytes*, or specially adapted plants that favor the prolonged presence of water.
3. *Hydric soils*, or soils that contain characteristics that confirm the long term presence of wetland hydrology.

The hydrology of soils, or the amount of water saturation present, largely determines the soil characteristics and the corresponding types of plant and animal communities living in and on the soil. Wetlands may support both aquatic and terrestrial species. The prolonged presence of water creates conditions that favor the growth of specially adapted plants (hydrophytes) and promotes the development of characteristic wetland (hydric) soils.

Wetlands may be seasonal or permanent and are commonly referred to as swamps, marshes, fens, or bogs. Wetland plants and soils have the capacity to store and filter pollutants ranging from pesticides to animal wastes. Wetlands provide storage of flood waters preventing damage to developed areas. Wetlands can make lakes, rivers, and streams more clean, and drinking water safer. Wetlands also provide valuable habitat for fish, plants, and animals. In addition, some wetlands can also replenish groundwater supplies. Groundwater discharge from wetlands is common and can be important in maintaining stream flows, especially during dry months.

The Wisconsin Department of Natural Resources (WDNR) has inventory maps for wetlands two acres and larger. In general, the wetlands information is helpful during development review, during resource planning, when evaluating design, or when performing impact assessment. The wetland information may need to be field verified for specific location and parcel information as the digitization process used to create the maps inadvertently creates error in exact field boundaries. The maps should be consulted whenever the community reviews development proposals in order to preserve wetland functions and to ensure regulatory compliance.

Wetlands occupy ??? acres in the City of Menasha and are primarily located along the Fox River and in the southern portion of the city near Lake Winnebago. Refer to Map 5-2, Environmental Water Features, for locations of wetlands.

5.7 Floodplains

Floodplains are those areas that may become inundated during flood events. They are comprised of both floodway and flood fringe areas. The floodway is that portion of the floodplain that actively conveys floodwaters while the flood fringe is that area where floodwater is stored.

Lake Winnebago, the Fox River and Little Lake Butte des Morts are the major sources of flood hazard in the City of Menasha. Historically, areas near Fox and Butte des Morts streets have experienced the worst flooding problems.

The City of Menasha participates in the Natural Flood Insurance Program, enabling residents and businesses located in flood hazard areas to purchase flood insurance. A Flood Insurance Study prepared by the Federal Emergency Management Agency for Winnebago County was revised in 2003. This study maps the areas expected to be inundated by the .01 percent chance (100 year) and the .02 percent chance (500 year) flood and also delineates floodways. The area subject to inundation by the .01 percent chance flood are the focus of floodplain regulatory and insurance programs. There are no mapped flood hazard areas in the Calumet County portion of the City of Menasha.

Wisconsin Statute 87.30 requires counties, cities, and villages to implement floodplain zoning. In addition, the Federal Emergency Management Agency (FEMA) has developed flood hazard data. Under the authority of the National Flood Insurance Act of 1968, FEMA conducted studies to determine the location and extent of floodplains and the monetary damage risks related to the insurance of urban development in floodplain areas.

The City of Menasha has ??? acres of floodplains NEED TO CHECK FINAL NUMBERS) which are located primarily along the Fox River, Little Lake Butte de Morts and Lake Winnebago.

5.8 Surface Water Features

Menasha is blessed with abundant and diverse surface water resources including Lake Winnebago, the Fox River, the US Government Canal, Little Lake Butte des Morts (see Map 5-2 Environmental and Water Features).

These resources are vital to the city's physical and economic well being. Water from Lake Winnebago provides drinking water for residents and businesses and is used by several industries in manufacturing processes. The flow in the Fox River helps assimilate treated wastewater discharge from municipal and industrial wastewater treatment facilities. The US Government Canal, which parallels the downtown, connects Lake Winnebago to the lower Fox River via a navigable channel.

Surface water and the attendant shoreline areas were key assets leading to the early development of Menasha as an industrial center. While still important to Menasha's industrial base, these resources are gaining increasing importance for recreational uses and the aesthetic enhancements they offer to the community.

Although Menasha has abundant surface water resources, the use of these waters is somewhat impaired by water quality concerns. Lake Winnebago lies within a nutrient-rich watershed where stormwater runoff from farms and urban areas carries sediment, phosphorus and other pollutants into waterways. Nutrients support algae blooms that become a significant nuisance to both recreational users and riparian landowners. Little Lake Butte des Morts is subject to these same conditions, but is also impaired by the presence of PCB laden sediments. A multi-million dollar clean-up project is underway to remove or cap contaminated sediments. Other initiatives are underway to reduce the impact of urban stormwater on area waterways.

The surface water features listed below are located in or partially in the City of Menasha. Refer to Map 5-2, Environmental Water Features, for locations of surface water features.

Lake Winnebago

Lake Winnebago is the largest inland body of water in the state of Wisconsin. Lake Winnebago is 137,708 acres with a maximum depth of 21 feet and an average depth of 15.5 feet. It is approximately 30 miles long and 10 miles wide. The Lake Winnebago System is one of the nations top walleye fisheries. A total of 81 species of fish have been identified in the lake. Lake Winnebago also has the largest viable population of sturgeon in the world.

Little Lake Butte des Morts

This 1,300 acre lake is located on the north-west side of the City of Menasha. It is a desirable location for recreational activities including boating and fishing. Little Lake Butte des Morts is immediately downstream from the dams in Neenah and Menasha. One lock and dam operates in the City of Menasha to allow boaters to traverse from Little Lake Butte De Morts to Lake Winnebago and back. This lake is one of the Upriver Lakes and is connected to the others (Lakes Winneconne and Poygan) by the Fox and Wolf Rivers.

Fox River

The Fox River, consisting of both the Upper Fox River and the Lower Fox River, runs from central Wisconsin into Lake Winnebago and then Green Bay. The total length of the river is 220 miles. Almost four miles of the river is located in the City of Menasha.

Additional surface water features

There are several unnamed ponds and tributaries that are located within city limits.

Map 5-2 Environmental and Water Features

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5.9 Groundwater

Groundwater is a limited resource, and both its quality and quantity are important characteristics. These characteristics are primarily influenced by local geology and local land use. Precipitation percolates through the soil and bedrock where it eventually reaches a saturated zone known as an aquifer. It is from these aquifers that wells draw their water.

With the exception of those served by the Town of Menasha Utility District, Menasha residents are not dependent upon groundwater for drinking water supply. The utility district pumps its water from a deep well located in the north central part of the city. Others dependent upon groundwater include local industries that pump groundwater from the deep aquifer to use in industrial processes. These deep wells draw from the sandstone aquifer.

There are isolated instances of groundwater contamination caused by leaking underground storage tanks, improper waste disposal practices, or inadvertent spills of contaminants. All known instances of such contamination are being monitored and/or have been or are being remediated.

5.10 Air Quality

In order to evaluate the quality of the air and to protect public health, a series of National Ambient Air Quality Standards (NAAQS) has been developed by the U.S. Environmental Protection Agency (EPA) as established in section 109 of the Clean Air Act. The Clean Air Act established two types of national air quality standards. Primary standards set limits to protect public health, including the health of "sensitive" populations such as asthmatics, children, and the elderly. Secondary standards set limits to protect public welfare, including protection against visibility impairment, damage to animals, crops, vegetation, and buildings. The NAAQS Standards are established for six principal pollutants: Carbon monoxide, lead, nitrogen dioxide, particulate matter PM10, particulate matter PM2.5, ozone, and sulfur dioxides. These pollutants have also been identified as air pollutants affecting Wisconsin in the Wisconsin Air Quality Report, as prepared by the Wisconsin Department of Natural Resources (WDNR). Both Winnebago and Calumet Counties are considered attainment areas, which is an area that meets the NAAQS defined in the Federal Clean Air Act.

With increased population and commercial growth, air quality – particularly ozone and fine particulate levels (PM2.5) – has been a concern in the Fox Cities urbanized area. Exposure to high ozone levels may cause increased susceptibility to respiratory infection, impaired lung function and reduced ability to perform physical activities, severe lung swelling, and increased hospital admission and emergency room visits for respiratory diseases. Fine particulates (PM2.5) can cause shortness of breath and heart strain. The EPA is currently in the process of revising the ozone standard, although a change to this standard would not likely cause either county to lose attainment status. It is more likely that Winnebago County and possibly Calumet County could reach fine particulate (PM2.5) nonattainment. Currently, the 24-hour PM2.5 standard is 35 micrograms/cubic meter and the Appleton monitoring station has measured 34 micrograms/cubic meter.

5.11 Environmentally Sensitive Areas

In the *Fox Cities 2030 Sewer Service Area Update*, East Central Regional Planning Commission identified the following areas within the City of Menasha as environmentally sensitive: Waverly Beach area wetlands, wetlands adjacent to Lake Winnebago, tributaries to Lake Winnebago and adjoining shoreland buffers, areas of seasonally high groundwater, shallow bedrock, and the floodplains of Little Lake Butte des Morts and Lake Winnebago (see Map 5-3). There are no state or county owned natural or ecological areas in the City of Menasha.

Heckrodt Wetland Reserve

Heckrodt Wetland Reserve, located within the city limits is the result of a public-private partnership between the City of Menasha and Heckrodt Wetland Reserve, Inc. This urban nature reserve encompasses 76-acres of habitats including forested wetland, cattail marsh, open water, open field, and upland forest. The Reserve is home to numerous species of reptiles, amphibians, and mammals. Migrating songbirds and waterfowl nest and feed in its protection. The Reserve has both indoor and outdoor areas, including a 4,000 square foot Nature Center and three miles of elevated boardwalk trails. It is estimated that more than 50,000 visitors per year enjoy the amenities at the reserve.

Heckrodt Wetland Reserve is dedicated to restoring, enhancing, and preserving the Reserve and educating all people about the importance of conserving our natural resources while promoting the Reserve's many recreational opportunities. Their goal is to provide visitor education while fostering an ethic of environmental stewardship in a fun, hands-on atmosphere.

Heckrodt Wetland Reserve's year-round educational approach emphasizes hands-on learning experiences in an outdoor classroom setting. Since beginning educational programming in 1997, more than 85,000 children have participated in environmental programs. The Reserve's educational focus is not limited to schoolchildren, but also includes monthly general public programs.

Menasha Conservancy Area

This conservancy area is presently over 40 acres in size but possibilities exist for possible expansion to 100+ acres. Because the area consists primarily of wetlands, a limited development plan was approved in 2000. As funds and time permit, additional trails could be cleared and marked to accommodate hiking and cross-country skiing. A modest wetland restoration project was undertaken in the spring of 2001 as part of a wetland mitigation process that was overseen by the DNR and the EPA.

Map 5-3 Natural Features

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5.12 Threatened and Endangered Species

Wisconsin's Natural Heritage Inventory (NHI), established in 1985 by the Wisconsin Legislature, is maintained by the Wisconsin Department of Natural Resources' (WDNR) Bureau of Endangered Resources. The NHI program is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features in Wisconsin. The Wisconsin NHI program is part of an international network of inventory programs that collect, process, and manage data on the occurrences of natural biological diversity using standard methodology.

Wisconsin's Natural Heritage Inventory program's three objectives are to: collect information on occurrences of rare plants and animals, high-quality natural communities, and significant natural features in Wisconsin; standardize this information, enter it into an electronic database, and mark locations on base maps for the state; and use this information to further the protection and management of rare species, natural communities, and natural features.

According to the NHI the following rare species and natural communities are found in Calumet and Winnebago Counties. These species and communities are not necessarily found in the City of Menasha. The dates following the occurrence name notes the most recent year the occurrence was recorded in the county.

Aquatic Occurrences

Animal

Buckhorn, 2005
Bald eagle, 2005
Black tern, 2001
Common tern, 2000
Great egret, 2001
Wood turtle, 1948
Artic shrew, 1999
Caspian tern, 1990
Cattle egret, 1999
Round pigtoe, 1995
Lake sturgeon, 1991
Least bittern, 2000
Mulberry wing, 1991
Western grebe, 1990
Common moorhen, 1990
Foster's tern, 2000
Pugnose minnow, 1981
Pugnose shiner, 1963
Stiped shiner, NA
Lake chubsucker, 1979
Plains clubtail, 1999
American bittern, 2001
Banded killfish, 1964
Greater redhorse, 1974
Red-necked grebe, 1997
Blanding's Turtle, 2002
Black-crowned night heron, 2001
A predaceous diving beetle, 2000
Yellow rail, 1991
Side-swimmer, 1994
Blanchard's cricket frog, 1982

Plants

Cuckooflower, 1999
Bog bluegrass, 1986
Waxleaf meadowrue, 2000
Marsh blazing star, 2000
Common bog arrow-grass, 2000
Small white lady's slipper, 2002
Ram's-head lady's-slipper, 1891
Prairie white-fringed orchid, 2006

Natural Communities

Wet prairie, 1984	Southern sedge meadow, 2000
Emergent marsh, 1982	Southern hardwood swamp, 2001
Floodplain forest, 1979	Open bog, 1982
Wet-mesic prairie, 2000	Shrub-carr, 1982
Northern sedge meadow, 2000	Northern wet forest, 1982

Terrestrial Occurrences

Animal

Pygmy shrew, 1975	Bat hibernaculum, 1986
Bird rookery, 1990	Dentate supercoil, 1996
Cerulean warbler, 2000	Thin-lip vallonia, 1998
Gorgone checker spot, 1991	Broad-winged skipper, 1990
Land snail, 1998	Northern ringneck snake, 1986

Plants

Dwarf milkweed, 2000	Kentucky coffee tree, 1993
Handsome sedge, 2001	Narrow leaved vervain, 2005
Tall coreopsis, 2004	Snow trillium, 1995
Purple milkweed, 1941	Yellow gentian, 1992
Hairy wild petunia, 2005	Prairie parsley, 1848
Indian cucumber-root, 1992	Short's rock-cress, 1994

Natural Communities

Oak opening, 1987	Northern mesic forest, 1999
Mesic prairie, 1987	Northern dry-mesic forest, 1979
Dry cliff, 1983	Southern mesic forest, 2000
Moist cliff, 1983	Southern dry-mesic forest, 1979
Talus forest, 1999	

The delicate balance of any natural habitat is threatened with the advancement of invasive species. Refer to Chapter 9 for further discussion regarding measures that the city can take to protect the natural terrestrial and aquatic habitats.

5.13 Historical and Cultural Resources

Preserving important aspects of our past gives us a sense of continuity and meaning and historic preservation efforts often foster community pride. Because cultural resources provide an important window to the past, many Wisconsin residents seek to retain those resources that make their communities distinctive. The presence of these resources also creates a level of respect for those individuals who formed the character of the community new residents now enjoy.

Overall, planning for cultural resource preservation can have several benefits. The cultural resource section of a comprehensive plan can serve as the first step in a cultural and historic preservation effort. This section can also be used as a base for a more detailed analysis of historic preservation at a later date.

The City of Menasha Landmarks Commission was created in 1995 with one goal: to protect, enhance, perpetuate, continue the use of improvements of special character, special historic interest or value. Several objectives were identified related to the overall goal, they are as follows:

- Safeguard elements of the City's historic and cultural heritage, as embodied and reflected in historic structures, sites, and districts.
- Foster civic pride in the accomplishments of the past.
- Promote the use of historic structures, sites and districts for the education, pleasure and welfare of the people of the City.
- Integrate the modern environment with historic buildings and sites.
- Stabilize and improve property values.
- Serve as a support and stimulus to business and industry, thereby strengthening the economy of the city.

In order to meet the identified objectives and ultimately fulfill the overall goal, nine powers and duties were assigned to the Landmarks Commission. These duties were specifically designed to aid in achieving the objectives. In summary, the duties encompass the identification of sites and districts, the completion of a list of eligible sites and districts, the preparation of a Historic Preservation Plan, and promoting public education and support for the preservation and enhancement of historic sites and districts.

A predecessor to the Landmarks Commission, the Historic Preservation Committee commissioned an intensive survey. The Menasha Intensive Survey Report, authored by Peter James Adams and Associates was completed in 1986. The intensive survey was "intended for use by the City and the community in planning development projects and establishing a local preservation agenda."

Historic Places

Menasha has many historic and cultural resources that are important to the fabric of the community. Significant assets include homes, churches, commercial buildings and the effigy mounds. Over the years, many of these resources have been altered or destroyed in the course of redevelopment or by other factors. Nevertheless, the remaining assets provide an important connection to Menasha's past.

The 1986 intensive survey provided a framework on which the Historic Preservation Committee, and later the Landmarks Commission, used to establish two historic districts in the downtown commercial corridor. A revolving loan fund was established to provide assistance for façade improvements to these locally designated properties and the city has had success within these two small, geographically confined districts.

The National Register of Historic Places recognizes properties of local, state, and national significance. Properties are listed in the National Register because of their association with significant persons or events, because they contain important information about our history or prehistory, or because of their architectural or engineering significance. The National Register

also lists important groupings of properties as historic districts. In addition, the National Park Service highlights properties that have significance to the nation as a whole by conferring them the status of National Historic Landmark.

The Wisconsin State Register of Historic Places parallels the National Register. However, it is designed to enable state-level historic preservation protection and benefits. Most of the properties in Wisconsin listed in the National Register are also listed in the State Register. According to the Wisconsin Historical Society there are 12 sites located in the City of Menasha as listed. All sites are located in the Winnebago County portion of the city. The period of significance indicates the length of time when a property was associated with important events, activities or persons, or attained the characteristics that qualify it for register listing.

- Augustin, Gustav, Block. 68 Racine Street. Identified as a single dwelling specialty store with a period of significance of 1875-1899.

- Banta, George, Sr. and Ellen House. 348 Naymut Street. Identified as a Queen Anne home by the architect William Waters with a period of significance of 1875-1949.

- Brin Building. 1 Main Street. Identified as a commercial structure having an architectural style of late 19th and 20th century revival from the architect H.D. Werwath. Period of significance of 1925-1949.

- Doty Island. Identified as having historic, aboriginal, and prehistoric significance. Site includes three structures.

- Koch, Carl, Block. 2 Tayco Street. Identified as a single dwelling/business with an architectural style of late 19th and early 20th century American movements. Period of significance of 1875-1899.

- Menasha City Hall. 124 Main Street. Identified as late Victorian government structure from architect Charles Hove. Period of significance of 1875-1924. Please note: This site is listed as having been removed from the National Register due to the fact that it was demolished but it still is included on the State Register list.

- Menasha Dam. Fox River at Mill Street. Period of significance of 1925-1949.

- Menasha Lock Site. Identified as including four total sites and one building. Includes a wide range period of significance.

- Tayco Street Bridge. Tayco and Water Streets. Identified as classical revival architectural style from architect McMahon & Clark. Period of significance of 1925-1949.

- U.S. Post Office-Menasha. 84 Racine Street. Identified as colonial revival architectural style from architects James A. Wetmore and Vincent Chibai. Period of significance of 1925-1949.

- Upper Main Street Historic District. 163-240 Main, 3 Mill, 56 Racine, and 408 Water Streets. Identified architectural styles of Queen Anne and classical revival. Period of significance of 1884-1934.

- Washington Street Historic District. 214-216 Washington Street. Identified as architectural style of tudor revival from architect Henry Auler. Period of significance of 1930-1935.

Museums

Tayco Street Bridge Museum
The Tayco Street Bridge Museum was created in 1998 following the collapse of the Tayco Street bridge. The museum and adjoining greenspace redevelopment was conceived as a project to retain the bridge towers as a significant Menasha landmark. The project was largely funded through a Department of Transportation enhancement grant, which was tied to the bridge reconstruction. The theme of the museum relates to the significance of transportation to the development of Menasha and the region as a whole. The museum is open May through October during navigational season from 10 a.m.-7 p.m.

Wisconsin Architecture and History Inventory

The Wisconsin Architecture & History Inventory (AHI) provided by the Wisconsin Historical Society lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. This inventory could be used by the county and its communities as another source for information on historical or architecturally important sites. These sites should be periodically reviewed for possible designation on state or national registers.

According to the AHI, the City of Menasha has 1,173 sites on the Wisconsin Architecture & History Inventory. To get a description of the AHI sites in the City of Menasha, see the AHI website: www.wisconsinhistory.org/index.html

Archaeological Site Inventory

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI), a component of the Wisconsin Archaeological and Historic Resource Database (WisAHRD). The ASI is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. However, the ASI does not include all of the sites and cemeteries present in the state. It includes only those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available.

Since only a small portion of the community has been surveyed for the presence of archaeological sites and cemeteries, the sites listed in the inventory represent only a fraction of the sites that are actually present. This sample of sites does not reflect the rich history of the area. Many more sites are present in the area and many may be eligible for the National Register and may be important. Notably missing are sites related to the history of agriculture in the area; a way of life that started 1,000 years ago as well as early home and business sites.

At the present time, a total of five cemeteries or burial sites have been identified as having importance to the City of Menasha community. All are located in the Town of Menasha. Two of the cemeteries are cared for by St. John's Catholic Church, and the third is run by St. Mary's Catholic Church. Resthaven Cemetery is owned and operated by the City of Menasha. Additionally, the Menasha City Cemetery is located in the township. Since a systematic survey of the city has not been completed, additional cemeteries and burials may be present

Map 5-4 Historical and Cultural Features

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5.14 Community Design

Community design as a cultural resource helps explain the origins and history of how a community looks, feels, and functions in the present day. Components of the origin of community design include historic settlement patterns, resource use (like mining, farming, and forestry), the industries and businesses that influenced urban areas, transportation features and traffic flow patterns, natural features like rivers, lakes, and wetlands, and the heritage and values of the people that lived in a community in the past and that live there today. These factors might be expressed through street layout, building architecture, landscaping, preservation of natural features, development density, and other components of development design. The design of a community as seen today might also be influenced by community decisions including the use of zoning and subdivision controls, the establishment of parks and other community facilities, the use of historic preservation, and in some cases, land use planning.

Menasha's origins as a lumber and flour milling center began shaping the city's development pattern. The canal linking Menasha to Green Bay and Points upstream created a corridor of commerce that likewise exerted a strong influence on the city's development pattern. When rail travel became popular, the extension of rail into Menasha had the effect of reorienting industry and commerce to those corridors. Later, the advent of the automobile and motor freight transportation again shifted developmetn patterns within the city.

As with many older communities, Menasha followed a grid-type street pattern modified by natural features and transportation linkages. It's downtown reflected an array of retail, business and professional offices, services and entertainment. For the most part, workers resided in small homes on small lots within walking distance of their place of employment. WIth increased prosperity and greater mobility associated with the automobile the form of development began to change.

Although the grid-type street pattern prevailed through the 1960's lots grew incrementally larger. Streets started becoming more curvilinear and cul de sacs became more commonplace. Commercial and industrial development likewise moved outward with Midway and Appleton Roads drawing new commercial development.

With the creation of the Town of Menasha Sanitary District #4 in the 1960's sewer and water was made available to areas outside of the city limits and new residential growth accelarated in the Town of Menasha on the city's northern and eastern perimeter. This had a combined effect of restricting the city's growth corridors and capturing residential and commercial growth that woudl arguably have occurred as city development, had not the sewer and water services been available from the sanitary district.

In the 1980's the city began expanding into Calumet County. The growth in this new area was predominantly low-density residential. Lot sizes, although larger than those in older parts of the city generally remain under 10,000 square feet. The street pattern is typically curvilinear with cul de sacs. New comemrcial centers are emerging in both the Oneida Street and Lake Park Road corridors. As in the Town of Menasha, a sanitary district was created in the Town of Harrison with similar impacts on the city as were experienced with Sanitary District #4.

Boundary agreements with the aforementioned entities have tempered the competition for development amond the jurisdictions and efforts are underway to cooperatively plan certain infrastructure projects and services. The city is beginning to consider applying low impact development principles to new development. If followed, the city's future development may return to a more compact form with more emphasis on multi-modal transportation, connectivity between comemrcial and residential uses, and the use of more environmentally-friendly urban design techniques.

5.15 Agricultural, Natural and Cultural Resources Focus Group

Specific information was gathered from a focus group held on February 9, 2006.

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Attendees representing were asked questions about the desirable natural and cultural features in the city, what types of things are needed but not present, what requires immediate protection or preservation, and what factors are seens as significant forces that will affect the use, access, need for and care of features in the city over the next twenty years.

For a full discussion of the Agricultural, Natural and Cultural Resources Focus Group questions and responses given please refer to Appedix B of this document.

5.16 Agricultural, Natural, and Cultural Resources Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding agricultural, natural, and cultural resources.

Goal: Support the agricultural resources of the county and the region.

Objective

1. Consider the placement of agriculture related businesses and services in the community's commercial and industrial areas.

Goal: Maintain, preserve, and enhance the city's natural resources.

Objectives

1. Address the potential impacts of proposed public and private development on groundwater quality and quantity, surface water quality, stormwater runoff, green space, wetlands and woodlands.

2. Consider development impacts on, and where appropriate direct development away from wetlands, floodplains, steep slopes, areas of exposed bedrock, high groundwater areas, marginal soil areas, rare or unique, and environmentally sensitive natural resources.

Goal: Mitigate impacts of development on surface waters.

Objectives

1. Encourage the creation and preservation of buffers and building setbacks between intensive land uses and surface water features.

2. Develop partnerships with adjacent towns and communities, counties, lake and river organizations, and state agencies to address surface water quality degradation.

3. Improve the management of stormwater runoff.

4. Educate residents on the impacts of everyday living on water quality.

Goal: Preserve natural features like woodlands, wetlands, floodplains, shorelands, and open spaces in order to maintain and enhance community green space.

Objectives

1. Maintain, improve, and create additional parklands.

2. Manage growth to preserve and create additional interconnected green space corridors.

3. Preserve trees, wetlands and woodlands.

4. Preserve open space next to the shoreline for public access and natural resource protection.

Goal: Enhance community image with attractive entrances, a mix of business types, a vital downtown, and community culture and events.

Objectives

1. Manage the impacts of development on those features that the community values as a part of its character and identity.

2. Explore options for improving the design and appearance of buildings and sites.

3. Address light and noise pollution when evaluating proposed development.

4. Explore options for and enhancements to community entrances, including wayfinding systems.

5. Continue to support existing and the creation of new community events.

6. Promote Menasha's unique cultural assets and support the addition of new cultural places

and facilities.

7. Enhance a vital downtown and outlying commercial and retail districts and provide adequate pedestrian areas and aesthetic features which encourage consumer activity and enhance community character.

8. Support the development of regional facilities, cultural amenities, and services that will strengthen the long-term attractiveness of the city, counties, and the region.

Goal: Preserve significant historical and cultural sites, structures, and neighborhoods that contribute to community identity and character.

Objectives

1. Identify, record, and protect community features with historical or archaeological significance.

2. Address the potential impacts of development proposals on historical and archeological resources.

3. Encourage efforts that promote the history, culture, and heritage, of the city.

4. Explore options for achieving improved historic design and appearance.

5.17 Agricultural, Natural, and Cultural Resources Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Applicable city and county shoreland protection standards shall be utilized to address development proposals in shoreland areas.

2. Development occurring within or near sensitive environmental resources shall incorporate those resources into the development rather than harm or destroy them.

3. Site management practices (e.g., limit/phasing clearing and grubbing), erosion control, and other measures designed to prevent rather than treat sediment and other pollutants from land disturbing activities shall be maintained.

4. Wisconsin Department of Natural Resources Best Management Practices will be utilized to the maximum extent possible for any activities occurring in the community's forests and wetlands.

5. Implement an erosion control ordinance to minimize the impacts of construction on natural resources.

6. The clean-up and reuse of brown field sites should be pursued to the extent practicable.

7. Household hazardous waste collection will be conducted at least once every year.

8. Federal, state, and county regulation changes or additions regarding agricultural, natural, and cultural resources will be monitored for their impact on local resources.

9. Community events or programs shall be held at community parks to encourage their use.

10. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.

11. An interconnected network of environmental corridors shall be maintained where possible throughout the community.

12. Environmental corridors shall be defined as those identified as environmentally sensitive areas in the Neenah-Menasha Sewer Service Area Plan.

13. Environmental corridors shall be used for natural habitat, conservancy, trails and pathways, and outdoor recreation activities which do not adversely impact natural features found within the corridor.

14. The conversion and fragmentation of designated environmental corridors by new development, roads, and utilities shall be minimized to the extent practical.

15. All wetlands and buffer areas subject to state or federal jurisdiction, streams, rivers, lakes or ponds; other wetlands; or any wetland associated with a closed depression shall not be developed, drained, or filled except in conformance with applicable permitting requirements.

16. All forms of development in designated flood hazard areas will be regulated in accordance with floodplain zoning requirements.

17. All development proposals will be reviewed and evaluated for their potential effects on the groundwater.

18. Evaluate the community's ability to respond to a spill of contaminated or hazardous material and make changes as necessary to ensure that spills will be remediated as soon as possible.

19. Promote preservation of historical, cultural, and archaeological sites within the community.

20. A map and database of historic structures will be developed within the planning period.

21. Existing ordinance will be reviewed to evaluate their ability to protect historic sites.

22. Continue to review proposals for the development of properties abutting historic resources to ensure that land use or new construction does not detract from the architectural characteristics and environmental setting of the historic resource.

23. Lake protection or similar grants will be evaluated for their applicability to the community.

24. Support the development of comprehensive river, stream and lake management plans which include surveys, assessment and monitoring, and recommendations for restoration and improvement.

25. The community will utilize its subdivision review authority and official mapping authority to protect environmental corridors within the city limits and its extraterritorial area.

26. Municipal services will not be extended unless a plan for their immediate use is in place.

27. Consider amending existing ordinances to extend local preservation jurisdiction to other historically significant sites, structures, and neighborhoods to preserve the history and heritage of these areas for future generations.

28. Modify grass and weed ordinance to allow for natural vegetation, particularly along waterways.

29. Encourage development of Menasha cultural heritage walking and biking tours. These cultural tours could include "wayfinding" street signs, building signage, and maps to direct the visitor to areas or sites of cultural interest within the City of Menasha.

30. The city should explore identification of neighborhood boundaries and use these boundaries for future planning purposes.

31. When appropriate, the city should work with local neighborhoods on planning initiatives.

32. The city shall pursue CLG status.

33. The city should work with local and state heritage and preservation groups to conduct an intensive resurvey of historically significant sites. At the time of plan development, the city received a grant from the Wisconsin Historical Society to complete this objective.

34. The city should enact ordinances that encourage the eradication of invasive species.

5.18 Agricultural, Natural, and Cultural Resources Programs and Resources

The following programs and resources are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Calumet County Land and Water Conservation

The Calumet County Land and Water Conservation Department (LWCD) provides local landowners, managers and units of government with technical assistance to find solutions to land and water resource management problems. The department also conducts a variety of conservation educational programs in partnership with other agencies and organizations, including the City of Menasha. LWCD helps local landowners, managers, municipalities and organizations determine what financial assistance may be used to help offset the costs of conservation work and assist them in obtaining those funds.

Civic Organizations

The City of Menasha has many civic service organizations which are involved with strengthening the city in a variety of ways. They include Knights of Columbus, Rotary Club, The Elks, Kiwanis Club and Eagles.

City of Menasha Sustainability Board

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ECOS – Fox Valley

ECOS-Fox Valley is a group of non-profit organizations, businesses, governments and citizens that plans with and advocates for the Fox Valley region, for a future that is locally self-reliant and that sustains the regional and global environment.

Friends of the Fox:
The Friends of the Fox is a not-for-profit advocacy group established to preserve and develop the environmental, cultural, historical, economic and quality-of-life assets offered by the Fox River Valley. They are committed to offering a formal, professional structure which may be used by the citizens of northeast Wisconsin to promote discussion of the issues and actions that affect the waterway.

Their concerns include water quality; recreational opportunities and tourism; wildlife ecology and habitat maintenance; the 17-lock navigation system for boaters, tourism, and commercial use; maintenance of historic landmarks and protection of the overall Fox River System environment.

Fox Cities Greenways

Fox Cities Greenways, Inc. is a nonprofit 501(c)3 organization that works with all cities, towns and counties in the Fox Cities to expand and connect a comprehensive trail system. Their mission includes the following:

- Develop and protect environmental corridors for future generations
- Provide safe travel routes for bikes and pedestrians
- Encourage environmental planning and trail development among Fox Cities communities
- Expand recreational opportunities on the Fox Cities waterways
- Provide tourist destinations for use by Fox Cities residents and visitors

Recent projects supported by Fox Cities Greenways include the Trestle Trail and fishing pier located on Little Lake Butte des Morts in the City of Menasha. Fox Cities Greenways offers trail planning assistance and administers a Trail Grant Loan Program.

Fox River Navigational Authority

The Fox River Navigational Authority rehabilitates, repairs, and manages the navigation system on or near the Fox River in three counties. The Authority may enter into contracts with nonprofit organizations to raise funds. Additionally, the authority may charge fees for services provided to watercraft owners and users of navigational facilities.

The Authority consists of six members nominated by the governor, and with the advice and consent of the senate appointed, for three-year terms. Two of the six members appointed shall be residents of Brown County, two shall be residents of Outagamie County, and two shall be residents of Winnebago County. At least one of the two members appointed from each of the counties specified shall be a resident of a city, village, or town in which a lock is located in part of the navigational system.

The mission of the authority is to serve the citizens of the Fox River area and the state by rehabilitating, maintaining, developing and operating the navigational system to promote tourism and recreational use of the navigational system, and to maintain and improve the scenic, physical, historic and environmental character of the navigational system.

Fox-Wolf Watershed Alliance

The Fox-Wolf Watershed Alliance is an independent nonprofit organization that identifies issues and advocates effective policies and actions that protect, restore and sustain the water resources of the Fox-Wolf River Basin.

The vision for the Fox-Wolf Watershed Alliance is to:

- Serve as a total basin resource that provides unbiased information to support the development of responsible, well-informed policies and practices.
- Exist as a neutral partner that promotes the watershed concept to solve water quality issues.

- Seek effective ecosystem management based on good science and least-cost initiatives that emphasize resource protection and preservation.
- Employ a process that fosters open communication among all stakeholders in the basin to achieve broad-based support.
- Act as a catalyst for action, to provide information, education and research to empower others to solve problems. Make implementation a strong component of all efforts.
- Take direction from a working board that is representative of the basin and is committed to protecting the resources. The board sets policy and program direction. The board is responsible for adequate funding of the organization. The board and staff will work together to achieve the organization's goals and objectives

Heckrodt Wetland Reserve

Heckrodt Wetland Reserve was created to foster the preservation of wildlife and natural plant growth. They are also committed to educating people about our eco-system.

It includes 76 acres of forested wetland, wetland meadow, open water, and upland field communities. Facilities include a nature center with indoor living wetland and live reptiles, amphibians, and fish, as well as mounted specimens of Wisconsin mammals and bird species. This reserve provides visitor education while encouraging an ethic of environmental stewardship in a fun, hands-on environment.

Landmarks Commission

In creating this commission in 1995, the Common Council declared as a matter of public policy that the "protection, enhancement, perpetuation, and use of improvements of special character, special historic interest or value is a public benefit in that such protection, enhancement, perpetuation, and continued use is believed to"

- serve as support and stimulus of business and industry and strengthen the city's economy;
- safeguard Menasha's historic and cultural heritage;
- stabilize and improve property values;
- foster civic pride in accomplishments of the past;
- promote the use of historic structures and sites for the education and enjoyment of Menasha residents; and
- integrate the modern environment with historic buildings and sites.

The Landmarks Commission has broad responsibilities for managing the city's historic resources. These responsibilities include: listing structures eligible for specially designated landmarks status; in cooperation with the Plan Commission, preparing a Historic Preservation Plan; working with the state Historic Preservation Review Board to enroll designated properties in the National Register of Historic Places; recommending the acquisition of appropriate properties; establishing markers for historic sites and districts; promoting public education, interest, and support for the preservation and enhancement of historic features; and advising owners of historic resources of preservation techniques and benefits.

Menasha Historical Society

NEED TEXT

Northeast Wisconsin Stormwater Consortium (NEWSC)

The Northeast Stormwater Consortium is a network of communities that share resources to cost-effectively address stormwater issues and ultimately achieve behavior change, thereby improving watershed health. While regulatory compliance is acknowledged as one reason for being, member communities are committed to enhancing area residents' quality of life through stormwater management and recognize the importance of doing more than just "getting by." Member communities see the connection between effective stormwater management and clean water for drinking and recreating, reduced flooding, and enhanced beauty and health of streams and lakes.

The mission of the Northeast Wisconsin Stormwater Consortium is to facilitate efficient implementation of stormwater programs locally and regionally that will meet both DNR and EPA regulatory requirements and maximize the benefit of stormwater activities to the watershed by fostering partnerships, and by providing technical, administrative, and financial assistance to members. Specifically, NEWSC's mission will be achieved by:

- ***Fostering Partnerships***- enhancing communication across jurisdictional boundaries and providing a forum for discussions about regional approaches to stormwater management.
- ***Sharing Information***- being a clearinghouse of information, knowledge and experience with best management practices, ordinances and other stormwater concerns and programs.
- ***Administrative Efficiency***- working toward efficient regulatory compliance by sharing information and experiences with the permit process; partnering on certain required program elements for the permit; or, formally submitting joint permit applications.
- ***Pooling Financial Resources***- pooling financial, staffing, or other resources to obtain the services and supplies necessary to implement programs required under the permit (e.g. outreach materials).

