

**Town of Menasha  
Winnebago County  
Comprehensive Plan  
2003-2023**

*Bridging the Fox Cities*



**TOWN OF MENASHA**

**Adopted  
August 25, 2003**

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Winnebago County  
Comprehensive Plan  
2003-2023**

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# Town of Menasha Smart Growth Comprehensive Plan

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## I. Purpose of the Smart Growth Comprehensive Plan

### A. Why Plan?

“In preparing for battle I have always found that plans are useless, but planning is indispensable.”

**General Dwight D. Eisenhower**

Well, General, perhaps plans are not “useless,” but the point is true. **The real benefit of planning, community or otherwise, is working through the process, not the production of a map or document at the end.** In this context, the word “plan” is a verb, not a noun; it is an action, not a result.

Good planning brings people together to talk about what responsible growth looks and feels like. It encourages discussion among citizens, agencies, and governments. It presents choices on how and where to live; how to get to and from work, school, home, and play; and how a community will look, function, and feel.

The planning process identifies what is and what can be, and fosters discussion on how the past influenced the present and can guide the future. It is an opportunity to discuss options and develop common goals. It provides a focus for finding and discussing innovative ways to meet diverse community needs.

The “finished” plan – the map or report – is really little more than the documentation of the planning process. It records facts and **describes a scenario for the future.** It displays how financial and human resources might be allocated. It illustrates the planning process’s discussion and findings.

**A good plan is not the end of a process but the beginning of a new one. It is the starting point for implementation, a guide for change. It cannot be viewed strictly as “law,” but, rather, as a reference for future decision-making. The plan is a tool, not just a product.**

## B. Smart Growth Legislation

The most complete planning legislation in Wisconsin's history was included in the State of Wisconsin Biennial Budget for 1999-2001 and was revised in May 2000 for technical changes. The "Smart Growth" comprehensive planning legislation provided a framework for developing comprehensive plans and to assist the community in making informed land use decisions. The framework includes nine specific elements and fourteen goals. By January 1, 2010, all communities which make land use decisions will need to base those decisions on an adopted comprehensive plan based on the Smart Growth legislation.

It also provides for a grant program that will offer communities an incentive to further advance the local efforts in their comprehensive planning process and a connection to other planning related actions to help provide overall consistency with the plan developed by the local community.

## C. Planning in the Town of Menasha

The Town of Menasha has a long history of developing and using comprehensive plans to direct its future. The Town's first plan was adopted in 1986. A new plan was prepared and adopted in 1996. The 1996 plan established goals, objectives and policies that have been used to direct the Town's growth. The Town has required conformance of all rezoning with the adopted future land use map and requires amendments to the future land use map if a rezoning does not conform. The 1996 plan was approved by East Central Wisconsin Regional Planning Commission, which ensured that the Town could expand its sewer service area.

This Smart Growth Comprehensive Plan meets all of the requirements of the new State of Wisconsin Legislation on Growth Management under Wisconsin Statutes 16.965, 16.9615 and 66.1001. It is intended to direct the growth of the community for the next twenty years, with a review of its objectives on an annual basis and a full update every five years. This plan incorporated input from the residents of the Town of Menasha while encouraging efficient government and facilitating intergovernmental cooperation. As with the 1996 plan, this will be a blueprint for future development that will help citizens, developers and all other entities know what to expect about the future of the Town of Menasha.

On May 14, 2003 following a public hearing, the Town of Menasha Planning Commission by Resolution #51403-1 recommended the adoption of the Town of Menasha Smart Growth Comprehensive Plan to the Town Board of the Town of Menasha. On June 23, 2002, the Town Board held a public hearing at which the ordinance to adopt the Town of Menasha Smart Growth Comprehensive Plan was discussed. On July 14, 2003, the Town Board of the Town of Menasha adopted Ordinance #030623-6.



## II. Future Land Use Plan

### A. Summary

#### ***Introduction***

The land use plan for the Town of Menasha is the visual representation of existing and planned development (see Map 1). Here is where the impact of the population projections, the historical and projected changes in the demographics of the community, the projected densities of different types of residential development, the transportation pattern and systems, the protection of natural resources and more become real for the residents of the Town of Menasha.

#### ***Key Issues and Drivers***

The key issues and drivers that were the focus of the meetings with the Town of Menasha Planning Commission were reviewed and analyzed in preparing the Future Land Use Plan for the Town of Menasha. Some of the key issues and drivers that are more fully explored in **V. Inventory and Analysis** include:

- Change in demographics
- Change in household size and structure
- Recent and planned transportation improvements
- Protection of agricultural, natural and cultural resources
- Promotion of economic development

#### ***Review of Draft Future Land Use Plans***

A draft of the Future Land Use Plan was the subject of two public forums held on May 16, 2002 at the Town of Menasha Municipal Complex and on May 23, 2002 at the Town of Menasha Community Center.

Presentations were made on the Smart Growth Comprehensive Planning Process by Alvin Bellmer, Chairperson of the Town of Menasha Planning Commission and George Dearborn, Director of Community Development for the Town of Menasha. Jonathan Bartz, Principal Planner for Martenson & Eisele, made a presentation on past, present and future land use in the Town of Menasha.

Town residents who attended the public forums were given the opportunity to review a draft future land use plan for the Town of Menasha, ask questions of the Town's staff and consultant, and make suggestions on future land use in the Town of Menasha. Below is a list of the areas that generated the largest amount of questions and suggestions:

- The projected industrial or business park located on the west side of CTH CB north of the Town of Menasha Municipal Complex
- The property owned by the Town of Menasha located on the east side of CTH CB north of East Shady Lane
- Projected future land uses along West American Drive between Millpond Lane and Cold Spring Road
- Projected future land uses surrounding the Tri-County Ice Arena.
- The desire for residential development to be low density versus medium or high density

The Town's staff and consultant reviewed the suggestions and comments in developing a second draft of the Future Land Use Plan that was presented to the Town of Menasha Planning Commission on July 17, 2002. Based on the discussion at that meeting, a final draft of the Future Land Use Plan was prepared for inclusion on the Town of Menasha web site and for the presentation of the draft Smart Growth Comprehensive Plan at a public hearing on May 14, 2003.

***Recommendation – Agricultural Preservation Plan***

It is recommended that the applicable ordinances and regulations be reviewed for possible changes that may be needed to implement the Agricultural Preservation Plan (see Section D. Land Use Projections on page 11).

***Recommendation - Neighborhood Development Plan Areas***

It is recommended that the Neighborhood Development Plan Areas be reviewed and prioritized (see Section C. Development and Redevelopment Opportunities on page 7).

***Recommendation - Neighborhood Discussion Areas***

It is recommended that planning workshops be scheduled for each of the four Neighborhood Discussion Areas (see Section C. Development and Redevelopment Opportunities on page 7). The workshops should be completed by 2004.

## B. Land Use Goals, Objectives and Policies

### ***Goal***

To provide for orderly growth and development that ensures the character, magnitude and location of all land uses are considered in achieving a balanced natural, physical, and economic environment, and contributes to the general health, safety and welfare of the Town's residents and property owners.

### ***Objectives***

- a. Develop and adopt a Land Use Plan that guides the public and private sectors in making decisions on the development and redevelopment of land in the Town of Menasha, and provides for a complete range of land uses in the areas most appropriate for such uses.
- b. Develop and adopt new regulatory tools, and revise and re-adopt existing regulatory tools needed to promote compact development in areas that can be efficiently served by existing Town services.
- c. Amend the existing zoning map to be consistent with the recommendations of the Comprehensive Plan and neighborhood development plans.
- d. Where and when necessary, draft and adopt new ordinances and development standards to implement the goals, objectives, and recommendations of the Comprehensive Plan and the Neighborhood Development Plans and Neighborhood Discussion Areas.
- e. Develop and adopt Neighborhood Development Plans.
- f. Develop and adopt a Town-administered zoning ordinance.

### ***Policies***

- a. The Town shall require all decisions and actions concerning land use development and redevelopment in the Town of Menasha to be consistent with the Comprehensive Plan.
- b. The Town shall require that all non-agricultural development located within the Town of Menasha's Sewer Service Area be served by municipal services.
- c. The Town shall discourage residential development on land that is not in the Town's Sewer Service Area.
- d. The Town shall encourage the development of vacant and under-utilized land within the Sewer Service Area that can be served by existing municipal services and facilities and transportation systems.
- e. The Town shall use the Site Plan Review process to improve the visual quality and physical design of the Town of Menasha by developing and continuing to enforce signage, landscaping, property maintenance, building design, parking, loading and outdoor storage regulations which foster high quality urban development.

- f. The Town shall use the Site Plan Review process to reduce the potential for conflict between potentially incompatible land uses by requiring adequate mitigation measures such as buffer yards, vegetative or structural screening, sound-proofing, traffic access control and directed parking lot lighting.
- g. The Town shall use the Site Plan Review process to address storm water management problems associated with increasing urbanization by requiring new development to provide on-site storm water management facilities.
- h. The Town shall use the Site Plan Review process to encourage the use of innovative land use design and development tools and techniques such as planned unit development, transit-oriented development, cluster development and conservation development to foster compact, pedestrian-oriented and mixed use developments.
- i. The Town shall use the Site Plan Review process to prohibit development from locating in wetlands, floodplains, and delineated conservation and environmentally sensitive areas.
- j. The Town shall establish, adopt, and implement density and intensity standards for all future land uses.
- k. The Town shall encourage the concentration of higher density and intensity growth in and around areas that are adequately served by transportation facilities, public utilities, and community services and facilities.
- l. The Town shall encourage a broad range of residential land use densities to satisfy the housing preferences and income levels of all residents.
- m. The Town shall promote development of commercial areas that are convenient to the public and integrated with surrounding land uses and the transportation system.
- n. The Town shall encourage, and provide land for industrial development that through appropriate zoning district designation and adherence to proper planning principles will foster a diversified economic base while not being detrimental to the Town's aesthetics and quality of life.
- o. The Town shall require the dedication and construction of frontage roads, interconnected parking lots and/or shared driveways to minimize the number of access points on major roads.
- p. The Town shall encourage the modification of the Town/County Zoning Ordinance to provide criteria to accommodate innovative land development techniques.
- q. The Town shall approve deviations from the recommendations in the Comprehensive Plan only in the context of a formal amendment or a Town adopted detailed neighborhood development plan.
- r. The Town shall annually review the Land Use Element of the Comprehensive Plan to identify amendments needed for the Plan to continue to effectively guide land use development decisions.
- s. The Town will coordinate its Land Use Plan with the plans of adjacent municipalities to avoid land use conflicts at borders.

## C. Development and Redevelopment Opportunities

There are fourteen areas of the Town of Menasha that should be the focus of a **Neighborhood Development Plan** (see Map 2). A neighborhood development plan addresses in detail the development and redevelopment needs of a specific area. While the term “neighborhood” is generally associated with a residential area, in this plan the term is used to describe areas that may contain one or a combination of land uses. The neighborhood will typically be a rectangular or circular area with a radius of ¼ mile or less. Some will be lineal or long and narrow because they are defined by a segment of the transportation system.

### ***CTH BB Neighborhood***

The planned extension of water and sewer to properties along the south side of CTH BB between American Drive and CTH CB will serve as a stimulus to the further development and redevelopment of commercial and industrial uses in this linear neighborhood. The commercial value of this neighborhood has been demonstrated recently with land sales in the \$100,000 to \$200,000 per acre range.

### ***CTH CB West Neighborhood***

This neighborhood, one of the largest discussed in this plan, is located east of Irish Road, south of CTH BB, west of CTH CB, and north of the land on which the Town of Menasha’s Municipal Complex is located. It is currently predominantly agricultural. The neighborhood has a number of assets, including gently sloping topography, natural features such as environmental corridors and woodlands, and access to the transportation system, all of which lend themselves well to a future high quality business park. This neighborhood provides an opportunity for Smart Growth development concepts.

### ***Stroebe Island Neighborhood***

While this neighborhood has experienced substantial development over the years, it remains an outstanding environmental asset for the Town. Development for residential use is nearly complete and the protection of the open space and wetlands around the Island should be a priority of the Town and the residents who call this neighborhood home.

### ***USH 10 & West American Drive Neighborhood***

The location of transportation improvements has always dictated where development will take place. An example is the construction of USH 10 and the frontage road of West American Drive. This long, lineal neighborhood stretches along the entire length of USH 10 from the USH 41 interchange west to the Town of Clayton and is mostly undeveloped. This neighborhood is an opportunity

for the Town of Menasha to promote the type of commercial development that is representative of the quality, style and design desired by the leaders and residents of the Town.

### ***USH 10 and CTH CB Interchange Neighborhood***

This neighborhood, south of USH 10 and west of CTH CB, is another example of development opportunities being generated by transportation improvements. Currently a combination of residential and undeveloped property, the stream corridor and woodlands provides a natural background and boundary for the development of the neighborhood for well-planned commercial uses.

### ***North Lake Street and STH 441 Neighborhood***

Further north on North Lake Street and just south of the STH 441 Bridge is an undeveloped area with approximately 1,000 feet of frontage on Little Lake Buttes des Morts. Most of the surrounding land use is residential. This neighborhood offers the opportunity to provide more public access to one of the Town's most valuable natural resources.

### ***Fritse Park Neighborhood***

Fritse Park is a small, five acre park off of North Lake Street along the west shore of Little Lake Buttes des Morts. It is immediately adjacent to the abandoned railroad line and bridge that the Town of Menasha and the City of Menasha are cooperatively developing into a recreational trail. Opportunities for the expansion of the park should be explored in this primarily residential neighborhood.

### ***Winchester Road and Lake Street Neighborhood***

This neighborhood, a mix of residential, industrial, and commercial land uses, is located south of Winchester Road, east of the Canadian National railroad tracks and west of Lake Street. A reduction in the different types of land uses in this neighborhood would be desirable.

### ***Racine Street/9<sup>th</sup> Street Neighborhood***

Due to the high volumes of traffic and the resulting backup of vehicles, the reconstruction of the intersection of Racine Street and 9<sup>th</sup> Street is a possibility. Access to the adjacent commercial properties will be an issue, and will need to be balanced against the safe flow of traffic. The compatibility of surrounding land uses with the possible street improvements will need to be evaluated.