University of Wisconsin Cooperative Extension – Calumet and Winnebago Counties

Cooperative Extension develops practical educational programs tailored to local needs and based on University of Wisconsin knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in agriculture and agribusiness, community and economic development, natural resources, family living, and youth development.

US Army Corps of Engineers

The Mission of the US Army Corps of Engineers is to provide quality, responsive engineering services to the nation including; planning, designing, building and operating water resources and other civil works projects (Navigation, Flood Control, Environmental Protection, Disaster Response, etc.) Locally, the Corps manages water levels in the Winnebago pool and operates a series of dams in the Lower Fox River for flood control and related purposes.

Wild Ones
Wild Ones, established in 1977, promotes the concept of landscaping with native plants with a mission to educate and share information with members and communities and to promote biodiversity and environmentally sound practices. They serve as a resource for private individuals, schools, commercial property owners, and community decision makers as they move toward ethical choices in land use and in the redefinition of current guidelines and ordinances affecting our landscape.

The Fox Valley Area Chapter has established a "Natural Landscaping for Tomorrow" fund which awards grants to Fox Valley WI area schools, houses of worship, and other public and nonprofit organizations who wish to create natural landscapes or outdoor classrooms using native plants. This chapter has also identified several long-range goals which include ensuring that local ordinances encourage natural landscaping.

Winnebago County Land and Water Conservation
The Winnebago County Land and Water Conservation Department is dedicated to provide competent, professional services in the planning, design, and implementation of programs and projects that protect, restore, and sustain the natural resources of Winnebago County.

Winnebago Lakes Council

The Winnebago Lakes Council, Inc. is a 501(c)(3) tax-exempt non-profit organization focused on charitable, educational, and scientific purposes. The Winnebago Lakes Council promotes the long-term sustainability of Lakes Winnebago, Butte des Morts, Winneconne, and Poygan and their connecting rivers. The mission of the Council is to protect and improve the ecological health and scenic beauty of the Winnebago lakes through citizen involvement in research, communication, cooperation, and education. The Winnebago Lakes Council initiates and partners with other groups to accomplish projects that support its mission. Recent projects focus on the following topics:

- Aquatic Invasive Species
- Lake Monitoring
- Stream Monitoring
- Watershed Network

The Winnebago Lakes Council have also helped partners by offering logistical help or letters of support for their projects, including East Central Wisconsin Regional Planning Commission's efforts to improve watershed modeling to give citizens in urbanizing areas more information about how land use choices will impact pollution and run-off into the lakes.

Wisconsin Department of Natural Resources

The Department of Natural Resources is dedicated to the preservation, protection, effective management, and maintenance of Wisconsin's natural resources. It is responsible for implementing the laws of the state and, where applicable, the laws of the federal government that protect and enhance the natural resources of our state. It is the one agency charged with full responsibility for coordinating the many disciplines and programs necessary to provide a clean

environment and a full range of outdoor recreational opportunities for Wisconsin citizens and visitors.

Grants are available for acquisition of land and easements for conservation and outdoor recreation purposes, conservation, dam rehabilitation/abandonment, dry cleaner remediation, forest fire protection, urban forestry, gypsy moth, household hazardous waste collection, hunter education, lakes, municipal flood control, nonpoint source runoff pollution, parks, recreational facilities and trails, recycling, habitat restoration, rivers, small and abandoned dam removal, stewardship, urban wildlife damage and well compensation. Environmental loans are available for drinking water, wastewater, and brownfield projects.

The Wisconsin Historical Society (WHS)

The Wisconsin Historical Society (WHS) maintains a list of archaeological sites and cemeteries referred to as the Archaeological Site Inventory (ASI) a component of the Wisconsin Archaeological and Historic Resource Database (WisAHRD). The Archaeological Site Inventory (ASI) is the most comprehensive list of archaeological sites, mounds, unmarked cemeteries, marked cemeteries, and cultural sites available. The ASI does not include all of the sites and cemeteries present in the state, however. It includes ONLY those sites that have been reported to the Wisconsin Historical Society. The information in the ASI is a compilation of reports covering a period of 150 years. The information for each entry varies widely and WHS has not been able to verify all of the entries. Few of these sites have been evaluated for their importance. The ASI is changed and updated on a daily basis and recommendations about site importance may change as new information becomes available. For further information visit the Wisconsin Historical Society website.

The Wisconsin Architecture and History Inventory (AHI), provided by the Wisconsin Historical Society, lists historical and architectural information on properties in Wisconsin. The AHI contains data on buildings, structures, and objects that illustrate Wisconsin's unique history. The majority of properties listed are privately owned. Listed properties convey no special status, rights, or benefits. This inventory could be used by the county and its communities as another source for information on historical or architecturally important sites. For further information on the AHI, visit the Wisconsin Historical Society website.

6. Economic Development

6.1 Introduction

A community's economic well-being and quality of life depend on proactive economic development planning. Such planning creates a framework for the support of job creation/retention, income growth and an increased tax base. Because there are many outside forces affecting local and regional economies, economic development will occur within a community whether the changes are positive or negative; planned or random. A sound economic development plan that is based on community values allows for the community to more easily adapt to these changes when they occur. A community that is prepared will be equipped to proactively address issues such as enhancing a community's competitiveness, establishing industrial policy, encouraging sustainable development, creating jobs, increasing wages and enhancing worker training, and improving overall quality of life. All of these issues affect residents within a community and are addressed directly or indirectly in the comprehensive plan.

A successful economic development plan will recognize the importance of the changing global economy and the function of the community and region in it. The plan must also address workforce education and skill-building, high-tech infrastructure investments, enhancing quality of life, creating an environment which facilitates business innovation, technological advances to increase government efficiency, and regional governance and collaboration (Wisconsin Economic Development Institute, Inc. (WEDI), *A Guide to Preparing the Economic Development Element of a Comprehensive Plan*, 2003).

Not unlike other communities in the region, the City of Menasha has in recent years been experiencing a loss of manufacturing jobs and an increase in service-sector employment. This creates challenges as well as opportunities – challenges with respect to retraining/reemploying those workers who have lost their jobs and the replacement of relatively high paying manufacturing jobs with other lower paying service sector jobs. It also poses challenges with regard to the redevelopment/reuse of abandoned manufacturing sites. These sites often require the infusion of large amounts of capital for building demolition and site remediation. Opportunities come in the form of being able to introduce new economic uses as well as provide for public use and aesthetic enhancement of distressed areas. In the downtown, Menasha has seen a number of retail, arts and personal/professional services settle in. The city also has had success investing in office and residential redevelopment projects in or near the downtown aided by the use of tax incremental financing.

This section summarizes economic characteristics of the City of Menasha, provides further detail about future economic development, and identifies goals, objectives, policies, recommendations, and programs with regard to economic development.

6.2 Labor Force

Civilian Labor Force

The labor force, as defined by the Wisconsin Department of Workforce Development, includes those who are either working or looking for work, but does not include individuals who have made a choice not to work (retirees, homemakers, and students), nor does it include institutional residents, military personnel, or discouraged job seekers.

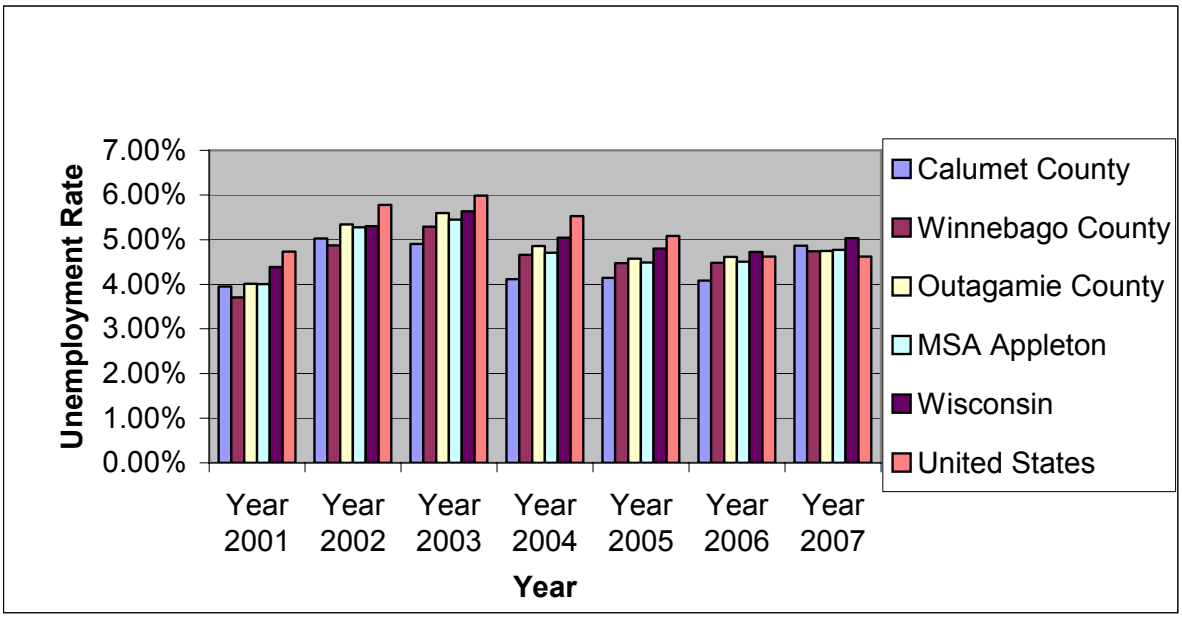
Labor force participation increases and decreases with changes in labor market conditions. Table 6-1 displays the civilian labor force estimates for Calumet County, Winnebago County, Outagamie County, the Appleton MSA, and the state of Wisconsin from 2001 to 2007.

Table 6-1
Civilian Labor Force Annual Averages, 2001-2007

	2001	2002	2003	2004	2005	2006	2007	% Change 2001-2006	% Change 2001-2007
Calumet County									
Labor Force	24561	24815	25219	25057	25189	25411	25881	3.46%	5.37%
Employment	23590	23568	23982	24026	24145	24374	24622	3.32%	4.37%
Unemployment	971	1247	1237	1031	1044	1037	1259	6.80%	29.66%
Rate	4	5	4.9	4.1	4.1	4.1	4.87	2.50%	21.75%
Winnebago County									
Labor Force	91881	92136	91589	91129	91541	92491	92432	0.66%	0.60%
Employment	88475	87644	86747	86883	87443	88344	88049	-0.15%	-0.48%
Unemployment	3406	4492	4842	4246	4098	4147	4382	21.76%	28.66%
Rate	3.7	4.9	5.3	4.7	4.5	4.5	4.74	21.62%	28.11%
Outagamie County									
Labor Force	94523	94485	95450	94772	95229	96174	97287	1.75%	2.92%
Employment	90730	89439	90113	90168	90872	91734	92668	1.11%	2.14%
Unemployment	3793	5046	5337	4604	4357	4440	4619	17.06%	21.78%
Rate	4	5.3	5.6	4.9	4.6	4.6	4.74	15.00%	18.50%
MSA Appleton									
Labor Force	119084	119300	120670	119830	120417	121585	123168	2.10%	3.43%
Employment	114320	113007	114095	114194	115017	116108	117290	1.56%	2.60%
Unemployment	4764	6293	6575	5636	5400	5477	5878	14.97%	23.38%
Rate	4	5.3	5.4	4.7	4.5	4.5	4.78	12.50%	19.50%
Wisconsin									
Labor Force	3030998	3021068	3038164	3023454	3033025	3062932	3086243	1.05%	1.82%
Employment	2897937	2860915	2866994	2871034	2887434	2918155	2930869	0.70%	1.14%
Unemployment	133061	160153	171170	152420	145591	144777	155374	8.80%	16.77%
Rate	4.4	5.3	5.6	5	4.8	4.7	5.04	6.82%	14.55%

Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, 2001-2007.

Figure 6-1
Unemployment Rates



Source: Wisconsin Department of Workforce Development, Local Area Unemployment Statistics, Years 2001-2007

From 2001 to 2007 the labor force of Calumet and Winnebago Counties increased by 5.37% and 0.6% respectively, while the labor force of the state of Wisconsin increased by 1.82%. The unemployment rates for the counties and the state has fluctuated during the five-year period, with Winnebago County experiencing the greatest increase in unemployment. Despite the large increase, Winnebago County's 2007 unemployment rate is nearly level with that of Calumet County and the State.

Educational Attainment

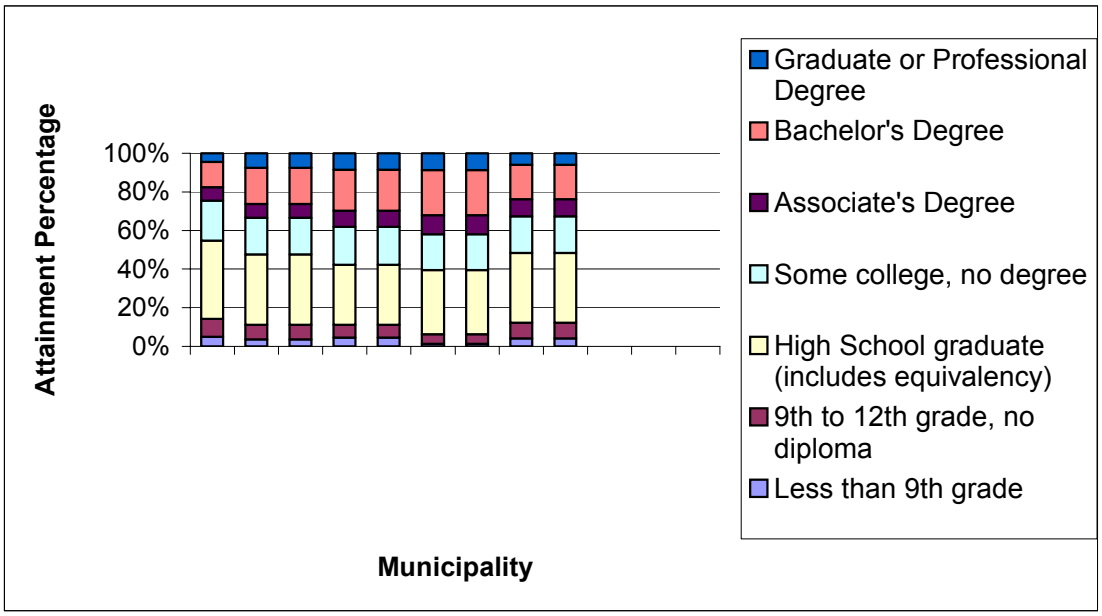
Table 6-2 displays the level of educational attainment for persons 25 and older who were residents of Calumet County, Winnebago County, the City of Menasha and surrounding municipalities in the year 2000. The educational attainment of persons is often an indicator of income level, job availability, and overall well being of the community. Lower educational attainment levels can be a hindrance to attracting certain types of businesses, typically those that require high technical skills and upper-level management skills.

Table 6-2
Educational Attainment of Persons Age 25 and Over, Calumet County, Winnebago County, and City of Menasha, 2000

	City of Menasha		City of Neenah		City of Appleton		Town of Harrison		Town of Menasha	
Educational Attainment Level	Number	% of Total Population	Number	% of Total Population	Number	% of Total Population	Number	% of Total Population	Number	% of Total Population
Less than 9th grade	520	4.87%	569	3.59%	1,988	4.49%	47	1.25%	425	4.00%
9th to 12th grade, no diploma	1,004	9.41%	1,193	7.53%	2,955	6.68%	186	4.95%	862	8.12%
High School graduate (includes equivalency)	4,310	40.40%	5,786	36.50%	13,744	31.07%	1,253	33.33%	3,843	36.20%
Some college, no degree	2,209	20.71%	3,014	19.02%	8,659	19.57%	699	18.60%	2,022	19.05%
Associate's Degree	751	7.04%	1,117	7.05%	3,755	8.49%	367	9.76%	940	8.85%
Bachelor's Degree	1,386	12.99%	2,986	18.84%	9,367	21.17%	882	23.46%	1,893	17.83%
Graduate or Professional Degree	487	4.57%	1,185	7.48%	3,770	8.52%	325	8.65%	631	5.94%
Total	**10,667**	**100.00%**	**15,850**	**100.00%**	**44,238**	**100.00%**	**3,759**	**100.00%**	**10,616**	**100.00%**

Source: U.S. Census Bureau, SF3, Year 2000.

Figure 6-2
Educational Attainment of Persons Age 25 and Over,
Calumet County, Winnebago County, and City of Menasha, 2000



Source: U.S. Census Bureau, SF3, Year 2000.

As with other demographic characteristics, the City of Menasha most closely mirrors Winnebago County with regard to educational attainment. Although the percentage of high school graduates is higher in Menasha than most neighboring communities and the state of Wisconsin, the city's percentage of residents with a bachelor's, or graduate/professional degrees is significantly lower. Altogether, 17.56% of Menasha residents have received at least a bachelor's degree or higher. The next closest is Calumet County with 20.77% and the community with the highest educational attainment is the Town of Harrison with 32.11% of its residents having obtained a bachelor's degree or graduate/professional degree. The state of Wisconsin average is almost 5% higher than the City of Menasha.

Travel Time to Work

For most of the population, their home location is dependent upon where they work. Knowing the amount of time people are willing to travel to work can serve as an indication for future locations of housing and/or economic development.

Table 6-3 displays the travel time to work for the City of Menasha, neighboring communities, Calumet and Winnebago Counties, and the state of Wisconsin in 2000.

Table 6-3
Travel Time to Work, City of Menasha and Surrounding Areas, 2000

Municipality	Less than 5 minutes	5 to 9 minutes	10 to 19 minutes	20 to 29 minutes	30 to 39 minutes	40 to 59 minutes	60 or more minutes	Worked at home
C. Menasha	310	1,269	4,442	1,488	415	303	546	96
C. Neenah	712	2,514	5,214	2,371	602	321	323	360
C. Appleton	1,453	6,139	17,796	6,019	2,401	1,049	797	781
T. Menasha	261	1,238	4,851	1,317	334	183	338	157
T. Harrison	73	367	1,358	788	313	126	98	136
Calumet County	1,631	3,454	7,789	3,762	2,304	1,385	657	931
Winnebago County	3,794	13,921	34,983	14,957	6,280	2,535	2,550	2,089
Wisconsin	135,194	398,697	917,206	531,628	307,835	181,568	113,181	105,395

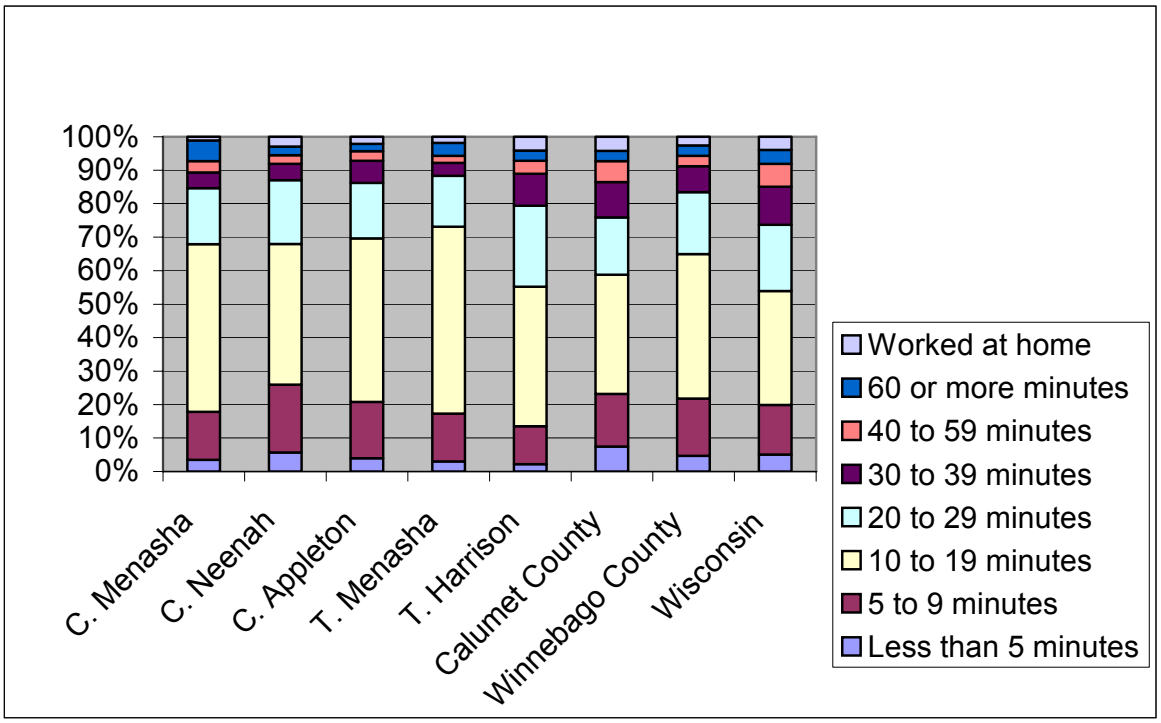
Source: U.S. Bureau of the Census, STF-3, 2000. Only included workers age 16 and over.

Table 6-4
Travel Time to Work shown in Percentages
City of Menasha and Surrounding Areas, 2000

Municipality	Less than 5 Minutes	5 to 9 Minutes	10 to 19 Minutes	20 to 29 Minutes	30 to 39 Minutes	40 to 59 Minutes	60 or more Minutes	Worked at Home	Total Percentage
C. Menasha	3.50%	14.31%	50.08%	16.78%	4.68%	3.42%	6.16%	1.08%	100%
C. Neenah	5.73%	20.25%	41.99%	19.09%	4.85%	2.59%	2.60%	2.90%	100%
C. Appleton	3.99%	16.85%	48.84%	16.52%	6.59%	2.88%	2.19%	2.14%	100%
T. Menasha	3.01%	14.26%	55.89%	15.17%	3.85%	2.11%	3.89%	1.81%	100%
T. Harrison	2.24%	11.26%	41.67%	24.18%	9.60%	3.87%	3.01%	4.17%	100%
Calumet County	7.44%	15.76%	35.55%	17.17%	10.51%	6.32%	3.00%	4.25%	100%
Winnebago County	4.68%	17.16%	43.13%	18.44%	7.74%	3.13%	3.14%	2.58%	100%
Wisconsin	5.02%	14.82%	34.09%	19.76%	11.44%	6.75%	4.21%	3.92%	100%

Source: U.S. Bureau of the Census, STF-3, 2000.

Figure 6-3
Travel Time to Work



Source: U.S. Census Bureau, SF3, Year 2000, Workers 16 and Over

For City of Menasha residents who travel to work, the majority had a travel time of 10 to 19 minutes. This would indicate that most residents work within the Fox Valley area. The travel time to work for Menasha's residents is comparable to that of residents of neighboring municipalities.

Household Income

The household income within an area can offer insight regarding the local economy, types of jobs in the area, and the general economic base. Table 6-5 displays the 2000 household incomes for the City of Menasha, neighboring communities, Calumet and Winnebago Counties, and the state of Wisconsin as reported by the 2000 Census.

Table 6-5
Household Income,
City of Menasha and Surrounding Areas, 2000

Municipality	Less than $24,999	$25,000 to $34,999	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 to $149,999	$150,000 to $199,999	$200,000 or more	Median Income
C. Menasha	1,838	1,059	1,514	1,487	660	327	66	57	$39,936
C. Neenah	1,965	1,442	1,973	2,534	1,037	450	149	206	$45,773
C. Appleton	5,906	3,265	5,046	6,701	3,216	1,755	430	580	$47,285
T. Menasha	1,158	797	1,139	1,705	843	438	123	129	$50,887
T. Harrison	123	187	263	755	373	267	53	35	$66,094
Calumet County	2,410	1,728	2,780	4,480	2,087	1,004	213	250	$52,569
Winnebago County	14,730	8,598	11,297	14,988	6,679	3,265	769	854	$44,445
Wisconsin	535,227	276,033	377,749	474,299	226,374	133,719	30,598	32,305	$43,791

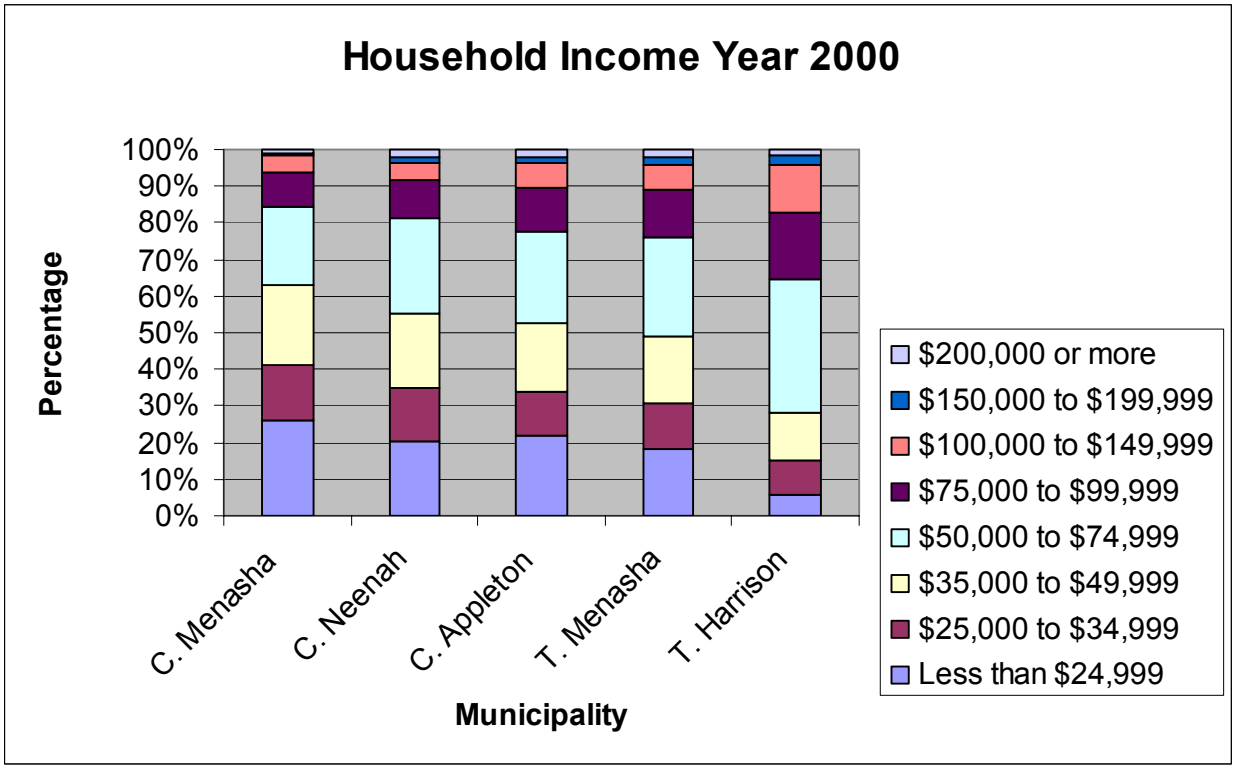
Source: U.S. Bureau of the Census, STF-3, 2000.

Table 6-6
Household Income Shown in Percentages
City of Menasha and Surrounding Areas, 2000

Municipality	Less than $24,999	$25,000 to $34,999	$35,000 to $49,999	$50,000 to $74,999	$75,000 to $99,999	$100,000 to $149,999	$150,000 to $199,999	$200,000 or more	Median Income	Total Percentage
C. Menasha	26.23%	15.11%	21.60%	21.22%	9.42%	4.67%	0.94%	0.81%	$39,936	100%
C. Neenah	20.14%	14.78%	20.22%	25.97%	10.63%	4.61%	1.53%	2.11%	$45,773	100%
C. Appleton	21.96%	12.14%	18.76%	24.91%	11.96%	6.52%	1.60%	2.16%	$47,285	100%
T. Menasha	18.29%	12.59%	17.99%	26.93%	13.31%	6.92%	1.94%	2.04%	$50,887	100%
T. Harrison	5.98%	9.10%	12.79%	36.72%	18.14%	12.99%	2.58%	1.70%	$66,094	100%
Calumet County	16.12%	11.56%	18.59%	29.96%	13.96%	6.71%	1.42%	1.67%	$52,569	100%
Winnebago County	24.08%	14.05%	18.47%	24.50%	10.92%	5.34%	1.26%	1.40%	$44,445	100%
Wisconsin	25.65%	13.23%	18.11%	22.73%	10.85%	6.41%	1.47%	1.55%	$43,791	100%

Source: U.S. Bureau of the Census, STF-3, 2000.

Figure 6-4
Household Income Shown in Percentages
City of Menasha and Surrounding Areas, 2000



Source: City of Menasha, 2007.

According to the 2000 Census, the median household income in the City of Menasha was $39,936, 13% lower than the next closest municipality, the City of Neenah. Almost 63% of Menasha households had an income of $49,999 or less and 41.34% of Menasha households fell at or below 80% of the county (both Winnebago and Calumet) median income (CMI). The percentage of households at or below 80% CMI is similar to both Winnebago County and the state of Wisconsin. About one-quarter of Menasha households had income less than $24,999. While this number corresponds well with Winnebago County and the state of Wisconsin, it lags behind Menasha's neighboring municipalities. One factor which may indicate a reason for this difference is Menasha's lower median housing value, making Menasha an attractive option for residents with lower incomes.

6.3 Economic Base

Employment by Industry

The employment by industry within an area illustrates the structure of the economy. Historically, the state of Wisconsin has had a high concentration of employment in manufacturing and agricultural sectors of the economy. More recent state and national trends indicate a decreasing concentration of employment in the manufacturing sector while

employment within the services sector is increasing. This trend can be partly attributed to the aging of the population and increases in technology.

Table 6-7 displays the number and percent of employed persons by industry group in the City of Menasha, Calumet County, Winnebago County, and the state of Wisconsin for 2000.

Table 6-7
Employment by Industry, City of Menasha, Calumet and Winnebago Counties, and Wisconsin, 2000

	City of Menasha		Calumet County		Winnebago County		Wisconsin	
Industry	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Agriculture, forestry, fishing and hunting, and mining	5	0.1%	995	4.5%	865	1.0%	75,418	2.8%
Construction	351	3.9%	1,287	5.8%	3,850	4.7%	161,625	5.9%
Manufacturing	2,894	32.2%	7,411	33.3%	22,924	27.7%	606,845	22.2%
Wholesale trade	276	3.1%	676	3.0%	2,280	2.8%	87,979	3.2%
Retail trade	929	10.3%	2,386	10.7%	10,281	12.4%	317,881	11.6%
Transportation and warehousing, and utilities	446	5.0%	889	4.0%	3,520	4.3%	123,657	4.5%
Information	218	2.4%	439	2.0%	1,601	1.9%	60,142	2.2%
Finance, insurance, real estate, and rental and leasing	531	5.9%	1,394	6.3%	4,250	5.1%	168,060	6.1%
Professional, scientific, management, administrative, and waste management services	646	7.2%	944	4.2%	5,112	6.2%	179,503	6.6%
Educational, health and social services	1,330	14.8%	3,396	15.3%	15,549	18.8%	548,111	20.0%
Arts, entertainment, recreation, accommodation and food services	643	7.2%	1,120	5.0%	5,781	7.0%	198,528	7.3%
Other services (except public administration)	475	5.3%	866	3.9%	3,880	4.7%	111,028	4.1%
Public administration	238	2.6%	439	2.0%	2,773	3.4%	96,148	3.5%
Total	8,982	100.0%	22,242	100.0%	82,666	100.0%	2,734,925	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

Approximately 32% of residents within the City of Menasha were employed within the manufacturing sector. Manufacturing employed the greatest number of people in Calumet County, Winnebago County, and the State of Wisconsin as well. The second greatest employment sector for the city was within the educational, health, and social services sector.

Employment by Occupation

The previous topic, employment by industry, described employment by the type of business or industry, or sector of commerce. What people do, or what their occupation is within those sectors reveals factors that make up the economy of the region. This information is displayed in Table 6-8.

Table 6-8
Employment by Occupation, City of Menasha, Calumet and Winnebago Counties, and Wisconsin, 2000

	C. Menasha		Calumet County		Winnebago County		Wisconsin	
Occupation	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total	Number	Percent of Total
Management, professional, and related occupations	2,241	24.9%	6,467	29.1%	24,286	29.4%	857,205	31.3%
Service occupations	1,272	14.2%	2,393	10.8%	12,064	14.6%	383,619	14.0%
Sales and office occupations	2,280	25.4%	5,264	23.7%	21,170	25.6%	690,360	25.2%
Farming, fishing, and forestry occupations	5	0.1%	314	1.4%	357	0.4%	25,725	0.9%
Construction, extraction, and maintenance occupations	701	7.8%	2,095	9.4%	6,251	7.6%	237,086	8.7%
Production, transportation, and material moving occupations	2,483	27.6%	5,709	25.7%	18,538	22.4%	540,930	19.8%
Total	8,982	100.0%	22,242	100.0%	82,666	100.0%	2,734,925	100.0%

Source: U.S. Bureau of the Census, STF-3, 2000.

According to the 2000 Census, there was a diverse mix of occupations for Menasha residents. Three different occupational sectors employed very similar percentages of individuals. Production, transportation, and material moving occupations employed the greatest percentage of Menasha residents, but this was closely followed by sales and office occupations and management, professional, and related occupations.

Commuting Patterns

The county labor force includes all employed and unemployed residents who live in the county, even though they may travel out of the county for work. It is important to recognize that workers are a valuable resource that should be retained within the county to the greatest extent possible. Tables 6-9 and 6-10 display the commuting patterns for Calumet County and Winnebago County.

Table 6-9
Commuting Patterns, Calumet County, 2000

Area	Live in Calumet County Work in:	Travel to Calumet County From:	Net Commute
Outagamie County	6,739	1,611	-5,128
Winnebago County	3,423	570	-2,853
Manitowoc County	713	1,968	1,255
Sheboygan County	632	433	-199
Brown County	598	467	-131
Fond du Lac County	494	614	120
Waupaca County	69	30	-39
Milwaukee County	33	23	-10
Portage County	14	22	8
Dodge County	13	11	-2
Elsewhere	234	163	-71
Work in Calumet County	8,951	8,951	0
Total	21,913	14,863	-7,050

Source: U.S. Bureau of the Census, STF-3, 2000.

Table 6-10
Commuting Patterns, Winnebago County, 2000

Area	Live in Winnebago County Work in:	Travel to Winnebago County From:	Net Commute
Outagamie County	14,300	15,233	933
Fond du Lac County	2,544	2,721	177
Brown County	669	859	190
Calumet County	570	3,423	2,853
Green Lake County	468	890	422
Waupaca County	460	1,307	847
Dodge County	225	123	-102
Milwaukee County	198	66	-132
Waushara County	163	1,162	999
Sheboygan County	156	62	-94
Elsewhere	927	1,577	650
Work in Winnebago County	60,429	60,429	0
Total	81,109	87,852	6,743

Source: U.S. Bureau of the Census, STF-3, 2000.

For Calumet County, approximately 7,000 more workers leave Calumet County for work than come to the county for work. For Winnebago County, approximately 6,700 more workers come to the county than leave the county for work. Calumet County loses the majority of its labor force to Outagamie County, followed by Winnebago County. Winnebago County gains the majority of its labor force from Outagamie County, followed by Calumet County.

Because of the unique connectivity of the Fox Cities, it would not be unusual for residents of one city to work in another. Furthermore, the Fox Cities is at the convergence of three counties - Outagamie, Calumet, and Winnebago - making it commonplace for residents to work in a county other than their county of residence. In 2000, there were about 8,900 jobs in Menasha which is 55% of the 2000 population (16,331), similarly, Appleton is at 56%, Winnebago County is at 58%, and the state of Wisconsin is at 56%.

Employment Forecast

An important feature of determining the economic health and future of the City of Menasha and the regional economy is to determine the amounts and types of jobs currently available as well as make predictions for the future.

In November of 2003, the Wisconsin Department of Workforce Development (WDWD) released a report titled *Wisconsin Projections 2000-2010: Employment in Industries and Occupations,* which examined jobs in over 70 industries and 750 occupations. Many of the projections and estimates provided in the report will affect Calumet and Winnebago Counties and/or local economies.

Overall, the number of jobs in Wisconsin is expected to grow by 9.6% by 2010. While employment in Wisconsin's manufacturing sector has shrunk in the past few years, this sector is anticipated to gain back some of the jobs lost since 2000. The manufacturing industries projected to add the most jobs are lumber and wood products, furniture and fixtures, and food and kindred products. The manufacturing industries expected to lose the most jobs are industrial machinery and equipment, primary metal, and electronic and other electrical equipment.

The services sector will be the job growth leader, spurred on by the aging of Wisconsin's population, technological innovations in health services and computer services, and continued outsourcing of business functions. Over 70% of the new jobs in the services sector will be in health, business, educational, or social services. Another sector expected to add numerous jobs is retail trade. This increase is expected due to population and tourism growth, and the likelihood that people will continue to prepare fewer meals at home.

Table 6-11 outlines projections specifically for the Fox Valley workforce development area which includes Calumet, Fond du Lac, Greek Lake, Outagamie, Waupaca, Waushara, and Winnebago Counties.

Table 6-11
Occupational Projections for Fox Valley Wisconsin Workforce Development Area, 2004-2014

SOC Code	Occupational Title	Estimated Employment[1]				Estimated Average Annual Openings[1]			Estimated Salary and Wages (2005)		
		2004	2014	Change	% Change	New Jobs	Replacements[2]	Total[3]	Average Annual Salary[5]	Entry Level Hourly Wage[6]	Experienced Hourly Wage[7]
00-0000	Total, All Occupations	283,330	312,660	29,330	10.4%	2,930	6,840	9,770	$34,523	$8.29	$20.75
11-0000	Management Occupations	10,050	11,320	1,270	12.6%	130	190	320	$80,239	$20.20	$47.76
13-0000	Business and Financial Operations Occupations	10,130	11,770	1,640	16.2%	160	190	350	$48,302	$13.36	$28.15
15-0000	Computer and Mathematical Occupations	3,760	4,640	880	23.4%	90	50	140	$55,337	$16.96	$31.43
17-0000	Architecture and Engineering Occupations	5,260	5,740	480	9.1%	50	120	170	$53,070	$16.53	$30.01
19-0000	Life, Physical, and Social Science Occupations	2,180	2,500	320	14.7%	30	50	80	$53,870	$15.54	$31.08
21-0000	Community and Social Services Occupations	4,820	5,620	800	16.6%	80	90	170	$38,231	$10.87	$22.14
23-0000	Legal Occupations	960	1,120	160	16.7%	20	10	30	$61,578	$14.69	$37.06
25-0000	Education, Training, and Library Occupations	13,380	15,570	2,190	16.4%	220	280	500	$41,251	$11.66	$23.92
27-0000	Arts, Design, Entertainment, Sports, and Media Occupations	3,680	4,160	480	13.0%	50	70	120	$35,664	$9.01	$21.21
29-0000	Healthcare Practitioners and Technical Occupations	11,590	14,750	3,160	27.3%	320	210	530	$54,345	$13.15	$32.62
31-0000	Healthcare Support Occupations	7,260	9,200	1,940	26.7%	190	110	300	$24,170	$9.02	$12.92
33-0000	Protective Service Occupation	4,220	4,530	310	7.3%	30	120	150	$33,028	$8.97	$19.33
35-0000	Food Preparation and Serving Related Occupations	23,590	26,980	3,390	14.4%	340	940	1,280	$16,706	$5.90	$9.10

SOC Code	Occupational Title	Estimated Employment[1]				Estimated Average Annual Openings[1]			Estimated Salary and Wages (2005)		
		2004	2014	Change	% Change	New Jobs	Replacements[2]	Total[3]	Average Annual Salary[5]	Entry Level Hourly Wage[6]	Experienced Hourly Wage[7]
37-0000	Building, Grounds Cleaning, and Maintenance Occupations	9,320	10,850	1,530	16.4%	150	190	340	$22,152	$7.24	$12.35
39-0000	Personal Care and Service Occupations	6,920	8,330	1,410	20.4%	140	160	300	$19,757	$6.71	$10.89
41-0000	Sales and Related Occupations	26,870	29,020	2,150	8.0%	220	900	1,120	$31,788	$7.01	$19.42
43-0000	Office and Administrative Support Occupations	46,100	47,780	1,680	3.6%	170	1,060	1,230	$27,888	$8.95	$15.64
45-0000	Farming, Fishing, and Forestry Occupations	350	380	30	8.6%	<5	10	10	$28,158	$8.43	$16.09
47-0000	Construction and Extraction Occupations	14,230	16,690	2,460	17.3%	250	280	530	$41,032	$12.96	$23.11
49-0000	Installation, Maintenance, and Repair Occupations	12,520	13,740	1,220	9.7%	120	280	400	$38,425	$12.15	$21.64
51-0000	Production Occupations	42,970	42,800	-170	-0.4%	<5	1,020	1,020	$32,248	$10.07	$18.22
53-0000	Transportation and Material Moving Occupations	23,160	25,180	2,020	8.7%	200	510	710	$29,072	$8.30	$16.81

Source: Department of Workforce Development, Office of Economic Advisors, August 2006

In the Fox Valley workforce development area, the largest number of new jobs will be created in the healthcare and food preparation and serving related occupations. The occupational group projected to experience the greatest increases in employment is healthcare practitioners and technical occupations, closely followed by Healthcare Support. Large percentage increases are also expected in the computer and mathematical and personal care and service occupational groups. According to the projections, production occupations in the Fox Valley area will continue to decline. Overall, the Fox Valley area is expecting an increase in employment of 10.4% by 2014.

6.4 Environmentally Contaminated Sites for Commercial or Industrial Use

The Environmental Protection Agency (EPA) and the Wisconsin Department of Natural Resources (WDNR) urge the clean up of environmentally contaminated commercial or industrial sites to utilize the lands for more productive uses. According to the WDNR's Bureau of Remediation and Redevelopment Tracking System (BRRTS) there are five types of environmentally contaminated sites. They are classified as follows:

- Spills: A discharge of a hazardous substance that may adversely impact, or threaten to adversely impact, public health, welfare, or the environment. Spills are usually cleaned up quickly.

- LUST: A Leaking Underground Storage Tank that has contaminated soil and/or groundwater with petroleum. Some LUST cleanups are reviewed by the WDNR and some are reviewed by the Wisconsin Department of Commerce.

- ERP: Environmental Repair (ERP) sites are sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have caused contamination. The ERP module includes petroleum contamination from above-ground (but not from underground) storage tanks.

- General Property: This module contains records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by the WDNR to clarify the legal status of the property.

- VPLE: A voluntary Property Liability Exemption (VPLE) is an elective process in which a property owner conducts an environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business, or unit of government can receive the liability exemption after a completed cleanup is approved.

As of August 2005, there were a total of 170 sites identified by BRRTS as being located within the City or Town of Menasha and as being open or conditionally closed (indicating that further remediation may be necessary). To determine sites that are located in the city versus sites that are located in the town, an assessment of site addresses would be required. Of the total 170 sites

identified by BRRTS, 24 sites are identified as ERP's, 13 are identified as LUST sites, and the remaining are all identified as spill sites. With regard to economic development and potential sites for redevelopment or remediation, ERP and LUST sites offer the greatest potential for re-use. The City of Menasha should complete a more thorough review of these site locations and their status to determine economic development potential.

6.5 Tax Incremental Financing Districts

Since the mid-1980's the City of Menasha has used tax incremental financing to stimulate economic growth and redevelopment. It has fostered significant private investment in the community and has led to an increase of over $55 million in property value.

The city currently has eleven TIF districts. Eight are redevelopment districts located in the downtown area. Two are industrial development districts in the midway corridor, and one is a mixed-use district located in Calumet County along Oneida Street.

These districts have financed property acquisition, demolition, site remediation, infrastructure installation, developer cost write-downs, public amenities and related improvements. Without TIF financing these improvements would not have occurred, or would have been financed from the general property tax.

As a mature and land-locked community, Menasha will be increasingly dependent upon redevelopment for economic growth. Due to the cost advantage that greenfield sites have over redevelopment sites, TIF and other resources will continue to be needed to make redevelopment sites a viable alternative to new development on the urban fringe.

At 5.52 percent, Menasha has currently committed less than half of its TIF capacity. Wisconsin statutes authorize utilizing TIF financing up to the point where TIF incremental value reaches 12 percent of the community's equalized value.

Table 6-12
City of Menasha TIF District Summary, 2007

TIF District	Year Created	Maximum Life	Maximum Life Extensions Allowed	Expenditure Period Allowed Until	January 1, 2007 Value Increment	Value Increment as % of Total Equalized Value
#1	1986	27 years (until 2013)	No	2008	$6,713,200	0.67%
#2	1987	27 years (until 2014)	No	2009	$2,586,250	0.26%
#3	1990	27 years (until 2017)	No	2012	$4,217,000	0.42%
#4	1997	27 years (until 2024)	Yes	2015	$8,005,500	0.80%
#5	1998	23 years (until 2021)	No	2016	$10,813,700	1.08%

TIF District	Year Created	Maximum Life	Maximum Life Extensions Allowed	Expenditure Period Allowed Until	January 1, 2007 Value Increment	Value Increment as % of Total Equalized Value
#6	1998	23 years (until 2021)	No	2016	$10,579,900	1.06%
#7	2003	27 years (until 2030)	Yes	2021	$4,023,700	0.42%
#8	2005	27 years (until 2032)	Yes	2027	$2,652,400	0.27%
#9	2005	20 years (until 2025)	Yes	2020	$3,048,500	0.31%
#10	2006	27 years (until 2033)	Yes	2028	$2,437,700	0.24%
#11	2007	27 years (until 2034)	Yes	2029	N/A	N/A
Total					$55,077,850	5.52%

Source: Wisconsin Department of Revenue, TIF Value Limitation Report for 2007.

Under the TIF law, the city cannot have more than 12% of the equalized value of the city in value increment. The city currently has 5.52% in increment and could therefore create or amend districts. If the city should decide to terminate any TIF districts to the maximum life, the city would be responsible for any unpaid costs within the district.

6.6 Economic Development Focus Group

Specific information was gathered from a focus group held on March 7, 2006. Attendees representing Fox Valley Workforce Development Board, UW-Extension and other educational institutions, ECWRPC, Menasha Action Council, Menasha Redevelopment Authority, small, medium and large business/industry representatives, and commercial real estate brokers were asked questions about the economic climate and future needs and desires of the community.

The building blocks seen as needed to be present for a healthy economy included: jobs, industry, education, innovation, confidence and self reliance, markets, mix of housing, skilled work force, good infrastructure, support investment, quality of life, competition, support for entrepreneurs, good government, available funds for investment, tax base, growth industries, regional cooperation, and a mix of types of development. The perceived breakdown of what is present and not in the city can be seen in the list of Strengths and Weaknesses.

A determination of the strengths and weaknesses of the City of Menasha and its economy can help guide planning steps for future economic development. Strengths should continue to be promoted and new development which fits well with these assets should be encouraged. Weaknesses should be assessed and corrected whenever possible. New development which displays aspects similar to identified weaknesses should be discouraged. The economic strengths and weaknesses of the city, as determined from the Economic Development Focus Group, are as follows:

Strengths

- The city has lots of types of jobs available but not all of the types needed.
- There is a variety of industry available.
- Innovation in the area has improved over time.
- Quality of life is high due to natural features, waterfront, trails, and boating.
- There is a high level of regional cooperation.
- Infrastructure throughout the city is good.
- There are a variety of educational opportunities. Residents have access to university education as well as Fox Valley Technical College.
- Telecom advances have made a positive difference in the area.
- The Redevelopment Authority was created in December 2005 and is working to improve the area.
- The city feels that it is cooperative when it comes to development.

Weaknesses

- The city does not have diverse job options when compared to the area as a whole.
- There is a need to provide different types of jobs in various locations.
- The schools and training programs are not turning out enough students to keep pace with demand.
- There is the perception that red tape associated with development is high and that the city is not willing to work with developers.
- There is a need for more support for entrepreneurs.
- The city needs to attract more growth industries (look at big picture not just small area).
- The area doesn't have research institutions or graduate programs necessary.
- There is a need to emphasize compatible uses.
- The water plant needs improvement.
- Transportation infrastructure is lacking making movement between different areas difficult.
- The area is not perceived to be as well "wired" as it actually is- need to market this differently.

Please refer to Appendix B to review the full results of the Economic Development Focus Group.

6.7 Additional Economic Planning Initiatives

East Central Wisconsin Regional Planning Commission (ECWRPC)

The East Central Wisconsin Regional Planning Commission serves as an Economic Development District for a ten county region. The purpose of this federal program is to support projects that are designed to alleviate conditions of substantial and persistent unemployment and underemployment in economically distressed areas of the country and to address economic dislocations resulting from severe and sudden job losses. To facilitate this program, staff provides information for economic development, completes a Comprehensive Economic Development Strategy Report each year, and partners with local and state agencies to promote planning efforts throughout the region.

Listed below is a recent report from the ECWRPC.

- **Comprehensive Economic Development Strategy Annual Report for 2007,** *East Central Wisconsin Regional Planning Commission*
  The 2007 CEDS report outlines the year's activities, updates economic data, and evaluates trends emerging within the region. The CEDS also identifies economic development projects submitted to the Commission by local communities. The 2007 CEDS Annual Report was submitted to the Economic Development Administration (EDA) on December 18, 2007.

Fox Cities Economic Development Partnership (FCEDP)

The Fox Cities Economic Development Partnership (FCEDP) is a business development and attraction organization comprised of municipalities, educational institutions, organizations and utilities interested in the economic growth of the Fox Cities area. Its mission is to foster economic development in the Fox Cities by creating and implementing marketing programs that promote the area as an attractive location for business and industry.

Listed below are recently completed studies associated with Fox Cities Economic Development Partnership.

- **Northeast Wisconsin Economic Opportunity Study,** *FCEDP, East Central Wisconsin Regional Planning Commission, UW-Extension, North Star Economics Inc.*
  This report describes five key strategies and 98 action steps for creating a successful, knowledge-based economy in the region.

- **Fox Cities Quality of Life Study,** *FCEDP, Planning & Evaluation Associates Inc.*
  L.I.F.E. (Leading Indicators For Excellence) in the Fox Cities presents an overview of the socio-economic conditions of the Fox Cities region and the overall direction in which it is headed.

- **Bridge to the New Economy: A Cluster-Based Strategy of the Fox Cities Economic Development Partnership,** *FCEDP, Martenson & Eisele, Matousek & Associates*
  A Cluster-Based Strategy was developed by the Fox Cities Economic Development Partnership based on the recommendations of the three studies previous studies ("The Economic Structure of the Fox Valley: A Study of Economic Opportunity," "Northeast Wisconsin Economic Opportunity Study," and the "Fox Cities/Oshkosh Regional Business Park Strategy – Phase 1 Report").

Fox Valley Workforce Development Board

The Fox Valley Workforce Development Board, Inc. functions as a catalyst between public and private partnerships. By anticipating and developing solutions for tomorrow, their goal is to achieve an environment of accessible, high quality, efficient and affordable training, and employment opportunities for today.

Listed below is a work plan for the Fox Valley Workforce Development Board.

- **The Workforce Investment Act plan for PY07-08,** *Fox Valley Workforce Development Board*

This plan identifies goals and objectives for the Fox Valley Workforce Development Board.

Highway 41 Corridor International Development Program (IDP)

The Highway 41 Corridor International Development Program provides consulting services for businesses considering global expansion, as well as for businesses already participating in the international marketplace. In its view, the strength of the Hwy 41 Corridor is its economic diversity. The Corridor has major clusters of businesses in advanced production systems, small engines, household appliances, paper, non-woven fabrics, electronics, transportation, plastics, logistics, printing, insurance, health services, telecommunications and an expanding technology market.

Menasha Redevelopment Authority

The City of Menasha created a Redevelopment Authority in 2005 to facilitate the revitalization of distressed areas within the community. The redevelopment authority may exercise its authority upon preparation of a redevelopment district plan or initiating a "spot blight" procedure. These actions are subject to approval by the common council.

In its relatively short history in the community, the redevelopment authority has taken an active role in several important economic development initiatives. They have reviewed plans and development agreements for the Fox Cinema project and grocery store proposal in the Third Street corridor. They have created Redevelopment District #1 in the TIF district #9 area east of Oneida Street and have reviewed project plans and development agreements for the redevelopment of the Gilbert Mill site.

In the future, the redevelopment authority may be called upon to acquire blighted properties for redevelopment and use its authority to issue lease revenue bonds to finance project costs.

New North

The New North is made up of 18 counties in northeast Wisconsin. The New North brand unites the region both internally and externally, signifying the collective economic power behind these 18 counties. The counties include Outagamie, Winnebago, Calumet, Waupaca, Brown, Shawano, Oconto, Marinette, Door, Kewaunee, Sheboygan, Manitowoc, Fond du Lac, Green Lake, Marquette, Florence, Menominee, and Waushara. It is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders who are working to be recognized as competitive for job growth while maintaining our superior quality of life. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

Listed below is a recently completed study associated with the New North.

- **New North Historical, Comparative Economic Analysis,** *New North, POLICOM Corporation*

This report compares areas of the New North with the national economic trends.

Northeast Wisconsin Regional Economic Partnership (NEWREP)

NEWREP was created in 2002 with the goal of creating a higher standard of living and enhancing the overall economic climate in Wisconsin through cooperative regional partnerships. "Build Wisconsin" ultimately created eight multi-county Technology Zones - NEWREP is one of those zones. NEWREP is comprised of 16 northeast Wisconsin counties plus the Menominee Tribe. While NEWREP's focus is on businesses engaged in research and the development of advanced products, NEWREP also assists businesses that use advanced technology in their production, operations or manufacturing processes.

Listed below is a recently completed study associated with the NEWREP.

- **Cellulosic Ethanol Production Facility Study,** *NEWREP*
  This report analyzes the infrastructure, utilities, and economic development potential of the NEWREP area for a Cellulosic Ethanol Production Facility.

Redevelopment Plan for 3rd and Racine Street

The city worked with a consultant to develop a plan for the 3rd and Racine Street area which was completed in 2006. This plan included an opportunities analysis and a preliminary redevelopment plan. The plan includes discussion of focus areas, amenities, wayfinding, streetscapes and gateways. It also included design guidelines for mixed-use, commercial, medium and high-density residential development. Additionally, the consultant prepared plans and cross sections of various parts of the area that include all types of development. A copy of this plan can be obtained from the Community Development Department.

University of Wisconsin Extension

UW Extension, in partnership with the Menasha Action Council and the City of Menasha, conducted a survey which measured Menasha's economic preparedness level, called the Community Economic Development Preparedness Index (CEDPI). The survey had a 55 percent rate of return and found that "Menasha's economic development preparedness is quite consistent with other Wisconsin communities that are completing the Index." The report also includes recommendations for next steps. A copy of this report is on file with the Department of Community Development.

*NOTE: These statements were all written as positive statements. Respondents were asked to rate whether they Strongly Disagree, Disagree, Agree, or Strongly Agree with the statements. For example, the statement which scored lowest had a higher number of respondents that chose either Strongly Disagree or Disagree. Conversely, the statements that had the highest ratings and were identified as strengths in the community had the highest number of respondents that chose to Agree or Strongly Agree.

Strengths identified by the CEDPI included:

- Our community has a technical college within a 30 minutes drive
- Our community has an accessible two or four-year college or university within a 30 minute drive
- Our community is within a reasonable (i.e. one hour) drive of an airport with scheduled commercial air service by at least one of the major airlines
- Our hospitals or affiliated clinics offer adequate hours of emergency service
- We have a hospital in our community or affiliated clinic that provides quality specialized care including the latest diagnostic and treatment equipment available
- Our vocational programs are keyed to the needs of local employers
- The people in the community are generally proud of the quality of life here
- Our community has adequate public parks for citizen and tourist recreational needs
- We have enough excess water capacity (gpd and BOD) to serve the requirements of most new manufacturing operations
- We have adequate common carrier trucking services for most manufacturing and distribution operations
- Our community has, or shortly plans to implement a broadband high speed fiber optic cable system
- Our K-12 schools compare favorably with top-quality schools elsewhere in the state
- Local or county government has created Revolving Loan Fund (RLF)
- Our community has, or shortly plans to implement digital switching capability
- Active rail lines effectively served at least a portion of our industrial sites
- The highways serving our community are adequate for most manufacturing and distribution operations
- We have a variety of active service organizations in our community
- Our community's recreational facilities and programs compare favorably with state and national standards

Weaknesses identified by the CEDPI include:

- Our community has a systematic program to check on the progress of new businesses to see if they need help before they get into serious trouble
- An up to date formal business retention and expansion study exists
- The community has conducted a retail market analysis within the past three years
- We have a market plan that targets businesses that are most likely to locate in our community
- Our community actively recruits targeted industries
- We have an organized, trained business attraction team comprised of people from both the private and public sectors
- The community has completed an up to date tourism assets and marketing analysis and reported the results to local businesses
- There is a creditable business incubator in the community
- The chamber of commerce or the economic development organization makes regular visits to the businesses
- We have a marketing program targeted toward industries that have been researched to determine the likelihood of locating in our community

- Our community has an active business development program to assist new businesses with their start-up issues (e.g. business plan preparation, financing, recruitment of people, management, accounting, production and marketing)
- The community has an active tourism promotion program
- The community has identified the types of businesses that fit the needs and are desired by our community

6.8 Desired Economic Development

Similar to most communities in Winnebago and Calumet Counties, the City of Menasha would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained. The categories or particular types of new businesses and industries that are desired by the community are generally described in the goals, objectives, and policies as well as in the studies that have taken place. Please see above section for discussion. There is a strong correlation between the information obtained through the focus group and that contained in the CEDPI.

As part of the Economic Development Focus Group several of the questions asked concentrated on areas of desired economic development. Additionally, the group discussed possible areas of the community where these types of growth would be appropriate. The results were as follows:

- Professional services- Oneida, Province Terrace, Downtown, Gilbert, 3rd Street
- Specialty shops- bookstore, coffee shop, bike shop repair/rental, boat/kayak rental, antiques, butcher- downtown, 3rd Street, Shop Co Plaza, Lake Park
- Destination spots- restaurants, shops
- Entertainment- needed downtown, 3rd Street, riverfront
- Comedy Club
- Grocery store
- Organic Grocery Store- possibly in ShopCo Plaza, Gilbert, Oneida Street corridor
- Upscale bars, restaurants, brew pubs- downtown, Gilbert, Lake Park, ShopCo Plaza
- Ethnic restaurants
- Open air markets- downtown, Gilbert
- More mixed housing/commercial
- Industry that has decision makers on site (versus in another city or state)
- Destination shopping- downtown, ShopCo Plaza

For further information on this focus group including questions asked and responses given please see Appendix B of this document.

Additionally, Menasha is a city that has a active and growing arts scene. These resources strengthen the local economy by stimulating trade through tourism, creating jobs, and improving property values. The arts promote pride and attract people who want to live, work, and invest in Menasha. Active civic participation and collaboration is necessary to help nurture a thriving art community that values diversity, beauty, and a shared sense of history. There is an interest in the community to build upon this existing condition in the hopes that it will spur additional growth in the city. UW-Fox Valley, Barlow Planetarium, Weis Earth Science Museum, Heckrodt

Wetland Reserve, and Menasha High School are all contributing arts and cultural resources in the Menasha community.

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Map 6-1 Economic Development, TIF

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6.9 Economic Development Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding economic development.

Goal: Support the economic development initiatives in the community and region to promote the creation of jobs and income opportunities.

Objectives

1. Cooperate with other communities and organizations regarding comprehensive planning and economic development issues.

2. Promote dialogue and continue to strengthen relationships between city government and local businesses.

3. Support the efforts of the Menasha Action Council, Doty Island Development Council, counties, Redevelopment Authority, local chamber of commerce, and area economic development groups.

4. Monitor the need for additional local economic development programs.

Goal: Maintain and improve the utility, communication, and transportation infrastructure systems that promote economic development.

Objectives

1. Use aesthetic enhancements and provide adequate pedestrian facilities to encourage consumer activity.

2. Maintain and, where appropriate, create partnerships with other jurisdictions and utilities for future infrastructure planning.

3. Respond to the infrastructure needs of businesses when they are consistent with the city's comprehensive plan.

Goal: Promote the retention and expansion of existing businesses.

Objectives

1. Promote business retention, expansion, and recruitment efforts.

2. Support existing businesses by establishing cooperative public-private efforts to foster long-term retention.

3. Explore options for creating a formal business retention and expansion program.

Goal: Promote entrepreneurial development and new business attraction efforts.

Objectives

1. Pursue local, state, and federal funding and assistance that will help entrepreneurs start new businesses.

2. Distinguish and promote features unique to the city to create a unique identity for the community.

3. Consider the potential impacts of proposed business development on the city and its existing economic base.

Goal: Maintain a quality workforce to strengthen businesses and maintain a high standard of living.

Objectives

1. Encourage and promote initiatives and programs that make Menasha a desirable place to live, work, and conduct business.

2. Encourage area technical colleges, universities and work force development agencies in their efforts.

Goal: Support and pursue opportunities to increase and diversify the city's tax base.

Objectives

1. Promote the efficient use of available commercial and industrial land.

2. Support economic development initiatives to increase local economic development opportunities.

3. Support development and redevelopment that will add to the long-term economic stability of the community.

4. Support development in the city's existing TIF districts that are consistent with the TIF project plan.

5. Support activities which further develop or redevelop the city's commercial areas.

6. Support activities which further develop or redevelop the city's industrial areas.

7. Engage the Plan Commission, Redevelopment Authority, and local economic development organizations in identifying and pursuing redevelopment activities.

6.10 Economic Development Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Commercial development shall be steered to Commercial and/or "mixed use" designated areas consistent with the Preferred Land Use Plan Map and associated recommendations.

2. Future commercial development should be concentrated within and adjacent to the Commercial and/or "mixed-use" designated areas and expand outwards.

3. Highway corridor development shall be directed to designated, planned commercial and/or "mixed-use" areas.

4. Emphasis should be placed on retention and expansion in the city's existing industrial areas.

5. The city will work with other local and regional entities in attracting other types of industrial sectors complementary to the local economic base.

6. Continually pursue outside resources including economic development related grants, programs, or tax incentives.

7. Utilize existing state, county, and regional programs to provide financial incentives to businesses.

8. Where feasible, facilitate public-private partnerships.

9. Support initiatives that provide educational and training programs and those that provide family- and high-wage employment. Collaborate with public, private, and partnership programs that will provide skilled workers for higher paying jobs.

10. Maintain a listing of available sites and redevelopment areas using Location One Information System (LOIS) and/or other available marketing tools.

11. Consider the establishment of design standards and a design review process for new/expansion/remodel commercial and industrial projects.

12. The development of economic area plans should be pursued within the planning period, for example; downtown redevelopment plans, highway commercial corridor plans, etc.

13. Continue to work with the Menasha Action Council, the Doty Island Development Council, the Menasha Landmarks Commission, and other interests in completing a strategic planning process aimed at determining a shared vision for the downtown.

14. Consider designation as a Main Street Community through the Wisconsin Department of Commerce Main Street Program.

15. Monitor the parking availability and hours of operation to determine existing and projected parking needs in the downtown.

16. Engage the Menasha Redevelopment Authority in redevelopment project planning, feasibility assessments, financing and implementation.

17. Promote the utilization of green building and community design standards such as LEED and consider incentives such as TIF assistance and density bonuses.

18. Utilize TIF financing to overcome site obsolescence and other physical and economic barriers to site development and redevelopment.

6.11 Economic Development Programs and Resources

The following programs and resources are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Calumet County Industrial Development Board

The Calumet County Industrial Development Board is dedicated to improving and maintaining the thriving economic environment that it enjoys today. The Calumet County staff is committed to providing the best economic development assistance possible to provide positive economic surroundings.

Community Development Block Grant for Economic Development (CDBG-ED)

The CDBG-ED program was designed to assist businesses that will invest private funds and create jobs as they expand or relocate to Wisconsin. The Wisconsin Department of Commerce awards the funds to a general-purpose unit of government (community) which then loans the funds to a business. When the business repays the loan, the community may retain the funds to capitalize a local revolving loan fund. This fund can then be utilized to finance additional economic development projects within the community. For more information contact the Wisconsin Department of Commerce.

Community Development Block Grant for Public Facilities for Economic Development (CDBG-PFED)

The Public Facilities for Economic Development (PFED) program is designed to assist communities with expanding or upgrading their infrastructure to accommodate businesses that

have made a firm commitment to create jobs and invest in the community. Eligible activities are those improvements to public facilities such as water systems, sewerage systems, and roads that are owned by a general or special purpose unit of government, that will principally benefit one or more businesses, and that as a result will induce the business(es) to create additional jobs and to invest in the community. The total amount of all CDBG-PFED assistance received by an eligible government may not exceed $1,000,000 per calendar year. The total amount of CDBG-PFED assistance that can be provided to benefit a single business or related businesses may not exceed $750,000. For more information contact the Wisconsin Department of Commerce, Bureau of Community Development.

East Central Wisconsin Regional Planning Commission (ECWRPC)

The East Central Wisconsin Regional Planning Commission serves as an Economic Development District for a ten county region. The purpose of this federal program is to support projects that are designed to alleviate conditions of substantial and persistent unemployment and underemployment in economically distressed areas of the country and to address economic dislocations resulting from severe and sudden job losses. To facilitate this program, staff provides information for economic development, completes a Comprehensive Economic Development Strategy Report each year, and partners with local and state agencies to promote planning efforts throughout the region.

Fox Cities Chamber of Commerce

The goal of the Fox Cities Chamber of Commerce is to create a positive economic, political and social climate in the Fox Cities, thereby making it possible for members and the community to grow and prosper.

Fox Cities Convention & Visitors Bureau

The Fox Cities Convention & Visitors Bureau is an economic development organization that strengthens the Fox Cities by attracting visitors in the convention, sports and leisure markets through sales, marketing and destination development.

Fox Cities Economic Development Partnership (FCEDP)

The Fox Cities Economic Development Partnership (FCEDP) is a business development and attraction organization comprised of municipalities, educational institutions, organizations and utilities interested in the economic growth of the Fox Cities area. Its mission is to foster economic development in the Fox Cities by creating and implementing marketing programs that promote the area as an attractive location for business and industry.

Fox Valley Technical College

The mission of Fox Valley Technical College is to help individuals reach their potential by providing cost-effective education and training which meets their objectives for employment, continuing higher education, and personal enrichment. Fox Valley Technical College is nationally recognized for innovative and flexible delivery of workforce training. We assist more

than 1,700 employers delivering results to over 20,000 employees annually. FVTC staff also participate in regional economic development planning efforts.

The Venture Center is a unique hybrid linking education, business and economic development to foster business start-up and growth in Northeast Wisconsin and the global markets in which we participate. By connecting entrepreneurs and small business owners with economic development corporations, chambers of commerce, institutions of learning, financial institutions and existing businesses, the Venture Center provides the foundation for launching and growing a sustainable business. The Venture Center is housed in the D.J. Bordini Center at Fox Valley Technical College.

Fox Valley Workforce Development Board

The Fox Valley Workforce Development Board, Inc. functions as a catalyst between public and private partnerships. By anticipating and developing solutions for tomorrow, their goal is to achieve an environment of accessible, high quality, efficient and affordable training, and employment opportunities for today.

Highway 41 Corridor International Development Program (IDP)

The Highway 41 Corridor International Development Program provides consulting services for businesses considering global expansion, as well as for businesses already participating in the international marketplace. In its view, the strength of the Hwy 41Corridor is its economic diversity. The Corridor has major clusters of businesses in advanced production systems, small engines, household appliances, paper, non-woven fabrics, electronics, transportation, plastics, logistics, printing, insurance, health services, telecommunications and an expanding technology market.

Joint Effort Marketing (JEM) Grant Program

The Joint Effort Marketing (JEM) Grant Program provides partnership funding to help non-profit organizations promote tourism and to maintain a strong tourism industry in Wisconsin. JEM is based on state statutes and administrative rules that govern its administration, and permit the department to conduct a matching grant program with local non-profit organizations on a cooperative basis. The program offers Wisconsin's tourism communities a variety of options to assist in the development of marketing initiatives. Contact the Wisconsin Department of Transportation for further information.

Menasha Action Council (MAC)

The Menasha Action Council is a community based economic development group composed of business leaders focused on achieving viable development, business retention and municipal effectiveness in the City of Menasha. The group has existed since the mid 1980s and its ongoing purpose has been the improvement of the business base and quality of life in Menasha. Today, MAC's focus is on economic development and the establishment and support of retail, service, and industrial businesses. Initiatives of the group have included the Trestle Trail, the Menasha Midway Business Park and the Third Street Corridor.

New North

The New North is made up of an 18 counties in Northeast Wisconsin. The New North brand unites the region both internally and externally, signifying the collective economic power behind these 18 counties. The counties include Outagamie, Winnebago, Calumet, Waupaca, Brown, Shawano, Oconto, Marinette, Door, Kewaunee, Sheboygan, Manitowoc, Fond du Lac, Green Lake, Marquette, Florence, Menominee, and Waushara. It is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders who are working to be recognized as competitive for job growth while maintaining our superior quality of life. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

Northeast Wisconsin Regional Economic Partnership (NEWREP)

NEWREP was created in 2002 with the goal of creating a higher standard of living and enhancing the overall economic climate in Wisconsin through cooperative regional partnerships. "Build Wisconsin" ultimately created eight multi-county Technology Zones - NEWREP is one of those zones. NEWREP is comprised of 16 northeast Wisconsin counties plus the Menominee Tribe. While NEWREP's focus is on businesses engaged in research and the development of advanced products, NEWREP also assists businesses that use advanced technology in their production, operations or manufacturing processes.

UW Extension, Calumet and Winnebago Counties

With an office in each Wisconsin county, Cooperative Extensions develop practical educational programs tailored to local needs and based on university knowledge and research. County-based Extension educators are University of Wisconsin faculty and staff who are experts in economic development. Extension county-based faculty and staff live and work with the people they serve in communities across the state. Extension specialists work on UW System campuses where they access current research and knowledge. Collaboration between county and campus faculty is the hallmark of Cooperative Extension in Wisconsin.

Winnebago County Industrial Development Board

The mission of the Winnebago County Industrial Development Board is to create awareness of the industrial development opportunities and benefits of Winnebago County at the local, regional, national, and international levels. Furthermore, Winnebago County sponsors several marketing programs aimed at assisting businesses within the county.

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics. For more information

regarding available WDOC services call (608) 266-1018 or visit its web-site at www.commerce.state.wi.us for a further list of programs and financial resources.

- Brownfields Program: This program provides information and assistance related to brownfields redevelopment. The Brownfields Development Consultant can assist in the identification and resolution of regulatory and liability issues as they relate to environmentally contaminated properties. Contact Jason Scott, 608/261-7714.

- Business Retention and Expansion Survey: This program helps communities produce confidential, comprehensive data profiles on businesses in the community in order to develop a systematic approach to business retention. Contact Lorie Ham, 608/266-9884.

- Community Development Block Grant Technical Assistance: This program is available to local government officials, business persons, and local community and economic development organizations needing assistance in exploring financial and technical assistance options available to them.

- Main Street Program: This program helps communities revitalize their downtown areas. The National Main Street Center and state staff offer a comprehensive range of professional services that follow a four-point approach: organization, promotion, design, and economic restructuring.

- Wisconsin Youth Apprenticeship Program: This program helps businesses prepare future workers and is an integral part of the State Department of Workforce Development's workforce training strategy. Youth apprenticeship is a rigorous two-year elective program for high school juniors and seniors that combine academic and technical classroom instruction and on-the-job training from business mentors.

Wisconsin Department of Workforce Development

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and employment assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Under the DWD umbrella, a wide variety of employment programs can be found which include securing jobs for the disabled, assisting former welfare recipients as they make a transition into work, promoting 72 job centers, linking youth with the jobs of tomorrow, protecting and enforcing worker's rights, processing unemployment claims, and ensuring workers compensation claims are paid in accordance with the law. There are six divisions within the Department which is headed by a Secretary appointed by the Governor. For further information visit the web-site at www.dwd.state.wi.us.

Wisconsin Economic Development Association (WEDA)

The Wisconsin Economic Development Association fosters economic development in the state of Wisconsin by providing leadership in defining and advocating economic development initiatives by continually striving to develop the professional practice of economic development.

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7. Intergovernmental Cooperation

7.1 Introduction

In general terms, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions coordinate plans, policies, or programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services and jurisdictions or transferring territory.

Many issues cross jurisdictional boundaries, affecting more than one community. For example, air, water, and wildlife pass over the landscape regardless of boundaries so that one jurisdiction's activities with regard to air, water, and wildlife impact other jurisdictions downwind or downstream.

Today, increased communication technologies and personal mobility mean that people, money, and resources also move across jurisdictions, as quickly and freely as air and water. Persons traveling along roadways use a network of transportation routes, moving between jurisdictions without even realizing it.

Frequently, the action of one governmental unit impacts others. Increasingly, we have come to the realization that many vital issues are regional in nature. Watersheds, economic conditions, commuter patterns, housing, media markets, and effects from growth and change are all issues that spill over municipal boundaries and impact the region as a whole.

Intergovernmental Cooperation Benefits

There are many reasons intergovernmental cooperation makes sense. The following are some examples:

- Cost savings – Cooperation can save money by increasing efficiency and avoiding unnecessary duplication. Cooperation can enable some communities to provide their residents with services that would otherwise be too costly.