### ***Mayer Street Neighborhood***

This is a residential area adjacent to the Badger Highways quarry where some of the oldest housing in the Town of Menasha is located. While no longer being actively mined, processing of mined materials does take place in the quarry. Because of the age of some of the residential structures in this neighborhood, housing rehabilitation is a potential activity. Storm water drainage is also an issue in this neighborhood.

### ***Appleton Road Neighborhood***

This is a lineal, primarily commercial neighborhood extending from STH 441 to 9<sup>th</sup> Street. The cooperation that was exhibited by the Town of Menasha and the City of Menasha in the construction of sidewalks along Appleton Road will be needed again in planning for the future transition of residential properties along Appleton Road to commercial properties.

### ***Valley Road Neighborhood***

The one mile stretch of Valley Road west of Appleton Road is characterized by a mix of commercial, industrial, residential and public land uses. Traffic access, storm water management and commercial-residential transitions are issues in this neighborhood.

### ***Valley Fair Neighborhood***

This is the area bounded by Southwest Drive on the west, Wilson Avenue on the south and the boundary with the City of Appleton on the north and east. It is characterized by high density multi-family housing and small retail and commercial structures. As one of the oldest developed areas in the Town, attention should be paid to maintaining it's viability in the marketplace.

### ***The Quarries***

While not a typical neighborhood, the presence of five quarries in the Town presents opportunities to support and influence the reclamation plans required for each of the quarries. Each should be evaluated for integration into the surrounding area and the possible range of redevelopment alternatives.

In addition to the areas that are the focus of Neighborhood Plans, there are four neighborhoods that have been designated as **Neighborhood Discussion Areas** (see Map 2). The difference between the neighborhoods just discussed and a neighborhood designated as a **Neighborhood Discussion Area** is that in a regular neighborhood, the existing and future land uses are readily apparent. Typically there is a dominant land use that should be maintained in reviewing

development and redevelopment opportunities. In a **NDA** neighborhood, the projected future land uses are not as readily apparent. There may be a mix of land uses, none of which are dominant, or the land may be undeveloped and the preferred land use will need to be discovered. **NDA's** are generally areas in which a significant transition or change in the land use can be expected to be one of the issues addressed by the Town and its residents. Once the future land use has been determined, a neighborhood development plan can be completed.

### ***CTH CB East Neighborhood***

This neighborhood is located east of CTH CB and north of East Shady Lane. The Town of Menasha has owned this property since the early 1960's. Several concepts have been suggested for the development of this neighborhood, including a "do nothing" alternative. In 2000, residents of the Town voted at the Annual Meeting not to sell the property. They also voted that if was to be sold, it could only be sold for park purposes. It is a very visible neighborhood and could provide the Town with an opportunity to demonstrate Smart Growth development concepts.

### ***East Shady Lane and Arena Drive Neighborhood***

This neighborhood is located just west of American Drive and has the full range of land uses from vacant to residential to commercial to industrial. Development proposals for this neighborhood have generated much interest in the past. The Tri-County Arena is located in this neighborhood. A study recently released by Winnebago County concluded the County should continue to co-own the Tri-County Arena with Outagamie County. The challenge will be to create a smooth transition of compatible land uses in the neighborhood.

### ***West American Drive & Cold Spring Road Neighborhood***

This is an area within the USH 10 and West American Drive Neighborhood that potentially could accommodate a wide range of land uses. As with the East Shady Lane and Arena Drive neighborhood, the challenge will be to create a smooth transition of compatible land uses in the neighborhood.

### ***St. Mary's Central Neighborhood***

This neighborhood is bounded by Cold Spring Road on the west, Jacobsen Road on the north and American Drive on the east and south. The neighborhood is a mix of residential, industrial, commercial and public uses. Special attention will be needed to maintain the separation of uses where necessary and to encourage or discourage proposed developments based on their compatibility.



## D. Land Use Projections

### 1. Agricultural

It is the intent of the Town of Menasha to protect productive agricultural land and discourage residential development outside of the Sewer Service Area by prohibiting multi-lot platted subdivisions and by limiting single lot rural residential development.

Traditionally, municipalities have limited single lot residential development through the requirement of a minimum lot size of, for example, 35 acres. This has resulted in land being removed from productive agricultural use and scattered residential development that can be accurately described as urban sprawl. Smart growth discourages urban sprawl and encourages compact development.

While the Town would like to protect productive agricultural land and discourage residential development outside of the Sewer Service Area, it also recognizes that urban development will continue to occur and that at some point in the future, agricultural land uses will no longer exist in the Town. The challenge is to manage the transition of the land in the Town currently outside of the Sewer Service Area so that when it does become part of the Area, services can be provided efficiently and economically.

To address this challenge, this plan suggests a new approach to the protection of productive agricultural soils and the encouragement of compact development in areas outside of the Sewer Service Area. The basic concept is to adopt a maximum lot size instead of a minimum lot size and to restrict the number of lots that can be created out of a larger parcel of land. The following requirements would apply as of July 14, 2003 to all properties in the Town of Menasha that are not in the Sewer Service Area:

- Contiguous parcels with single ownership but no existing dwellings can be subdivided so as to have no more than three (3) rural residential lots of two (2) acres or less.
- Contiguous parcels with single ownership and with existing dwelling can be further subdivided so as to have no more than two (2) additional rural residential lots of two (2) acres or less each.
- Rural residential lots shall be limited to a maximum of two (2) acres.
- Clustering of rural residential lots is encouraged.
- Rural residential lots shall be required to have 100 feet of frontage on an existing public street.

## 2. Residential

Residential land use projections on a five year basis were made for the Town of Menasha (see Table 1; for a more detailed table, see Table 36 on page 128). In making these projections, it has been assumed that 70% of the additional housing units will be for single- and two-family development and 30% will be for multi-family development. It was also assumed that the density in new subdivisions for single-family and two-family residential units would be three units per acre by 2005 and increase to five units per acre in 2020. The density for multi-family developments would be nine units per acre in 2005 and increased to ten units per acre by 2020.

**Table 1**  
**Acres Needed for Single, Two and Multi-Family Housing**

	Year				
	Current	Projected			
	2000	2005	2010	2015	2020
<b>Single and Two Family</b>					
Number of Acres Developed	1,623	1,783	1,869	1,957	2,029
Number of Acres Available/(Needed)	242	82	(4)	(92)	(164)
<b>Multi-Family</b>					
Number of Acres Developed	271	294	309	325	340
Number of Acres Available/(Needed)	54	31	16	0	(15)

Source: US Census, Town of Menasha and Martenson & Eisele, Inc.

### ***Single- and Two Family Development (Low Density)***

In 2000, the Town of Menasha had approximately 242 acres of undeveloped land zoned for single and two-family housing. An initial analysis shows that based on densities of three to five units per acre, 406 acres will be developed by 2020, which is 164 acres more than is currently zoned for future growth. Further analysis reveals several factors that will influence the total number of acres that will be developed and where the development will occur. Based on these factors, the Town of Menasha Future Land Use Plan shows more than 406 acres of future single and two family residential developments.

The first factor is that while the Town will encourage compact development and low density development of five units per acre, it is likely that residential development projects will be proposed at a density of less than five units per acre. The result will be the need for more land than shown in Table 1. A second factor is that a portion of the 242 acres available in 2000, has been developed in 2002 and 2002 at a density of less than five units per acre. And finally, a parcel by parcel analysis of the vacant, unplatted land zoned for single family development reveals several parcels that are unlikely to develop due to ownership situations, environmental conditions or a projected change in zoning to a non-residential use. For example, several parcels are outside of the Sewer

Service Area. Another area is located between the Canadian National Railroad tracks and wetlands in the area of Stroebe Island.

### ***Multi-Family Development (Medium and High Density)***

The Town had 54 acres of undeveloped land zoned for multi-family housing in 2000. An initial analysis shows that based on a projected density of ten units per acre, 69 additional acres will be developed by 2020 (see Table 1 on page 12).

As with single and two-family development, the Town of Menasha Future Land Use Plan shows more than the 69 acres of future multi-family residential development projected in Table 1. One of the reasons for this is that portions of the 54 acres available in 2000 have been developed over the past two years. Another reason is that some of the zoned land is in areas that may be unsuitable for multi-family development due to environmental conditions. In addition, some multi-family development will occur at a density of less than ten units per acre.

### **3. Commercial**

Planners typically use a ratio of the number of residents in a community to the number of acres used for commercial activities to project how many additional acres of land are needed over the next five, ten fifteen and twenty years. This method works best for a “stand alone” type of community that is surrounded by unincorporated and undeveloped municipalities. Because the Town of Menasha is just one of the many municipalities that make up the Fox Cities, this method is not a good predictor of the future need for commercial land uses in the Town.

The Town of Menasha has chosen, instead, to use existing development patterns to project where the development and redevelopment of future commercial land uses will occur. The major driver is the transportation pattern followed by industrial and residential land use patterns.

### **4. Industrial**

For the same reasons previously expressed in the section on commercial land use projections, existing commercial, transportation and residential land use patterns were used to project the location of future development and redevelopment opportunities for industrial land use purposes.

### **5. Mixed Use Development**

The Town of Menasha will encourage mixed-use development consisting primarily of combinations of residential and commercial development. This type of development is attractive for people who prefer the convenience of personal shopping needs and/or employment opportunities within close proximity to their residence. It is efficient in terms of providing municipal services and can be used

to address the need to develop areas in need of rehabilitation or infill areas. Examples would include residential located on the upper stories of retail or office buildings. In some respects, it is a return to the downtown concept of shopkeepers living above the store.

## E. Smart Growth Areas

*Please refer to Map 1 in reading the following.*

### 1. Residential

In keeping with the Smart Growth concept of compact development, it is projected that areas adjacent to existing subdivisions will be the location of future residential land use. The area north of High Plain Meadows is anticipated to develop in 2003 followed by the area to the west over the next five to ten years. It is projected that the area to the south of Wildlife Heights will develop for residential purposes within the next ten years. Land south of USH 10 between CTH CB and Irish Road is also projected to become the location of single family homes in the next three to five years.

The Town of Menasha will encourage residential densities in these areas of up to five residential units per acre for single family and two family development, six to eleven units per acre for medium density residential and twelve units or more for high density residential multi-family development.

There are a number of lots in older subdivisions that are available for in-fill development. In addition, there are a few older farmhouses and houses that possibly may be acquired, demolished and replaced with one or more new residential structures.

### 2. Commercial

The development pattern for commercial development on the east side of the Town is predictable because of the lack of vacant land for commercial uses and the transportation system is in place. Most new commercial development will occur along Appleton Road with a majority of it resulting from the transition of residential land uses to commercial.

Commercial development on the west side is projected to occur in several areas. The primary focus will be along USH 10, and especially in the Gateway development along West American Drive between Cold Spring Road and Irish Road. The intersections of CTH CB with USH 10, Jacobsen Road, and CTH II are projected to be areas in which commercial development will occur. In-fill commercial is projected to occur along American Drive between CTH BB and East Shady Lane.

### 3. Industrial

There are three major areas on the east side that are projected to continue as industrial areas. They are Valley Road between Appleton Road and Racine Street, the west side of Earl Street north of Appleton Road and the warehousing and

distribution facility on Brighton Beach Road.

The west side of the Town of Menasha is projected to be anchored by industrial land uses in all four corners. Kimberly Clark is a major land owner in the southeast and southwest sides. Pierce Manufacturing and Great Northern Container are the major players on the northeast side. The northwest side is projected to become home to a new business park located between CTH CB and Irish Road and south of CTH BB. Land west of Irish Road and north of East Shady Lane is projected to develop for industrial uses sometime beyond the 20 year time frame of this plan.

Some in-fill development may occur in the southeast and northeast portions of the Town's west side. The extension of sewer and water along CTH BB west of American Drive will spur additional industrial growth in that area.

Insert Map 1 Future Land Use Plan here

Insert Map 2 NDP and NDA here



### III. Summary of the Planning Process

#### A. Community Survey

As part of the five (5) year update of the Town of Menasha's Comprehensive Plan, a scientific survey was conducted to elicit responses on many planning and Smart Growth related issues. A total of 600 surveys were mailed out to Town residents, using a random sample, of which 212 surveys were returned for a 35% response rate. There were an equal number of returns from residents of the east and west side of the Town. A majority of respondents have resided in the town over 10 years and live in single-family homes.

#### ***Agricultural, Natural and Cultural Resources***

Another important planning issue addressed through the survey involved environmental/open space topics. First, the survey strongly showed that the Town values the environment and air/water quality with (96% agreeing or strongly agreeing). Respondents also supported environmental corridors (78% agreeing or strongly agreeing), reserving more open/conservation spaces (72%), and the continuation of trails (81%). Overall, these responses showed a strong support for environmental and open space issues.

#### ***Transportation***

A majority of the respondents (55%) feel that railroad crossings do not affect them on a regular basis while 41% feel they do. The respondents were strongly in favor of reconstructing arterials and collector streets as growth mandates, with 90% agreeing. This result supports the Town reconstructing certain roads or construct new roads in order to accommodate increased development and safety concerns. In addition, 58% of the respondents agreed or strongly agreed to have more landscaping along major streets.

58% of the respondents are satisfied with public transit. It appears there is a fairly high level of unfamiliarity with public transportation as 31% of the surveys had no response to this issue.

#### ***Housing***

The State of Wisconsin's Smart Growth legislation encourages higher population densities (more housing units per acre of land) by providing potential benefits for communities that implement them. The survey asked if the Town should promote higher densities in areas served by adequate infrastructure in order to prevent sprawl. The respondents were evenly split with 43% agreeing and 43% disagreeing with the promotion of higher densities. The Town will be holding

public hearings at which the impact of different population densities will be discussed.

The survey results indicated that the Town has a sufficient amount of rental housing as well as safe and affordable housing densities as evidenced by 73% of the respondents agreeing with these statements. The survey results also show that the Town should work to maintain its current ratio of single-family to multiple-family which is 70% single-family developments (single-family home and mobile homes) as opposed to 30% multiple-family developments (multi-family & duplexes). With the recent expansion of single-family developments, as well as future subdivisions being proposed, it appears this ratio will alter more to the side of single-family as opposed to multi-family.

### ***Utilities and Community Facilities***

While 72% of the respondents supported the reserving of more land for parks and conservation areas, only 49% agreed that every resident should be within walking distance of a park. It should be noted that the Town may require the developers of new subdivisions to dedicate an area for open space or a park.