- Opportunity to address regional issues – By communicating and coordinating their actions, and working with regional and state jurisdictions, local communities are able to address and resolve issues which are regional in nature.

- Early identification of issues – Cooperation enables jurisdictions to identify and resolve potential conflicts at an early stage, before affected interests have established rigid positions, before the political stakes have been raised, and before issues have become conflicts or crises.

- Reduced litigation – Communities that cooperate are able to resolve issues before they become mired in litigation. Reducing the possibility of costly litigation can save a community money, as well as the disappointment and frustration of unwanted outcomes.

- Consistency – Cooperation can lead to consistency of the goals, objectives, plans, policies, and actions of neighboring communities and other jurisdictions.

- Predictability – Jurisdictions that cooperate provide greater predictability to residents, developers, businesses, and others. Lack of predictability can result in lost time, money, and opportunity.

- Understanding – As jurisdictions communicate and collaborate on issues of mutual interest, they become more aware of one another's needs and priorities. They can better anticipate problems and work to avoid them.

- Trust – Cooperation can lead to positive experiences and results that build trust between jurisdictions.

- History of success – When jurisdictions cooperate successfully in one area, the success creates positive feelings and an expectation that other intergovernmental issues can be resolved as well.

- Service to citizens – The biggest beneficiaries of intergovernmental cooperation are citizens for whom government was created in the first place. They may not understand, or even care about, the intricacies of a particular intergovernmental issue, but all Wisconsin residents can appreciate their benefits, such as costs savings, provision of needed services, a healthy environment, and a strong economy.

(Introduction taken from *Intergovernmental Cooperation, A Guide to Preparing the Intergovernmental Cooperation Element of a Local Comprehensive Plan*, WDOA, Division of Housing and Intergovernmental Relations, 2002).

This element will contain information regarding existing plans or agreements, opportunities for the future, and existing and potential conflicts, and will identify goals, objectives, policies, recommendations, and programs for intergovernmental cooperation.

7.2 Inventory of Existing Agreements

The City of Menasha is currently engaged in a multitude of formal and informal cooperative efforts that cover a wide variety of services provided by the city. They include:

Environmental Management

- The Fox River Steering Committee, a coalition of representatives from Neenah, Menasha, Appleton, De Pere, Wrightstown, Neenah-Menasha Sewerage Commission, and Green Bay Metropolitan Sewerage Commission, monitors PCB levels in the Fox River.

- Northeast Wisconsin Stormwater Consortium, of which Menasha is an active member, is dedicated to facilitating efficient implementation of stormwater programs locally and regionally that will both meet DNR and EPA regulatory requirements and maximize the

benefit of stormwater activities to the watershed by fostering partnerships, and by providing technical, administrative, and financial assistance to members.

- Waverly Sanitary District provides water and sanitary sewer service to portions of the city.

- The city has a separate water and sewer agreement with the Town of Menasha Sanitary District.

- The Neenah-Menasha Sewerage Commission provides service to portions of the Town of Menasha Sanitary District, Waverly Sanitary District, the Town of Neenah Sanitary District #1 as well as the cities of Neenah and Menasha.

- Winnebago County Solid Waste and Recycling accepts recyclables and solid waste from the City of Menasha for processing/disposal.

- The City participates in an urban clean sweep with the City of Appleton, Town of Menasha, Town of Harrison, Outagamie, Winnebago and Calumet counties.

Housing

- Winnebago and Calumet Counties HOME Program funds are made available to eligible city residents through the Winnebago County Housing Authority and Calumet County Planning Department

Transportation/Infrastructure

- There is an agreement with the Fox River Navigational Authority regarding operation of the lift bridges. In addition, the city works with the state with regard to bridge tenders. The city hires and administers the tender positions and the state reimburses the city for related expenses.

- Agreement with Winnebago County for placement of navigation buoys.

- The city's electric utility is part of Wisconsin Public Power, Inc. WPPI is a regional power company serving 49 customer-owned electric utilities. Through WPPI, these public power utilities share resources and own generation facilities to provide reliable, affordable electricity.

- Through financial support and cooperation, the city of Menasha supports Valley Transit, Valley Transit II and Dial-A-Ride. See the Transportation element of this Comprehensive Plan for more information about Valley Transit fixed route and para transit services.

- The city has agreements for snow plowing/road maintenance with the Town of Menasha, City of Neenah, Town of Harrison, and City of Appleton.

- The city has a chip sealing agreement with the Town of Menasha.

Economic Development

- The City of Menasha is a participating member of Fox Cities Economic Development Partnership. See Chapter 6 for a description of this organization.

- East Central Wisconsin Regional Planning Commission is responsible for preparing the regional Community Economic Development Strategy (CEDS). This document can be used to apply for funding for community development planning that is designed to assist in alleviating economic distress and unemployment.

- UW – Extension has partnered with the city on several economic development initiatives, most notably the Community Economic Development Preparedness Index. See Chapter 6 for more information.

- Both the Calumet County and Winnebago County Industrial Development Boards have funded economic development projects through revolving loan funds.

- The Winnebago County IDB provides roughly $7,000 per year to the city for economic development purposes through its per-capita economic development assistance program.

- Fox Cities Chamber of Commerce maintains a listing of available sites within the city's business parks and assists with business retention and attraction.

- Fox Cities Convention and Visitor's Bureau promotes various attractions in the city and has provided financial assistance for several projects.

- Menasha's Joint Review Board is made up of representatives from the Appleton and Menasha School Districts, counties and Fox Valley Technical College.

Planning

- Winnebago County maintains the city's geographic information systems database by creating shapefiles of the City's base mapping layers and updating them as new information becomes available on parcel splits, etc.

- The City of Menasha Community Development Department works with state agencies, UW-Extension, Calumet County, Winnebago County, East Central Wisconsin Regional Planning Commission and surrounding municipalities on numerous planning and economic development efforts.

Culture and Recreation

- The City of Menasha has reciprocity agreements for programs, park usage, and municipal use of park equipment with the Cities of Neenah and Appleton as well as the Town of Menasha.

- There is an informal agreement with the Town of Menasha to cross-publicize recreation programs in both the city and the town. Registration for cross-publicized programs can occur at either the town or city hall.

- There is an agreement in place with the Town of Menasha which provides for mutual maintenance and operation of the Trestle Trail.

- Communityfest is a public-private joint event with the City of Neenah which takes place on or near the 4th of July.

- The Menasha Library is part of the Winnefox Library System. Thirty public libraries from five counties hold membership with the Winnefox Library System. See Chapter 5 for more information about this program.

- The city has an informal agreement with the Menasha Joint School District for facility use. This agreement has been used at the high school for open swim, open gym and youth dance. Both Butte des Morts and Maplewood school facilities have been used for men's basketball.

- A brief list of programs or activities that the school district and city work cooperatively to provide to the public follows:
  - YMCA Soccer, Football and Elementary 4th and 5th Grade Leagues

Public Protection

- Neenah-Menasha Fire and Rescue Department Neenah- Menasha Fire Rescue was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department. Neenah- Menasha Fire Rescue currently has 68 career employees who are committed to preserving the lives and property within the Cities of Neenah and Menasha.

  The communities are served from four fire stations located in strategic areas to provide for efficient response to virtually any type of emergency situation, including fire suppression, auto extrication and ice/water rescue. Additionally, Neenah- Menasha Fire Rescue has mutual aid agreements with the Cities of Appleton and Oshkosh.

  Neenah-Menasha Fire Rescue has a mutual aid agreement with surrounding municipalities. Neenah-Menasha Fire Rescue has an agreement with Winnebago County for hovercraft and other water rescue.

- City of Menasha Police Department The city of Menasha has a mutual aid agreement for police protection with the City of Neenah and Appleton. The city's police department has an agreement with Winnebago County for boat patrol. The Police Department has an agreement with the area MEG unit to deal with drug related offenses. The department has an agreement with the Menasha Joint School district for the provision of a police liaison officer.

- Tri-Communities Crime Reduction Coalition (TRICOM) TRICOM is a tax exempt non-profit corporation. TRICOM was formed in January of 1994. TRICOM's Board of Directors is made up of community volunteers who work or live in the northern half of Winnebago County. TRICOM meets on the 3rd Friday of each month at 7:30 a.m. to 9:00 a.m. The meetings are open to the public and are held at the Neenah Police Department Community Room, 2111 Marathon Avenue, Neenah, WI 54956. For more information on becoming a TRICOM member, a local police crime prevention officer can be contacted. The following police agencies participate in TRICOM: Menasha Police Department, Winnebago County Sheriff's Office, Neenah Police Department, and Town of Menasha Police Department.

Finance/Administration and Legal

- The City of Neenah houses the city's tax roll data on their AS/400. Menasha's Comptroller has an agreement whereby the department performs various calculations for the Neenah-Menasha Fire-Rescue. In addition the city has a Solomon Software agreement with WPPI which allows the purchase of financial and payroll software and pay maintenance through the WPPI organization.

- The cost apportionment of Neenah-Menasha Fire Rescue (NMFR) operations is calculated by the Finance Department for both Menasha and Neenah.

- The City of Menasha shares a municipal court with the City of Neenah.

- The City Attorney has an informal agreement with the Cities of Appleton, Neenah, and Oshkosh for legal services in conflict of interest cases. The City Attorney is also a representative on the Winnebago County Grievance Review Board which is the disciplinary arm of the Sheriff's department. This board protects non-represented county employees.

- The Cities of Neenah and Menasha have formed the Joint Cable Television Committee and periodically join forces with the City of Appleton to negotiate franchise payments.

- The city participates in CVMIC (City, Village Mutual Insurance Company) with 45 other municipalities for liability and workers compensation Insurance.

Annexation and Boundary Agreements

- The City of Menasha has boundary agreements with the Towns of Menasha and Harrison and the City of Appleton.

Health and Education

- Agent of the State Agreements for a reserve sanitarian:
  - Winnebago County Health Department (restaurant facilities).
  - Department of Agriculture, Trade and Consumer Protection (convenience/grocery).

    - DHFS (restaurant facilities and a separate agreement for tattoo/body art establishments).
    - Department of Commerce (mobile home park inspections).
- Advocap Mealsite agreement.
- Winnebago County Commission on Aging (one agreement for the activity coordinator and one agreement for the supervisor).
- Agreement for Use of Birth Record Data with DHFS.
- Contract with the DNR to do asbestos compliance inspections.
- DWD Refugee Screening Contract.
- Agreement with Appleton Health Department for use of Monarch Scanner.
- Agreement with Trinity Lutheran and St. Mary's schools for health services.
- MOU with Winnebago County and Calumet County Register of Deeds for access to birth and death records for investigations.
- Dispensing Site Agreement with UW-Fox Valley.
- Agreement with UW-Green Bay and UW-Oshkosh Nursing Education Divisions.
- MOU with Winnebago County WIC Program for information sharing and immunization data.
- Mutual Aid Agreement with Winnebago County, Cities of Neenah and Oshkosh.
- Agreement with DHFS for use of Wisconsin Immunization Registry.
- The Menasha Joint School District (MJSD) works jointly with Fox Valley Technical College on the Quest program for high school students.
- MJSD has an agreement with the Appleton School District for Chance II, a charter school
- MJSD has many programs and services shared under 66.0301 cooperative agreements with surrounding school districts. Examples of such agreements are as follows:
    - Summer School Consortium
    - Valley Reading Recovery Consortium
    - Shared EBD (Emotional Behavior Disorder) Program
    - Shared Psychologist Services
    - Community Based 4K Program with YMCA
    - Community Based 4K Program with UWFV Head Start Program
    - Kim Central Credit Union with MHS
    - District Cell Phone Plan with Menasha and Neenah City, School, Police and Fire Departments

Other Agreements

The city periodically enters into intergovernmental agreements on special issues on an as needed basis.

7.3 Relationships with Other Governmental Units

General Government

The City of Menasha maintains relationships with various governmental entities at the local, regional and state levels. The city also deals with a number of federal agencies, primarily in the areas of transportation and environmental management. The following is a synopsis of those relationships and their significance to the city.

Towns

The City of Menasha shares a common boundary with the Town of Menasha and the Town of Harrison, located in Winnebago and Calumet Counties, respectively. Both entities have special purpose units of government operating within their boundaries providing water and sanitary sewer service to both City of Menasha and town residents (see Chapter 4, Utilities and Community Facilities for details on these relationships).

After years of conflict over annexations, the City of Menasha and both neighboring towns have come to an understanding about growth corridors and annexations. These understandings are memorialized in boundary agreements that have been adopted by the respective parties.

The boundary agreements have also created an environment that has opened the door to cooperative approaches on other ventures. Recent examples of these ventures include the conversion of the railroad trestle crossing Little Lake Butte des Morts into a bike-pedestrian trail that connects the City of Menasha to the Town of Menasha on the west side of the Lake. This trail connection is part of a multi-county connection which is planned to stretch from Manitowoc to Stevens Point (see Chapter 3, Transportation for more information on the Trestle Trail).

Another example of cooperation with towns was a project jointly undertaken by the City of Menasha, Town of Harrison and the Waverly Sanitary District. This multi-million dollar project involved the extension of "backbone" sewer and water facilities to serve growth areas in the city and town in the vicinity of CTH LP.

Cities

The City of Menasha shares common boundaries with both the City of Neenah and the City of Appleton. Cooperative initiatives have been undertaken on a wide spectrum of community functions and services. Examples include consolidation of the City of Menasha and City of Neenah fire departments, mutual aid agreements for police and fire protection, the presence of the Appleton Water Treatment Plant in the City of Menasha, park and recreation reciprocity agreements and a boundary agreement between the cities of Appleton and Menasha.

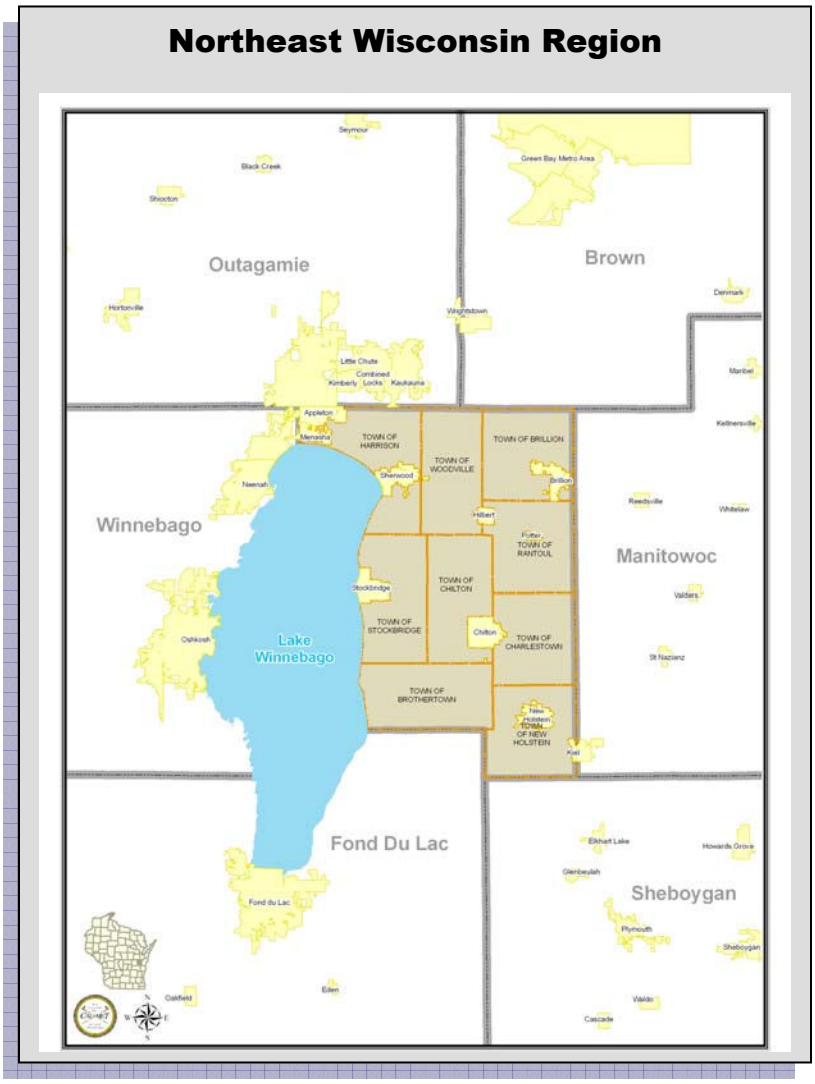
School Districts

The Menasha Joint School District (MJSD) and the Appleton Area School District (AASD) provide for primary and secondary education of Menasha residents. MJSD also provides service to Town of Menasha residents east of Little Lake Butte des Morts and a small portion of the City of Appleton.

Due to the longstanding relationships of the City of Menasha with the MJSD, and the presence of district facilities within the city, the capacity to cooperate in programs and share facilities is much greater than with the AASD. An example of an existing cooperative relationship is the sharing of school facilities for parks and recreation programs.

Region

In recent years Calumet and Winnebago County have been experiencing an increasing role in the region. Each county's significant population growth has resulted in an increased interdependent relationship in the region as a whole for economic development, transportation, natural resource protection, tourism, housing, and planning. This is evident by the number of regional programs and groups that are available to the counties and local municipalities including the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, New North, Inc., Northeast Wisconsin Regional Economic Partnership, and several other regionally focused efforts. Calumet and Winnebago County, as well as many local municipalities, are active participants in regional efforts and cooperation and will continue to be in the future.



East Central Wisconsin Regional Planning Commission

The Commission is the official comprehensive planning agency for the East Central Wisconsin Counties of Calumet, Fond du Lac, Green Lake, Marquette, Menominee, Outagamie, Shawano, Waupaca, Waushara and Winnebago. Services provided by the Commission include comprehensive and land use planning; transportation improvement and corridor planning; open space, recreational and environmental planning; economic development; demographic information and projections; technical assistance to local governments; geographic information services, and aerial photography distribution. The City of Menasha has worked with ECWRPC in the past in order to facilitate some of its planning efforts.

State

The City of Menasha and Calumet and Winnebago Counties maintain relationships with a variety of state agencies and departments. The majority of these relationships may be characterized as regulatory in nature. Calumet and Winnebago Counties, acting as arms of the state, must ensure enforcement of many state regulations and rules and therefore work with a variety of state agencies and departments on rule enforcement, compliance monitoring, and reporting. The city has a more limited role in dealing with state regulations. The counties relationships are most common with departments such as the Department of Natural Resources, Department of Revenue, Department of Health and Family Services, and Department of Justice.

The City of Menasha and Calumet and Winnebago Counties also maintain relationships with state agencies that are more related to program implementation. These programs can include goals to improve economic development, housing, natural resources, education, and cultural resources. These types of relationships are most common with departments such as Agriculture, Trade and Consumer Protection, Department of Commerce, State Historical Society, Department of Transportation, Department of Tourism, Department of Public Instruction, and the Department of Natural Resources.

Overall, the majority of state agencies and departments have both a regulatory function and a program based or advancement and planning function. The City of Menasha has a good working relationship with a number of state agencies that help ensure compliance with state regulations as well as the advancement in providing services to citizens.

7.4 Intergovernmental Opportunities, Conflicts, and Resolutions

Potential Opportunities

Numerous opportunities exist for further cooperation with other units of government. Four primary intergovernmental opportunities include the following:

- Cooperation with services
- Cooperation with regulations
- Cooperation by sharing revenue
- Cooperation with boundaries

Several of these potential opportunities are described as follows:

Opportunity	Other Governmental Unit Assistance
1. Assistance in rating and posting local roads for road maintenance and road improvement planning.	Calumet County Highway Department Winnebago County Highway Department
2. Update and amend comprehensive plan and/or ordinances when applicable.	Community Development Department Calumet County Planning, Zoning, and Land Information Office Winnebago County Planning Department East Central Wisconsin RPC

Opportunity	Other Governmental Unit Assistance
	Neighboring municipalities
3. Develop plan implementation ordinances and other tools.	Community Development Department Calumet County Planning, Zoning, and Land Information Office Winnebago County Planning Department East Central Wisconsin RPC Neighboring municipalities
4. Work with the school district to anticipate future growth, facility, recreation, and busing needs.	School District
5. Share excess capacity of the wastewater or municipal water system.	Neighboring municipalities
6. Share community staff, office equipment, or construction and maintenance equipment.	Neighboring municipalities
7. Coordinate shared services or contracting for services such as police protection, solid waste and recycling, recreation programs, etc.	Neighboring municipalities Calumet County Winnebago County
8. Improve the management of lands in planned extraterritorial growth areas through annexation, extraterritorial authority, official mapping, or boundary agreements.	Neighboring municipalities
9. Cooperatively manage land use and development to ensure continuing groundwater quantity and supply.	Calumet County Planning, Zoning, and Land Information Office Winnebago County Planning Department Neighboring municipalities
10. Improve attractiveness of community entrance points.	Neighboring municipalities

Potential Conflicts and Resolutions

Several potential conflicts may develop through the course of the planning period. Potential conflicts can be most effectively addressed in a "pro-active" fashion. In other words, pursuing opportunities will often avoid future conflicts. Potential conflicts and the process to resolve the conflicts are summarized as follows:

Potential Conflict	Process to Resolve
1. Boundary agreement negotiations.	Joint community plan commission meetings to discuss issues.
2. Low quality commercial or industrial building and site design along shared highway corridors or community entrance areas.	Joint community plan commission meetings to discuss issues. Cooperative design review ordinance development and administration.

Potential Conflict	Process to Resolve
3. Surface water quality issues (location of regional facilities, cost apportionment).	Joint community plan commission meetings to discuss issues. Cooperative planning and implementation of regional storm water policies.
4. Construction of buildings or other improvements in areas planned for future parks, street extensions, or other public infrastructure.	Distribution of plans and plan amendments to adjacent and overlapping governments. Joint community plan commission meetings to discuss issues. Cooperative planning and implementation of official mapping.
5. Concern over poor communication between communities and school districts, sanitary districts, and other special governmental units.	Distribution of plans and plan amendments to adjacent and overlapping governments.
6. Increasing cost of providing services and amenities such as parks, recreation programs, libraries, etc., that benefit the surrounding region.	Cooperative planning for revenue sharing, shared service agreements, impact fees, level of service standards, etc.

7.5 Boundary Agreements and Provision of Services

Boundary and Land Use Agreements

Decisions about municipal boundaries are usually linked to land use and utility service decisions. Towns and neighboring villages/cities should work toward mutually agreeable solutions for long-term municipal boundaries and land use. The Land Use chapter of this document addresses this issue in detail.

Continuing cooperation on comprehensive plans is one good way to achieve coordination among neighboring communities. Going further, plans can be formalized through intergovernmental boundary and land use agreements. Formal intergovernmental agreements may cover agreed future land uses in planned transition areas, set long term municipal boundaries, or set utility expansion limits. Such agreements help minimize potential for future conflicts as time passes.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under state law. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires state approval of the agreement, but does not have some of the limitations of the 66.0301 agreement format.

The City of Menasha currently has boundary agreements with the City of Appleton, Town of Harrison, and the Town of Menasha. Please see Map 7-1 for the boundaries of these agreements.

The agreements in place will all be up for review during the planning period and it is essential that the city work to ensure that all agreements protect their long term interests.

Map 7-1 Boundary Agreements

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Cooperative Provisions of Utilities, Services, and Community Facilities

Consolidating and coordinating services and facilities between communities is done with the intent to achieve cost savings and improvement in services. Cooperative service agreements are particularly important in the current era of diminishing government financial resources. To advance intergovernmental cooperation with respect to community facilities and utilities, the community should:

- Encourage cooperative utility system planning in areas that are already developed but may need a higher or more reliable level of sewage treatment over the 20 year planning period. Coordination between neighboring communities on this issue is of particular relevance where higher density developments are close to villages and cities with public utilities. Other alternatives for waste treatment for these types of areas include group (or community) waste treatment systems or separate sanitary or utility districts.

- Ensure Calumet and Winnebago County policy continues to guide urban development into areas with public sanitary sewer and/or water systems and assist in working out intergovernmental agreements between towns and nearby cities or villages to extend public services into development areas in accordance with area development plans.

- Continue discussions with local communities and neighboring counties on the provision of emergency medical services in the county to ensure adequate service delivery for residents over the long term, particular given the aging population.

- Encourage the development and continuance of joint service agreements between communities. Key public services provided to residents and property owners include public education, police and fire protection, emergency medical service, road maintenance, trash collection, recycling, and snow removal. Calumet and Winnebago County communities should recognize a negotiating position that results from common geographical and administrative intent and the resulting strength in numbers. There is an existing potential to save taxpayer dollars through forming a united intergovernmental partnership for purchase of heavy equipment, supplies, capital items and through the bulk purchase of common items such as road salt. Purchases can be directed through the partnership to allow for consolidated purchases, economies of scale, and leveraged price points.

7.6 Intergovernmental Cooperation Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding intergovernmental cooperation.

Goal: Establish mutually beneficial intergovernmental relations with other units of government.

Objectives

1. Improve cooperation and coordination with adjacent municipalities and counties regarding long-range planning and land use controls.

2. Continue to develop the cooperative working relationships the city has established with neighboring communities and the counties.

3. Increase cooperation with neighboring communities and counties to provide efficient and effective emergency services, street maintenance, recreation, and other services when appropriate.

4. Improve communication to the public regarding the announcement of meetings, activities, development projects, programs, and issues.

5. Monitor the effectiveness of cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.

7.7 Intergovernmental Cooperation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. Continue cooperative planning efforts with surrounding towns, districts, associations, service providers and the counties.

2. Continue to work with neighboring communities to match land use plans and policies along municipal boundaries to promote consistency and minimize potential conflicts.

3. Departments/offices or agencies should evaluate the cost effectiveness of existing programs/operations and consider the feasibility of joint or cooperative services.

4. Neighboring communities and districts shall be invited to participate in any future amendments or updates to the comprehensive plan; likewise, city representatives will endeavor to participate in comprehensive plan activities of surrounding municipalities and the counties.

5. Encourage East Central Wisconsin Regional Planning Commission to lead regional initiatives aimed at achieving greater intergovernmental coordination.

6. Consider opportunities for coordinating educational efforts regarding planning, land use regulation, implementation or resource management with neighboring communities.

7. A multi-jurisdictional planning effort will be considered when the comprehensive plan is updated.

8. Planning materials, reports, and studies obtained from neighboring jurisdiction shall be kept in a central location and utilized when decisions that affect land use are made.

9. Continue to explore opportunities for trading, renting, sharing, or contracting new equipment from neighboring jurisdictions.

10. Continue to explore opportunities for sharing community staff or contracting out existing staff availability.

11. Continue to explore options for joint use of all community facilities which have available capacity.

12. Participate in the Chamber of Commerce Local Issues Committee to maintain regular contact with federal and state legislators.

13. Continue participation in/membership of regional intergovernmental collaborative efforts such as the Fox Cities Economic Development Partnership, Northeast Wisconsin Stormwater Consortium, Fox Cities Chamber of Commerce, and others.

14. Continue to improve public accessibility to information regarding government services, meetings, activities, development projects, and programs.

15. Continue to work with other local municipalities in the exploration of a Regional Transit Authority.

16. Monitor the effectiveness of cooperative boundary agreements with neighboring communities to address annexation, expansion of public sewer and water services, and growth management between neighboring communities.

7.8 Intergovernmental Cooperation Programs and Resources

The following programs and resources are currently utilized by the city or are available for use to implement the goals, objectives, policies, and recommendations identified.

Office of Land Information Services, Municipal Boundary Review

Municipal Boundary Review regulates the transition of unincorporated areas to city or village status through municipal annexation, incorporation, consolidation, or by joint city-village-town activities involving cooperative boundary plans and agreements. Such agreements may change

territorial boundaries and may provide for the sharing of municipal services. Staff members are available upon request to meet with local officials and citizens to discuss annexation, incorporation, consolidation, and cooperative boundary plans. Contact the Wisconsin Department of Administration, Office of Land Information Services for further information.

League of Wisconsin Municipalities

The League of Wisconsin Municipalities is a not-for-profit association of municipalities. Established in 1898, the League acts as an information clearinghouse, lobbying organization, and legal resource for Wisconsin municipalities. Its membership consists of 378 villages and all of the 190 cities in the state.

UW-Extension Local Government Center

The mission of the Local Government Center is to provide focus, coordination, and leadership to UW System educational programs for local government, and to expand the research and knowledge base for local government education. The Center conducts and coordinates educational programming in general local government, local government finance, growth management, and community planning and design. Additional programs are under development. Educational programs are delivered through the two-way audio Educational Telecommunications Network (ETN), satellite television, and state-wide and regional workshops. The Center supports the programming of county-based Extension faculty. A variety of resources regarding intergovernmental cooperation is available through the Local Government Center. For further information visit its web-site at www.uwex.edu/lgc/.

Wisconsin Partnership

The state of Wisconsin offers local government contract purchasing, technical advice, data and financial assistance to more efficiently provide government services and increase cooperation. At www.WisconsinPartnership.wi.gov a variety of information is provided to help local governments become more cost-effective.

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8. Land Use

8.1 Introduction

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, attitudes, and legal and political considerations all have land use impacts.

8.2 Existing Land Use

Table 8-1, Figure 8-1, and Map 8-1 detail the existing land uses found in the City of Menasha. Land use is a means of broadly classifying different types of activities relating to how land is used.

Land Use Inventory

Existing land use as of 2004 was inventoried by the East-Central Wisconsin Regional Planning Commission using aerial photography, other existing maps, field verification, and input from local communities. The existing land use inventory incorporates land use classifications that were determined to best represent the character and features of the county while being classified consistently throughout the East-Central planning region.

Residential

Residential land use accounts for approximately 1353 acres, or 41%, of total land use in the City of Menasha. Residential development is located throughout the city. In most cases the densest development is at the center of the city and less dense development is on the edges of the city boundary. Single family residential accounts for the greatest proportion of residential development, approximately 1214 acres. A small portion of residential development - 99 acres- is multi-family residential while the remaining acreage is occupied by mobile homes.

Menasha's residential neighborhoods offer an array of housing choices in the form of architectural style, size, age and value. The city's oldest neighborhoods reflect the rich history of Menasha. Some of these older neighborhoods also hold many of the highest quality homes in Menasha, the east side of Doty island being the prime example. Areas in mid and west Doty island and the near downtown area developed with smaller more affordable homes. It is in these

areas that many homes were converted to rental units. In recent years, however, conversions back to single family housing have been more prevalent.

Menasha's residential development pattern is not unusual when compared to other cities, with the earliest development occurring near waterways and the downtown, and spreading north and east (in Menasha's case).

Industrial

Approximately 202 acres, or 6.1%, of existing land use in the city is in industrial development. This includes 17.3 acres of quarry. Industrial lands are principally located in seven corridors – along the Fox River from the Racine Street Bridge to Little Lake Butte des Morts, Third Street from Little Lake Butte des Morts east to Sheboygan Street, Milwaukee Street from Seventh Street south to Third Street, Midway Road from STH 441 east to Midway Place, Valley Road, Earl Street and the Midway Business Park and vicinity.

The first industries to locate in Menasha started their businesses on the Fox River or Little Lake Butte des Morts. Some still remain, while later industrial development located on the rail corridor and later still near main highway transportation routes. During the past 10 years, new industrial development has been concentrated in the Midway Business Park and along Valley Road, both near the northern boundary of Menasha.

Commercial

Commercial development accounts for approximately 289 acres or 6.9% of total existing land use in the city.

Menasha's commercial activity is mainly located in or around four areas:

- Midway Road/Oneida Street. This area has been experiencing a good deal of new commercial development.
- Midway Road/STH441/STH 47 (Appleton Road). This corridor experienced a good deal of development during the 1980's and 1990's and will not likely change much within the planning period. However, with the recently updated parking standards, there is opportunity for some redevelopment within existing parking lots, particularly at Shopko, Shopko Plaza and Piggly Wiggly.
- Third Street (STH 114)/Racine Street. Redevelopment has been instrumental in the vitality of this district. It is expected that much this area will continue to transition to an active retail, dining and entertainment environment.
- Downtown Menasha. Starting with the construction of the Menasha Marina in the mid-1980's, the downtown has been slowly evolving to accommodate market needs. Currently there is a mix of retail, corporate office, dining, residential and service uses. The downtown is rich with historic buildings and also boasts frontage on the Fox River.

Additional retail is located in the downtown area and smaller neighborhood nodes including Broad and De Pere Streets, and Ninth and Racine Streets.

Transportation and Utilities

Transportation and utility features account for a significant portion of existing land use in the City of Menasha, 261 acres or 7.9% of total land use. Typically utilities run along transportation routes.

Institutional

Institutional uses account for 145.5 acres or 4.4% of total existing land use in the city. Many of these institutional uses are concentrated in the center of the city, but they are scattered throughout the community. Institutional uses include the city hall, fire department, schools, library, and other public related land uses.

Farm and Cropland

Farm and cropland is a relatively small percentage of the city land use. Approximately 127 acres or 3.9% of total land use is in farm and cropland. Any farm and cropland within the city boundary is located along the outskirts of the city. As development in the city grows and agricultural land is transitioned into more intense development, small-scale urban agriculture such as community gardens will be encouraged.

Forestlands

Forestlands account for 219 acres or 6.7% of total land use in the City of Menasha. These woodlands lie mostly within the Heckrodt Wetland Reserve and Menasha Conservancy and in low-lying areas adjacent to STH 114.

Recreational

Approximately 146 acres, or 4.5%, of total existing land use is in recreational features. Much of this acreage is in city managed parks or school district athletic/park facilities. Another 100 acres of passive recreational land – the Heckrodt Wetland Reserve and Menasha Conservancy, are included in the "forestlands" category described above. These areas are scattered throughout the community.

Open/Other

Open/other land contributes a total of 554 acres or 16.8% of total land use. The majority of these properties are platted and vacant lots in commercial and industrial areas. This acreage also consists of vacant infill lots throughout the city.

Water

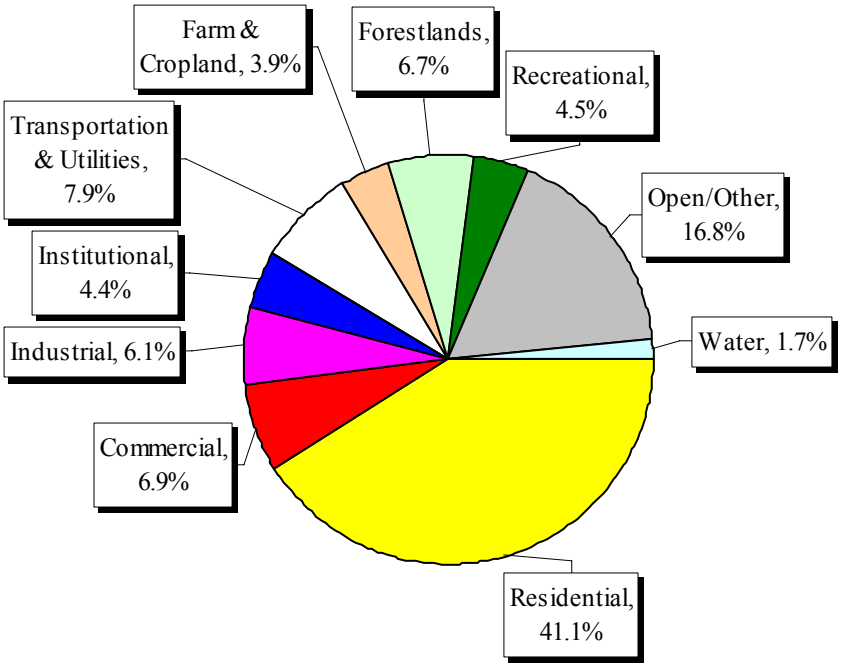
Water makes up a small portion of total land use in the city, only 55.7 acres or 1.7% of total land use.

Table 8-1
Existing Land Use, City of Menasha, 2004

Feature	Acreage	% of Total
Residential	**1,353.3**	**41.1%**
Single Family Residential	1,213.8	36.9%
Multi-Family	99.0	3.0%
Mobile Home	40.4	1.2%
Commercial	**228.7**	**6.9%**
Industrial	**202.0**	**6.1%**
Quarry	17.3	0.5%
Institutional	**145.5**	**4.4%**
Transportation & Utilities	**260.9**	**7.9%**
Farm & Cropland	**127.4**	**3.9%**
Forestlands	**219.1**	**6.7%**
Recreational	**146.8**	**4.5%**
Open/Other	**554.2**	**16.8%**
Water	**55.7**	**1.7%**
Total	3,293.6	100.0%

Source: Calumet County Planning Department.

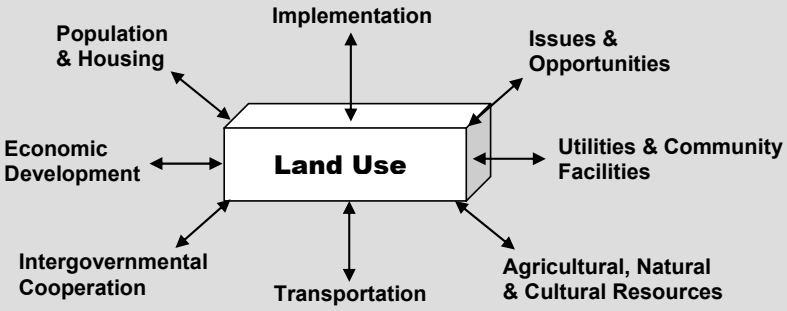
Figure 8-1
Existing Land Use, City of Menasha, 2004



Source: Calumet County Planning Department.