### ***Economic Development***

The survey results indicated that the Town is growing at a comfortable rate, with 83% of the respondents agreeing or strongly agreeing. The survey also showed support for the attraction of larger corporations (67% agreeing or strongly agreeing), the promotion of private industrial parks (62%), and an increase in commercial retail development with 54% indicating there is a lack of it. From these results, it can be concluded that the Town should continue to promote and regulate development at its current pace.

### ***Intergovernmental Cooperation***

Cooperation with neighboring units of government is important to 83% of the respondents.

In summary, the survey was a good starting point since it allowed the Town to get a general grasp on how its residents feel about many important Smart Growth related planning issues.

## B. Major Findings and Recommendations

In this section the major findings and recommendations for seven of the nine elements required by the Smart Growth legislation are presented. The major findings and recommendations for the Land Use Element are presented in Chapter II and in Chapter IV for the Implementation Element.

Chapter V contains the inventory and analysis that was performed for eight of the nine elements – Issues and Opportunities; Agricultural, Natural and Cultural Resources; Transportation; Housing; Utilities and Community Facilities; Economic Development; Land Use; and Intergovernmental Cooperation. Please refer to Chapter V for more in-depth information on each of these elements.

### 1. Issues and Opportunities

The driving force behind the growth of the Town is its proximity to the urban amenities and employment opportunities available in the Fox Cities. The Town is going through the transition from a predominately rural atmosphere to a more urban atmosphere.

#### ***Population***

Population growth has remained steady over the past twenty years but is projected to decrease significantly due to a decrease in vacant land that is available for development and due to slowing population growth trends at the state and national level. The population has aged significantly with the median age increasing from 28 to 33 years old over the past ten years. The segment of the population that is over 65 years old continues to increase as percent of the total population, which will have an impact on housing, services and facilities. As the population increases, so does the population density, which means increased demand for public services and planned open space.

#### ***Households***

Household size has been declining and is projected to continue to decline. This means more housing units, even if there is no increase in the total population, and potentially a demand for alternatives to the traditional single family home that is dominant in the Town today. The increase in households with unrelated individuals may also have an impact on the style of housing needed in the future.

#### ***Employment***

The Town of Menasha experienced good economic conditions during the 1990's. Unemployment decreased and labor force participation remained stable. The trend toward service versus manufacturing based industry was also observed both in terms of the industry and the type of occupation. While the jobs and

occupations held by the residents of the Town of Menasha are not necessarily located in the Town of Menasha, it is clear that manufacturing, and the paper industry in particular, is still very important to the financial wealth of the Town.

***Income***

Median and per capita income levels continue to be strong in the Town of Menasha, particularly when compared to nearby incorporated communities. The percent of people below the poverty level decreased between 1990 and 2000, particularly in the 65-year-old and older age group.

***Education***

The need for education beyond high school is apparent with the increase in the percentage of residents with bachelor or higher degrees and a decrease in the percent with high school degrees.

Based in the information gathered and analyzed in this element, there are several trends that will need to be monitored by the Town in the next twenty years. They are:

- The “graying” of the population
- The decrease in household size
- The change in household structure away from the traditional family structure
- The potential decline of the paper industry

## **2. Agricultural, Natural and Cultural Resources**

In this plan, the Town has confirmed that it is more urban than rural. What this means is that agricultural preservation, while important, is less of a priority than it has been in the past and that preservation of environmental corridors and areas has become a higher priority.

### ***Protect Environmental Corridors***

The Town should adopt zoning, subdivision, and official map standards and maps, which identify and permanently protect environmental corridors within the Town.

### ***Quarries***

The Town has a large number of quarries. The Town should undertake planning for the eventual reclamation of the quarries.

### ***Wetlands, Trails and Park and Open Space***

The Town should also consider the protection of wetlands and woodlands, the construction of trails, and the expansion of parks and open space by the rail trestle crossing at Fritse Park.

### ***Fox River Corridor***

The Town should also work with other Fox Valley jurisdictions to develop a regional vision plan for the Fox River, Little Lake Buttes des Morts and other area waterways.

### ***Historic Preservation Ordinance***

The Town should consider the adoption of a historic preservation ordinance that complies with state requirements to help protect and preserve the old.

### ***Urban Design Standards***

The Town should also protect the new with the adoption of urban design standards for new development that front on the USH 10 extension, West American Drive extension and other planned road extensions.

### 3. Transportation

Long-range transportation system planning is needed to promote logical and efficient community development, foster economic development, and ensure safe and efficient movement of vehicular and non-vehicular traffic. Transportation system planning and land use planning must be coordinated given the complex interrelationships between these two elements of community development. For example, the highest and best land use of a specific parcel is determined by a number of factors including (and perhaps most importantly) its location in relation to major transportation facilities such as highways, transit routes, waterways, rail lines and airports.

Transportation system and land use interrelationships are also important from a capital improvement planning perspective. For example, in order to maximize the cost-effectiveness and efficiency of public investments in streets and related infrastructure, it is very important to coordinate land use planning with transportation systems planning. If a community knows which types of land use are proposed for a given area, it can project traffic volumes on streets that serve the area, as well as determine the sewer and water facilities that will be needed to serve the area as it urbanizes. A Comprehensive Plan, an Official Map, a Zoning Ordinance, an Access Control Ordinance, a Subdivision Ordinance and a Capital Improvements Program are some of the community planning tools that are necessary to achieve coordination between transportation system planning and land use planning.

#### ***Five Year Capital Improvement Plan***

As a way of planning and prioritizing future transportation improvements, it is recommended that the Town continue to utilize a Capital Improvement Plan that would include transportation projects. The plan identifies the transportation project, a description of the project, the estimated cost and potential funding sources. It should be updated annually as part of the Town's budget process.

Table 2 on page 25 shows an example of this type of plan.

**Table 2  
Example Five Year Transportation Improvement Plan**

Project	Description	Funding Sources	2002	2003	2004	2005	2006	Total Cost
American Drive	Reconstruct American Drive from CTH BB to East Shady Lane as a four lane street with a sidewalk on one side and a multi-purpose trail on the other.	Long Term Financing						
		Federal/State Aids						
		Local Levy						
		Other						
Clayton Road	Reconstruct Clayton Road from CTH BB to CTH II as a two lane collector street with sidewalks and multi-purpose trails	Long Term Financing						
		Federal/State Aids						
		Local Levy						
		Other						
Irish Road	(description)	Long Term Financing						
		Federal/State Aids						
		Local Levy						
		Other						
Jacobsen Road	(description)	Long Term Financing						
		Federal/State Aids						
		Local Levy						
		Other						
East Shady Lane	(description)	Long Term Financing						
		Federal/State Aids						
		Local Levy						
		Other						

Source: Town of Menasha

NOTE: This is an example of a five year transportation improvement plan and does not necessarily reflect actual or proposed improvements being considered by the Town of Menasha.

## ***Trails***

Trails scheduled or proposed for construction on the west side of the Town of Menasha are CTH CB from STH BB to East Shady Lane, East Shady Lane from just east of CTH CB to American Drive, and American Drive and West American Drive (see Map 12).

The Town of Menasha is working cooperatively with the City of Menasha on the conversion of the abandoned Little Lake Butte des Morts train trestle (see Map 12). The budget for this project was approved in August 2000, and the Wisconsin Department of Natural Resource (DNR) negotiated acquisition of this one-mile bridge from the Fox Valley and Western Railroad. Conversion of this span to a hiking-biking trail is scheduled to begin in the summer of 2003. The Trestle to Trail Project would be a key element in linking trails together in the Fox Cities. This connection would also benefit efforts to extend a trail through the City and Town from the trestle to the Heckrodt Wetland Reserve off State Road 114, on the east side of the City of Menasha. On the west side of the trestle, the pedestrian path will be incorporated into the North Lake Street overpass crossing USH 41, and will connect to the USH 10 pedestrian walkway (south side of the freeway) that extends through the Town to the CTH CB trail. Eventually, this same trail will be extended to the west, following the new freeway through the Towns of Clayton, Winchester and Wolf River.

The USH 10 and USH 45 intersection will require a nine-foot high culvert to provide passage under the new four-lane roadway when constructed. Monies are currently being collected to make this critical connection a reality. The Town of Menasha is also planning several joint ventures with the City of Menasha in the east side of the Town to promote pedestrian paths on roads that are shared by both communities. In 2001, the two communities completed the construction of sidewalks on Appleton Road (STH 47). Future Town of Menasha road projects planned in the next five years will typically include underground storm sewer to afford space for a trail.

## ***Access Control***

The Town of Menasha currently does not have a local access control ordinance of its own, relying instead on a combination of the Town's Site Plan Review process and the Winnebago County Access Control Ordinance that was adopted in August 2000 by the Winnebago County Board. The County's Access Control Ordinance has a spacing requirement of 600 feet, with a limit of eight access points per mile per side, except for County Road CB, where the minimum spacing requirement is 1,000 feet. This applies to parcels subdivided after the adoption of the ordinance.

An access control ordinance can be an effective land use control measure in that it sets forth standards for access to a wide range of potential uses. This tool



should be used in the future in combination with zoning and subdivision ordinances to implement the Land Use Element of the Town's Comprehensive Plan. The Town should work with Winnebago County to protect the major traffic carriers from being inundated with frequent access points so that traffic can flow freely without interruption.

### ***Official Mapping***

Towns like Menasha that have adopted Village powers have the right to Official Map future roadways. The concept of Official Mapping is to promote the planning and preservation of future arterials and collector roadway corridors. A map showing future streets can be extremely helpful to the long range planning of a town and can alert property owners and developers to the intended route of major streets.

Map 9 shows the location of future streets that should be Officially Mapped by the Town of Menasha. In addition to the future streets, there are several streets for which it is recommended that a wider right of way be officially mapped including Clayton Road, Cold Spring Road, Irish Road, Jacobsen Road and East Shady Lane.

### ***Revisions to Ordinances***

The Town should amend Town and County ordinances to include facility requirements for bicycle, pedestrian, and transit facilities.

### ***Signage***

The Town should implement a wayfinding signage system within the Town, which directs travelers to key destinations such as schools, parks, shopping areas, civic buildings and employment centers.

### ***Official Mapping***

The Town should develop an Official Map Ordinance and Map which will identify and protect from development existing and proposed street rights-of-way, bicycle, pedestrian and transit facilities, and other public uses as authorized by Section 62.23 of the Wisconsin Statutes.

### ***Levels of Service Standards***

The Town should consider the adoption of levels of service standards for transportation facilities within the Town of Menasha as outlined in Table 6 on page 58.

## 4. Housing

How much is enough? That appears to be the dominant question in housing in the Town of Menasha. In the last several years, there has been a significant amount of multi-family housing constructed in the Town. While single family continues to be very active, there is a concern about maintaining a balance between single-family and multi-family residential development. The current ratio of 70% single family and 30% multi-family in the Town of Menasha is typical of the incorporated communities in the Fox Cities.

### ***Ratio of Single Family to Multi-Family Development***

The Town of Menasha should actively market the availability of undeveloped lots and infill areas suitable for single family housing. The Town should also work with property owners and developers in maintaining an inventory of 60-75 lots available for single-family development. The Town of Menasha should also continue to monitor the vacancy rates of multi-family developments.

### ***Housing Rehabilitation Program***

The Town of Menasha currently does not have a housing rehabilitation program. It is recommended that the Town consider the creation of such a program that would be administered by the Town alone or in cooperation with adjoining municipalities that have housing rehabilitation programs.

### ***Promotion of Affordable Housing***

The Town of Menasha encourages developers to provide a range of housing choices, including housing that is affordable to residents with low and moderate incomes. The Town currently does not have any policies or programs that specifically promote development of low to moderate-income housing. However, the Winnebago County Zoning Ordinance would allow a developer to apply for a Planned Development District to allow variances of traditional setbacks and densities, as a means to encourage the design of a low income housing project.

### ***Encouragement of Higher Densities***

Currently the Town of Menasha has an overall single family housing density of less than three (3) units per acre and an overall multi-family density of approximately seven (7) units per acre. In order to provide services more efficiently and to preserve environmental corridors and open space, it is recommended that the Town encourage single family development with four to five housing units per acre, medium density multi-family development with six to eleven units per acre and high-density multi-family development of twelve units or more per acre.

## **5. Utilities and Community Facilities**

With the completion of the new Town of Menasha Municipal Complex and capital improvements by the Menasha Utility, the Town is in good shape for the near future to provide needed services to the residents of the Town. There are, however, several areas that should be addressed by the Town.

### ***Storm Water Utility District***

It is recommended that the Town of Menasha continue to explore the formation of a Storm Water Utility District to better manage storm water and to comply with new state regulations.

### ***Capital Improvement Program***

It is recommended that the Town of Menasha continue to use its capital improvement program for decision making.

### ***Update Park and Open Space Plan***

The Town of Menasha Five Year Park and Open Space was last updated in 1996 for the 1997-2002 time period. A partial updating of the plan occurred in 1999. It is recommended that a new five-year plan be prepared for the 2003-2008 time period.

### ***Official Mapping***

In order to protect them from development, the Town should continue to identify parks and open space facilities, sites for civic buildings and other public uses as authorized by Section 62.23 of the Wisconsin Statutes.

### ***Levels of Service Standards***

The Town should consider the adoption of levels of service standards for utility and recreation facilities within the Town of Menasha as shown in Table 3 on page 54.

## **6. Economic Development**

The construction of USH 10 and CTH CB were two very important steps in attracting economic activity to the Town of Menasha. There are other steps the Town should take to build upon the transportation infrastructure.

### ***Existing Business Development***

There is no higher economic development priority for a municipality than to support the businesses currently located in the community. The Town should continue to call on business leaders and owners to keep the lines of communication open and to identify areas in which the Town may assist.

### ***Attraction***

The Town should continue to actively participate in the Fox Cities Economic Development Partnership. For more information, go to this web site:

[www.foxcities-marketing.org/index\\_dev.html](http://www.foxcities-marketing.org/index_dev.html)

### ***Entrepreneurship***

The Town should utilize the resources at Fox Valley Technical College and the Fox Cities Chamber of Commerce, in particular the Service Corps of Retired Executives or SCORE. For information on small business and entrepreneurship services at Fox Valley Technical College, go to this web site:

[www.fvtc.edu/tp2.asp?ID=Small+Business+Entrepreneurship&pix=002](http://www.fvtc.edu/tp2.asp?ID=Small+Business+Entrepreneurship&pix=002)

For SCORE counseling, go to this web site:

[www.foxcitieschamber.com/coun&con.htm](http://www.foxcitieschamber.com/coun&con.htm)

### ***Infrastructure Investments***

The Town should pursue the development of a high quality business park. It should evaluate the cost and benefits of partnering with the private sector in the development and marketing of the park.

### ***Organizational Capacity***

The Town should support the creation of a business association that will promote the Town of Menasha's economic base.

## **7. Intergovernmental Cooperation**

The Town of Menasha has a strong interest in working cooperatively with adjacent municipalities and other local, regional and state public entities. Listed below are several actions the Town should consider taking to encourage cooperation with adjacent municipalities and other units of government.

### ***Staff Liaison Program***

It is recommended that the Town of Menasha designate a member from each of the departments to act as a liaison with similar departments at each of the adjacent municipalities, Outagamie and Winnebago County and the East Central Wisconsin Regional Planning Commission. The purpose is to identify areas in which municipal services could be provided cooperatively and more efficiently and economically and to coordinate planning efforts.

### ***School District Outreach***

It is recommended that the Town of Menasha contact the school districts of Appleton, Menasha and Neenah to schedule formal discussions of issues of common interest.

### ***Metro Police Force***

It is recommended that the Town of Menasha consider holding discussions with adjacent municipalities for the purpose of exploring the formation of a "metro" police force.

### ***Idea Exchanges for Planning Commissioners***

It is recommended that the Town of Menasha take the lead in contacting other planning commissions in the Fox Cities to determine their interest in meeting to discuss issues of common interest.

### ***Boundary Agreements***

It is recommended that the Town of Menasha review on an annual basis the border agreements it currently has in place with the cities of Appleton and Menasha. It is also recommended that the Town approach the City of Neenah to discuss a border agreement between the two municipalities.

## C. Goals, Objectives and Policies

In this section of the Comprehensive Plan for the Town of Menasha, the goals, objectives, and policies for seven of the nine elements are presented. The goals, objectives and policies for Land Use were presented in the previous chapter and the Implementation goal is presented in the following chapter. Definitions for goals, objective and policies are given below.

**Goal:** An ideal future condition to which the community aspires. It is usually expressed in general terms and is not quantifiable.

**Objective:** An intermediate step toward attaining a goal that is measurable and attainable.

**Policies:** Principles of land use design and management of development derived from the goals and aimed specifically at what the town can do to attain the goals. Policies typically use "shall" and "should" in describing actions and are often expressed as specific standards.

Goals and objectives are intended to serve as guides for preparing and implementing the recommendations presented in the nine elements of a Smart Growth Comprehensive Plan. The goals, objectives and policies developed for the 1997 Comprehensive Plan with the assistance of Town officials, residents, property owners and other interested persons have been reviewed and revised by community officials and residents on an annual basis. The revised goals, objectives and policies served as the starting point for the preparation of the goals, objectives and policies contained in this plan.

As with the 1997 Comprehensive Plan, this Smart Growth Comprehensive Plan incorporated the goals, objectives and policies outlined in the Long Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas to foster implementation of regional objectives via local actions. The plan was prepared by the East Central Wisconsin Regional Planning Commission (ECWRPC), adopted in February 1996 and, after an update and revisions was adopted again in October 2000. This plan is intended to be consistent with the goals, objectives and policies of the ECWRPC plan.

The development of goals and objectives is a key element of the comprehensive community planning process. The goals and objectives are intended to express the basic values, desires and needs of the community with respect to physical development and redevelopment. Further, they contribute to the successful implementation of the Plan after it is adopted by providing guidelines for reviewing new development proposals. Essentially, they define the Town's vision for the future and provide guidance for realizing that vision.

**The Overall Goal of the Town of Menasha is to encourage an orderly and planned pattern of community growth and development.**

## 1. Agricultural, Natural and Cultural Resources

### *Goal*

To preserve natural features and amenities and conserve natural and cultural resources for the benefit of present and future generations.

### *Objectives*

- a. Permanently protect environmental corridors from development through the use of Winnebago County's Shoreland District Ordinance and Floodplain Ordinance, the Town of Menasha/Winnebago County Zoning Ordinance, and the Town of Menasha's Official Map Ordinance and Subdivision Ordinance.
- b. Permanently protect floodlands, natural drainageways and wetlands within the Town to avoid storm-water management problems and other environmental problems.
- c. Develop strategies to remediate contaminated sites within the Town of Menasha.
- d. Encourage the use of innovative zoning techniques such as planned unit developments and cluster zoning to preserve open space and foster high quality development.
- e. Maintain and improve air, land and water quality in the Fox Cities region.
- f. Employ a comprehensive management approach for solid and organic wastes.
- g. Foster long-term development patterns through the use of innovative land use, transportation and utility planning tools.
- h. Prepare, adopt, and implement natural resource protection standards for inclusion in the Zoning and Subdivision ordinances.

### *Policies*

- a. The Town intends to protect from development its natural resource features through the use of the Zoning Ordinance, Subdivision Ordinance, Shoreland District Zoning Ordinance, Floodplain Ordinance and Official Map.
- b. The Town will require new development projects to include storm water management facilities approved by the Town's engineer.
- c. The Town will require all site plans, preliminary plats, and certified survey maps to accurately depict all natural resource features that are found on the site.
- d. The Town strongly encourages the preservation of all mature woodlands one acre or greater in size through the use of cluster development zoning techniques.

## 2. Transportation

### *Goal*

To achieve a safe, convenient, efficient and environmentally sound multi-modal (i.e. pedestrian, bicycle, auto, transit, air, etc.) transportation system that provides personal mobility to all segments of the population and supports the economy of the Town of Menasha and the region.

### *Objectives*

- a. Encourage the use of innovative transportation system design standards to facilitate pedestrian, bicycle and transit use and reduce automobile dependency.
- b. Continue to update the Official Street Map in order to reserve adequate rights-of-way for future reconstructed or newly constructed streets, pedestrian and bicycle facilities.
- c. Coordinate transportation projects with the Town's Comprehensive Development Plan.
- d. Link the Town's transportation system with the regional transportation system through coordinated intergovernmental long-range transportation and land use planning.
- e. Take full advantage of the economic development possibilities associated with the Town's access and proximity to regional rail lines, Outagamie County Airport, the regional highway and waterway systems.
- f. Provide safe and comfortable pedestrian and bicycle facilities in all areas of the Town, including residential, commercial, industrial, recreational and institutional areas. All neighborhoods should be designed to meet the unique needs of pedestrians, bicyclists and automobile travelers.
- g. Encourage land use densities and development patterns that make transit service feasible in the Town.
- h. Require all new development along existing and proposed transit corridors to be designed so that it can be easily and conveniently served with bus or other transit systems. Site plan reviews should include a thorough analysis of whether or not the proposed development is designed in a manner that will allow it to be served by transit vehicles (e.g. buses, car pools, vans, rail, etc.).
- i. Continue to improve the image of the Town by improving the visual quality of development along key community entryways such as STH 441-USH 10, USH 41 and CTH CB. This should be achieved by further revising the Town's signage, landscaping, outdoor storage and building design regulations so that new development fosters high visual quality.
- j. Provide a directional signage system throughout the Town. This system should guide travelers to key activity centers such as the new Town Center Complex, waterfront recreation areas, commercial districts, parks, schools, office centers and industrial facilities.



- k.** Coordinate the Town's capital improvement projects with this Plan.
- l.** Provide safe and convenient pedestrian and bicycle routes between residential areas, schools, shopping areas, parks, medical facilities, employment centers and mass transit facilities.
- m.** Require new development projects to accommodate the needs of pedestrians, bicyclists, transit riders, and the physically challenged. Develop or modify the requirements and standards of site plan reviews and conditional use permits to incorporate these requirements.
- n.** Promote intermodal trail development that will ensure that most neighborhoods in the Town are located within  $\frac{1}{4}$  to  $\frac{1}{2}$  mile (five to ten minute walk) of a public park facility.
- o.** Encourage persons owning developed property along major community entryways to improve the aesthetic quality of their properties by screening parking areas, landscaping street terraces and yards, reducing the number and size of signs, eliminating outdoor storage of materials, products or supplies, and planting decorative gardens and flower beds.
- p.** Ensure that pedestrian crossings at major intersections are properly designed to provide maximum safety and convenience to those crossing these heavily traveled streets.
- q.** Require new development to provide off-street parking and loading facilities. Encourage shared parking arrangements between adjacent land uses whenever possible.
- r.** Minimize the impact of new transportation projects on existing neighborhoods, businesses and natural resources.
- s.** Implement access control regulations along arterial and selected collector streets in the Town to facilitate safe travel and reduce public right-of-way acquisition costs.
- t.** Revise existing Town and County ordinances and standards as needed to implement the recommendations made in this Plan.
- u.** Pursue the establishment of an impact fee to ensure that new development supports transportation improvements to maintain minimum levels of service for all impacted roads.
- v.** Require offsite improvements for new developments that ensure that these new developments do not degrade the service levels of the public roads they will impact.
- w.** Establish levels of service for all roads within the Town.

### 3. Housing

#### *Goal*

To provide safe, affordable, quality housing of various types and in various locations to present and future Town residents.

#### *Objectives*

- a. Encourage, in appropriate locations in the Town, a variety of housing types, including single-family, duplex, multiple-family and condominium units.
- b. Stabilize the physical condition of older neighborhoods by creating and enforcing property maintenance codes, developing funding programs, and applying for grants that are geared toward housing rehabilitation and maintenance, and buffering residential areas from incompatible land uses.
- c. Ensure that specialized residential facilities (e.g. elderly housing, CBRFs) are adequately served with transit service, pedestrian facilities, bicycle facilities, recreational facilities, and convenient, nearby shopping, service and entertainment areas.
- d. Identify the most suitable areas for new residential dwelling units on the Future Land Use Plan and guide new residential development to those areas.
- e. Locate new housing units in areas that have convenient access to shopping, schools, churches, parks, services and transit facilities.

#### *Policies*

- a. Encourage, in appropriate locations in the Town, a variety of housing types, including single-family, duplex, multiple-family and condominium units.
- b. The Town encourages the provision of a full range of high-quality housing types in the community (e.g. single family, duplex, multiple family) for various age and income groups.
- c. New housing should be built in areas of the Town with convenient access to commercial and recreational facilities, transportation systems, schools, employment opportunities, and other necessary facilities and services.
- d. Encourage neighborhood diversity. Identify the community-wide need for low income and assisted family housing to encourage diversity.
- e. The Town encourages surrounding communities to provide their fair share of low income and assisted housing units.
- f. All non-agricultural development on lands located within the adopted Grand Chute-Menasha West Sewer Service Area should be served with the full array of municipal services. Unsewered urban development is strongly discouraged within the Sewer Service Area because it can not be efficiently served with essential public services, including sanitary sewer and water, storm sewer, sidewalks, high levels of police and fire service, street maintenance, parks and schools/bus routes. Further, scattered unsewered urban development

- results in land speculation and premature conversion of productive agricultural lands.
- g.** The creation of unsewered subdivisions within the Sewer Service Area shall not occur within the Town of Menasha.

#### **4. Utility and Community Facilities**

##### ***Goals***

- a.** To provide sufficient, high quality public recreation and open space facilities to all residents of the Town of Menasha.
- b.** To promote the provision of government services in an efficient, environmentally sound and socially responsible manner.

##### ***Objectives***

- a.** Provide all area residents an opportunity to partake in a wide range of active and passive recreational activities on a year-round basis.
- b.** Plan for the future open space and recreational needs of the urban area.
- c.** Provide recreational opportunities in a cost-effective manner.
- d.** Work closely with local school districts and other civic groups to provide adequate recreation facilities and programs and to avoid duplication of recreational facilities.
- e.** Continue to require new subdivisions to provide land dedications when appropriate and fees for park and open space acquisition and facilities.
- f.** Ensure that the Town's Parks and Open Space Plan is kept updated and certified by Wisconsin Department of Natural Resources to enable the community to apply for various State and Federal grant programs.
- g.** Provide efficient and economical public facilities and services to urban development.
- h.** Ensure the Town's capital improvements program is consistent with this Plan.
- i.** Promote economy and equity in the delivery of urban services.
- j.** Promote sanitary sewerage systems that will effectively and economically serve urban development.
- k.** Coordinate the Town's Comprehensive Plan with Regional Sewer Service Area Plans.
- l.** Develop urban service phasing plans that are coordinated with the Town's Land Use Plan and Transportation Plan.

## 5. Economic Development

### *Goal*

To diversify and strengthen the Town of Menasha's local economy.

### *Objectives*

- a. Support the development of a high quality business park and community commercial center.
- b. Retain and expand existing commercial establishments and industries.
- c. Take maximum advantage of the economic development potential the Town enjoys given its proximity to a regional airport, major rail lines, and the regional highway network.
- d. Improve the visual quality of existing commercial and industrial establishments in the Town of Menasha to enhance the "image of the town" to visitors, residents and potential new investors.
- e. Diversify the local economic base so that it keeps pace with the realities of a rapidly changing world economy and does not become threatened by economic down turns in various sectors of the industrial economic base (e.g. paper industry).
- f. Better utilize the waterfront as an economic development amenity by working with neighboring units of government to develop a vision plan for the region's water resources.
- g. Determine through the land use planning process the highest and best use of vacant or under-utilized properties within the Town.
- h. Recruit new industries by aggressively marketing the Town's unique locational attributes, skilled labor force and full range of municipal services.
- i. Amend the Town/Winnebago County Zoning Ordinance and Map or develop a separate Town zoning ordinance and map if possible to ensure a high quality business environment by guiding new businesses to pre-planned areas that are well-served by municipal services and the regional transportation system.
- j. Provide Town shoppers with adequate services and facilities such as safe and convenient parking areas; comfortable, visually attractive and well-lit sidewalks in commercial areas; safe crossings across major streets; and logical, convenient transit routes that connect residential areas with shopping districts and employment centers.
- k. Diversify the mixture of commercial and service uses in the Town to meet unmet market niches and better serve existing neighborhoods.
- l. Encourage the use of innovative regional economic development strategies and tax base sharing tools in the Fox Cities region.
- m. Encourage intergovernmental cooperation and coordination in the area of economic development.
- n. Encourage the creation of a business association that will support the Town of Menasha.