Land Use Connections

Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.



Map 8-1 Existing Land Use

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8.3 Supply, Demand, and Price Trends

Equalized Valuation

The equalized value of real property provides insight into land pricing and is a vital component to the provision of public facilities and services. The increase in real property in a community allows for additional tax revenue necessary to fund public facilities and service programs.

Equalized values are based on the full market value of all taxable property in the state, except for agricultural land. In order to provides property tax relief for farmers, the value of agricultural land is determined by its value for agricultural uses rather than for its possible development value, which is termed a "use value" system, rather than one based on full market value.

Table 8-2 details the total equalized values for the City of Menasha from 2001 to 2005 by land category.

Table 8-2
Equalized Valuation, City of Menasha, 2001-2005

Year	Residential	Commercial	Manufacturing	Agricultural	Other*	Total Real Estate
2001	$478,869,500	$146,199,000	$79,530,700	$49,500	$9,600	$704,658,300
2002	$524,767,400	$151,574,600	$78,797,900	$81,900	$69,900	$755,291,700
2003	$557,818,600	$156,402,900	$71,837,500	$37,700	$130,000	$786,226,700
2004	$599,350,300	$171,530,600	$74,793,100	$27,500	$70,100	$845,771,600
2005	$631,691,100	$177,415,500	$74,718,900	$0	$0	$883,825,500

Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 2001-2005. *Includes forest, agricultural forest, undeveloped, and other land.

8.4 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the City of Menasha. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during the plan implementation. Note that some of the following conflicts are in regard to local issues, some to county level issues, and some involve both levels of government involvement.

Existing Land Use Conflicts

- Development near environmentally sensitive areas.
- Storage of junk vehicles and general lack of property or building maintenance.
- Non-uniform management of zoning, site plan, architectural and landscape design requirements between the city and neighboring municipalities.
- Residential and industrial or high intensity commercial incompatibility.

- Presence of poorly designed or unattractive commercial or industrial development in older developed portions of the city.
- Lack of screening or buffering between incompatible uses existing prior to ordinance adoption.

Potential Land Use Conflicts

- Poorly designed or unattractive development in community gateways or entrance points.
- Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
- Meeting the service demands of newly developed areas.
- Controlling and managing development along highway corridors and interchanges.
- Siting of stormwater management facilities.
- Ensuring compatibility of mixed use development in redeveloping industrial corridors.
- Balancing community values with density goals of the comprehensive plan.
- Integrating low-impact/sustainable neighborhood design with existing development.
- Balancing compatibility of development (massing, architectural design) with increasing density.
- Acquiring lands for public use, such as trails.
- Private use of shoreline areas vs. natural resource/habitat protection.
- State regulations creating nonconformities.
- Historic preservation vs. urban renewal.
- Addressing the housing needs of disadvantaged persons in existing neighborhoods.

8.5 Projected Supply and Demand of Land Uses over Planning Period

Table 8-3 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2025 in the City of Menasha. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

Table 8-3
Projected Land Use Demand (acres), City of Menasha, 2000-2030

Year	Residential [1]	Commercial/Industrial [2]	Institutional [3]	Agricultural/Open Land/Forests [4]
2000	1,353.3	430.7	553.2	900.7
2005	1,407.7	448.0	575.5	806.7
2010	1,445.4	460.0	590.9	741.6
2015	1,484.3	472.4	606.8	674.5
2020	1,529.7	486.9	625.3	596.0
2025	1,581.9	503.5	646.7	505.9
2030	1,630.5	518.9	666.5	422.0

[1]Residential includes single family, multiple family, and mobile homes.
[2]Commercial/Industrial includes commercial, industrial, and quarries.
[3]Institutional includes institutional, transportation, utilities, and recreational land.
[4]Agricultural includes farm and cropland, forestlands, and open/other land.

Year 2000 acreage figures were obtained from existing land use calculations as described in Table 8-1. Year 2005 to 2030 acreage calculations were projected by utilizing East Central Wisconsin Regional Planning Commission's population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the city's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he/she does today. The projected decline in agricultural/open land/forests is based on the amount of land projected to be needed by the other three categories.

Map 8-2 Natural Resource Management

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8.6 Future Land Use

The future land use plan is a primary component of the comprehensive plan and should be used as a guide for local officials when considering future development within the community. Land use planning must have long-range perspective and therefore will need to be evaluated periodically to ensure consistency with changing trends and conditions. Major components of the future land use plan include the future land use map and the future land use classifications. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals, objectives, and management policies for long term use and development. The future land use map can be used to help guide land use decisions through a number of different implementation tools. Refer to the Implementation element for further detail on available tools and regulations and recommendations of the planning period.

Future Land Use Plan Summary

The major components of the future land use plan include the Year 2030 Future Land Use Map and the Future Land Use Classifications. The Future Land Use Map represents the areas of planned land uses coordinated through long term community design, infrastructure improvement, and economic development strategy. The map displays land use intent through the future land use classifications which generally summarize the policies under which development should occur. Future development will be directed to the appropriate designated areas in conjunction with coordinated land use strategy and the city's ability to provide necessary municipal services.

The designated land uses, both inside the city boundary and in the extraterritorial areas, are consistent with the long-term plans of the city. The city has experienced significant economic impact with changes and reductions in employment in the industrial sector, which will have short and long term implications. Overall, the city's plan is to grow its local economy and is therefore positioning itself to face increased demands for residential, commercial, and industrial land uses. The overall growth in both Calumet and Winnebago Counties will most likely have positive impact on the city during the planning period. Demands for residential could be somewhat substantial assuming that population trends are an indicator of land use demand.

A summary of the map is discussed below, followed by the intent of the Preferred Land Use Classification.

Residential

The majority of future residential development is expected to occur east of Oneida Street, in the portion of Menasha that is located within Calumet County. Residential redevelopment may also occur, particularly in some of the waterfront areas of Menasha.

Commercial

Future commercial growth depicted on the Future Land Use Map is primarily in response to current ongoing efforts to create cohesive commercial districts in the City of Menasha. There is a desire to encourage commercial growth along the main transportation routes of the community

both within the city and in the extraterritorial area, strengthen neighborhood commercial nodes, and encourage full occupancy in the downtown. As the planning process continues it is recommended that the city, through its review process, continue to apply development criteria for each area of development.

Industrial

The areas that are designated for possible industrial growth areas on the Future Land Use Map include both land within the city and land located in the extraterritorial area. Much of the industrial growth is slated for the already established TIF districts and industrial parks. These areas are typically located along major transportation routes to facilitate the movement of raw materials and finished products.

Along with anticipated engineering feasibility review and municipal cost analysis, the city should ensure that industrial development at the primary entry and exit points of the city is done in such a way that the buildings and sites are attractively designed as they establish a community image.

Agriculture

As development in Menasha continues, what little agricultural land remains in the city boundary will slowly disappear. As much of the agricultural land in the city transitions to higher density uses, small scale urban agriculture such as community gardens will be encouraged.

Extraterritorial Jurisdiction

Purpose and intent for land use classifications are the same for properties located within the city boundary as they are for properties located within the extraterritorial area. In terms of extraterritorial coordination of future land use, the City of Menasha has adopted a subdivision ordinance and is a class three (3) municipality by population. Menasha has the statutory ability to, and has been engaging the review of land divisions within 1.5 miles from its existing border. The intent of planning for areas outside of the existing border is to communicate long term intent of the anticipated future land use pattern and to ensure the proper coordination of development review in areas defined within the extraterritorial area.

Future Land Use Classifications and Map

The future land use classifications represent the desired arrangement of future land use. The classifications are intended to reflect community desires and to display how land is planned for future use(s). The classifications were used to create the future land use map to graphically represent the desired arrangement of land use for the next 20 years and to guide and assist in growth management decisions and community development. The classifications address the type of intended use, the location of development, and density.

According to Section 66.1001 Wis. Stats., Comprehensive Planning, the Land Use element of a comprehensive plan must specify the general location of future land uses by net density or other classification. To address this requirement, the following future land use classifications have been developed for the City of Menasha to promote the desired features of the community. The

future land use classifications are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use.

The future land use classifications are not zoning districts and do not have the authority of zoning. However, they can be used to help guide land use decisions through a number of different implementation tools such as land division ordinances and coordination with zoning regulations. The classifications are intended for use by local officials as a guide when making land use management decisions.

Detailed below are the classifications that were selected by the City of Menasha:

- Single Family Residential (yellow)
- Multiple Family Residential (dark orange)
- Mobile Home Park
- Commercial (red)
  - Community Commercial
  - Regional Commercial Destination
- Industrial (dark purple)
- Government/Institutional
- Mixed Use
  - Mixed Use Neighborhood Center
  - Central Business District Mixed Use Area
- Utilities and Communications (Gray and white diagonal stripe)
- Parks and Recreation (green)

Single Family Residential (Yellow)

Purpose and Intent

The Single Family Residential designation is intended to include existing and planned single family residential development as well as other forms of residential development that will be served by municipal sewer and water systems and as dictated by the city's zoning code and map. Planned residential expansions will primarily occur through recorded subdivisions. Densities allowable in this designation are provided in terms of minimum lot sizes (dwelling units per acre) and will be regulated by the city's zoning ordinance as found in the R-1 and R-1A districts. The city should consider adopting a density-based zoning system to regulate residential concentrations instead of imposing lot size requirements as the zoning structure does today. This would alleviate some conflicts on existing nonconforming lots and may allow for more creative or low impact subdivision designs.

The residential areas designated on the future land use map reflect all areas that are currently in or are planned for single family residential use. The Single Family Residential district is intended to accommodate primarily single family residential development, but may allow some additional uses such as schools, churches, parks, elder care facilities, and some appropriately scaled neighborhood-serving commercial uses. Development other than single family residential development may be subject to a special use permit process.

- Minimum lot size is 7,200 square feet.

- Modifications to development standards applicable to this category should address minimum open space and should seek greater roadway and pedestrian connectivity.
- Use of the Planned Unit Development District (hereinafter referred to as PUD) would be acceptable in this Future Land Use Classification.
  - PUD established to provide a project specific regulatory framework designed to encourage and promote improved environmental and aesthetic design in the city by allowing for greater freedom, imagination and flexibility in the development of land while insuring substantial compliance to the basic intent of the zoning ordinance and the general plan for community development.

Multi-Family Residential (Dark Orange)

Purpose and Intent

This category provides for existing and planned multi-family residential development as well as other forms of residential development that will be served by municipal sewer and water systems. These higher density areas provide opportunities to diversify the housing stock by accommodating dwelling types that still maintain a compatible neighborhood scale and character. Densities will be regulated by the city's zoning ordinance as found in the R-2, R-2A, R-3 and R-4 districts.

This category also accommodates duplexes, triplexes, and four-plexes, apartment dwellings, condominiums, elder care facilities and various other forms of multi-family housing. Creating opportunities for diverse types of housing will become increasingly important to respond to demographic shifts and the continued need for affordable housing region-wide. This land use classification is ideally suited near major activity and employment centers and in areas near existing transit service or areas suited for future transit service.

The Multi-Family Residential Future Land Use Classification reflects areas that are currently in residential use and some areas that are currently in or planned for higher density residential uses. It also includes the majority of areas that are currently zoned for multi-family uses. A limited higher density multi-family development may also be permitted in appropriate locations along the periphery of this designation adjacent to transportation corridors, commercial areas, and schools. This designation may also support complementary non-residential uses such as neighborhood retail, services, institutional, and civic uses, although such uses are not depicted on the Preferred Land Use Map.

- Lot sizes will be determined by the number of units in the development, with no less than 750 square feet per unit (consistent with existing R-4 language).
- Other uses generally allowed in this district could include public and quasi-public use, elder care facilities, utilities, and multi-family structures greater than eight (8) units.
- Use of the Planned Unit Development District would be an acceptable use in this Future Land Use Classification.

Mobile Home Park

Purpose and Intent

The Mobile Home Park designation is intended to include existing and planned areas that are utilized exclusively for mobile or quality manufactured housing. Densities will be regulated by the city's zoning ordinance as found in the Residential Mobile Home (R- M.H) district and meet requirements of applicable federal HUD standards. This designation is intended to accommodate single family residential development, but may allow some additional uses in accordance with the city's zoning code.

- Mobile Home Parks should use adequate setbacks, screening, and buffering
- Other uses generally allowed in this designation could include public and quasi-public uses, elder care facilities, and utilities in accordance with the Zoning Ordinance.

Commercial (Red)

Purpose and Intent

Commercial areas are those where activity is centered on the production, distribution, and sale of goods and services. This land use category accommodates two subcategories of existing and future commercial activities: Community Commercial and Regional Commercial Destination. These areas provide employment opportunities and strengthen the city's commercial base. Standards should be continually reviewed to maximize compatibility of these uses with adjacent land uses, to minimize traffic congestion and overloading of public infrastructure systems, and to ensure a high standard of site, landscape and architectural. Densities will be regulated by the city's zoning ordinance as found in the C-1, C-2, C-3 and C-4 districts.

- *Community Commercial.* This category applies to areas that accommodate retail, professional office and service-oriented business activities that serve more than one residential neighborhood. These areas are typically configured as "nodes" of varying scales at the intersection of arterial roads, or at the intersection of arterials and collectors. Community commercial areas typically will include some neighborhood-serving commercial uses as well as larger retail uses including restaurants, specialty retail, mid-box stores, and smaller shopping centers. They may also include churches, governmental branch offices, schools, parks, and other civic facilities.

- *Regional Commercial Destination.* This category applies to large concentrations of commercial uses that serve or draw a regional market, such as major shopping centers, stand-alone big-box retail, tourist attractions and supporting accommodations, and automobile-oriented commercial uses that rely on convenient access from major transportation routes and highway interchanges. Such properties are often configured in a manner or are located in areas that may not be suitable for the introduction of mixed uses. This classification is primarily located along the major transportation corridors in Menasha.

- Large gaps in street walls (the line of attached building facades along the street frontage) should be avoided.

- Reuse and/or redevelopment of vacant commercial buildings is especially encouraged.

- Use of the Planned Unit Development District would be acceptable in this Future Land Use Classification.

Industrial (Purple)

Purpose and Intent
The Industrial designation includes existing and planned industrial development that will be served by municipal sewer and water systems, served by highways and roads that can accommodate transportation needs of industrial uses, and as dictated by the city's zoning code and map. Densities will be regulated by the city's zoning ordinance as found in the I-1 and I-2 districts.

The Industrial classification is intended to include Menasha's existing and planned business park and business expansion areas. This designation is intended to be served by appropriate water and sewer facilities to meet industrial business requirements and provide an area for industrial uses that provide employment for local citizens as well as support the local tax base of the City of Menasha.

- Use of the Planned Unit Development District would be acceptable in this Future Land Use Classification.

- Lot minimum is one acre in area.

- Site plan requirements will be applied to review development proposals in accordance with city plans and codes.

Governmental/Institutional (Blue)

Purpose and Intent
The Governmental/Institutional designation refers to individual or concentrations of government operations and uses, including government administrative offices, libraries, police, fire, and EMS services, infrastructure and utilities. Schools, university and college campuses, and similar educational uses and centers are also a part of this designation, as are community institutions that are privately or semi-privately owned, such as churches, medical and health care facilities.

The Preferred Land Use map shows existing and planned areas for land uses intended for public and quasi-public uses (not including park and recreation areas). It is important for public and institutional developments within this designation to set a high standard for architecture and site design for the community.

- Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking and loading areas as required by the Menasha Zoning Ordinance.

Mixed Use (Light Purple)

Purpose and Intent

The mixed use category refers to areas that combine retail, service and other commercial uses with office and/or residential use in the same building or on the same site. Mixed-use areas can create vibrant pedestrian-oriented urban environments by bringing complementary activities and public amenities together in one location at various scales. Examples of existing mixed-use characteristics are currently found in Menasha's downtown. Newly proposed mixed-use areas are intended to create similar higher density, pedestrian-friendly environments where the variety of uses enables people to live, work, play and shop in one place. There is also a possibility that these areas can become destinations for the city or even the region.

Mixed uses can be integrated vertically, with the upper floors used for office or residential and the ground floor for retail or service uses. They can also be integrated horizontally, with retail or service uses in the portion fronting the street with offices uses or residential behind. Mixed-use development can also be horizontally integrated when two or more structures are developed on one site.

To support land use policies aimed at promoting more compact, sustainable development patterns, which can help reduce auto trips, increase connectivity, encourage walking and the use of transit, and also help expand housing choices near employment and activity centers, the Preferred Land Use Map sets aside several areas for two types of mixed use designation. These categories differ primarily in the scale and intensity of development encouraged in them, and should be implemented through zoning and development standards that encourage appropriate form and character.

- *Mixed Use Neighborhood Center.* This designation applies to smaller areas of mixed commercial use within existing and new neighborhoods. These areas are primarily adjacent to, or part of, larger residential neighborhoods. Neighborhood Center mixed use areas abut roadway corridors, or are located at key intersections. They may also function as gateways into the neighborhoods they serve.

  These compact, and often walkable centers provide limited retail goods and services to a local customer base, while having minimal impact on the surrounding residential uses. They accommodate mixed-use development as well as mixed-use buildings.

  Uses in these areas might include a corner store, small grocery store, coffee shops, hair salons, dry cleaners and other personal services, as well as small professional offices and upper story apartments. Neighborhood commercial areas may also include churches, schools, and small parks.

- *Commercial Core Mixed Use Area.* This designation applies to downtown and near downtown Menasha, reflecting its local role as a destination for services, cultural and civic functions. This emphasizes the urban character and the mix and intensity of uses uniquely suited to this center of activity. The designation is intended to permit a true mix of uses (except industrial), with unique development standards tailored to the historic urban character of Downtown. The intent is to move this area towards becoming a center of activity both during the day and at night and during weekends by promoting a mix of commercial, entertainment, residential, and civic uses. Creative forms of housing are encouraged, such as attached homes, "lofts", and live-work units. To protect the historic

character of Downtown, the city should ensure development and redevelopment is appropriately scaled. Preservation of existing historic buildings and sites is encouraged. Where there is an established building line, new development should maintain this line. Redevelopment on sites where the building line has not been followed provides an opportunity to restore street-line continuity by rebuilding to the line.

Transportation and Utilities (Gray and White cross hatch)

Purpose and Intent
INSERT TEXT HERE

Parks and Recreation (Green)

Purpose and Intent
The Park and Recreation classification applies to existing and planned public parks and protected open spaces of citywide significance which are expected to remain as open space in perpetuity. Potential future park acquisitions may be necessary to allow for the city to serve a growing population's recreation needs.

- Classification to be coordinated with the Menasha Outdoor Recreation and Open Space Plan.

- Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking and loading areas as required by the Menasha Zoning Ordinance.

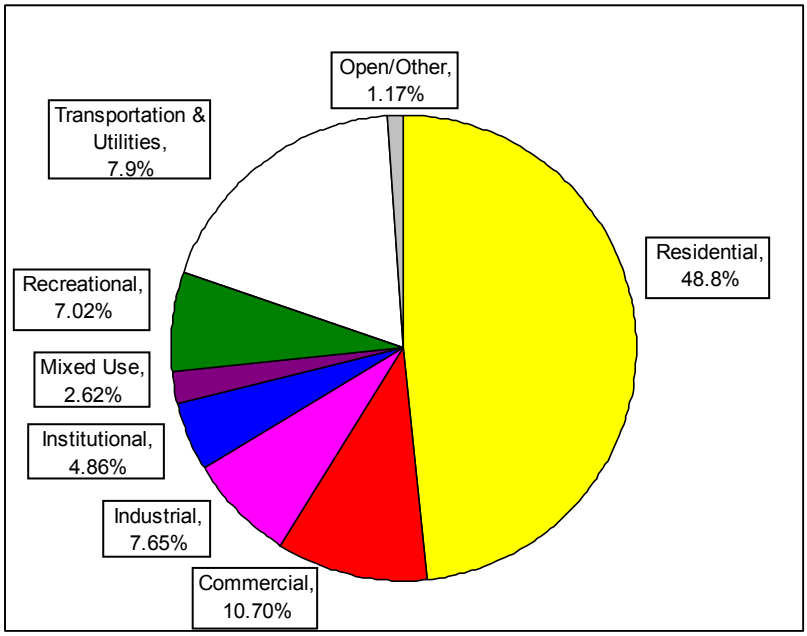
- Inter-municipal trail connections to city facilities emphasized.

Table 8-3
Future Land Use, City of Menasha

Feature	Acreage	% of Total
Residential	**1,850.87**	**48.80%**
Single Family Residential	1,675.91	44.20%
Multi-Family	107.68	2.80%
Mobile Home	67.28	1.77%
Commercial	**405.74**	**10.70%**
Industrial	**290.00**	**7.65%**
Institutional	**184.74**	**4.86%**
Mixed Use	**85.80**	**2.62%**
Recreational	**266.30**	**7.02%**
Transportation and Utilities	**708.13**	**18.68%**
Open/Other	**44.65**	**1.17%**
Total	3,791.58	100.00

Source: Calumet County Planning Department.

Figure 8-2
Future Land Use, City of Menasha



Source: Calumet County Planning Department.

Map 8-3 Future Land Use

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8.7 Municipal Border "Buffer" Planning

At the present time coordination of development around the periphery of Menasha takes place in an informal manner. As significant projects are advanced community staff interact to discuss potential impacts. From time to time this interaction becomes more formalized and structured. An example of this is a Traffic Impact Analysis that was jointly funded by the City of Menasha and Town of Harrison related to commercial access along CTH LP.

The city should work with neighboring jurisdictions to establish criteria and a protocol for communicating about impending developments.

8.8 Smart Growth Areas

A Smart Growth Area is defined as "An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs."

The arrangement of incorporated municipalities scattered throughout Calumet and Winnebago Counties' landscape, creates the perfect situation to practice "Smart Growth" (Directing growth into areas served with adequate utility and service infrastructures.) The City of Menasha's Comprehensive Plan is based on the following six principles as identified by the American Planning Association.

Principle 1: Efficient Use of Land Resources

Smart development supports the preservation of land and natural resources. Approximately 266 acres or 7% of future land use within the City of Menasha is designated to preserve land and natural resources. Within these designations residential development is limited, environmentally sensitive areas such as wetlands, floodplains, and contiguous woodlands are protected, and future development must utilize the existing street network to minimize additional local road maintenance costs.

Principle 2: Full Use of Urban Services

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. The planning process in both Winnebago and Calumet Counties identified areas within the county's cities and villages to accommodate growth and development.

The City of Menasha directly or via intergovernmental agreements provides services at a level that meets current needs of the community. The level of service can accommodate anticipated growth both within the city limits and the extraterritorial area in the planning period as designated on the preferred land use map. Additional staffing or equipment may be required to service newly developing areas.

Principle 3: Mix of Uses

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups.

The Menasha downtown area includes a mix of single-family and multi-family residential, commercial, institutional, recreation space, and several different types of transportation choices all within easy walking distance of each other. The center of the city has a diverse mix of uses while uses away from the center of the city become less diverse. For instance, neighborhoods away from the center of the city become either almost exclusively residential or industrial.

Principle 4: Transportation Options

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution.

The City of Menasha has many transportation options throughout the city including freight rail, automobile, bike, pedestrian, mass transit and para transit. Options expanding access to public transit should continue to be explored. The street system is well developed and with few exceptions the streets are in good conditions. Sidewalks are present in most of the older parts of the city and have been installed along minor collector streets in newly developed areas. There is a trail network that connects the city with regional trail systems. Further development of the trail network is planned. For further details about transportation options in the city please refer to Chapter 3 of this plan.

Principle 5: Detailed, Human Scale Design

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services.

This principle is evident in the downtown area of Menasha. The land uses in the immediate area include single and multi-family housing, commercial, a variety of choices of transportation, open space and waterfront recreation. A variety of commercial uses including restaurants, financial services, retail and personal and professional services are easily accessed in the downtown area. Public facilities including the public library, senior center, City Hall, and the public protection facilities are also present in the downtown.

Principle 6: Implementation

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances.

This plan recommends continued discussions and cooperation relative to land use planning and ordinance administration between the City of Menasha, the City of Appleton, the Town of

Menasha, and Calumet and Winnebago Counties. The units of government currently communicate about planning issues which warrant a multi-jurisdictional conversation. While it is not realistic to expect that all entities agree on all issues, it is important that the lines of communication remain open. The city has valued this communication and is intent on continuing this to the extent practicable.

8.9 Land Use Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding land use.

Goal: Provide for a compatible mix of land uses within the city.

Objectives

1. Focus areas of new growth where public utilities and services can be provided most efficiently.

2. Identify future land use areas that will increase compatibility between existing land uses and work to avoid future land use conflicts.

3. Implement design standards for commercial and industrial development to protect property values and encourage quality design in the community.

4. Encourage urban in-fill, which is future development, or redevelopment in areas where urban services are already in place.

5. Consider options that would allow increased density and building height for commercial or mixed use buildings.

6. Consider the use of multi-story parking structures to accommodate increased density.

8.10 Land Use Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words “will” or “shall” are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word “should” are advisory and intended to serve as a guide.

1. All development proposals shall meet the intent of the Preferred Land Use Plan classifications as described within the Land Use element.

2. All development proposals shall meet the goals and objectives of the established land use management areas, as identified within the Land Use Element of the comprehensive plan.

3. The Plan Commission has the assigned responsibility to review and amend the current land division ordinance to further the goals, objectives, and policies of the land use plan, and is consistent with state statutes governing local adoption of such controls.

4. The city's existing traditional neighborhood development ordinance should be reviewed and modified to be used in the development and redevelopment in areas designated as mixed use on the Future Land Use Map.

5. The community intends to use the zoning process as conditions warrant to place conditions on those land uses that have the potential to have significant negative impact on less intensive neighboring land uses.

6. The city shall require shared driveway access, shared parking spaces, and coordinated site plan designs where feasible.

7. The city shall promote mixed-density planned developments that utilize context-sensitive design through the use of Planned Unit Development and other zoning tools.

8.11 Land Use Programs and Resources

The following programs and resources are currently utilized by the community or are available for use by the community to implement the goals, objectives, policies, and recommendations identified.

Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Land Information Board oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

Division of Intergovernmental Relations, Wisconsin Department of Administration

The Division of Intergovernmental Relations provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: www.doa.state.wi.us.

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at www.uwsp.edu/cnr/landcenter/.

9. Implementation

9.1 Introduction

The Implementation element includes a compilation of programs and specific actions to be completed in a stated sequence. These programs and specific actions will be used to implement the goals, objectives, policies, and recommendations contained within the eight other elements of this plan.

The Implementation element also includes a section on mechanisms to measure progress that will allow the community to determine if it is successfully implementing its comprehensive plan. In addition, this element describes how all of the plan elements will be integrated and made consistent. It also establishes update and amendment procedures.

Planning and Implementation

Just as the comprehensive plan does not work independently of other community documents, the implementation element does not work independently of the other elements in the plan. In fact, the implementation element is one of the best ways to demonstrate the integration of all the elements. Through implementation, the connectivity among community issues and opportunities, housing, transportation, utilities and community facilities, agricultural, natural, and cultural resources, economic development, intergovernmental cooperation, and land use is realized. Decisions should be made based on the knowledge that one decision can affect all the elements involved and there are direct and indirect effects of all actions.

Implementation Framework

Comprehensive plans establish the general policy framework for decision making. The Wisconsin comprehensive planning law defines the elements of a comprehensive plan. The law also requires that actions of local governments engaging in official mapping, subdivision regulation, zoning, or zoning of shorelands and wetlands must be "consistent with" the comprehensive plan by January 1, 2010. Therefore, any local governmental unit that wants, for example, to regulate the subdivision of land or regulate land use through zoning or any other means is required to have a comprehensive plan. Adoption of this comprehensive plan meets the intent of the legislation.

Citizen Participation

Citizen participation is an important step required throughout the planning process. It is also an essential implementation tool. Citizens and local officials must be made aware of the goals of their comprehensive plan when they consider and make decisions such as reviewing a land division request. The more participation, the more ownership the plan or any implementation tool will likely receive. In addition, a public hearing is always required before an ordinance of any type can take effect.

9.2 Local Action Plan

An action plan is intended to jump start the implementation process and to provide continued focus over the long term. During the comprehensive planning process, a framework for implementation and necessary action items was identified. This will serve to guide the many steps that must be taken to put the plan in motion. The following action plan outlines those major steps that are suggested and recommends a timeline for their completion. Further detail can also be found within the respective planning element.

Plan Adoption and Update Actions

1. Task: Pass a resolution recommending adoption of the comprehensive plan by the City Council (Implementation Element).
   Responsible Party: Plan Commission
   Timing: Spring 2008

2. Task: Adopt the comprehensive plan by ordinance (Implementation Element).
   Responsible Party: City Council
   Timing: Spring 2008

3. Task: Review the comprehensive plan for performance in conjunction with the budgeting process (Implementation Element).
   Responsible Party: Plan Commission
   Timing: Annually

4. Task: Conduct a comprehensive plan update (Implementation Element).
   Responsible Party: Plan Commission, City Council
   Timing: Every 10 years

Intergovernmental Cooperation Actions

1. Task: Review land divisions in the extraterritorial area and evaluate their impact on road connectivity and city services (Transportation element and Utilities and Community Facilities Element).
   Responsible Party: Plan Commission
   Timing: On-going

2. Task: Coordinate lot sizes, proposed density of development, and the use of lands in the extraterritorial area in accordance with the long term growth management strategy of the City of Menasha (Land Use Element).
   Responsible Party: Plan Commission
   Timing: On-going

3. Task: Explore the desirability/feasibility of extraterritorial zoning with the neighboring towns as an alternative to county zoning where applicable. (Land Use Element, Intergovernmental Cooperation Element).
   Responsible Party: Plan Commission

Timing: Within two years of plan adoption for initial review, subsequent review on-going.

4. Task: Monitor the impacts of the respective boundary agreements on the city's physical growth as well as service delivery. The terms of the boundary agreements should be reassessed several years prior to the termination dates. If the agreements continue to serve the interests of the participating entities they should be renewed. If they are not, the agreements should be terminated or amended to better serve the needs of the participating entities.
   Responsible Party: Plan Commission and Common Council
   Timing: Town of Menasha Boundary agreement – prior to November 2, 2018; Town of Harrison Boundary agreement – prior to September 1, 2029.

Ordinance Development and Update Actions

1. Task: Complete an assessment of the municipal codes and identify areas that need to be updated and revised in accordance with the goals of the Comprehensive Plan. Key areas needing review include the text and map of the Zoning Ordinance, the Nuisance Ordinances, the Driveway Ordinance, and the Historic Preservation Ordinance, and the Traditional Neighborhood Development Ordinance. Further details about each specific ordinance can be found in section 9.3 of this document.
   Responsible Party: Plan Commission
   Timing: Within two years of plan adoption

2. Task: Complete a review of the subdivision ordinance to evaluate what is required of developers and ensure that the city is limiting its liabilities and costs in the development of new subdivisions (Land Use Element).
   Responsible Party: Plan Commission
   Timing: With two years of plan adoption, in conjunction with zoning ordinance review

3. Task: The city should explore the feasibility of creating a stormwater utility to plan, manage and finance stormwater programs, practices and facilities. (Utilities and Community Facilities Element; Agricultural, Natural and Cultural Resources Element.)
   Responsible Party:
   Timing: Within one year of plan adoption

Strategic Planning Actions

1. Task: Create annual capital improvement plan for all city assets (Utilities and Community Facilities Element).
   Responsible Party: City Staff and City Council
   Timing: Create within two years of plan adoption and update annually

Changes to Applicable Land Use Controls

The remainder of the Implementation element will review regulatory and non-regulatory implementation tools and review their current use in the community as well as provide

recommendations for their use in the future. All of the community's existing land use controls are discussed and any recommended changes are provided.

9.3 Regulatory Land Use Management Tools

Regulatory tools stem from local government's responsibility and authority to protect public health, safety, and welfare. Most regulatory tools are in the form of ordinances. The following regulatory tools were reviewed and discussed as part of the comprehensive plan process:

Conventional Zoning

Under Wisconsin Statutes, counties, cities, villages, and towns with village powers are authorized to adopt zoning ordinances. Zoning is one method of implementing or carrying out the comprehensive plan. Zoning regulates the use of land, lot size, density, and the height and size of structures. A conventional zoning ordinance is probably the most commonly used land use implementation tool, especially in villages and cities. Under conventional zoning, districts (defined areas of consistent use and density) are established which typically follow parcel boundaries and legal descriptions. Each district or zoning category contains a list of permitted and conditional uses which define "rights" within the district. In Wisconsin, towns are either "under" their respective county's zoning ordinance, administer their own zoning ordinance, or do not administer zoning.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha's zoning ordinance was last recodified in 1989. Numerous amendments have been made since then to update and clarify the ordinance. Several additional zoning districts have been created and new requirements and procedures have been implemented. These changes were undertaken with an eye toward improving the quality of development and reducing land use impacts on the environment. Several changes were also made to ease administration of zoning procedures.

In addition to the zoning ordinance the City of Menasha maintains the following other sections in its code of ordinances:

- Government and Administration
- Finance and Public Records
- Administrative Determinations Review
- Public Safety
- Public Works
- Licensing and Regulation
- Health and Sanitation
- Public Utilities
- Motor Vehicles and Traffic
- Offenses and Nuisances
- Parks and Navigable Waters
- Subdivision Regulations
- Building Code

Recommendation(s):
Given that the code of ordinances has not been revisited as a whole in more than 15 years, there is a need for recodification in the near future. The city should continue to review and update its land development codes to keep pace with emerging development trends and practices.

Timeline: Within two years of plan adoption.

Subdivision Ordinance

Achieving the goals, objectives, and policies of the comprehensive plan will be significantly influenced by how land will be divided and developed in the future. Pursuant to Section 236 of the Wisconsin Statutes, a community may adopt an ordinance creating the authority to review the subdivision of land within its corporate limits. A land division ordinance is a tool to control how, when, and if farmland, woodlands, and open spaces will be divided and developed while protecting the needs and welfare of the community. It also regulates how new lots will be made ready for future development, such as providing for adequate access (required roads, driveways), wastewater treatment, and water supply.

The impact of land division regulations is more permanent than zoning (which regulates the type of development that takes place on a parcel) because once land is divided into lots and streets are laid out, development patterns are set. Local review and regulation of future divisions of land can therefore be effective tools to encourage the development of a transportation network that is efficient and provides vehicular as well as pedestrian linkages between neighborhoods and other destinations. Local review authority also helps ensure that topography, site, drainage, and other development-related impacts are properly configured to align with utilities and public services.

A community can require a new land division be in conformance with its comprehensive plan as a basis of approval. The key to implementing this objective is twofold. First, the ordinance should clearly state that consistency with the community's comprehensive plan is a criterion of approval. Secondly, the ordinance should contain a provision requiring the proponent for a land division to submit a clear and concise letter of intent as part of the land division application. The letter of intent submitted as part of the application record can be used to decide if the lot proposed to be created will adequately accommodate the future use of the property.

Development of a local land division ordinance could also incorporate "low-impact" or "sustainable" (such as LEED for Neighborhood Development) guidelines and standards to help implement the plan goals, objectives, and policies supporting protection of the community's open spaces, natural features, drainageways. LEED and low-impact design (LID) and sustainable subdivisions are intended to be an alternative approach to the conventional lot-by-lot division of land which spreads development evenly throughout a tract of land without regard to the natural features of the area. Specifically, LID involves identifying important natural features, placing buildings and roadways in areas less sensitive to disturbance, and designing a stormwater management system that creates a relationship between development and natural hydrology. The attention to natural hydrology, stormwater "micromanagement," nonstructural approaches, and landscaping results in a more attractive, multifunctional landscape with development and maintenance costs comparable to or less than conventional strategies. Sustainable design incorporates conservation and design elements of LID, but takes design a step further by evaluating location, density, reduced automobile dependence, proximity to housing and jobs, walkability, energy efficiency and a host of other criteria.

The development and ultimate success of a local land division ordinance in plan implementation will require the community to address regulatory, administrative, and intergovernmental considerations. Adoption of the local land division ordinance must be consistent with state statutes and will require local administration (e.g., application review, fee collection, public hearings, inspection, enforcement, etc.).

Communities must remember a land division ordinance only affects new development and redevelopment which requires a land division. New uses on existing parcels remain unregulated.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has a Subdivision Ordinance which was last revised in 1989.

Recommendation(s): The city should consider establishing a requirement that all land divisions or combinations be done by subdivision plat or certified survey map. The city should consider establishing criteria to evaluate proposals for street designs that do not meet current standards. Further, the city should consider the adoption of Low-Impact or Sustainable design standards. The Subdivision Ordinance should be revised at the same time as the Zoning Ordinance.