## **6. Intergovernmental Cooperation**

### ***Goal***

To promote the provision of government services in a cooperative, efficient, environmentally sound and socially responsible manner.

### ***Objectives***

- a.** Foster cooperation and coordination in the provision of services where efficiency, equity and economies of scale can be obtained with other entities.
- b.** Provide efficient and economical public facilities and services to urban development.
- c.** Coordinate the Town's Comprehensive Plan with the Sewer Service Area Plans prepared by the East Central Wisconsin Regional Planning Commission.
- d.** Develop urban service phasing plans that are coordinated with the Land Use and Transportation Plans prepared by the East Central Wisconsin Regional Planning Commission.

### ***Policies***

- a.** The Town of Menasha shall encourage involvement with adjacent municipalities including the counties of Outagamie and Winnebago in order to minimize conflict of land use and conflict in policies, and to achieve economies of scale.
- b.** The Town shall designate staff to act as liaisons with adjacent municipalities, Outagamie and Winnebago counties and other regional, state and federal agencies.

## D. Smart Growth Goals

During the planning process, the Town of Menasha was required by the Smart Growth legislation to address fourteen goals. These goals are listed below along with references to how they are addressed in this plan.

**GOAL 1:** Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.

All land with existing infrastructure was identified during the examination of the existing land uses in the community. Following this identification, policies were developed to limit development outside of areas with existing infrastructure until these areas are fully developed. Areas with existing infrastructure that are underutilized were also identified and policies developed to encourage their redevelopment.

Design standards and building code enforcement will help to develop and maintain residential, commercial and industrial structures.

The use of Levels of Service is encouraged in this plan. Once the levels are determined, they will be used to limit new development unless the level of service is maintained.

**GOAL 2:** Encouragement of neighborhood designs that support a range of transportation choices.

The 1997 Comprehensive Plan encouraged public transit and pedestrian and bike trails. The 2002 Comprehensive Plan further encourages the use of denser developments and neighborhood designs that allow for transit and intermodal trails to connect to commercial areas and work destinations. Future neighborhood designs will be required to connect to the established and planned trail system. All neighborhoods will be required to incorporate access to existing or planned future mass transit. Various incentives will be explored to further encourage designs that support various transportation choices. Incentives may include density increases and road width reductions. Citizen input in the design process will also be encouraged to ensure support of the developments.

**GOAL 3:** Protection of natural areas, including wetlands, wildlife habitats, lakes, woodlands, open spaces and groundwater resources.

These areas have been identified and mapped, where possible. Protection will occur through the future land use map, zoning regulations, site plan review process and other development regulations. The Town will work closely with Winnebago County to modify the zoning districts where and when needed to further protect these natural areas. Additional zoning district overlays will be

encouraged by working with the County to provide this protection. The planned reopening of the Fox River Lock System will further encourage the protection and redevelopment of the riverfront area.

**GOAL 4:** Protection of economically productive areas, including farmland and forests.

Remaining farmland and forests were inventoried to ensure that all appropriate areas were identified for potential future protection. A new approach to keeping agricultural land outside of the sewer service area in production has been recommended in this plan.

**GOAL 5:** Encouragement of land uses, densities and regulations that promote efficient development patterns and relatively low municipal, state governmental and utility costs.

Residential densities that are higher than existing densities are encouraged in this plan. The plan limits development outside of the sewer service area. The plan examined existing land uses and densities and explored methods of promoting efficient development patterns while still providing land uses acceptable to the citizens. Infill or redevelopment of existing land within the sewer service area is encouraged. The Town's multi-jurisdictional utility district will be used to further promote efficient development outside of the Town's municipal boundaries. Existing town development regulations will be reviewed to ensure that they do not discourage efficient land use and, if necessary, new regulations that promote efficient development will be adopted.

**GOAL 6:** Preservation of cultural, historic, and archaeological sites.

Information on cultural, historic, and archeological sites was provided by the Wisconsin Historical Society's Division of Historic Preservation. Preservation will be encouraged by both the identification of these sites and through the development of policies that will encourage their protection. Regulations will be developed following public input to encourage the preservation of these sites. The Town's Site Plan Review process will review proposed development for the potential need for the preservation of cultural, historic and archaeological sites.

**GOAL 7:** Encouragement of coordination and cooperation among nearby units of government.

The Intergovernmental Cooperation Element discusses in detail current examples of coordination and cooperation and the plans for increasing it. A copy of the draft comprehensive plan was provided to surrounding communities for their input. The plan explored the coordination and cooperation among all nearby units of government that will allow the expansion of joint projects. The Town has an established history of coordination and cooperation with nearby units of

government. Joint projects already include trails, joint project bidding on street maintenance, equipment sharing, and intergovernmental economic development efforts. Policies have been incorporated into the plan that will encourage and expand the existing joint cooperation and coordination efforts. The plan encourages meeting with surrounding communities on an annual basis to ensure the effective implementation of the plan and to modify policies that have not been effective in promoting cooperation and coordination.

**GOAL 8:** Building of community identity by revitalizing main streets and enforcing design standards.

The Town of Menasha is developing a “downtown” with a “main street” through a public private partnership. This “main street” will incorporate commercial and residential development and tie the uses all together with pedestrian trails creating a new community identity. The Town has developed an identity through signage (Bridging the Fox Cities) and the encouragement of designs unique to this community. Commercial and industrial development and redevelopment is reviewed through a site plan review process that includes a design review to insure the preservation and establishment of community identity. Through the use of the site plan review process, design standards will be enforced on all development and redevelopment projects.

**GOAL 9:** Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

The Town of Menasha presently encourages affordable housing through the development of multiple family housing and lower cost single-family sites. The town also has supported high-end residential development. Housing meeting the needs of various projected income levels will be encouraged. Developments will also be encouraged that integrate housing with employment opportunities to further reduce overall living costs by reducing transportation costs for residents of these developments.

**GOAL 10:** Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

The Town of Menasha has already developed infrastructure for planned future development and has identified areas for residential, commercial, and industrial uses. The plan determined the amount of developable land needed to meet future market demands for development based on population projections and existing land use patterns. Flexibility was built into the plan due to the inaccuracies of small area population projections to ensure that future development can be more closely tailored to development pressures without taxing existing levels of service. Through the annual review and five-year



updates of this plan, the Town will work to provide an adequate supply of land with services.

**GOAL 11:** Promoting 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.

The Town of Menasha will continue to be active in calling on existing business and industry and in working with the Fox Cities Regional Economic Partnership in attracting new firms. The Town will also work to provide additional land for a business park. The Town also promotes itself at trade shows, over the Internet and through ads and other promotions. The Town encourages development through the use of innovative funding methods that support new development through the use of a modified TIF process that uses funds from increased land values to support infrastructure installation. The plan will reinforce and expand existing development policies by providing for adequate land area for various needed economic activities and also protecting existing commercial and industrial land uses through the future land use map and zoning regulations.

**GOAL 12:** Balancing individual property rights with community interests and goals.

The Town of Menasha carefully listened to property owners concerns that new development does not negatively affect existing development. Public hearings on the adoption of the plan provided residents with an opportunity to comment on the impact of recommendations contained in the plan.

**GOAL 13:** Planning and development of land uses that create or preserve varied and unique urban and rural communities.

The plan examined existing unique land uses including Little Lake Butte Des Morts, environmental corridors and existing woodlands. It is anticipated that unique development will be proposed along Little Lake Butte Des Morts to capitalize on the planned reopening of the lock system to Green Bay. The developed base of trails and open space was also clearly part of the identified unique characteristics of the community. Policies are included to preserve, enhance, and potentially create unique characteristics of the community.

**GOAL 14:** Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety and that meets the needs of all citizens, including transit-dependent and disabled citizens.

All new development will complement the established transportation system including mass transit and pedestrian trails. The plan encourages compact development that will ensure the use of mass transit, and the trail system. The Town of Menasha will continue to work jointly through Valley Transit, a regional

transit system to ensure transit for all citizens including transit-dependent and disabled citizens. The Town explored through the development of this plan integration of its transit system with the proposed passenger rail service that is planned in the next few years. The plan promotes, where appropriate, land uses and designs that will support existing and future transportation systems and ensure that the greatest possible efficiency is possible with various transportation systems while still ensuring desirable land uses and creating consistency throughout the plan. The plan incorporates maps that show transit corridors and includes policies that promote all types of transit.

## **E. Integration of the Elements**

During the planning process, care was taken to ensure consistency between the goals, objectives and policies and recommendations contained in each element of the Comprehensive Plan. The Town of Menasha Plan Commission will be responsible for comparing proposals for development that come before it with each element of the Comprehensive Plan. If the review of the development proposal uncovers inconsistencies between the elements, the Plan Commission shall direct the Department of Community Development to analyze and report back on how the inconsistencies may be resolved.

The tools for implementation will also be reviewed to ensure consistency of decisions made by Town officials with the Comprehensive Plan goals, objectives, and policies and recommendations.

## IV. Implementation of the Comprehensive Plan

### A. Summary

The Town of Menasha Smart Growth Comprehensive Plan is intended to guide all decisions related to community development in the Town of Menasha. All public and private sector community development related decisions should be made in the context of the Plan's goals, objectives, policies and recommendations. Specifically, the Plan should be used as a guide when site plans are reviewed, rezonings are proposed, conditional use requests are considered, subdivision plats are reviewed and public utility improvements or extensions are proposed. The Plan should be used to evaluate the impact of proposed development projects on existing land uses, transportation system facilities, utility systems, park and recreation facilities and other municipal services and facilities prior to issuing permits to commence construction, divide land, occupy buildings, etc.

This section of the plan identifies the actions for Town of Menasha officials to follow and implement over the next twenty years of the plan. Implementation will take the form of adopting and implementing a number of regulations, ordinances and policies.

### B. Goal

To establish and maintain a comprehensive, continuous community development system that results in a high-quality built and natural environment.

## C. Incorporation

The Town of Menasha should consider petitioning the State of Wisconsin to incorporate as a village. The primary reason most towns consider incorporation is to protect their borders from annexation by adjoining incorporated municipalities. The Town of Menasha currently has border agreements in place with the City of Appleton and the City of Menasha but not with the City of Neenah. The towns of Grand Chute, Greenville, Harrison and Neenah are the other municipalities who share a common border with the Town of Menasha.

Another reason to pursue incorporation is to be able to exercise "home rule" powers. While towns can only exercise those powers specifically granted to it by the state, villages and cities may exercise any power in the public interest that does not conflict with a state statute. The "home rule" powers give a community a much higher degree of local control and exempt it from as much state legislative control as possible. These "home rule" powers are defined generally in Wisconsin State Statutes 66.0101 and specifically in 61.34(1) for Villages.

From a planning and land use perspective, the incorporation of the Town of Menasha as a village would mean the ability to annex land in adjacent towns. The incorporated village can exert extraterritorial review over land subdivisions and zoning within 1.5 miles of the border of the incorporated village and would be required to administer shoreland zoning.

Incorporation generally means a more unified delivery of land development services as the process is consolidated almost entirely into the village versus being shared with the county. Specifically what this means to the Town of Menasha is that it would be able to develop and adopt its own zoning ordinance and map and no longer have to follow Winnebago County's zoning ordinance. Zoning decisions would be made by the plan commission and the village board, not the county.

From an economic development perspective, a village has the ability to use tax increment financing, which a town does not. This tool is very important in being able to stimulate private sector investment through the use of public funds to provide infrastructure in a "blighted" area of the community. Two of the most common uses of the tool are to encourage the redevelopment of an older area of the community and to develop business and industrial parks. The purpose is to help increase the value of the tax base and to encourage the creation of jobs in the community.

A change in government structure would accompany the incorporation. A village would have a seven person board in contrast to the Town's five member board.

The Wisconsin Department of Administration (WDOA) is the administrative agency charged with facilitating the incorporation process, determining the ability

of the territory petitioned for incorporation to meet certain minimum statutory standards, and advising the circuit court to either accept or reject the incorporation petition.

Generally, incorporation requests that include the entire town in the area to be incorporated are not viewed favorably by the (WDOA). This means that a portion of the current Town of Menasha would become a village and the rest would remain as the Town of Menasha. Determining the boundary line is a difficult challenge and is based on how best to meet the criteria established by the WDOA for incorporation.

According to the WDOA, deciding whether or not to attempt incorporation is a decision to be collectively undertaken and financed by citizens residing in the territory under consideration. Citizens need to consider not only whether or not the standards to be initially reviewed by the circuit court can be met, but also whether the territory, level of proposed services and budget, and other relevant issues meet the more difficult statutory standards required to be evaluated by the department.

The WDOA has published the following short list of reports, maps, and statistical information, which will assist it in writing the required determination.

- Map or maps showing the boundaries of the territory proposed for incorporation, school, or other special districts, and surrounding communities; topographical, soil, wetland, and transportation maps.
- A description of public works, public safety, administrative functions, or other services desired, or needed to be performed by the proposed village or city, how they will be performed and who will perform them.
- An accurate estimate of the equalized value of the proposed village. A proposed village or city budget, using the state chart of accounts for municipalities as a format.
- A narrative description of historic, economic, or social factors which may demonstrate cohesion and unity of the area, and which tend to establish the community as a village or city, including data concerning shopping and social customs or patterns. (Local groups or clubs, annual organized events, historic celebrations, church groups, etc.)
- A list of businesses and their addresses which are contained within the proposed municipal boundaries. Please describe the type of business, whether it is seasonal or year round, and the number of people employed on a full-time basis.
- Actual or proposed zoning ordinances, including maps together with an explanation of and basis for projected uses. Land use plans and map, or maps showing existing and proposed land use, including residential, commercial and public/community facilities. Please indicate the age of the plan, the last update of the plan, or the proposed time frame to update the current plan.

- A Farmland Preservation plan, erosion control plan, or designated environmental corridors, if enacted, should also be included. A list of all rezones (location, new classification, acres involved) over the past five years. If possible, separate by rezones within the proposed village boundaries. Also include, if possible, a list of rejected rezones, and an explanation for their rejection.
- A list of building permits for the past five years, classified by residential, commercial, manufacturing, or other type of building permit. Separate those issued in the proposed village, if possible.
- Copies of any engineering or planning reports covering all or part of the area proposed for incorporation (i.e. sewer and water facilities, etc.) and information on any other service districts (i.e. lake management districts).
- Information on the level of services available from a contiguous local government, which files a resolution to participate as an intervenor in the incorporation process. Please include a list of all town buildings and town equipment, noting the age of the equipment. Indicate which services the town provides and which the town contracts for.
- Other information such as fire insurance rating, EMS capabilities and coverage, and capital improvement plans to purchase or upgrade town equipment would be appreciated.
- Town "annual reports" for the past five years.
- A description of any impact, financial and otherwise, on the remainder of the town, including supporting data or exhibits.
- A complete list of the existing code of ordinances currently in effect in proposed village and affected town.
- School district enrollment predictions and facility plans in the proposed village or city, affected towns and adjacent municipalities.

The timeline for the municipal incorporation process can be lengthy. It is not uncommon for the process to take a year or more.

Because the Town of Menasha is rapidly becoming an urban, versus rural, community and because of its desire to exert more local control through the adoption of its own zoning ordinance and map, it is recommended that a study of the feasibility of the incorporation of a portion of the Town of Menasha be completed.

## D. Levels of Services Standards

Through the use of Levels of Services Standards, the Town of Menasha will have a framework to use in reviewing and responding to requests for development and redevelopment. It will provide the staff, the Plan Commission and the Town Board with quantifiable standards for the range of services provided by the Town and needed by its residents. The standards will help to ensure that the goals, objectives and policies of this comprehensive plan are achieved.

In the spirit of intergovernmental and regional cooperation, the Town of Menasha has looked to work done by the East Central Regional Planning Commission. In the Addendum to the Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas (adopted in October 2000), East Central addressed the need to provide certain levels of urban services in urban areas. The recommended levels of services were based on density for residential land uses and on the projected daily wastewater flow for commercial and industrial land uses.

According to East Central, development should only occur when the facilities and services are available to support that development. The Town of Menasha supports this concept. In this section, the use of Levels of Services Standards and their applicability to residential, commercial and industrial development in the Town of Menasha is discussed.

To assist in the development and application of Levels of Service Standards, East Central divided urban services into four categories:

- **Infrastructure Services** include sanitary sewer, water distribution and storage, storm water handling, and street networks.
- **Environmental Services** include recreation and parks, and conservation.
- **Health and Human Safety Services** include law enforcement, fire protection, and emergency medical services.
- **Social Services** include education, public buildings, and library services.

Threshold levels for Infrastructure Services and Environmental Services are listed in Table 3 Residential Density Standards Matrix – Part A and in Table 5 Levels of Services for Commercial and Industrial Development. East Central based the standards in these two tables on the growth management and urban service delivery goals, policies and objectives contained in the Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas. The densities in the residential tables were formulated from recent development patterns within the urban planning area.

The criteria listed in these two tables are the minimum levels of services that should be provided to development projected at each of the levels. The Town of Menasha may provide, or require, a higher level of service for a particular



development if it so desires. **It is important for the Town to know that providing a lower level of service than those listed in Part A might result in East Central denying requests for new sewer service allocations in future sewer service plan updates.**

The suggested levels of Health and Human Safety Services and Social Services developed by East Central are shown in Table 4 Residential Density Standards Matrix – Part B. While the standards in Part A are criteria to be met by new development, the standards in Part B are suggested goals to strive for throughout the community. Part B standards for police, fire, and ambulance are guidelines from national professional organizations, such as AMA and NFPA.

In contrast to Part A, sewer service allocations will not be denied by East Central to the Town of Menasha if it does not meet the Part B goals. The Town of Menasha should realize that as it continues to grow and as the characteristics of the residents of the Town changes, more Part B services may be required. East Central recommends that the Town of Menasha review its provision of these services at least once every five years, and make adjustments as needed.

The objective of the recommendations is to encourage growth within the urban planning area to develop in a manner consistent with the policies and objectives stated in the Long-Range Transportation/Land Use Plan while maintaining individual community character and identity. In keeping with that objective, the decision as to what level of land use development tier (high, medium or low density) the Town of Menasha wishes to achieve is the decision of the Town. However, East Central notes that the thresholds and standards shown in Tables 3, 4 and 5 are the degree of essential services to be provided.

## 1. Residential

In the Addendum to the Long-Range Transportation/Land Use Plan, East Central divided residential land uses into three density levels:

- **High Density** is defined as those jurisdictions or portions of a jurisdiction that meet density standards of 3.0 residential units or more per gross acre, provide all essential urban services, and continue to plan new development at the appropriate density levels.
- **Medium Density** is defined as those jurisdictions or portions of jurisdictions where the residential density standards range between 1.0 and 2.99 units per acres and where new development is planned at 2.0 or greater.
- **Low Density** is defined as those jurisdictions or portions of a jurisdiction where the residential density factor is less than 1, where essential urban services are not necessarily provided, and where development is limited.

These definitions are different from, and should not be confused with, the definitions given to residential land uses shown on the Future Land Use Map. The

Town defines high density residential as 12 or more units per acre, medium density as 6-11 units per acre and low density as 5 units or less per acre.

Because all future residential development within the Town of Menasha's Sewer Service Area is projected to have a density of more than 3 units per acre, the High Density standards from Table's 3 and 4 should be applied to all proposals for residential development inside the Town's Sewer Service Area. Future residential development outside of the Town's Sewer Service Area should be developed in accordance with the Low Density standards shown in Tables 3 and 4.

It is recommended that the Town of Menasha review each of the levels of services in Table's 3 and 4 to determine, where needed and/or applicable, the quantifiable standard that is appropriate.

**Table 3  
Residential Density Standards Matrix – Part A**

SERVICES	HIGH DENSITY	MEDIUM DENSITY	LOW DENSITY
<b>Sanitary Sewer</b>	Full public sewer for all dwelling units	Primarily public sewer	Single family on-site sewer
		On-site systems in very low density of 1 unit per acre or less	Other housing, full public sewer
	Pipe size increases with density	Pipe size increases with density	
	Pipe length decreases with density	Pipe length decreases with density	
	Remain within treatment facility capacity	Remain within treatment facility capacity	
<b>Water Supply</b>	Full public water service for all dwelling units	Primarily public water	Private on-site wells
		Private wells for very low density of 1 unit per acre or less	
	Pipe size increases with density	Pipe size increases with density	
	Pipe length decreases with density	Pipe length decreases with density	
	Adequate water pressure and flow to meet standards for fire protection and consumption	Adequate water pressure and fire flow to meet standards for fire protection and consumption	Adequate water pressure and flow to meet standards for fire protection and consumption
<b>Storm Water</b>	Full underground storm drainage system required for all development	Underground and surface mix required for all development	Surface drainage required for dense and commercial development
	Pipe sizing as for sewer and water	Pipe sizing as for sewer and water	Pipe sizing as for sewer and water
	Detention and retention as appropriate	Detention and retention as appropriate	Detention and retention as appropriate
	Adequate to carry peak flow per design storm	Adequate to carry peak flow per design storm	Adequate to carry peak flow per design storm
<b>Street Network</b>	Lighting, curb, gutters & sidewalk	Mix of lighting and curb & gutter or alternative effective storm water management	Sparse lighting; no curb, gutter, or sidewalk
		Sidewalks or other distinct, maintained pedestrian corridors	
	Right of Way (ROW) and pavement width meets Level C standards for traffic flow	Right of Way (ROW) and pavement width meets Level C standards for traffic flow	Right of Way (ROW) and pavement width meets Level C standards for traffic flow
<b>Parks and Recreation</b>	10 acres of park land for every 1,000 residents	10 acres of park land for every 1,000 residents	A minimum of one community park at least 10 acres in size
	A hierarchy of community and neighborhood parks; residential areas generally are within a half-mile radius of and have safe access to a neighborhood park	A hierarchy of community and neighborhood parks; residential areas generally are within a half-mile radius of and have safe access to a neighborhood park	

Source: East Central Wisconsin Regional Planning Commission – Addendum to the Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas, adopted October 2000.

**Table 4**  
**Residential Density Standards Matrix – Part B**

<b>SERVICES</b>	<b>HIGH DENSITY</b>	<b>MEDIUM DENSITY</b>	<b>LOW DENSITY</b>
<b>Police</b>	Adequate number of officers to provide an average response time of 7 minutes; under 4 minutes for Code 1 and 2 calls.	Adequate number of officers to provide an average response time of 10 minutes; under 5 min. for Code 1 and 2 calls.	Adequate number of officers to provide an average response time of 15 minutes; under 6 min. for Code 1 & 2 calls.
<b>Fire</b>	Full time staff and chief. Average response time: 4 min	Partly on call staff. Average response time: 6 min	All on call staff. No full time staff. Average response time: 8 min
<b>Ambulance</b>	Fractile time response for 90% of calls: First responders arrive within 4 minutes, backup arrives in less than 8 minutes.*	Fractile time response for 90% of calls: First responders arrive within 4 minutes, backup arrives in less than 10 minutes.*	Fractile time response for 90% of calls: First responders arrive within 4 minutes, backup arrives in less than 12 minutes.*
<b>Schools</b>	Plan for adequate capacity to absorb projected development	Plan for adequate capacity to absorb projected development	Plan for adequate capacity to absorb projected development
<b>General Government</b>	Central municipal building; specialized departments; full-time staff.	Central municipal building; fewer specialized departments; full-time and/or part-time staff	Central municipal building; few specialized departments; part-time staff
<b>Library</b>	18.3 service hours per week per 1,000 residents; 3.61 books per capita	18.3 service hours per week per 1,000 residents; 3.61 books per capita	18.3 service hours per week per 1,000 residents; 3.61 books per capita
<b>Solid Waste</b>	Weekly curbside by municipality	Weekly curbside by municipality or resident delivers to landfill	Weekly curbside by municipality or resident delivers to landfill

Source: East Central Wisconsin Regional Planning Commission – Addendum to the Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas, adopted October 2000.

\* Fractile response time method identifies how many calls have response times that fall within the range of a particular response time standard. The commonly used percentage compliance number is 90 percent, e.g., to comply with the local standard of eight minutes, 90 percent of the calls would have to be responded to in eight minutes or less.

## 2. Commercial and Industrial

East Central has divided the levels of industrial and commercial development into three levels of services categories:

- **Category A** includes industrial and commercial development that has a projected daily wastewater flow rate of 10,000 or more gallons. Establishments in this category can be expected to employ large numbers of people, generate considerable automobile and/or pedestrian traffic, require a high level of infrastructure development, and may place considerable demands on government services such as police and fire protection. Examples include, but are not limited to, warehouses, industrial parks, and shopping malls.
- **Category B** includes industrial and commercial development that has a projected daily wastewater flow rate of less than 10,000 gallons. Establishments in this category still may generate considerable automobile and/or pedestrian traffic, but do not require the same level of infrastructure development as Category A businesses. Examples include, but are not limited to, furniture stores and neighborhood grocery stores.
- **Category C** includes industrial and commercial development that requires no additional infrastructure beyond what would be expected in a low density environment. A low density commercial and industrial environment includes areas that have low traffic volumes, sparse development, and are located further away from medium and high density areas of development. Examples include, but are not limited to, home occupations and bed and breakfast establishments as defined in ILHR 51.01, mini-warehouses, landfills, and resource production and extraction.

Based on the assumption that all future commercial and industrial development will occur within the Town's Sewer Service Area, it is recommended that the Category A standards be applied to all future new commercial and industrial development in the Town of Menasha, regardless of the development's projected daily wastewater flow (see Table 5).

It is also recommended that existing commercial and industrial areas be reviewed and a determination made as to the category that is most appropriate for further development and redevelopment of existing commercial and industrial development. It is possible there may be areas where any one of the three will be the most appropriate.

**Table 5  
Levels Of Services For Commercial And Industrial Development**

<b>SERVICES</b>	<b>CATEGORY A</b>	<b>CATEGORY B</b>	<b>CATEGORY C</b>
<b>Street Network</b>	Lighting, curb, gutters	Mix of lighting, curb, & gutter	Sparse lighting; no curb or gutter
	Safe distinctive provision for pedestrian and bicycle access	Safe distinctive provision for pedestrian and bicycle access	No sidewalks
	Right of Way (ROW) and pavement width increase with density	Right of Way (ROW) and pavement width related to density	Right of Way (ROW) and pavement width relative to density
<b>Storm Water</b>	Fully engineered storm drainage system required for all development	Underground and surface mix required for all development	Surface Drainage
	Pipe sizing as for sewer and water	Pipe sizing as for sewer and water	Pipe sizing as for sewer and water
	Detention and retention as appropriate	Detention and retention as appropriate	Detention and retention as appropriate
	Adequate to carry peak flow per design storm	Adequate to carry peak flow per design storm	Adequate to carry peak flow per design storm
<b>Sanitary Sewer</b>	Full public sewer for all development	Primarily public sewer	On site systems
		On-site systems for low daily waste water flow rates	
	Pipe size increases with density	Pipe size increases with density	
	Pipe length decreases with density	Pipe length decreases with density	
	Remain within treatment facility capacity	Remain within treatment facility capacity	
<b>Water Supply</b>	Full public water service for all development	Primarily public water; water assessment required for establishments not on public water.	Private on site wells; water assessment for heavy users
	Pipe size increases with density	Pipe size increases with density	
	Pipe length decreases with density	Pipe length decreases with density	
	Adequate water pressure and fire flow to meet standards for fire protection.	Adequate water pressure and fire flow to meet standards for fire protection.	Adequate water pressure and fire flow to meet standards for fire protection.

Source: East Central Wisconsin Regional Planning Commission – Addendum to the Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas, adopted October 2000.

### 3. Transportation

One of the objectives in the Transportation Element calls for the establishment of levels of service for all roads with the Town of Menasha. Street and highway levels of service are typically broken down into the six categories shown below in Table 6. These standards can be used by the Town of Menasha to evaluate traffic operating conditions and identify congestion.

**Table 6**  
**Level Of Service For Traffic Flow**

Level of Service	Characteristics
<b>A</b>	Free traffic flow. Under these conditions, transportation system users are virtually unaffected by other users and travel safety and comfort are very high.
<b>B</b>	Stable traffic flow. These conditions allow system users a significant amount of freedom to choose their own speeds, but a slight amount of interaction with others is common. Travel safety and comfort are also high.
<b>C</b>	Stable yet restricted traffic flow. Under these conditions, the amount of interaction with other transportation system users becomes significant and the general level of comfort and convenience begins to decline.
<b>D</b>	High-density traffic flows, lower speeds, and restricted maneuverability. These conditions generally create uncomfortable and inconvenient traveling conditions; however, traffic flow is typically stable.
<b>E</b>	Unstable traffic flow and volumes that are at or slightly above capacity. Under these conditions, system users experience poor comfort and convenience levels, and accident exposure is increased.
<b>F</b>	Forced flow, traffic queues, and stop-and-go situations. Under these conditions, the amount of traffic that is present on a facility exceeds the amount that can be served, which creates the problems mentioned above. System users will typically experience low comfort and convenience, poor travel times, and high accident exposure.