Timeline: Within two years of plan adoption.

Map 9-1 Existing Zoning and Land Use Regulations

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Official Maps
Cities, villages, and towns may adopt official maps. These maps, adopted by ordinance or resolution, may show existing and planned streets, highways, historic districts, parkways, parks, playgrounds, railroad rights of way, and public transit facilities. The map may include a waterway only if it is included in a comprehensive surface water drainage plan. No building permit may be issued to construct or enlarge any building within the limits of these mapped areas except pursuant to conditions identified in the law.

Official maps are used most frequently to designate major thoroughfares and parks in advance of the development of a neighborhood.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha's official map was last updated in March of 1996.

Recommendation(s): The city should update the official map and continue updating as changes occur.

Timeline: Concurrent with revision of zoning ordinance, within two years of plan adoption.

Community Design Guidelines

Community design guidelines are often implemented to help enhance community appearance and protect natural resources. In recent years, however, community design has taken a more comprehensive approach. For example, low-impact design (LID) and sustainable subdivisions both involve identifying important natural features, placing buildings and roadways in areas less sensitive to disturbance, and designing a stormwater management system that creates a relationship between development and natural hydrology. Sustainable design takes it a step further by evaluating criteria such as location, density, reduced automobile dependence, proximity to housing and jobs, walkability, and energy efficiency.

Another way of influencing community design is through zoning ordinances such as Traditional Neighborhood Development (TND). A TND ordinance is a set of standards which allows for a variety of housing types and land uses in a defined area. The variety of uses permits educational facilities, civic buildings and commercial establishments to be located within walking distance of private homes. A TND is served by a network of paths, streets and lanes suitable for pedestrians as well as vehicles. This provides residents the option of walking, biking or driving to places within their neighborhood. Present and future modes of transit are also considered during the planning stages.

Public and private spaces have equal importance, creating a balanced community that serves a wide range of home and business owners. The inclusion of civic buildings and civic space -- in the form of plazas, greens, parks and squares -- enhances community identity and value.

City of Menasha Status/Recommendation(s)

Status: The city does not currently incorporate LID or sustainable guidelines or standards in its code of ordinances. However, the city has adopted a Traditional Neighborhood Development ordinance, per requirements by state statutes. This ordinance only applies to developments 100 acres or more in size. The city recently created a Sustainability Board. The board is exploring Leadership in Energy Efficiency and Design for Neighborhood Development (LEED-ND) standards for development and redevelopment projects.

Recommendation(s): In an effort to help meet statutory requirements related to stormwater quality and to meet certain comprehensive plan goals related to sustainability, the city should consider the addition of language in its land division ordinance which would set standards and guidelines for LID and/or sustainable neighborhood design. The city should also consider the adoption of language in its zoning/development code that would set standards and guidelines for LID and/or sustainable development on a lot-by-lot basis. A review of the Traditional Neighborhood Development ordinance should be completed for consistency with the comprehensive plan, any proposed LID and/or sustainable neighborhood design ordinances, and should allow for application in smaller subdivisions and redevelopment activities. LEED-ND principles should be applied to developments wherever practicable.

Timeline: Concurrent with revision of zoning ordinance, within two years of plan adoption.

Historic Preservation Ordinances

Historic preservation ordinances are meant to protect historic buildings and districts. Counties, towns, cities, and villages have express authority to enact historic preservation ordinances. In addition, the Wisconsin Legislature has determined that historic preservation is such an important objective that all cities and villages that contain any property listed on either the national register of historic places or the state register of historic places must enact a historic preservation ordinance to regulate historic or archeological landmarks and historic districts in an effort to preserve those landmarks.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha adopted a Historic Preservation Ordinance and created the Historic Landmarks Commission in 1995 with the goal to "protect, enhance, perpetuate, and continue the use of improvements of special character, special historic interest or value." The Historic Preservation Committee, a predecessor to the Landmarks Commission commissioned an intensive survey which was completed in 1986. The intensive survey was “intended for use by the City and the community in planning development projects and establishing a local preservation agenda.”

Recommendation(s): The ordinance should be updated to include standard procedural processes for accepting properties and neighborhoods as landmarks. A re-survey of the

1986 intensive survey should be completed to further and focus preservation efforts (at the time of plan development, the city received a grant from the Wisconsin Historical Society to complete this objective).

Timeline: Concurrent with revision of the Zoning Ordinance, within two years of plan adoption.

Design Review; Signage, Landscaping, Lighting and Site Plan Regulations

Design review involves the review and regulation of the design of buildings and their sites. Design review standards are often included as part of zoning and subdivision ordinances. They seek to protect communities from multi-family, commercial, industrial, and institutional development which would detract from the appearance of the community and reduce property values. Such an ordinance is especially recommended for communities with buildings of historic or architectural importance and where tourism is a major economic activity.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has incorporated site plan review regulations into the zoning ordinance. This ordinance establishes standards and criterion for new development and some types of remodeling/reuse. The following broad categories of site use and development are addressed by the ordinance.

- Site grading and drainage
- Erosion control and stormwater management
- Parking and access
- Landscaping and screening
- Refuse and recycling management
- Building material and design for commercial, industrial and multi-family uses
- Lighting

Recommendation(s): The city should continually review its site design standards for multi-family residential, commercial, industrial, and institutional development to help protect and enhance the visual quality of the community.

Timeline: On-going.

Building, Mechanical, Housing, and Sanitary Codes

Cities, villages, towns, and counties may enact building and sanitary codes. Building codes set standards for the construction of buildings in a community and ensure that new and altered construction will be safe. These codes must conform to the state building, plumbing, and electrical codes. Housing codes define standards for the use and maintenance of dwelling units. To enforce the codes, inspections are required by the local municipality. This code is concerned with keeping housing from falling into dilapidation and thus keeping neighborhoods from falling into blight.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha's housing and building codes were adopted in 1989 and by reference include UDC standards. Minimal, if any, local changes have been made to the building and housing codes.

Recommendation(s): The city should review both the building and housing codes for consistency with the comprehensive plan and community goals and make changes where inconsistencies occur.

Timeline: Within two years of plan adoption.

Erosion/Stormwater Control Ordinances

Water pollution degrades surface waters making them unsafe for drinking, fishing, swimming, and other activities. As authorized by the Clean Water Act, the federal Environmental Protection Agency (EPA) implemented the National Pollutant Discharge Elimination System (NPDES) permit program which controls water pollution by regulating point sources that discharge pollutants into waters of the United States. The NPDES permit program is administered by the Wisconsin Department of Natural Resources (DNR) and subjects municipalities to standards with the overall goal of improving water quality. Phase II of these standards took effect in March of 2005 through administrative rules published by the DNR. These rules require substantial reduction in the amount of sediment and other pollutants entering surface waters.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha is subject to Phase II of the EPA's Municipal Separate Storm Sewer (MS4) standards for stormwater management and erosion control as part of the NPDES permit program.

Menasha has made strides toward compliance with the new far-reaching requirements. The city is nearing completion of its stormwater management plan and staff has completed drafts of both stormwater management and erosion control ordinances. The city is also a member of the Northeast Wisconsin Stormwater Consortium (NEWSC), which is assisting the city with its educational initiatives on these matters. There are significant long-term cost implications associated with these programs that the city will need to address.

Recommendation(s): The city should explore the feasibility of creating a stormwater utility to plan, manage and finance stormwater programs, practices and facilities.

Timeline: Within one year of plan adoption.

Performance Zoning

Performance zoning is a method of managing development that permits controlled development while also being sensitive to the landscape. It tries to regulate the impacts of land uses, rather than the uses themselves, by outlining general goals for developers that they can meet in

different ways. Landowners are permitted a wide variety of uses, so long as they meet certain numeric standards such as a certain density, a certain amount of open space, or certain noise, smell, or lighting level standards.

City of Menasha Status/Recommendation(s)

Status: The city does not currently use performance zoning.

Recommendation(s): Although not immediately needed, it is possible that performance zoning could be useful within the planning period. The city should periodically monitor the needs of the community and asses whether or not performance zoning is an appropriate tool to adopt.

Timeline: On-going.

Overlay Zoning

Overlay zones allow special regulations within all or a portion of a zoning district or several districts. This type of zoning can be helpful if there is one particular resource that needs to be protected a consistent way, regardless of what district it is located in.

City of Menasha Status/Recommendation(s)

Status: The city does not currently have any overlay zoning districts.

Recommendation(s): There are areas in the city, particularly along the shoreline or in the downtown area that might be enhanced with the use of overlay zoning. The city should continue to monitor the conditions and if appropriate work towards adoption of zoning overlay districts.

Timeline: On-going.

Extraterritorial Zoning

Any city or village that has a plan commission may exercise extraterritorial zoning power in the unincorporated areas surrounding the city or village. The extraterritorial zoning power may be exercised in the unincorporated areas located within three miles of the corporate limits of a first, second, or third class city, or within one and one-half miles of a fourth class city or village. Extraterritorial zoning may be initiated by a city or village adopting a resolution and providing notice of the extraterritorial area to be zoned. The city or village may unilaterally adopt an interim zoning ordinance to preserve existing zones or uses for up to two years while a comprehensive zoning plan is being prepared. A joint committee, consisting of three city or village plan commission members and three town members must approve of the plan and regulations by majority vote. Extraterritorial zoning is not commonly used in the state of Wisconsin.

City of Menasha Status/Recommendation(s)

Status: The city does not currently engage in extraterritorial zoning.

Recommendation(s): The city should explore the desirability/feasibility of extraterritorial zoning with the neighboring towns as an alternative to county zoning where applicable.

Timeline: Within two years of plan adoption.

Planned Unit Developments (PUDs)

Planned unit developments (also sometimes referred to as "planned development districts") allow developers to vary some of the standards in local zoning ordinances to provide for innovative approaches that may allow for better design and arrangement of open space to protect natural resources. PUDs require flexibility from both the developer and local government.

City of Menasha Status/Recommendation(s)

Status: The city has three projects that were advanced under PUD zoning standards. Each of these developments are residential and were designed to achieve a distinctive character related to the attributes of the respective sites.

Recommendation(s): The city should continue to explore opportunities where this would be an appropriate tool to encourage development.

Timeline: On-going.

Extraterritorial Plat Review

Cities and villages that have adopted a subdivision ordinance or official map can exercise extraterritorial plat approval jurisdiction for three miles beyond the corporate limits of a first, second, or third class city and one and one-half miles beyond the limits of a fourth class city or village. Specifics relative to Extraterritorial Plat Review can be found under Wis. Stats. S.236.02(5).

City of Menasha Status/Recommendation(s)

Status: The city reviews plats in the extraterritorial area and plans to continue to do this in the future.

Recommendation(s): None at this time.

Timeline: On-going.

Driveway/ Access Control Ordinance

Driveway ordinances are developed to establish standards for driveways that will provide for safe and adequate access from private development to public right-of-ways, and also to maintain appropriate access spacing, access-point design, and total number of access points to public roads. In addition, a driveway ordinance provides an opportunity for local review to ensure that the driveway is providing proper access for the type and scale of the development. The term "driveway" is generally defined to mean private driveway, road, field road, or other means of travel through any part of a private parcel of land which connects or will connect with any public roadway. The ordinance typically only impacts new driveways or driveways which serve major land use modifications. Use of a driveway or "access" ordinance to regulate land use is limited but a significant number of municipalities throughout the state, due to the requirement to service existing development for emergency purposes (i.e., fire, ambulance), have adopted driveway ordinances. Many counties have adopted access control ordinances to regulate private access to county trunk highways.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha is subject to access control limitations on portions of state trunk highways that lie within the city. Calumet and Winnebago counties also have adopted access control ordinances that apply to county trunk highways. Although the city does not have an access control ordinance, it has the ability to regulate the number and spacing of access control points through its site plan review process. The city regulates the width of driveway openings through its driveway ordinance. Driveway openings are managed via a street use permitting process administered by the Engineering Department.

Recommendation(s): The city's current ordinance does not require hard surfaces in the driveway apron, nor does it have minimum requirements for construction standards of either gravel or paved driveways. No building permit is required for new driveways, reconstruction or additions to driveways. The city should consider amending its driveway ordinance to include the above-noted standards.

Timeline: Concurrent with revisions to the Zoning Ordinance, within two years of plan adoption.

Cooperative Boundary Agreements

Cooperative boundary agreements can reduce some of the conflict regarding boundary issues, including annexation, that often arise between cities and their unincorporated neighbors. The Legislature has provided express enabling authority for these agreements which may take several forms depending up on the governing statute used to create the boundary agreement.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has boundary agreements with the Town of Menasha, the Town of Harrison, Waverly Sanitary District and the City of Appleton. The agreements with the Towns of Menasha and Harrison will be expiring within the planning period. The Waverly Sanitary District and City of Appleton agreements are indefinite and may only be modified, amended, and/or expanded by mutual consent of both parties.

Recommendation(s): The city should monitor the impacts of the respective boundary agreements on the city's physical growth as well as service delivery. The terms of the boundary agreements should be reassessed several years prior to the termination dates. If the agreements continue to serve the interests of the participating entities they should be renewed. If they are not, the agreements should be terminated or amended to better serve the needs of the participating entities.

Timeline: Town of Menasha Boundary agreement – prior to November 2, 2018; Town of Harrison Boundary agreement – prior to September 1, 2029.

Annexation

The state has granted cities and villages the power to annex. The power to extend municipal boundaries into adjacent unincorporated (town) lands allows a community to control development on its periphery.

Contrary to popular belief, annexation occurs at the request of town residents, not at the request of the incorporated municipality. Petitions for annexation are filed by the town landowners and the village or city acts upon the annexation petition.

Annexations typically follow one of two procedures. The simplest form is a "direct" annexation where a landowner petitions the city or village to annex his/her property. Following notification of the Wisconsin Department of Administration and the town, county and school district wherein the property lies, the city or village may adopt an ordinance annexing the property. The second method, called a "majority" annexation requires the person seeking to annex to file a "notice of intent" to circulate an annexation petition and following a prescribed period of time, an annexation petition. The aforementioned parties are notified as well as all of the landowners identified in the petition. Under this method at least 51% of the landowners or landowners owning 51% of the value of the land must sign the annexation petition. The city or village may then annex the property in its entirety by ordinance.

Wisconsin Act 317 – Revisions to Annexation Procedures

Under this Act, which was enacted in April of 2004, no city or village may annex any territory if none of the city's or village's territory is in the same county as the territory to be annexed. The Act also requires cities and villages to make payments for five years to towns that lose territory due to annexations. Cities and villages will have to pay the town from which the land is annexed, the amount of the town tax for the annexed property. The Act gives an exemption from this payment for cities and villages that have boundary agreements with the neighboring towns.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha boundary agreements with the Towns of Menasha and Harrison and Waverly Sanitary district identify "growth areas" within which the city may annex territory. Annexations taking place under the boundary agreements must still follow statutory procedure. Upon receipt of an annexation petition, city departments and others are asked to comment on the effect the annexation may have on facilities and services. The common council assesses these impacts and may accept or reject the annexation based on what it feels best meets the needs of the community.

Recommendation(s): The city should use the comprehensive plan to guide decisions for annexation.

Timeline: On-going.

Specialized Ordinances

Given specific issues and needs within a particular community, a number of "specialized" ordinances may be required to regulate local public health and safety concerns, protect private property, and avoid public nuisances. The following ordinances have received increased attention due to local issues.

Telecommunications Ordinance

Ordinances can be used to minimize the visual effects of towers, maximize the capacity of existing towers, and reduce impacts to adjacent properties. Local governments cannot unilaterally prohibit cell towers by ordinance, zoning, or any other means. However, local governments can enact ordinances to prohibit towers from certain specially identified areas, regulate tower height, specify minimum setbacks, require collocation strategies, and encourage landscaping and disguising techniques. An important benefit of having a telecommunications ordinance is that it provides decision-making consistency and decreases the chances of discrimination against a particular company. The ordinance provides a basis for conditional use provisions or denials. The Telecommunications Act of 1996 requires all denials to be in writing and supported by sufficient evidence. Telecommunication ordinances seek to balance business and industry needs with community character, aesthetics, and resident needs.

City of Menasha Status/Recommendation(s)

Status: The city does have a telecommunications ordinance which appears to be sufficient for the planning period.

Recommendation(s): None.

Timeline: None.

Renewable Energy Ordinance

Ordinances can be used to minimize the visual effects of renewable energy sources and reduce impacts to adjacent properties. While local governments cannot prohibit the use of renewable energy sources, local governments can enact ordinances to prohibit these sources from certain specially identified areas, regulate height, specify minimum setbacks, require collocation strategies, and encourage landscaping and disguising techniques.

City of Menasha Status/Recommendation(s)

Status: The city does not currently have an ordinance that addresses the use of renewable energy sources.

Recommendation(s): Given the increase in useage of renewable energy sources, it is appropriate that there be an ordinance in place which helps define what types of sources are appropriate to addresses issues such as size, placement, setbacks, and screening required.

Timeline: Concurrent with revisions to the Zoning Ordinance, within two years of plan adoption.

Nuisance Ordinance

Wisconsin statutes authorize municipalities to enact ordinances to abate nuisances. These ordinances are directed at protecting public health, safety and welfare, and often cover a variety of actions, uses and conditions.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has adopted a nuisance ordinance that broadly segregates nuisances into two categories – those affecting health, and those affecting peace and safety. The Community Development Director, Public Works Director and the Health Officer are given jurisdiction over specific categories of ordinances.

Recommendation(s): Consideration should be given to updating the nuisance ordinance and including how nuisances are defined and a further breakdown of enforcement procedures and responsibilities.

Timeline: This should take place within the next two years concurrent with the recodification of Menasha's code of ordinances.

Other Ordinances

The Wisconsin Towns Association also recommends that all towns, villages, and cities should strongly consider adopting the following "basic" ordinances. Most of these ordinances are considered nuisance type ordinances. They include:

1. An ordinance to regulate specific operations (e.g., nude dancing)
2. An ordinance to regulate mobile homes and mobile home parks

3. An ordinance on town and city/village board/council meeting procedures and town board and village/city administration of the community
4. An ordinance regulating billboards.
5. An ordinance regulating events and large assemblages.
6. An ordinance to regulate fire control and reimbursement for fire costs.
7. An ordinance to regulate vehicle road weight limits, truck routes, and other road uses.
8. An ordinance to regulate use of roadways by snowmobiles, ATVs, and horses.
9. An ordinance to regulate dogs running at large.
10. An ordinance to regulate unlicensed motor vehicles.
11. An ordinance to regulate landspreading of certain wastes.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has adopted a broad array of ordinances intended to protect property, public health, safety and welfare. Since last recodified in 1988, the city has adopted well over 500 ordinances, as well as added, modified, or deleted sections. These amendments were made in response to new statutory requirements changing community needs or other factors.

Recommendation(s): The city should recodify its ordinances to eliminate obsolence, repeal conflicting language, improve organization, update statutory references, and generally improve the body of ordinances governing the city.

Timeline: The code of ordinances should be recodified in the next two years.

Intergovernmental Agreements

Any municipality may contract with other municipalities to receive or furnish services or jointly exercise power or duties required or authorized by law. The term "municipality" is defined to include the state, counties, cities, villages, towns, school districts, sanitary districts, public library systems, regional planning commissions, and other governmental and quasi-governmental entities. The requirements and procedures set forth for intergovernmental agreements are minimal. Such arrangements can prove useful in the implementation of a plan by facilitating efficient provision of public facilities and services.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha currently has intergovernmental agreements in place as outlined in Chapter 7 of this document.

Recommendation(s): The city should continue to evaluate current agreements to ensure that they are of benefit to the city and should pursue new opportunities as they arise.

Timeline: On-going.

9.4 Non-Regulatory Land Use Management Tools

There are several non-regulatory options available to local municipalities to influence local land use. The following tools were considered as part of the planning process.

Acquisition Tools

Land Acquisition
Communities and non-profit conservation organizations can acquire land for conservation purposes simply by purchasing it outright. This is recommended when public access to the property is required.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has purchased land for the purpose of conservation, most notably the Heckrodt Wetland Reserve and the Menasha Conservancy.

Recommendation(s): The city should continue to monitor opportunities and, where appropriate, look at the possibility of further land acquisitions. Specifically, the wetlands adjacent to the Menasha Conservancy should be acquired as they become available to expand and consolidate wetlands within the conservancy.

Timeline: On-going.

Conservation Easements
Conservation easements limit land to specific uses and thus protect it from development. These voluntary legal agreements are created between private landowners (grantors) and qualified land trusts, conservation organizations, or government agencies (grantees). Conservation easements may be purchased but are frequently donated by conservation-minded landowners. Grantors can receive federal tax benefits as a result of donating easements. Grantees are responsible for monitoring the land and enforcing the terms of the easements. Easements can be tailored to the unique characteristics of the property and the interests of the landowner. Easements may apply to entire parcels of land or to specific parts of a property. The easement is recorded with the deed to the property to limit the future uses of the land as specified in the easement. Land protected by conservation easements remains on the tax roll and is privately owned and managed.

City of Menasha Status/Recommendation(s)

Status: The city does not currently use conservation easements.

Recommendation(s): While this is not a tool that is currently utilized, it could have applications within the planning period. The city should monitor the possible effectiveness and of this tool and use if appropriate.

Timeline: On-going.

Purchase of Development Rights (PDR)
The purchase of development rights is a land conservation tool that communities can use to protect important natural resources such as farmland, hillsides, and wetlands. Under a PDR program, a unit of government (city, village, town, county, or state) or a non-profit conservation organization (such as a land trust) purchases a conservation easement that limits the use of the land to accomplish a certain purpose, including protecting the land from development. The rights purchased are recorded in a conservation easement. PDR programs are voluntary and participants retain ownership of their land. They can sell or transfer their property at any time; but, because of the easement, the land is permanently protected from certain types of development.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha does not use PDR programs.

Recommendation(s): It is not anticipated that there will be a need for this type of program within the planning period.

Timeline: No action needed.

Fiscal Tools

Capital Improvements Program (CIP)
The capital improvements program is a way of implementing issues related to capital facilities specified in a plan. Capital improvements are those projects which require the expenditure of public funds for the acquisition, construction, or replacement of various public buildings such as police and fire halls, schools, and city/village/town halls, roads and highways, water and sewer facilities, and parks and open space.

A capital improvements program is a listing of proposed public projects according to a schedule of priorities, usually over a five year programming period. A CIP allows local communities to plan for capital expenditures and minimize unplanned expenses. Sources of funding for capital improvements include impact fees, subdivision requirements, special assessments, and revenue or general obligation bonding.

The usefulness of the CIP depends upon the community properly budgeting for expenditures as part of the community's annual capital improvements budget.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha does not have a comprehensive CIP. Street improvement needs/expenditures are planned over a five year period. The city completed a comprehensive public facility assessment in 2002 and is carrying out specific improvements through the annual budget process.

Recommendation(s): The use of a CIP is beneficial to a city of the size and complexity of Menasha. It enables all city expenditures to be viewed simultaneously and allows the city to better plan for future expenditures. It is recommended that the City create a CIP.

Timeline: Within two years of plan adoption, no later than the fall 2010 budgeting process.

Impact Fees

Cities, villages, towns, and counties may impose impact fees. Impact fees are financial contributions imposed on developers by a local government as a condition of development approval.

Impact fees are one response to the growing funding gap in infrastructure dollars between revenues and needs. Impact fees help shift a portion of the capital cost burden of new development to developers in an effort to make new development responsible for serving itself rather than raising taxes on existing development. Local governments can use impact fees to finance highways and other transportation facilities, sewage treatment facilities, storm and surface water handling facilities, water facilities, parks and other recreational facilities, solid waste and recycling facilities, fire and police facilities, emergency medical facilities, and libraries. However, impact fees cannot be used to fund school facilities. Furthermore, counties cannot use impact fees to fund highways and other transportation related facilities.

City of Menasha Status/Recommendation(s)

Status: The City of Menasha has not adopted an impact fee ordinance to garner funds for new public facilities or other improvements. Although technically not an impact fee, the city has adopted a Parkland Dedication ordinance which requires the developer to contribute a certain amount of land to compensate for the increased demand for parks posed by new development. At the city's option, the developer may pay a fee in lieu of donating land.

Recommendation(s): The city should continue to implement its parkland dedication ordinance requirements and should explore the application of development impact fees. The impact on future development should be verified prior to substituting such a program.

Timeline: Within two years of plan adoption.

Tax Increment Financing Districts

TIF can help a municipality undertake a public project to stimulate beneficial development or redevelopment that would not otherwise occur. It is a mechanism for financing local economic development project in underdeveloped and blighted areas. Taxes generated by the increased property values pay for land acquisition or needed public works. The original Tax Incremental Financing (TIF) program was created in 1975. Most recent changes in 2004 have generally expanded the program and added additional flexibility and opportunity. TIF is authorized under 66.1105 Wis. Stats. for cities and villages and under 60.85 Wis. Stats. for towns.

City of Menasha Status/Recommendation(s)

Status: The city currently has eleven Tax Increment Finance Districts. Of the eleven, eight are redevelopment districts located in the downtown or near-downtown area. There are two industrial districts in the Midway corridor, and a mixed-use district in the Oneida Street corridor. Together, these districts have generated over $55 million in new tax base for the city.

Recommendation(s): The city should continue to monitor the effectiveness of this development tool and use when appropriate to encourage development.

Timeline: On-going.

9.5 Integration and Consistency of Planning Elements

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. The planning process that was used to create the *City of Menasha Year 2030 Comprehensive Plan* required all elements of the plan to be produced in a simultaneous manner. No elements were created independently from the other elements of the plan, thereby minimizing threat of inconsistency. There are no known inconsistencies within the plan or individual elements or between goals, objectives, policies, and recommendations.

Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Likewise, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan) again creating prospects for inconsistency. The process used to develop any further detailed plans should be consistent with this *City of Menasha Year 2030 Comprehensive Plan*.

9.6 Mechanism to Measure Progress

Comprehensive planning legislation requires that the implementation element provide a mechanism to measure community progress toward achieving all aspects of the comprehensive plan. An acceptable method is to evaluate two primary components, policies and recommendations. Both are listed within each identified plan element (usually the last sections within each element).

To measure the effectiveness of an adopted policy, the community must determine if the policy has met the intended purpose. For example, the City of Menasha has listed a policy under Section 3, Transportation Element, Policy #11 which states, “Residential development proposals will be designed to include an efficient system of internal circulation for all vehicles, non-motorized traffic and pedestrians including the provision for external collector streets, on-street bike lanes, sidewalks, and trails where applicable, to feed all traffic onto external arterial roads and highways. Dead-end roads and cul-de-sacs should be avoided to the extent practical." To determine whether the policy is achieving the community’s intention a “measure” must be established. In the case of this policy, the measure is simply to see if residential developments

meet these criteria. Each listed policy within each element should be reviewed periodically to determine the plan's effectiveness.

Likewise, recommendations listed within each element can be measured. For recommendations, the ability to "measure" progress toward achievement is very straight forward in that the recommendations have either been implemented or not.

To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

9.7 Comprehensive Plan Amendments and Updates

The City of Menasha should regularly evaluate its progress toward achieving the goals, objectives, policies, and recommendations within the comprehensive plan. It may be determined that amendments are needed to maintain the effectiveness and consistency established within the plan. Amendments are minor changes to the overall plan and should be done after careful evaluation to maintain the plan as a tool upon which decisions are based.

According to comprehensive planning legislation, the same process that was used to adopt the plan shall also be used when amendments are made. The city should be aware that as more compliant plans are developed, the amendment procedure may be clarified or changed and should therefore be monitored.

Comprehensive planning statutes require that the comprehensive plan be updated at least once every 10 years. An update requires revisiting the entire planning document. Unlike an amendment, an update often includes a substantial re-write of the text, an updating of the inventory and tables, and substantial changes to maps, if necessary. The plan update process should be planned for in a similar manner as was allowed for the initial creation of this plan, including sufficient time and funding allotments. State statutes should also be monitored for any changes and new or deleted language.

9.8 Implementation Goals and Objectives

Following are the goals and objectives developed by the City of Menasha regarding implementation.

Goal: Promote consistency between plan recommendations, ordinances, and other land use regulations.

Objectives

1. Develop an "action plan" as part of the implementation element to assist the Plan Commission, City Council, and other jurisdictions with the administration of the comprehensive plan.

2. Support increased enforcement of existing ordinances as necessary.

3. Encourage citizen participation in order to increase local input in the decision making process.

4. Encourage review and update of municipal codes for possible relevance to local conditions.

5. Conduct annual reviews of the comprehensive plan for consistency with the goals, objectives, maps, policies and programs contained within and amend when appropriate.

9.9 Implementation Policies and Recommendations

Policies and recommendations build on goals and objectives by providing more focused responses and actions to the goals and objectives. Policies and recommendations become the tools that the community should use to aid in making land use decisions. Policies and recommendations that direct action using the words "will" or "shall" are advised to be mandatory and regulatory aspects of the implementation of the comprehensive plan. In contrast, those policies and recommendations that direct action using the word "should" are advisory and intended to serve as a guide.

1. All proposed development shall be reviewed for consistency with the Comprehensive Plan.

2. The Plan Commission shall have the responsibility to make recommendations to the Common Council regarding land use and development proposals.

3. The Plan Commission has the responsibility to review and make a recommendation on any proposed amendments to the zoning ordinance, official map, shoreland zoning ordinance, and subdivision ordinance, etc. affecting the community.

4. The action plan located within the comprehensive plan will be updated when tasks are accomplished and new items will be added when appropriate.

5. The annual review of the comprehensive plan may be done in a committee format with public involvement including citizens, landowners, community officials and staff to evaluate the plan in an unbiased manner.

6. When the comprehensive plan is updated with new census data, data that indicate significant change within the ten-year period will be re-examined and evaluated and necessary strategies to address the issue will be amended to the plan.

7. Elements of the plan that may be found to be vague or unsubstantiated will be adjusted to ensure the plan's effectiveness and reduce possibilities of litigation.

8. Areas of the plan that are likely to be disputed or litigated in the future will be reviewed by the attorney to ensure his/her knowledge of the plan and offer suggestions to reduce conflict.

9. Unique or community specific implementation strategies that prove to be effective in achieving their goals will be discussed with neighboring communities.

10. State of Wisconsin comprehensive planning statutes will be monitored by the Associate Planner to ensure that statute changes, additions, or deletions are appropriately accounted for with respect to the city comprehensive plan.

11. If the city experiences substantial land use or land use regulation changes within the planning period, maps that represent these features will be updated to ensure the most accurate information is utilized in community decision making.

12. Maps will be used in coordination with established community goals and objectives to ensure the consistency between the comprehensive plan's text as well as maps and/or other graphics.

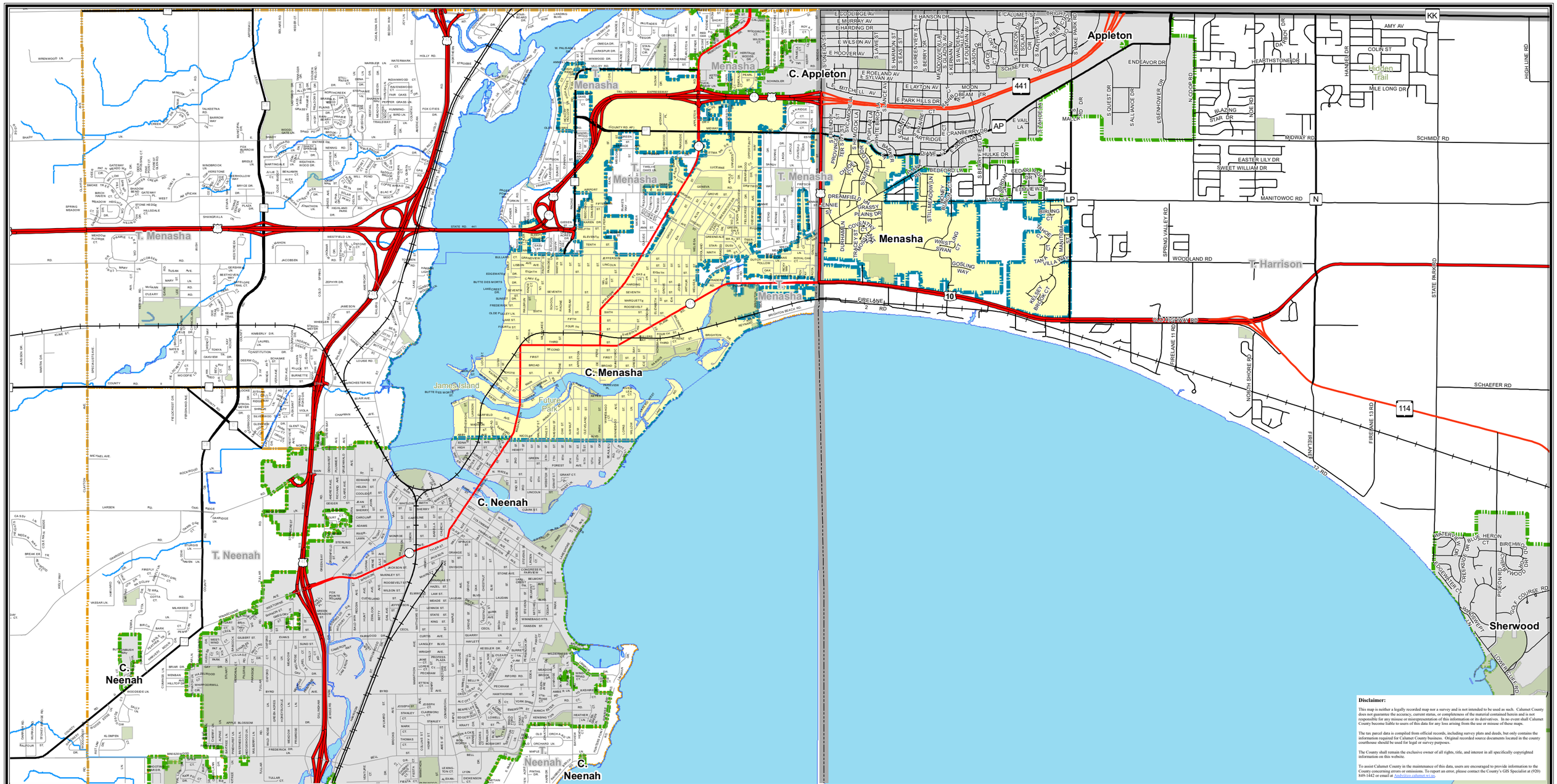
1. Two years prior to the mandatory ten year plan update (or earlier if necessary), the city will evaluate the availability of funds for updating the comprehensive plan. If adequate funds are not available then a strategy will be developed to ensure that sufficient funds are available for a comprehensive plan update.

2. State statutes, regulations, and administrative codes which change over the planning period will be evaluated against the comprehensive plan for consistency.

1. The city shall evaluate and make changes to ordinances that contradict the goals, objectives and policies of the comprehensive plan within 24 months of plan adoption.

9.10 Implementation Programs and Resources

Plan implementation programs have been identified under the previous plan elements.