Source: East Central Wisconsin Regional Planning Commission – Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas, adopted July 1997.

Typically, Level of Service C is the minimum desirable level of service for a major roadway such as an arterial or collector. Whether or not an arterial or collector is at that level depends on a number of factors that may include the following:

- Capacity (the width and number of lanes)
- Average speed on the street
- Number of turns (is the street straight or does it curve)
- Number of access points (driveways and side streets)
- Level of visibility (is the road hilly or flat)
- Adjacent land uses (open agricultural or dense commercial)

Capacity and average speed are linked and are the two most commonly used factors in determining the level of service category. For example, a two lane

street with a higher speed limit may provide for a smoother traffic flow than a four lane street with a lower speed limit.

Observation (subjective) and traffic counts (objective) should both be considered when determining the need for improvements to the street system. Generally speaking, the typical capacity of a collector street is 7,000 to 8,000 vehicles per day. As a point of comparison, the capacity for CTH CB is 20,000 vehicles per day on the four lane segment south of East Shady Lane and 12,000 vehicles per day on the two lane segment between East Shady Lane and CTH BB.

It is recommended that the Town of Menasha collect traffic count data for and schedule regular observations of traffic flow for the following streets that have been classified as collectors and for which the Town has construction and maintenance responsibility:

- Irish Road
- Cold Spring Road
- East Shady Lane
- Jacobsen Road

Based on the quantitative and qualitative data, a determination can then be made as to what level of service is currently characteristic of each of the four collectors. The analysis should also include the other factors identified above. The next step is to determine what improvements need to be made, if any, for each of the four collectors to be categorized as Level of Service C.



## E. Programs and Actions

### 1. Adoption of the Plan

The Town of Menasha shall formally adopt the Plan in accordance with Section 62.23 of the Wisconsin Statutes. The process includes holding a public hearing before the Planning Commission, after which the Commission adopts the Plan by resolution and certifies its recommendation to the Town Board, which in turn adopts the Plan.

### 2. Zoning Ordinance

The Town of Menasha is presently zoned under the Winnebago Town-County Zoning Ordinance. To implement the goals, objectives and policies and recommendations of the Comprehensive Plan, the Town should work closely with the Winnebago County Zoning Department in reviewing the Town-County Zoning Ordinance and the Town Zoning Map so that they are consistent with the recommendations of the Town's Future Land Use Plan.

The Town of Menasha has a strong desire to adopt its own zoning ordinance and map. The Town continues to transition from a rural town functioning as a bedroom community to adjacent incorporated municipalities to an urban community in its own right. As a result, there are unique development challenges that are better addressed through and with a Town zoning ordinance and map.

Several discussions have already been held with Winnebago County. These discussions should continue.

### 3. Official Maps

State Statutes Chapter 62.23 provide that the Plan Commission shall maintain an official map of the municipality that shows both present and proposed future roads, parks, and public facilities. The law limits compensation to private property owners who may construct buildings on designated future streets or public areas.

The Town of Menasha should adopt an Official Map Ordinance and Map to identify future collector and arterial type road corridors and to secure access at key points on existing streets, as shown on the Town's Future Land Use Plan.

### 4. Sign Ordinances

The Town of Menasha should review its sign ordinance to determine if any changes are needed to assist in the implementation of this plan. The State of Wisconsin Department of Transportation regulates signage on state highways.

## **5. Erosion and Storm Water Control Ordinance**

The Town of Menasha's Subdivision Control Ordinance/Planned Unit Development specifies erosion, drainage and storm water requirements. The Town Engineer reviews and analyzes drainage on all plats.

The Town should continue to consider the formation of a Storm Water Management District as discussed on page 137.

## **6. Historic Preservation Ordinance**

While the Town of Menasha does not have a historic preservation ordinance, the Town of Menasha Board resolves to support all property owners who seek to preserve historical buildings.

## **7. Site Plan Regulations**

The Town has a site plan review process. It should be reviewed to ensure it is compatible with the goals, objectives, policies and recommendations of this plan.

## **8. Design Review Ordinances**

The Town is considering drafting language that will be more specific as to the building and landscaping requirements the Town is seeking from developers who are submitting applications for the B-4 and B-5 Zoning Districts. With this language, it is hoped that the minimum level of design will be clearer and facilitate the review process.

## **9. Landscaping Ordinance**

The Town recently developed and adopted an ordinance on landscaping.

## **10. Lighting Ordinance**

The Town is currently researching the feasibility of an ordinance that can equitably and fairly address the issue of outdoor lighting and its impact on neighboring properties.

## **11. Communications Tower Ordinance**

The Town is currently considering developing a communications tower ordinance.

**12. Building Codes**

Building codes in the Town of Menasha are enforced through the Building Inspector and follow all applicable local, state and federal standards.

**13. Mechanical Codes**

Mechanical codes in the Town of Menasha are enforced through the Building Inspector and follow all applicable local, state and federal standards.

**14. Housing Codes**

Housing codes in the Town of Menasha are enforced through the Building Inspector and follow all applicable local, state and federal standards.

**15. Sanitary Codes**

Sanitary codes in the Town of Menasha are enforced through the Building Inspector and follow all applicable local, state and federal standards.

**16. Subdivision Ordinances**

The Town of Menasha will be revising its Subdivision Control and Planned Unit Development Ordinance in 2003.

**17. Non-Metallic Mining Reclamation**

The Town adopted this ordinance in 2000.

**18. Capital Improvement Program**

A capital improvements program is a financial planning tool used by local units of government to map out a spending strategy. The typical capital improvements program usually outlines a five or six year spending plan for major equipment purchases (fire truck, computer system, etc.) and capital outlays (street reconstruction, debt refinancing, etc.) that will require major public expenditures of \$10,000 or more. The capital improvements program (CIP) will prioritize the various expenditures or projects, provide cost estimates, and identify the funding source or sources (tax levy, grants, fees, etc.) necessary to accomplish the project.

As the Town of Menasha continues to grow and develop over the next 20 years, there will be a need for capital expenditures to provide additional services or equipment. This can best be accomplished through the continued use of the Town's CIP to implement the goals, objectives and policies and recommendations

of the Comprehensive Plan. The CIP should be reviewed and updated annually by the Town Board.

## 19. Impact Fees

The Town of Menasha, like other local units of government, needs to look at alternative funding sources as challenges to the traditional sources are made. One source that the Town is considering is impact fees.

According to Wisconsin State Statutes 66.0617, impact fees are defined as “. . . cash contributions, contributions of land or interests in land or any other items of value that are imposed on a developer by a political subdivision” to pay for capital improvements within the community that are necessary to service or accommodate the new development.

Before a municipality can enact an impact fee ordinance, it must prepare a needs assessment for the public facilities which will be paid for in part by the impact fee. According to 66.0617, the assessment shall include, but not be limited to, the following:

- An inventory of existing public facilities, including an identification of any existing deficiencies in the quantity or quality of those public facilities, for which it is anticipated that an impact fee may be imposed.
- An identification of the new public facilities, or improvements or expansions of existing public facilities, that will be required because of land development for which it is anticipated that impact fees may be imposed. This identification shall be based on explicitly identified service areas and service standards.
- A detailed estimate of the capital costs of providing the new public facilities or the improvements or expansions in existing public facilities including an estimate of the effect of recovering these capital costs through impact fees on the availability of affordable housing within the political subdivision.

To ensure fairness, impact fees can only be assessed (1) for capital improvements that are a direct consequence of the new development and (2) in an amount not to exceed the proportionate share required to serve the new development. In other words, a developer cannot be required to pay a disproportionate share of improvements that also benefit other persons (i.e., a bridge on the other side of town). This is spelled out in the standards in ss. 66.0617 where it states that impact fees:

- Shall bear a rational relationship to the need for new, expanded or improved public facilities that are required to serve land development.
- May not exceed the proportionate share of the capital costs that are required to serve land development, as compared to existing uses of land within the political subdivision.

- Shall be based upon actual capital costs or reasonable estimates of capital costs for new, expanded or improved public facilities.
- Shall be reduced to compensate for other capital costs imposed by the political subdivision with respect to land development to provide or pay for public facilities, including special assessments, special charges, land dedications or fees in lieu of land dedications or any other items of value.
- Shall be reduced to compensate for moneys received from the federal or state government specifically to provide or pay for the public facilities for which the impact fees are imposed.
- May not include amounts necessary to address existing deficiencies in public facilities.
- Shall be payable by the developer to the political subdivision, either in full or in installment payments that are approved by the political subdivision, before a building permit may be issued or other required approval may be given by the political subdivision.

The Town should research the use of impact fees to determine their applicability in relieving the property tax burden on the residents of the Town.

#### F. Measurement of Progress

The Town of Menasha Plan Commission will provide a written report at the Town's Annual Meeting on the progress made in addressing the goals, objectives and policies and implementing the recommendations of the Comprehensive Plan.

#### G. Plan Update Process

The Town of Menasha Plan Commission will undertake an in-depth review of the Comprehensive Plan in five years and a complete update in ten years. The process to adopt the update Comprehensive Plan is the same process used to adopt the original Plan.

The Town of Menasha may receive a development proposal that is in serious conflict with a goal, objective or policy or recommendation of the adopted Comprehensive Plan. If it is clear that the conflict should be addressed, an amendment to the Comprehensive Plan should be considered prior to or concurrent with the review of the development proposal. This amendment process should only occur once or twice each year, since more frequent amendments to the Comprehensive Plan will make it essentially meaningless as a planning tool because it can be changed at any time despite the effect of the proposed action on the general well-being of the community.

## V. Inventory and Analysis

### A. Issues and Opportunities

#### 1. Community History

The Town of Menasha, Wisconsin, is located in Winnebago County, covers approximately 12 square miles. The Town's identity, "Bridging The Fox Cities" reflects the fact that the Town is located on both the east and west sides of Little Lake Buttes des Morts (part of the Fox River) and is connected by the Roland Kampo Bridge on State Highway 441. The Town is bordered by the City of Menasha to the east; the Town of Neenah and the City of Neenah to the south; the Town of Clayton to the west; and the towns of Greenville and Grand Chute, and the City of Appleton, to the north. The Town of Menasha is located in Winnebago County, which along with Outagamie and Calumet counties, makes up the Appleton-Neenah-Oshkosh Metropolitan Statistical Area (MSA). The MSA had a total population of 358,365 in 2000 compared to 313,121 in 1990 for an increase of 13.1%. In comparison, Winnebago County grew 11.7% between 1990 and 2000.

Rapid population growth and housing development characterized the Town of Menasha during the 1970's and 80's and to a lesser extent in the 1990's. The driving force behind the Town of Menasha's growth has always been its proximity to the urban amenities and employment available in the Fox Cities. In recent years, transportation improvements, the increase in the retail, commercial and industrial operations, and steadily increasing residential growth throughout the Fox Cities has maintained the Town's trend toward urbanization.

Early residential growth in the town's surrounding the incorporated municipalities of the Fox Cities was mainly large-lot "country homes" and "hobby farms." As the municipalities of the Fox Cities became more urbanized, so did the towns around them. The Town of Menasha was one of the first to become urbanized, and is still among the leaders. Because the Town is far from being "built-out," and choice developable land remains, urbanization will surely continue. The challenge for the Town of Menasha is to be prepared to manage and serve new growth and redevelopment opportunities as the transition from rural to urban continues.

## 2. Population Characteristics

The Town's population in 2000 was 15,858 for an increase of more than 525% since 1950. Growth in each of the last two decades has been almost 15%, but the greatest growth was in the 1950s, '60s, and '70s. The Town of Menasha was the first town surrounding the Fox Cities to see significant residential growth and continues to outpace population growth in Winnebago County (see Table 7).

**Table 7**  
**Population Change Comparison, 1950 - 2000**

	Town of Menasha	Town of Neenah	Town of Grand Chute	City of Menasha	Winnebago County
1950	3,007	2,045	5,948	12,385	91,103
1960	5,480	2,273	5,035	14,647	107,128
1970	8,682	2,942	7,089	14,836	129,946
1980	12,226	2,864	9,529	14,748	131,772
1990	13,975	2,691	14,490	14,711	140,320
2000	15,858	2,657	18,392	16,331	156,763
% Change					
1950 to 1960	82.2%	11.1%	-15.3%	18.3%	17.6%
1960 to 1970	58.4%	29.4%	40.8%	1.3%	21.3%
1970 to 1980	40.8%	-2.7%	34.4%	-0.6%	1.4%
1980 to 1990	14.3%	-6.0%	52.1%	-0.3%	6.5%
1990 to 2000	13.5%	-1.3%	26.9%	11.0%	11.7%

Source: Wisconsin Department of Administration

The Town of Menasha's population is predicted to see increases at a single-digit rate over a ten year period, considerably slower than the double-digit increases the Town has experienced during each of the last four decades (see Table 8).

**Table 8**  
**Population Projections, 2000 - 2020**

	Town of Menasha	Town of Neenah	Town of Grand Chute	Town of Greenville	City of Menasha	City of Appleton	Winnebago County	Outagamie County
Actual 2000	15,858	2,657	18,392	6,844	16,331	70,087	156,763	160,971
2005	16,985	2,647	19,725	7,340	16,494	70,788	164,436	165,317
2010	17,579	2,550	20,810	7,744	16,429	71,496	166,739	168,954
2015	18,138	2,429	21,997	8,185	16,510	71,782	168,620	172,333
2020	18,651	2,305	23,235	8,641	16,445	71,989	170,029	175,501
% Change								
2000 to 2005	7.1%	-0.4%	7.2%	7.2%	1.0%	1.0%	4.9%	2.7%
2005 to 2010	3.5%	-3.7%	5.5%	5.5%	-0.4%	1.0%	1.4%	2.2%
2010 to 2015	3.2%	-4.7%	5.7%	5.7%	0.5%	0.4%	1.1%	2.0%
2015 to 2020	2.8%	-5.1%	5.6%	5.6%	-0.4%	0.3%	0.8%	1.8%

Sources: U.S. Census; Wisconsin Department of Administration, East Central Wisconsin Regional Planning Commission and Martenson & Eisele, Inc.