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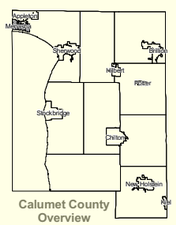
Regional Perspective

City of Menasha, Calumet & Winnebago Counties

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parks and Public Lands
- Other Municipal Boundaries
- City of Menasha Boundary
- Town Boundaries
- County Line



Calumet County Overview

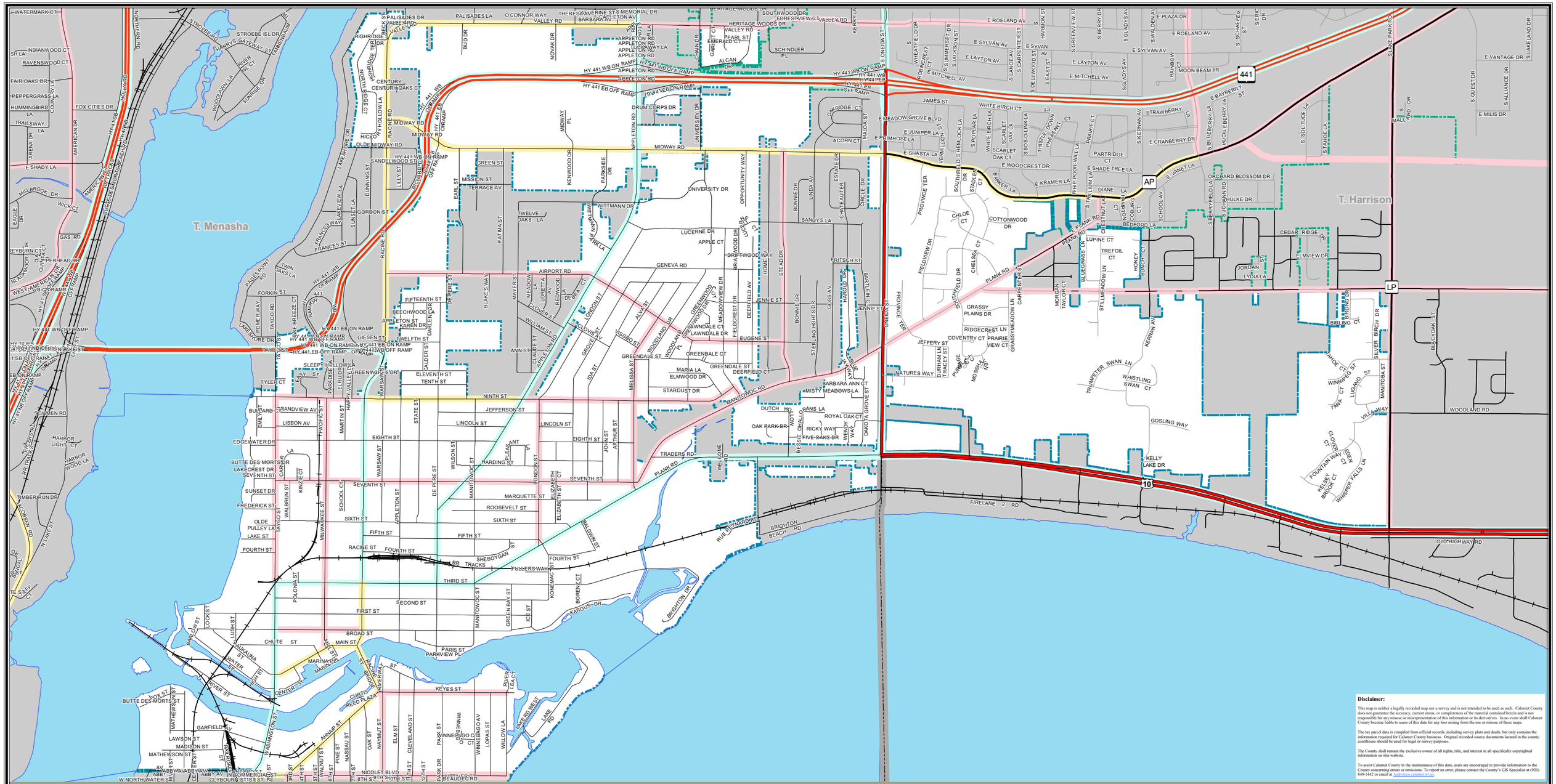
Map 1-1

Map date: December 18, 2007

C_Menasha_RegionalSetting11.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 4,000 feet



Existing Transportation

City of Menasha, Calumet & Winnebago Counties

Functional Class data provided by East Central Regional Planning Commission

Railroads

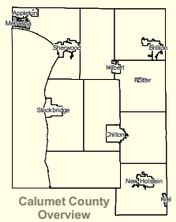
Jurisdictional Class
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets

Functional Class
- Collector
- Minor Arterial
- Principal Arterial

- Lakes
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line

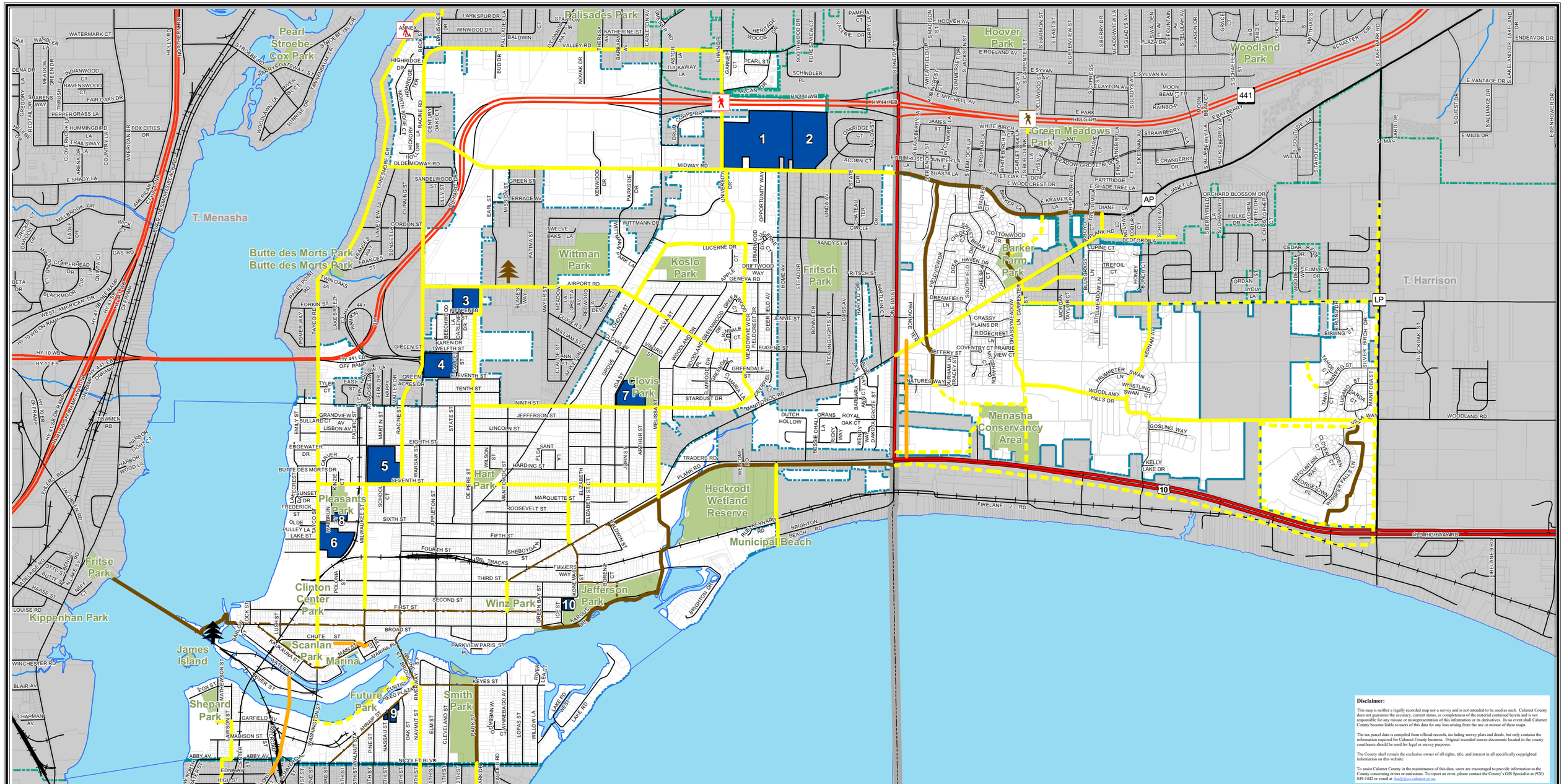
Map date: June 9, 2008
C_Menasha_Transportation31.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 1,973 feet



Calumet County Overview

Map 3-1



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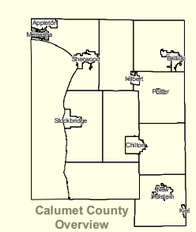
Park and Recreation Facilities

City of Menasha, Calumet & Winnebago Counties

Public School Facilities

1 UW - Fox Valley
2 Maplewood Middle School
3 Gegan Elementary School
4 Calder Stadium
5 Menasha Senior High
6 Butte des Morts Elemenary School
7 Clovis Grove Elementary School
8 Banta Administration Building
9 Nicolet Elementary School
10 Jefferson Elementary School

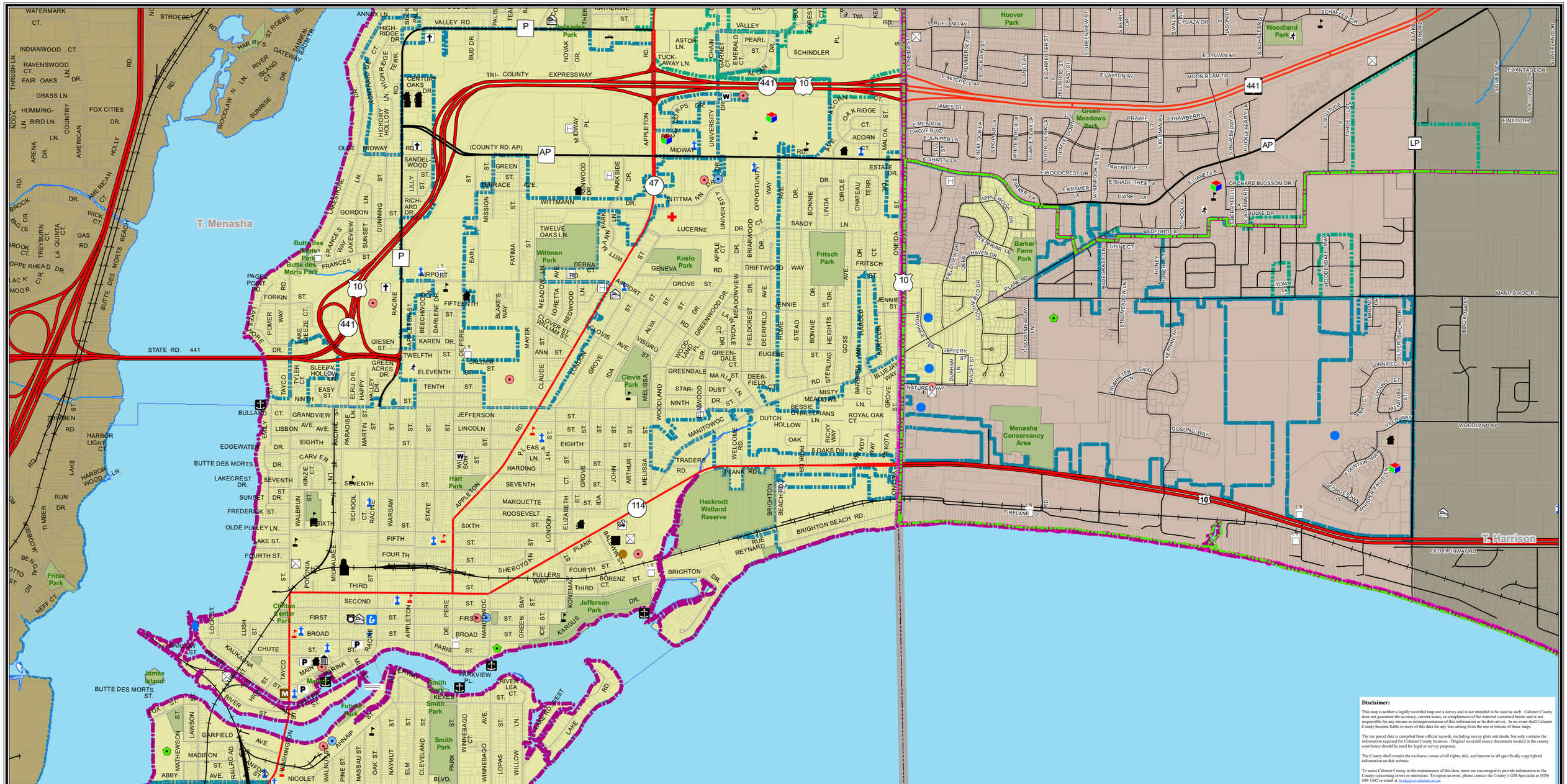
Railroads
Federal Highways
State Highways
County Highways
Local Roads
City Streets
Rivers
Lakes
Parks and Public Lands
Parcel Boundaries
City of Menasha Boundary
Other Municipal Boundaries
County Line
Proposed Pedestrian Overpass
Existing Pedestrian Overpass
Menasha Lock
Youth Sports, Inc.
Off-Road Hard Surface
On-Street Route
Future Off-Road Hard Surface
Future On-Street Route
Sidewalk Link
Public School Facilities



Map 3-2

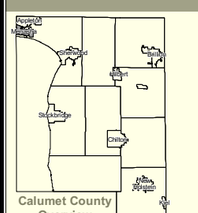
Map Date:6/11/2008
C_Menasha_PkRec32.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 2,083 feet



Existing Utilities and Community Facilities

City of Menasha, Calumet & Winnebago Counties



Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,971 feet

Map date: January 4, 2008
C_Menasha_UCF41.mxd

Base Features

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parks
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Planning Area Boundaries
- Sewer Service Areas
- Growth Management Boundary
- Appleton School District
- Kimberly School District
- Menasha School District
- Neenah School District

Community Services Public Facilities

- City/Village/ Town Hall
- EMS/Ambulance
- Fire Station
- Garage
- Library
- Police
- Airport
- Auto Salvage Yard
- Cemetery
- Church
- Community Center
- Compost Site
- Daycare
- Health Care Clinic
- Hospital
- Museum
- Public Parking
- School - Private
- School - Public
- School Athletic Facilities
- School District Office
- Senior Center/Elder Care
- US Post Office

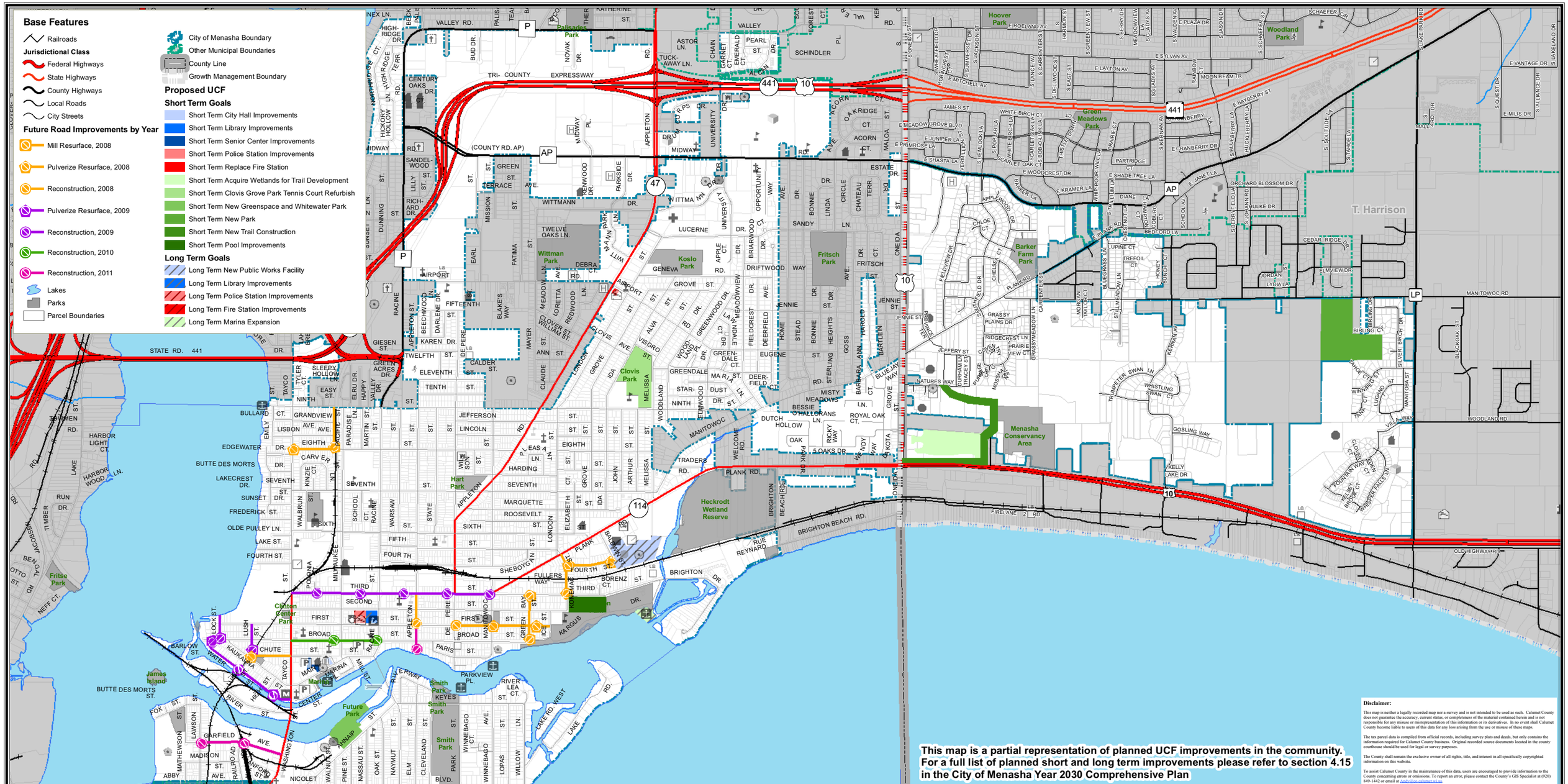
Recreational Facilities

- Boat Launch
- Golf Course
- Indoor Recreation Facility
- Municipal Open Space
- Outdoor Rec Facility

Utilities

- Dam
- Lift Station
- Lock
- Stormwater Facility
- Substation
- Telephone Utility
- Tower - Communication
- Utility Shop/Office
- Wastewater/Water Treatment Plant
- Water Tower
- Well

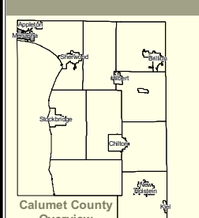
Map 4-1



This map is a partial representation of planned UCF improvements in the community. For a full list of planned short and long term improvements please refer to section 4.15 in the City of Menasha Year 2030 Comprehensive Plan

Proposed Transportation, Utilities and Community Facilities Improvements

City of Menasha, Calumet & Winnebago Counties



Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,973 feet

Map date: June 10, 2008
C_Menasha_PropUCF42.mxd

Community Services

- City/Village/ Town Hall
- EMS/Ambulance
- Fire Station
- Garage
- Library
- Police

Public Facilities

- Airport
- Auto Salvage Yard
- Cemetery
- Church
- Community Center
- Compost Site
- Daycare
- Health Care Clinic
- Hospital
- Museum
- Public Parking
- School - Private
- School - Public
- School Athletic Facilities
- School District Office
- Senior Center/Elder Care
- US Post Office

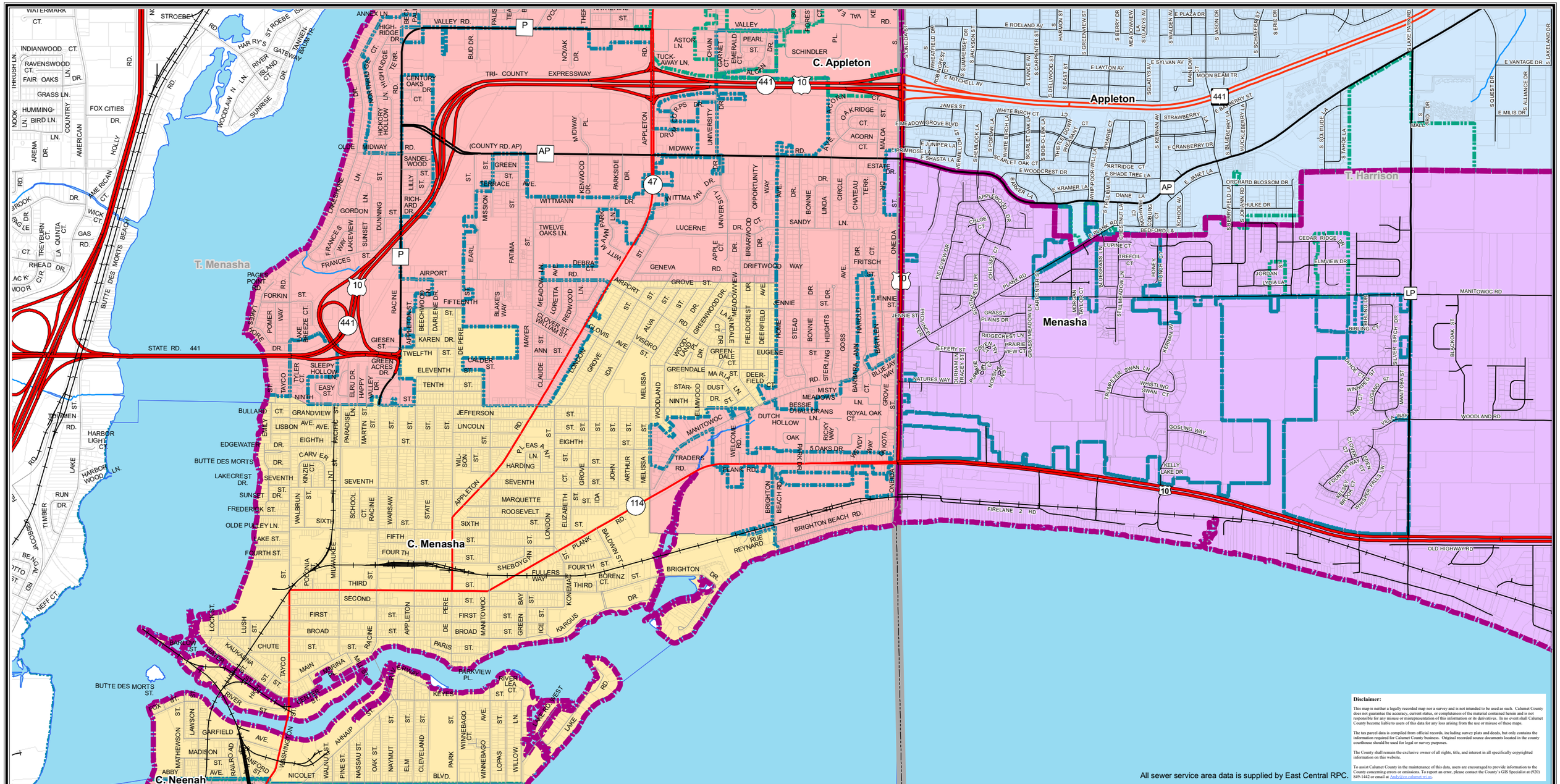
Recreational Facilities

- Boat Launch
- Golf Course
- Indoor Recreation Facility
- Municipal Open Space
- Outdoor Rec Facility

Utilities

- Dam
- Lift Station
- Lock
- Stormwater Facility
- Substation
- Telephone Utility
- Tower - Communication
- Utility Shop/Office
- Wastewater/Water Treatment Plant
- Water Tower
- Well

Map 4-2



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Sewer Service Area

City of Menasha, Calumet & Winnebago Counties

Sewer Service Area data provided by East Central Regional Planning Commission and the City of Menasha Planning Department

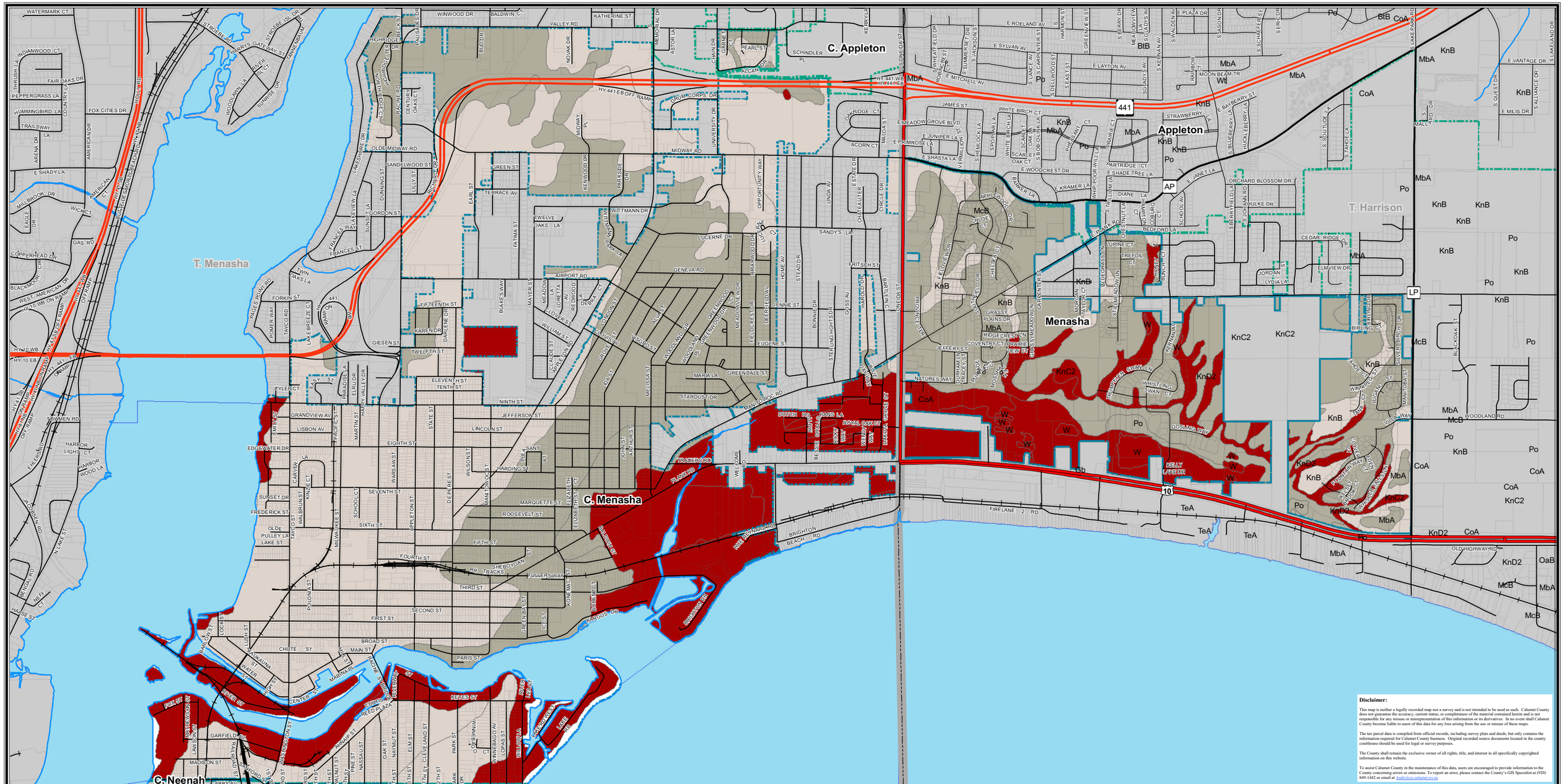
- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Sewer Service Areas
- City of Menasha Utility District
- Town of Menasha Utility District
- Waverly Sanitary District
- City of Appleton Utility District

Map Date: 5/16/2008
C_Menasha_SSA43mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,968 feet

Map 4-3



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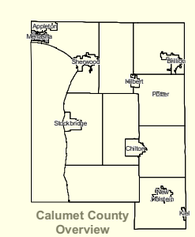
Soil Suitability for Farmland

City of Menasha, Calumet & Winnebago Counties

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Prime Farmland
- Prime if Drained/Not Flooded
- Not Prime Farmland

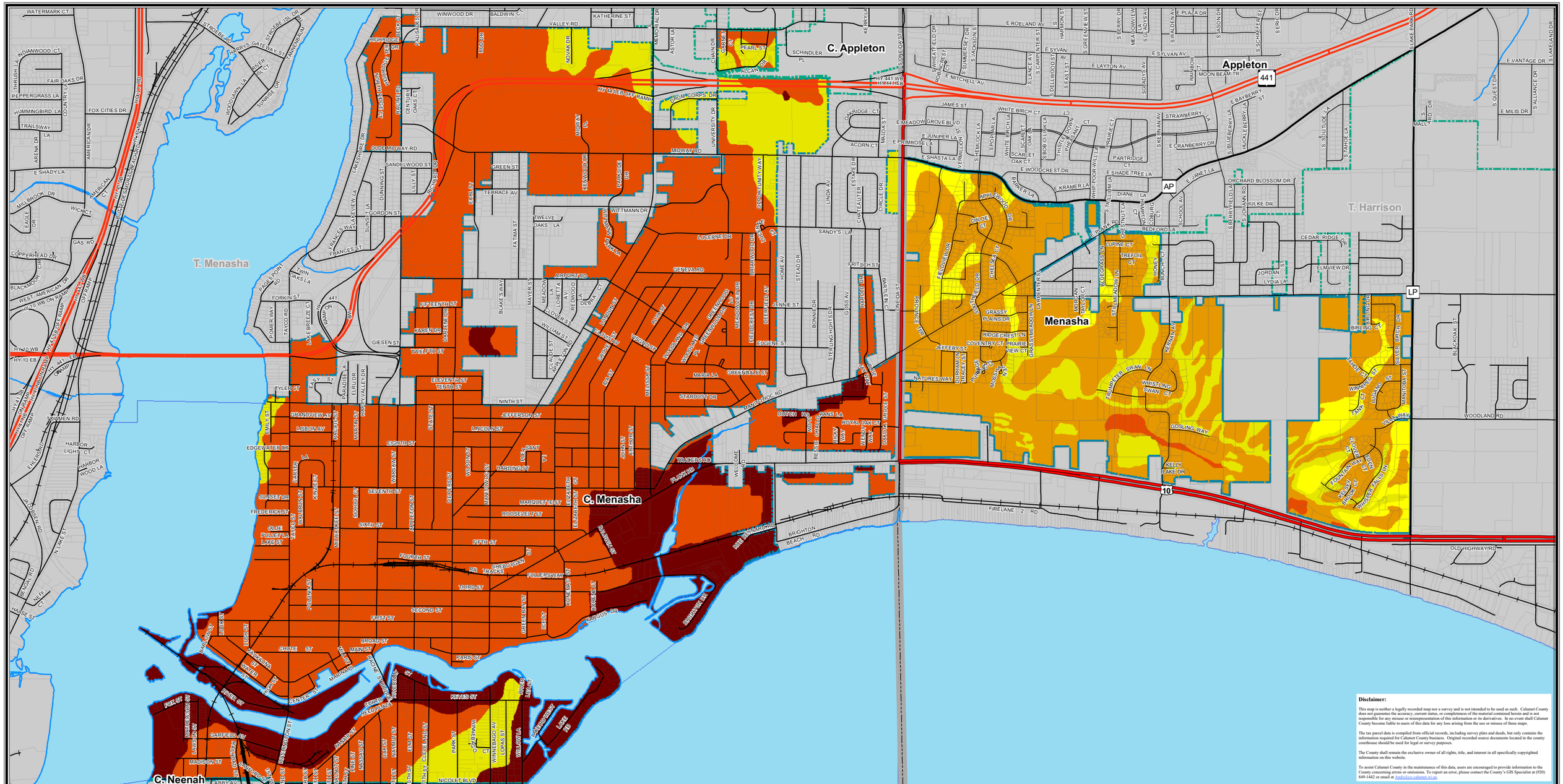
Map date: 2006
C_Menasha_Soils51.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 1,967 feet



Calumet County Overview

Map 5-1a



Soil Suitability for Residential Buildings with Basements

City of Menasha, Calumet & Winnebago Counties

All soil data supplied by the NRCS

Railroads
Federal Highways
State Highways
County Highways
Local Roads
City Streets

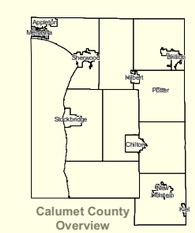
Rivers
Lakes
Parcel Boundaries
City of Menasha Boundary
Other Municipal Boundaries
County Line

Soil Suitability for Residential Building Site Development
- Very High - Favorable Soil Properties
- High
- Medium
- Low
- Very Low - Severe Soil Limitations
- Not Rated

Map date: June 2, 2008
C_Menasha_Soils51b.mxd

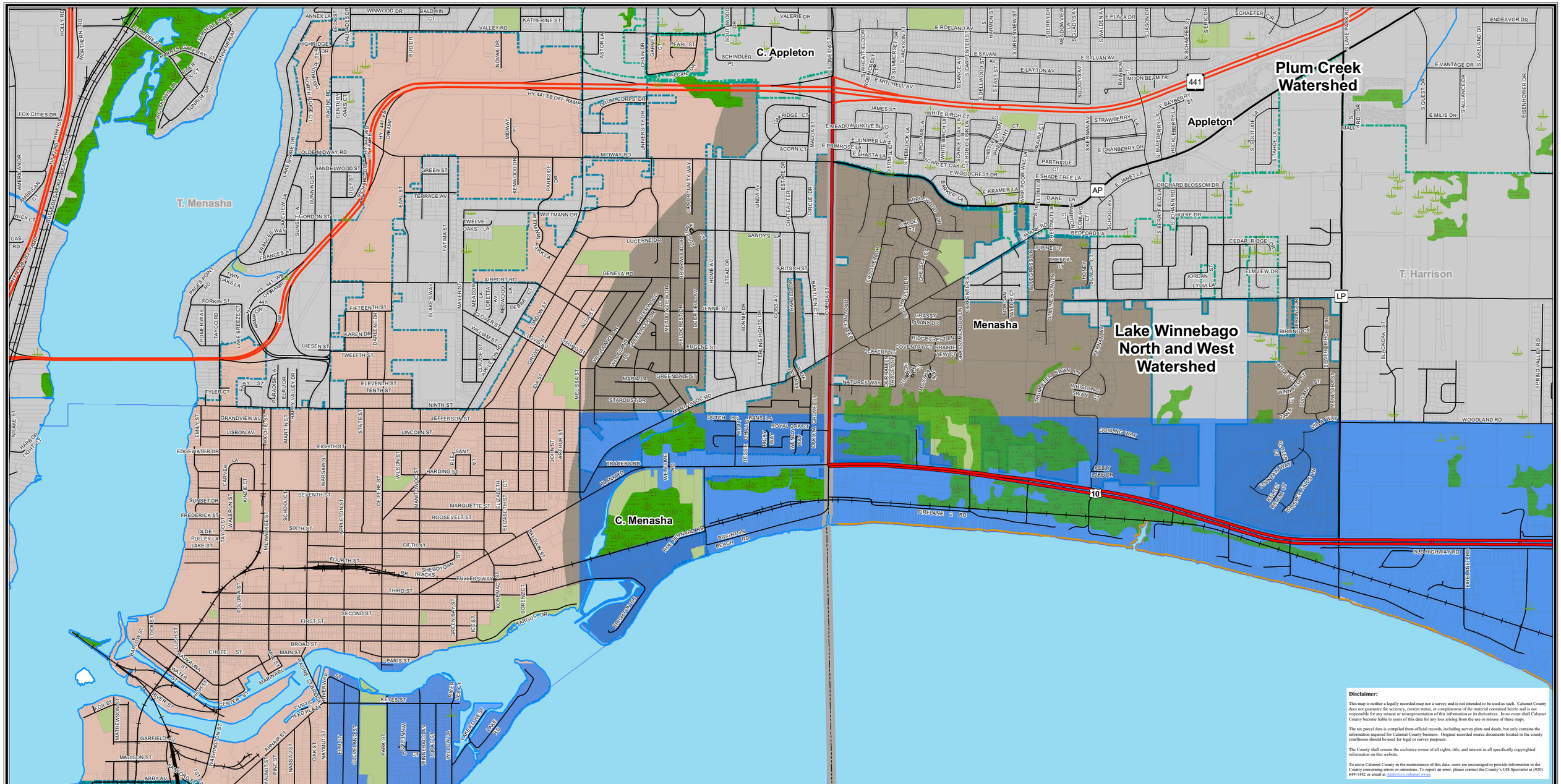
Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,967 feet



Calumet County Overview

Map 5-1b



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Environmental and Water Features

City of Menasha, Calumet & Winnebago Counties

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lake Winnebago
- Parks and Public Lands
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Floodplain
- Wetlands Under 2 Acres
- Wetlands

Natural Heritage Inventory

- Aquatic
- Both
- Terrestrial
- Township Occurance

Watersheds

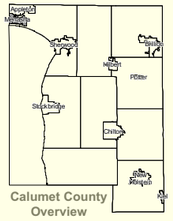
- Fox River/Appleton
- Lake Winnebago North
- Little Lake Butte des Morts
- Plum Creek

Map date: February 6, 2006
C_Menasha_EnvWt52.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

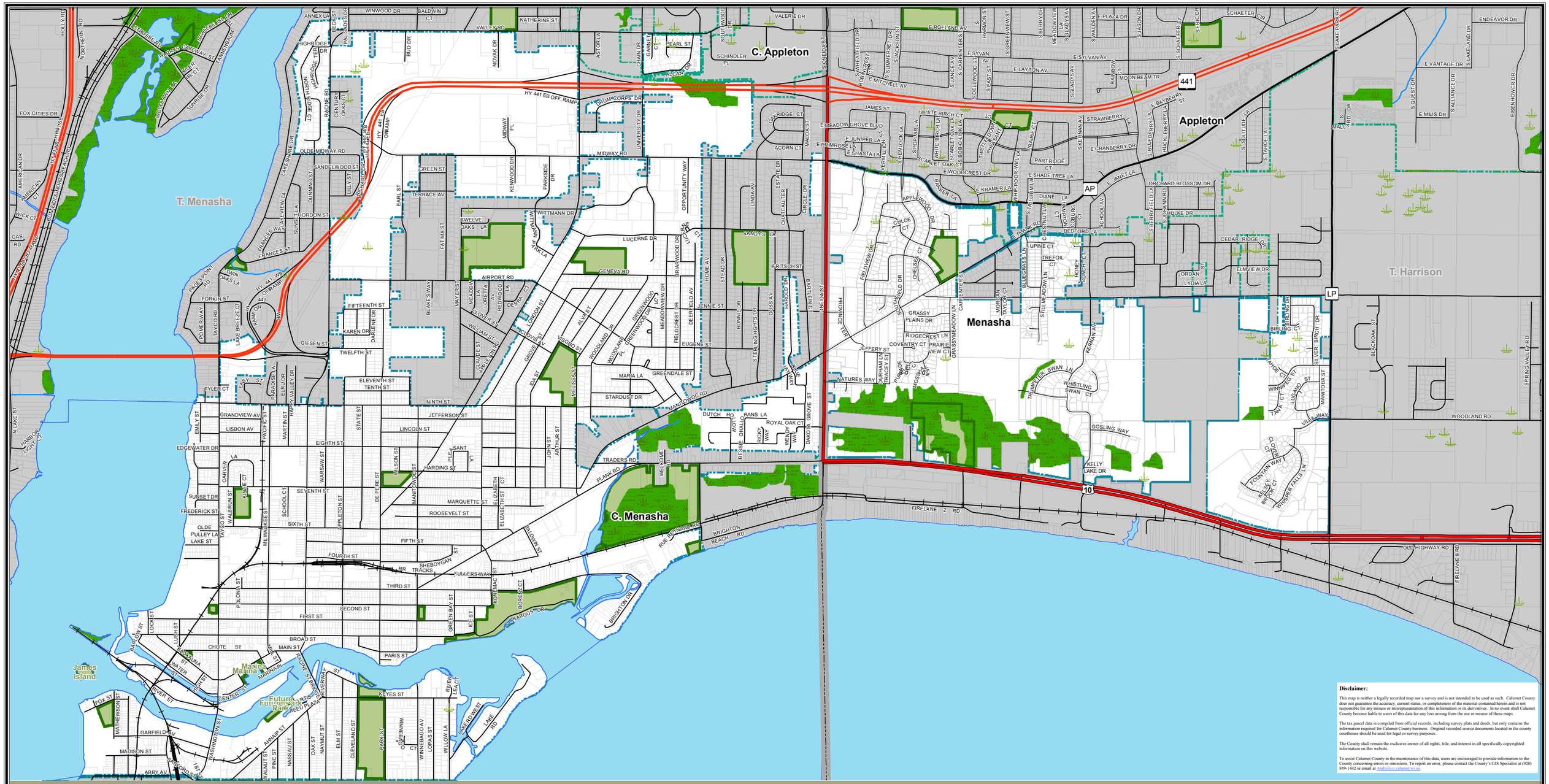
1 inch equals 1,968 feet

Wetlands from the 1994 WDNR Inventory
Lakes and Rivers based on WDNR data
Parcels are from December 2006
Floodplain from 1983 FEMA data
Natural Heritage Inventory is WDNR data
that shows general areas, not specific sites



Calumet County Overview

Map 5-2



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Natural Features

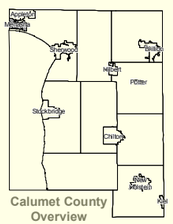
City of Menasha, Calumet & Winnebago Counties

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parks and Public Lands
- Parcel Boundaries
- County Line
- Wetlands Under 2 Acres
- Wetlands

Map date: February 6, 2006
C_Menasha_NatFeatS3.mxd

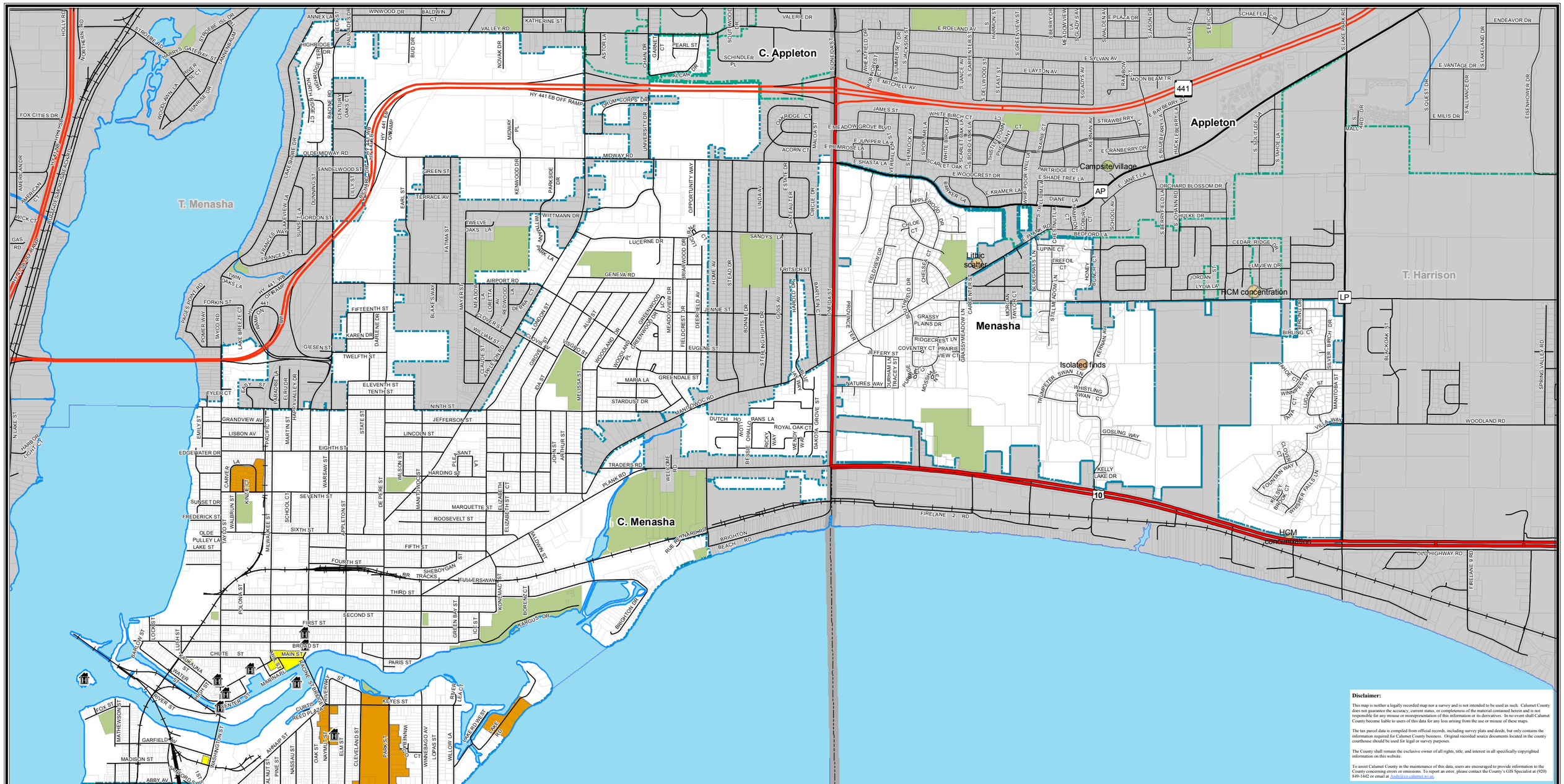
Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 1,968 feet

Wetlands from the 1994 WDNR Inventory
Lakes and Rivers based on WDNR data
Parcels are from December 2006



Calumet County Overview

Map 5-3



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Historical and Cultural Features

City of Menasha, Calumet & Winnebago Counties

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parks and Public Lands
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Historical Sites
- HistoricBuildings
- Current Historic District
- Proposed Historic District

Archeological Sites

- Cache/pit/hearth
- Campsite/village
- Cemetery/burial
- Corn hills/garden beds
- Isolated finds
- Mounds
- Paleontological
- Quarry

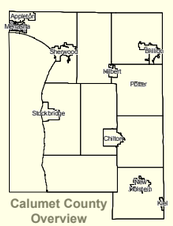
Historical Sites

- Cabin/homestead
- HCM concentration
- Kiln
- Workshop site
- Lithic scatter

Map date: February 6, 2006
C_Menasha_Hist54.mxd

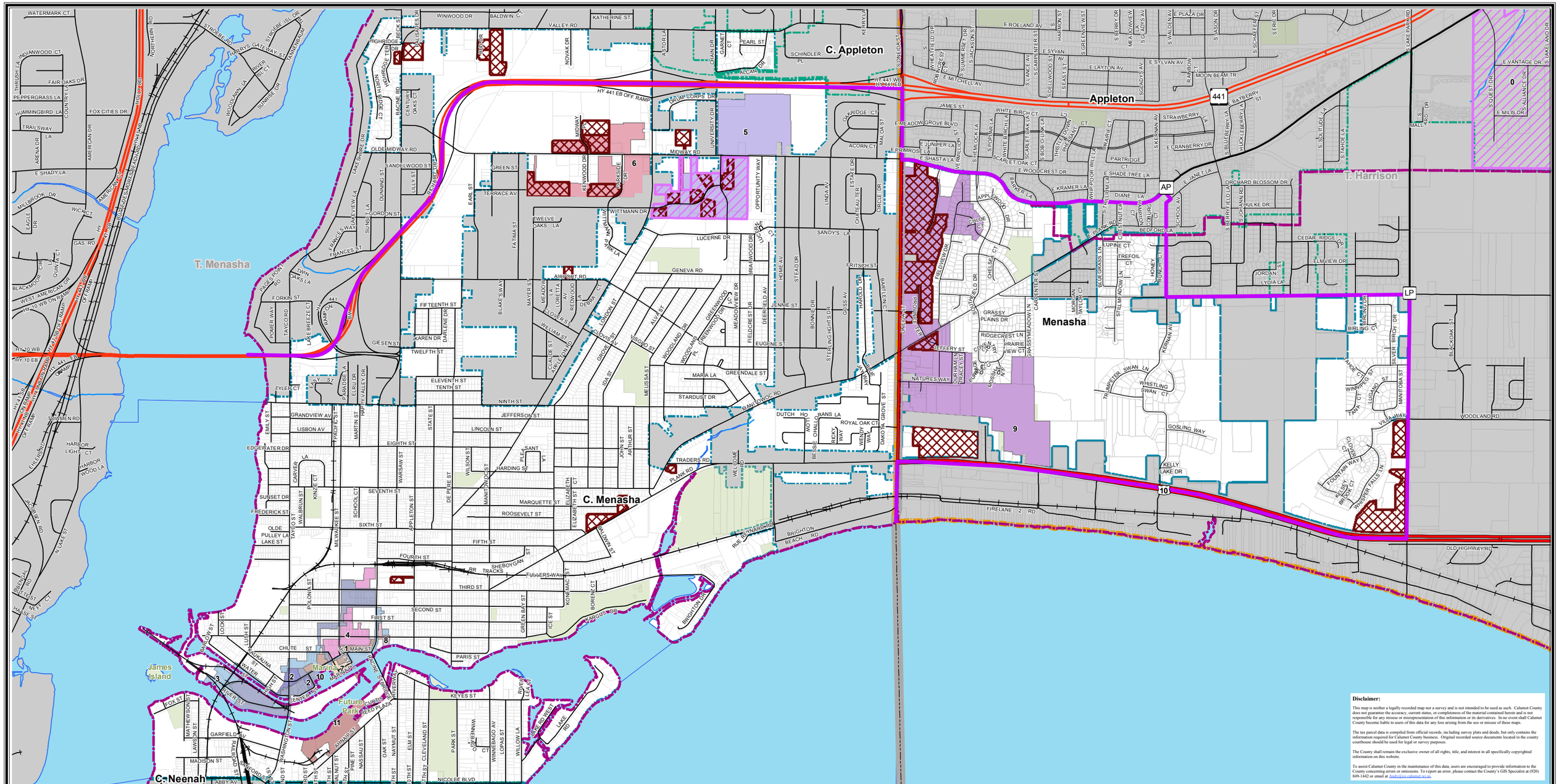
Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 1,968 feet

All historic data was supplied to Calumet County by The State of Wisconsin.
Calumet County makes no claim to the accuracy of the data, and takes no responsibility for it.



Calumet County Overview

Map 5-4



Economic Development

City of Menasha, Calumet & Winnebago Counties

- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parks and Public Lands
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Boundary Agreement
- Industrial and Business Parks
- Sewer Service Areas
- Growth Management Boundary
- Vacant Commercial and Industrial Properties

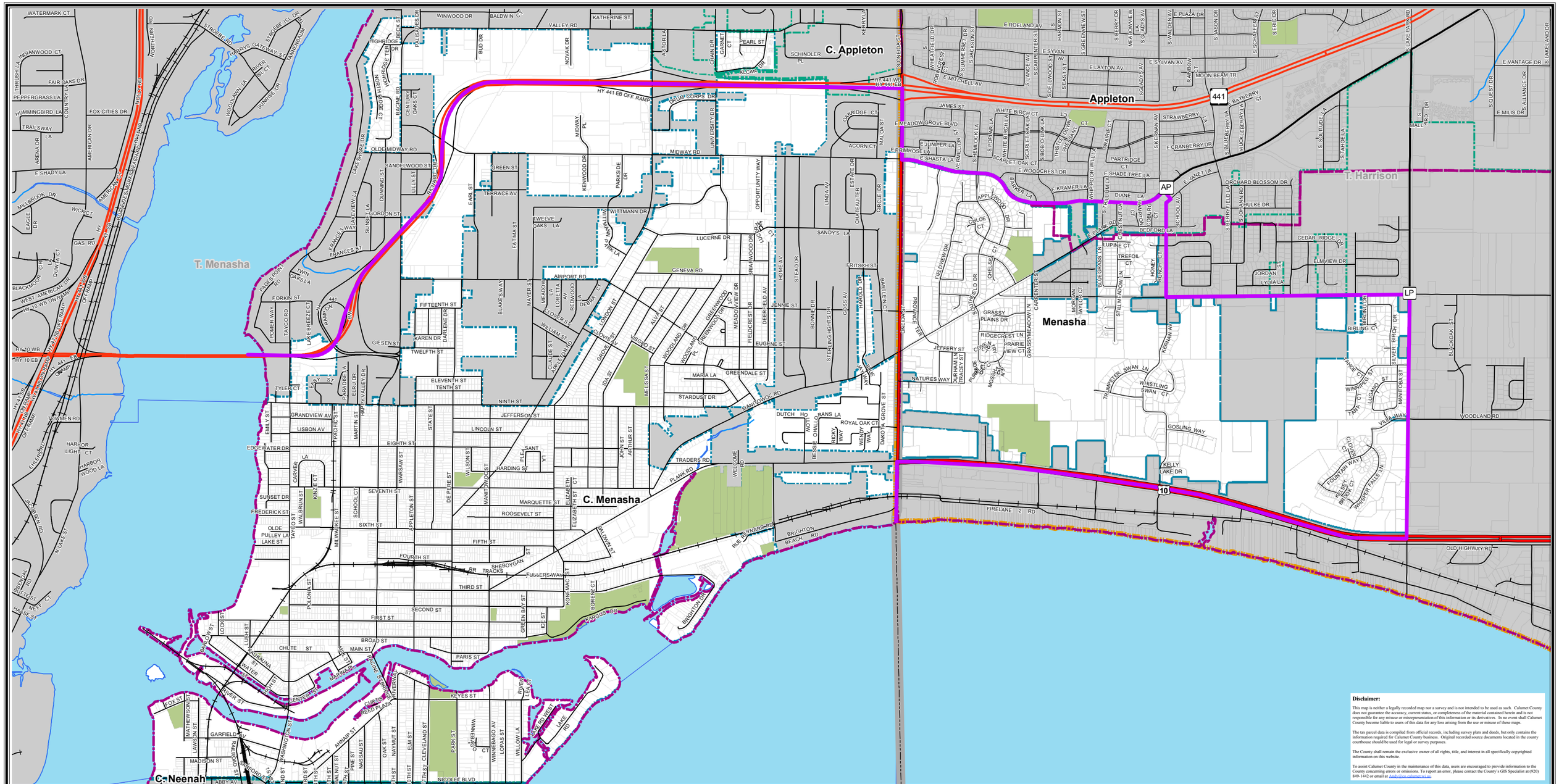
Tax Incremental Finance Districts

- Menasha TID #1
- Menasha TID #2
- Menasha TID #3
- Menasha TID #4
- Menasha TID #5
- Menasha TID #6
- Menasha TID #7
- Menasha TID #8
- Menasha TID #9
- Menasha TID #10
- Menasha TID #11

Map Date:6/11/2008
C_Menasha_ED61.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 1,968 feet

Map 6-1



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Boundary Agreements

City of Menasha, Calumet & Winnebago Counties

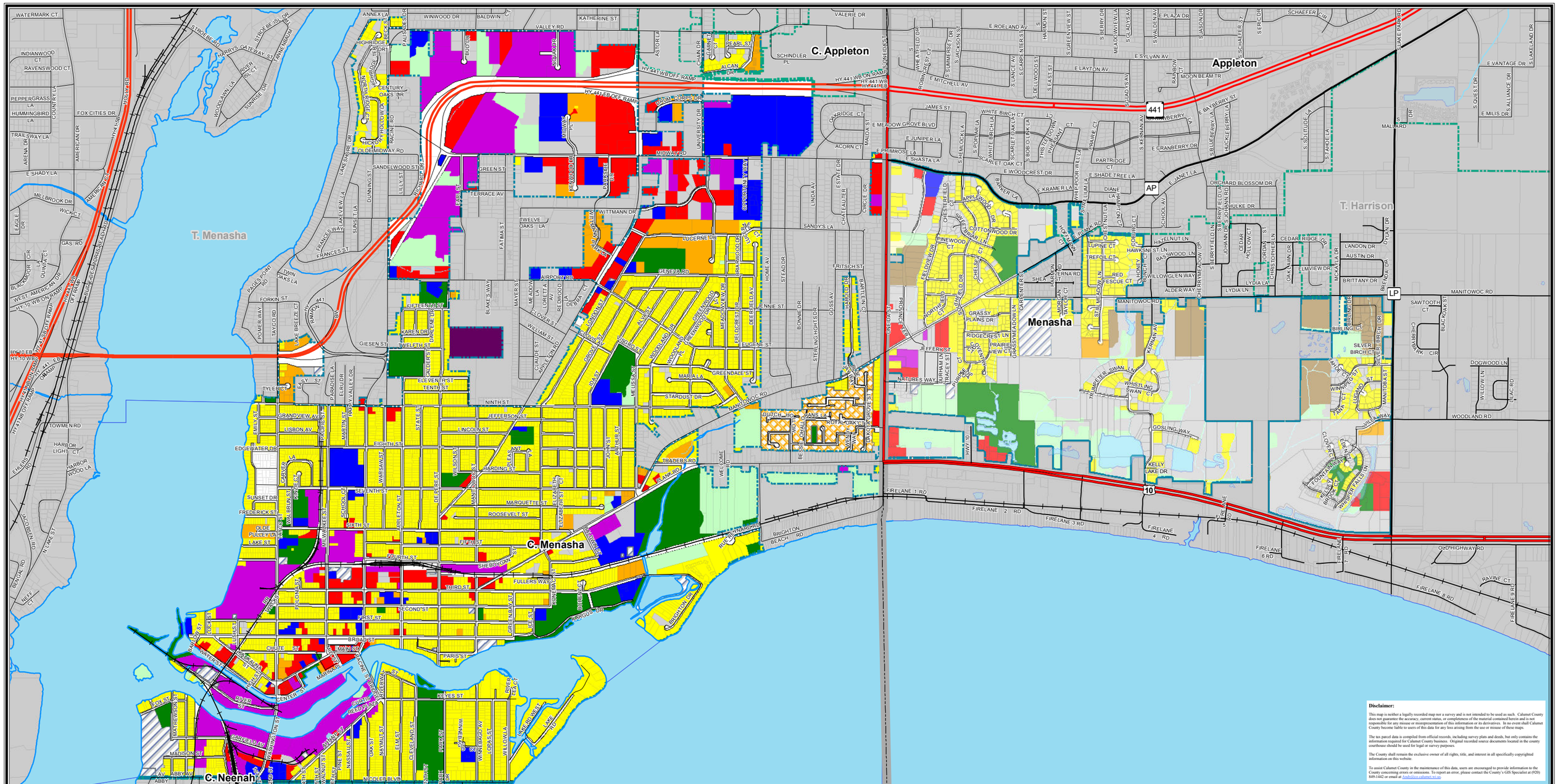
- Railroads
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parks and Public Lands
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line
- Boundary Agreement
- Sewer Service Areas
- Growth Management Boundary

Map Date:3/11/2008
C_Menasha_BoundaryAgreements71.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,970 feet

Map 7-1



Existing Land Use

City of Menasha, Calumet & Winnebago Counties

- Railroad
- Alley
- City and Village Streets
- Town Roads
- County Highway
- State Highway
- US Highway
- Rivers
- Lakes
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line

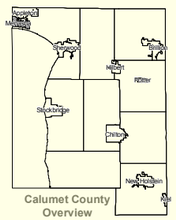
Land Use

- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Water Features
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land

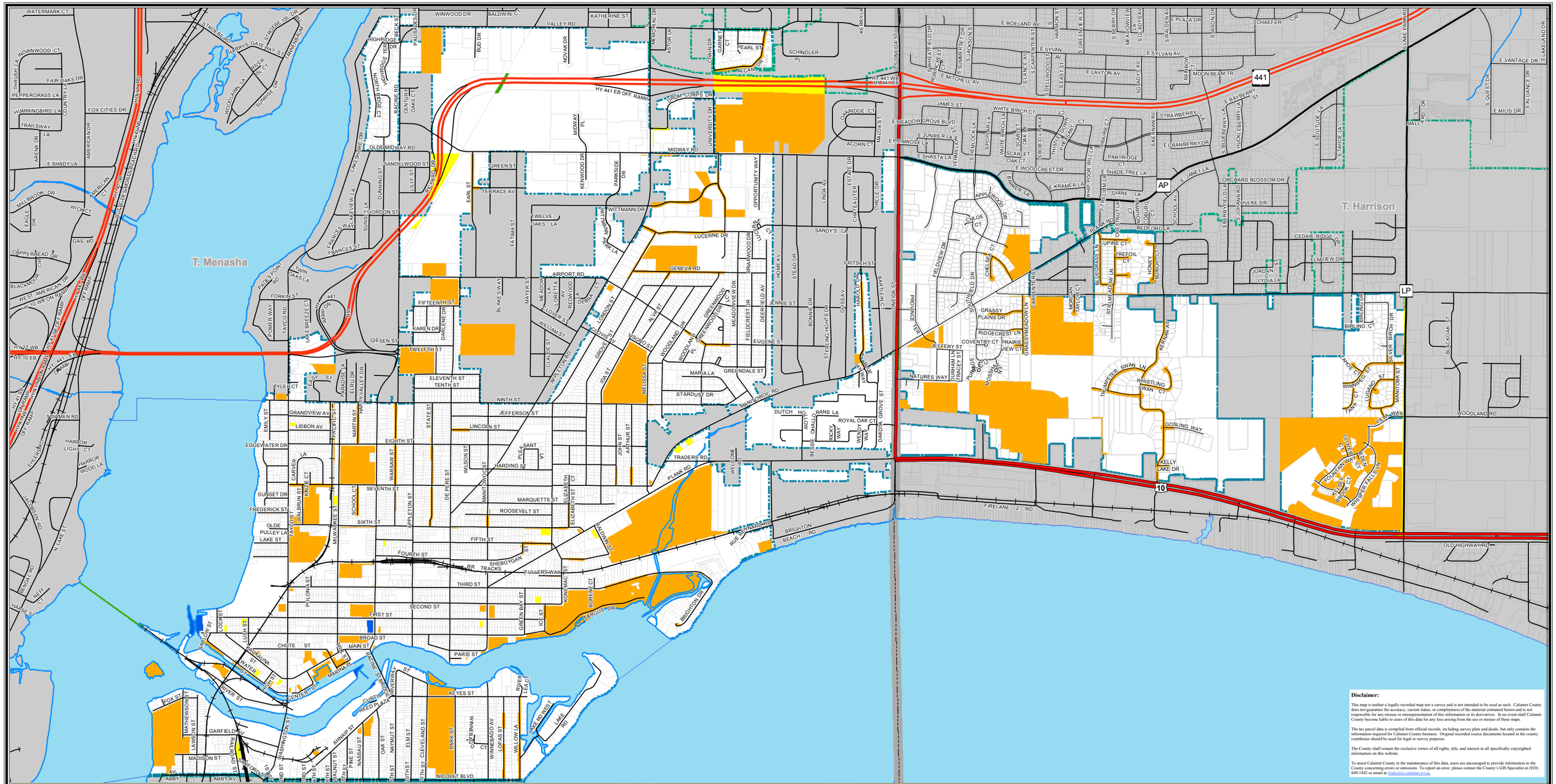
Map Date: September 26, 2006
C_Menasha_LU81.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,972 feet



Map 8-1



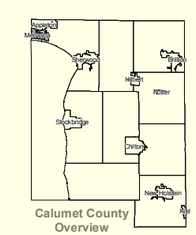
Natural Resource Management

City of Menasha, Calumet & Winnebago Counties

Railroads
Federal Highways
State Highways
County Highways
Local Roads
City Streets
Lakes
Parcel Boundaries
City of Menasha Boundary
Other Municipal Boundaries
County Line

Land Ownership

City or Town Owned
County Owned
State Owned
Federally Owned



Calumet County Overview

Map 8-2

Map date: June 12, 2008
C_Menasha_NatResM2.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,968 feet

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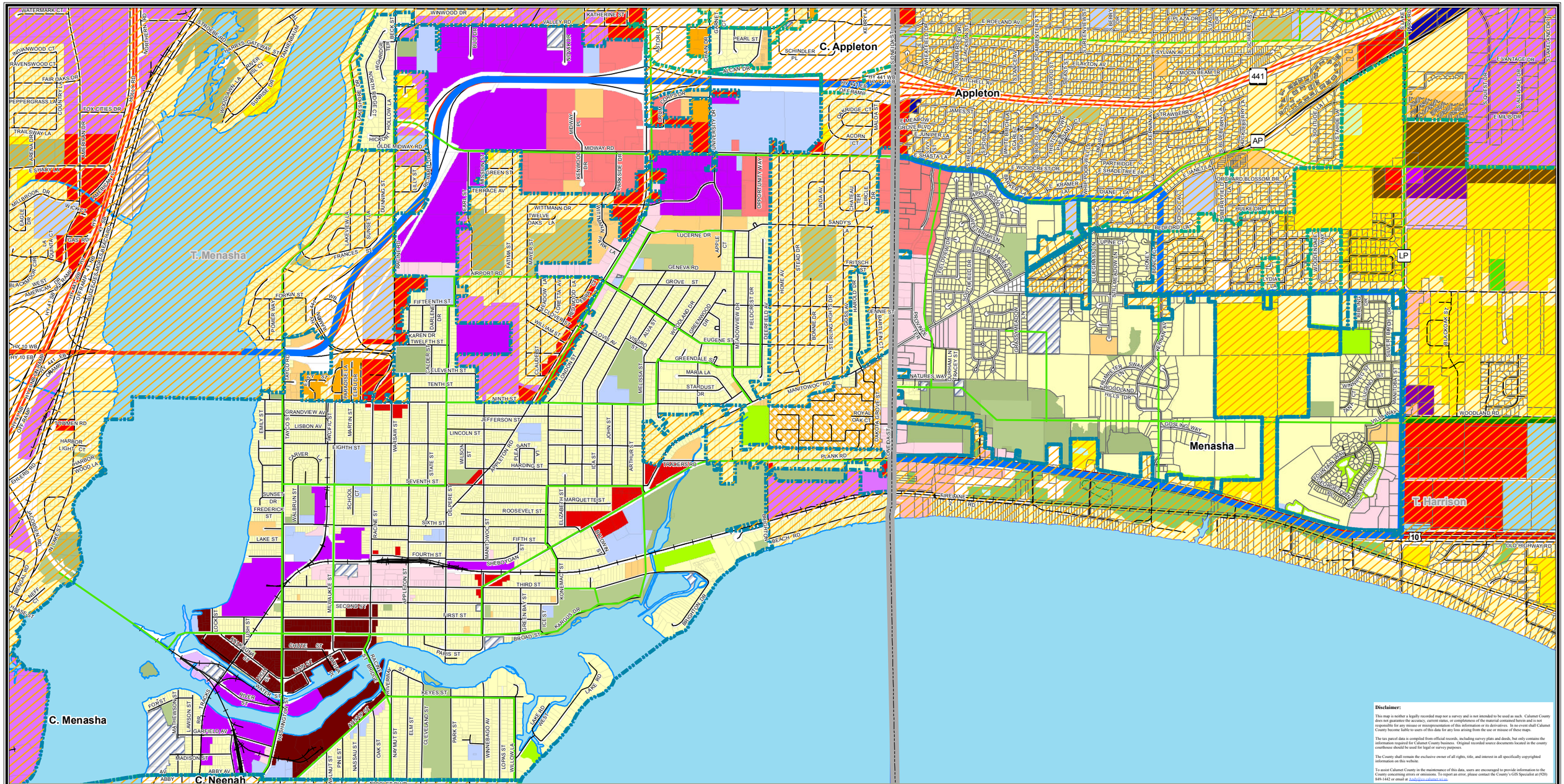


Future Land Use

City of Menasha, Calumet & Winnebago Counties

This Harrison future land use data was developed by the Town of Harrison working with Martenson & Eisele, Inc.

Railroad
Federal Highways
State Highways
County Highways
Local Roads
City Streets
Rivers
Lakes
Parks and Public Lands
Parcel Boundaries
City of Menasha Boundary
Other Municipal Boundaries
County Line
Menasha Growth Management Boundary
Trails

Menasha Future Land Use
Low Density Residential
Multiple Family Residential
Mobile Home Park
Community Commercial
Regional Destination Commercial
Mixed Use Neighborhood Center
Mixed Use Commercial Core
Industrial
Government/Institutional
Mixed Use Area
Utilities/Communications
Public Parking
Open Space
Parks and Recreation

Town of Menasha Future Land Use
Low Density Residential
Medium Density Residential
High Density Residential
Commercial
Industrial
Public/Institutional
Recreational
Agricultural
Utilities/Communications

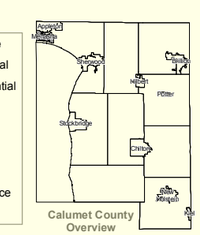
Harrison Existing Land Use
Wetlands
Single Family Residential (sewered)
Two Family Residential
Multi-Family Residential
Mobile Home Park
Commercial
Industrial
Public/Institutional
Utilities
Quarries
Parks and Recreation
Recreational Trails
Water
Woodlands
Special Ag/Nurseries
Farmstead Homes
Light Industrial

Harrison Future Land Use
Single Family Residential (sewered)
Single Family Residential (unsewered)
Two Family Residential
Multi-Family Residential
Commercial
Industrial
Public/Institutional
Parks and Recreation

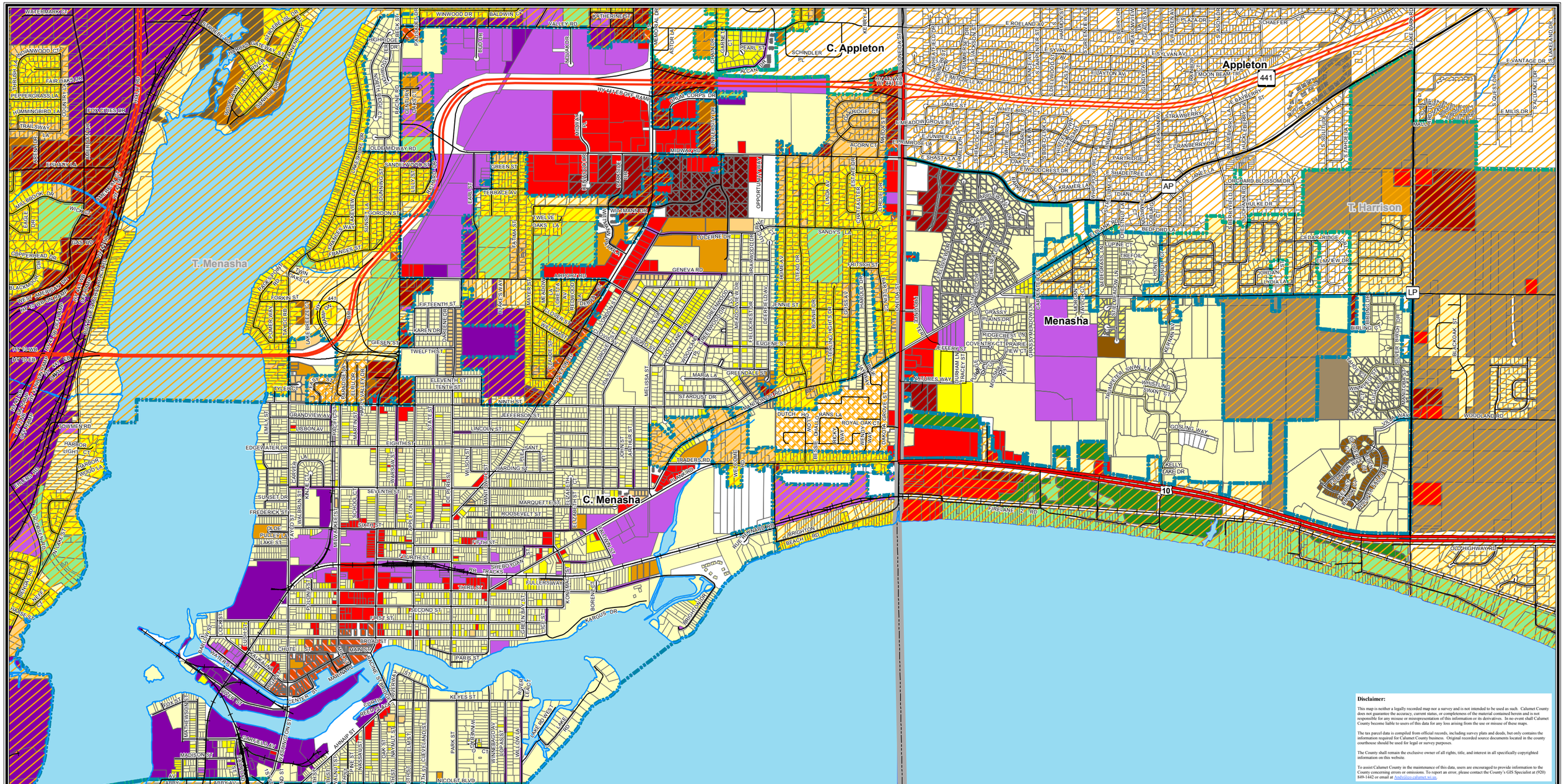
Appleton Future Land Use
Single Family Residential
Multiple Family Residential
Multi-Tenant Building
Commercial
Industrial
Institutional
Recreational/Open Space

Map Date: May 19, 2008
C_Menasha_PreferredLUM3.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442
1 inch equals 1,975 feet



Map 8-3



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Existing Land Use and Zoning Regulations

City of Menasha, Calumet & Winnebago Counties

- Railroad
- Federal Highways
- State Highways
- County Highways
- Local Roads
- City Streets
- Rivers
- Lakes
- Parcel Boundaries
- City of Menasha Boundary
- Other Municipal Boundaries
- County Line

Town of Harrison Zoning
- Exclusive Ag (A-1)
- Transitional Ag (A-2)
- General Ag (A-3
- Local and Neighborhood Commercial (C-1)
- Community and Area Wide Commercial (C-2)
- Commercial/Light Industrial (C-3)
- Conservancy (CON)
- Industrial (I)
- Residential (R-1)
- Residential (R-2)
- Multi-Family Residential (R-3)
- Residential Planned Development (R-4)
- Recreational (REC)

Town of Menasha Zoning
- Agri-Business (A-1)
- General Farming (A-2)
- Local Service (B-1)
- Community Business (B-2)
- General Business (B-3)
- Business Park (B-4)
- Planned Commercial Business (B-5)
- Light Industrial (M-1)
- Heavy Industrial (M-2)
- Mobile Home (MH-1)
- Institutional and Recreational Park (P-1)
- Rural Residential (R-1)
- Suburban Residential (R-2)
- Two Family Residential (R-3)
- Multiple Family Residential (R-4)
- Planned Residential (R-5)

City of Menasha Zoning
- General Commercial (C-1)
- Central Commercial (C-2)
- Business and Office (C-3)
- Business Park (C-4)
- Heavy Industrial (I-1)
- General Industial (I-2)
- Mobile Home (MH)
- Single-Family Residence (R-1)
- Single Family Low Density Residence (R-1A)
- Two-Family Residence (R-2)
- Multi-Family, Zero Lot Line Residence (R-2A)
- Multi-Family, Medium Density Residence(R-3)
- Multi-Family, High Density Residence (R-4)
- Planned Unit Development (PUD)

Map date: 2006
C:\Menasha_Zoning_zoom91.mxd

Calumet County LIO
206 Court St
Chilton WI, 53014
920-849-1442

1 inch equals 1,968 feet

Calumet County Overview

Map 9-1