The median age of the residents reveals significant aging of the population in the last twenty years. Table 9 shows the median age rose more than five years from 1980 to 1990 and another four years from 1990 to 2000. This same trend is evident throughout Wisconsin and the United States due to the aging of the "Baby Boomers." The percentage of the population that is older than 65 is steadily increasing, and has not yet peaked. As a result, there will be a growing need for housing, services, and facilities that meet their needs.

**Table 9**  
**Age Composition, 1980 - 2000**

	1980		1990		2000	
	No.	%	No.	%	No.	%
Total	12,226	100%	13,975	100%	15,858	100%
Age < 5 Years	978	8%	1,059	8%	971	6%
5 to 17	2,934	24%	2,552	18%	2,864	18%
18 to 64	7,580	62%	9,093	65%	10,272	65%
Age > 64 Years	734	6%	1,271	9%	1,751	11%
Median Age	27.7		32.9		36.9	

Source: U.S. Census



Table 10 shows in greater detail the movement between 1990 and 2000 of the Baby Boomer generation and the Baby Boomer echo (children of the Baby Boomers) in the Town of Menasha and Winnebago County.

**Table 10**  
**Population Age and Sex, 1990 & 2000**

	Town of Menasha				Winnebago County			
	1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%
TOTAL	13,975	100.0	15,858	100.0	140,320	100.0	156,763	100.0
Male	6,959	49.8	7,912	49.9	68,699	49.0	78,149	49.9
Female	7,016	50.2	7,946	50.1	71,621	51.0	78,614	50.1
Age <5	1,059	7.6	971	6.1	9,815	7.0	9,364	6.0
5 to 9	1,075	7.7	1,063	6.7	10,060	7.2	10,395	6.6
10 to 14	989	7.1	1,106	7.0	8,935	6.4	11,001	7.1
15 to 19	797	5.7	1,102	7.0	10,098	7.2	12,194	7.8
20 to 24	898	6.4	1,044	6.6	12,754	9.1	12,882	8.2
25 to 34	2,724	19.5	2,129	13.4	24,583	17.5	21,459	13.7
35 to 44	2,367	16.9	2,785	17.6	20,759	14.8	26,136	16.7
45 to 54	1,679	12.0	2,357	14.9	13,816	9.8	20,832	13.3
55 to 59	620	4.4	820	5.2	5,902	4.2	7,060	4.5
60 to 64	496	3.5	730	4.6	5,775	4.1	5,777	3.7
65 to 74	768	5.5	961	6.1	9,717	6.9	9,862	6.3
75 to 84	379	2.7	578	3.6	6,148	4.4	6,997	4.5
Over 85	124	0.9	212	1.3	2,158	1.5	2,804	1.8
Median Age	32.2		36.9		33.4		35.4	
Age <17	3,611	25.8	3,835	24.2	33,797	24.1	37,343	23.8
Age >17	10,364	74.2	12,023	75.8	106,523	75.9	119,420	76.2
Age >64	1,271	9.1	1,751	11.0	18,023	12.8	19,663	12.5

Source: U.S. Census

The trend in population density as shown in Table 11 is typical of urbanizing towns. As the population grows and land area is lost due to annexations, the population density will increase. This means increased pressure for public services and the need for planned open space.

**Table 11**  
**Population Density, 1970 - 2000**

	Population	Square Miles In Town	Persons Per Square Mile	Percent Change
1970	8,682	Est. 12.6	689	
1980	12,226	Est. 12.6	970	40.1
1990	13,975	12.6	1,109	14.3
2000	15,858	12.1	1,310	18.1

Source: U.S. Census and Town of Menasha

### 3. Household Characteristics

Table 12 illustrates how household size has been significantly declining in the Town of Menasha and in the surrounding region. The average number of persons per household in the Town of Menasha in 2000 was 2.47 people. This is 4% lower than the average of 2.57 persons per household in the other seven jurisdictions included in Table 6.

This decline in household size is occurring throughout the state and nation. It has been largely attributed to an increase in the number of single- and two-person households caused by a higher divorce rate and an aging population. The trend toward smaller household size has slowed down over the past ten years.

**Table 12**  
**Household Size, 1980 - 2000**

	Town of Menasha	Town of Neenah	Town of Grand Chute	Town of Greenville	City of Menasha	City of Appleton	Winnebago County	Outagamie County
1980	2.90	3.22	2.88	3.41	2.64	2.72	2.70	2.96
1990	2.59	2.77	2.59	3.04	2.46	2.57	2.64	2.78
2000	2.47	2.72	2.38	2.97	2.35	2.52	2.43	2.61
<b>% Change</b>								
1980 to 1990	-10.7%	-14.0%	-10.0%	-10.9%	-6.8%	-5.5%	-2.2%	-6.1%
1990 to 2000	-4.6%	-1.8%	-8.1%	-2.3%	-4.5%	-1.9%	-8.0%	-6.1%

Source: U.S. Census

The trend toward a smaller household size is confirmed in Table 13. The number of households with one person, two persons or six or more person increased between 1990 and 2000 while the households with three, four or five persons continued to decline as a percentage of the total number of households. This trend would indicate a need for housing alternatives to the traditional single-family housing development that is dominant in the Town of Menasha.

**Table 13**  
**Persons Per Household, 1990 & 2000**

	Town of Menasha			
	1990		2000	
Household Size	No.	%	No.	%
Total Households	5,351	100.0	6,298	100.0
1 Person	1,151	21.5	1,529	24.3
2 Persons	1,850	34.6	2,347	37.3
3 Persons	966	18.1	1,014	16.1
4 Persons	945	17.7	923	14.7
5 Persons	326	6.1	348	5.5
6 or More Persons	113	2.1	137	2.2
Total Persons	13,975		15,858	
Persons/Household	2.61		2.52	
	Winnebago County			
	1990		2000	
Household Size	No.	%	No.	%
Total Households	53,216	100.0	61,157	100.0
1 Person	13,351	25.1	16,850	27.6
2 Persons	18,228	34.3	21,803	35.7
3 Persons	8,829	16.6	9,325	15.2
4 Persons	8,293	15.6	8,356	13.7
5 Persons	3,197	6.0	3,331	5.5
6 or More Persons	921	1.7	1,492	2.4
Total Persons	140,320		156,763	
Persons/Household	2.64		2.56	

Source: U.S. Census

#### 4. Employment Characteristics

The total civilian labor force grew at a faster rate in the Town of Menasha between 1990 and 2000 compared to Winnebago County, as did the male labor force (see Table 14). The female labor force, however, grew faster in the County than it did in the Town. In all three categories - total, male and female - the unemployment rate decreased from 1990 to 2000 reflecting the economic growth experienced by the area during the 1990's. Since 2000, the rate has increased.

The labor force participation rate increased slightly between 1990 and 2000 in both the Town and the County, due primarily to an increase in the participation rate by females. In 1990 the Town had a significantly higher female participation rate as compared to the County. This rate was much closer in 2000 due to the increase in the percentage of total population 65 years and older in the Town of Menasha as compared to Winnebago County. In 2000 a larger percentage of the female work force in the Town of Menasha was over 65 compared to 1990.

**Table 14**  
**Labor Force Participation, 1990 & 2000**

	Town of Menasha			Winnebago County		
	1990	2000	Change	1990	2000	Change
<b>Total Civilian Labor Force</b>	7,668	9,071	18.3%	73,551	85,820	16.7%
Employed	7,329	8,792	20.0%	70,401	82,666	17.4%
Unemployment Rate	4.4%	3.1%	-30.4%	4.3%	3.7%	-14.2%
<b>Male Civilian Labor Force</b>	4,089	4,881	19.4%	39,716	45,073	13.5%
Employed	3,881	4,726	21.8%	37,946	43,309	14.1%
Unemployment Rate	5.1%	3.2%	-37.6%	4.5%	3.9%	-12.2%
<b>Female Civilian Labor Force</b>	3,579	4,190	17.1%	33,835	40,747	20.4%
Employed	3,448	4,066	17.9%	32,455	39,357	21.3%
Unemployment Rate	3.7%	3.0%	-19.1%	4.1%	3.4%	-16.4%
<b>Total Persons 16 Years and Over</b>						
Overall	10,635	12,499	17.5%	109,481	123,806	13.1%
Male	5,181	6,195	19.6%	52,836	61,175	15.8%
Female	5,454	6,304	15.6%	56,645	62,631	10.6%
<b>Participation Rate</b>						
Overall	72.1%	72.6%	0.7%	67.2%	69.3%	3.2%
Male	78.9%	78.8%	-0.2%	75.2%	73.7%	-2.0%
Female	65.6%	66.5%	1.3%	59.7%	65.1%	8.9%

Source: U.S. Census

Table 15 shows in which industry sector the residents of the Town of Menasha are employed. At the national level, services have overtaken manufacturing to become the dominant sector. The Town of Menasha also experienced this trend between 1990 and 2000. In 1990, the largest sector in which the residents of the Town were employed in was manufacturing; in 2000, the largest sector was services. Winnebago County experienced the same shift. The construction, finance and public administration sectors also showed strong growth between 1990 and 2000.

**Table 15**  
**Industry of Employed Persons, 1990 & 2000**

	Town of Menasha			Winnebago County		
	1990	2000	Change	1990	2000	Change
<b>Number Employed</b>						
Agriculture, forestry, fishing and mining	127	37	-70.9%	1,538	865	-43.8%
Construction	292	589	101.7%	2,604	3,850	47.8%
Manufacturing	2,810	2,540	-9.6%	22,662	22,924	1.2%
Wholesale trade	305	281	-7.9%	2,405	2,280	-5.2%
Retail trade	1,242	1,155	-7.0%	12,202	10,281	-15.7%
Transportation, warehousing and utilities	347	320	-7.8%	3,443	3,520	2.2%
Information	n.a.	189	n.a.	n.a.	1,601	n.a.
Finance, insurance, and real estate	433	704	62.6%	3,287	4,250	29.3%
Services	2,016	2,761	37.0%	20,384	30,322	48.8%
Public administration	116	216	86.2%	1,876	2,773	47.8%
<b>TOTAL</b>	<b>7,688</b>	<b>8,792</b>	<b>14.4%</b>	<b>70,401</b>	<b>82,666</b>	<b>17.4%</b>
<b>Percent of Total Employed</b>						
Agriculture, forestry, fishing and mining	1.7%	0.4%		2.2%	1.0%	
Construction	3.8%	6.7%		3.7%	4.7%	
Manufacturing	36.6%	28.9%		32.2%	27.7%	
Wholesale trade	4.0%	3.2%		3.4%	2.8%	
Retail trade	16.2%	13.1%		17.3%	12.4%	
Transportation, warehousing and utilities	4.5%	3.6%		4.9%	4.3%	
Information	n.a.	2.1%		n.a.	1.9%	
Finance, insurance, and real estate	5.6%	8.0%		4.7%	5.1%	
Services	26.2%	31.4%		29.0%	36.7%	
Public administration	1.5%	2.5%		2.7%	3.4%	
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>		<b>100.0%</b>	<b>100.0%</b>	

Source: U.S. Census

The change from manufacturing to services as the dominant industry sector is also seen in the occupations of people who live in the Town of Menasha (see Table 16). While production occupations are the largest single category, occupations associated with the service sector industry reflect the next three highest occupation categories of office and administrative support occupations, sales and related occupations, and management occupations.

**Table 16**  
**Occupation of Employed Persons, 2000**

	Town of Menasha		Winnebago County	
	No.	%	No.	%
Management occupations, except farmers & farm managers	711	8.1%	5,991	7.2%
Farmers and farm managers	14	0.2%	439	0.5%
Business and financial operations occupations:	368	4.2%	2,995	3.6%
Computer and mathematical occupations	244	2.8%	1,410	1.7%
Architecture and engineering occupations:	315	3.6%	1,824	2.2%
Life, physical, and social science occupations	136	1.5%	828	1.0%
Community and social services occupations	76	0.9%	1,210	1.5%
Legal occupations	67	0.8%	421	0.5%
Education, training, and library occupations	331	3.8%	4,243	5.1%
Arts, design, entertainment, sports, and media occupations	151	1.7%	1,446	1.7%
Healthcare practitioners and technical occupations:	339	3.9%	3,479	4.2%
Healthcare support occupations	174	2.0%	2,088	2.5%
Protective service occupations:	104	1.2%	1,434	1.7%
Food preparation and serving related occupations	401	4.6%	4,448	5.4%
Building and grounds cleaning and maintenance occupations	154	1.8%	2,216	2.7%
Personal care and service occupations	135	1.5%	1,878	2.3%
Sales and related occupations	1150	13.1%	8,367	10.1%
Office and administrative support occupations	1175	13.4%	12,803	15.5%
Farming, fishing, and forestry occupations	23	0.3%	357	0.4%
Construction and extraction occupations:	386	4.4%	3,161	3.8%
Installation, maintenance, and repair occupations	424	4.8%	3,090	3.7%
Production occupations	1352	15.4%	12,539	15.2%
Transportation and material moving occupations:	562	6.4%	5,999	7.3%
<b>Total</b>	<b>8,792</b>	<b>100.0%</b>	<b>82,666</b>	<b>100.0%</b>

Table 17 shows that three of the “Top Ten” manufacturers in the Fox Cities are located in the Town of Menasha. They are Kimberly Clark, Pierce Manufacturing (a division of Oshkosh Truck) and SCA (formerly Wisconsin Tissue Mills). Paper product and paper related manufacturing industries dominate the list of the largest employers in the Town of Menasha. Given the changes that have occurred in the paper industry over the past few years, this sector deserves the attention of the Town.

**Table 17**  
**Largest Employers in the Town of Menasha, 2000**

Company	Product	Employees
Kimberly Clark Corp.	Paper Products	5,730
SCA (Wisconsin Tissue Mills)	Paper Products	1,290
Pierce Manufacturing	Fire Truck Chassis and Bodies	1,500
Outlook Graphics Corp.	Printing, Packing, Mailing	615
Miron Construction	General Contractor	400
Pitney Bowes	Telemarketing	250
Great Northern Corp.	Corrugated Boxes	200
Hayes Manufacturing	Spiral Paper Cores	150
JJ Plank Corp.	Paper Machines	100

Source: Fox Cities Chamber of Commerce

## 5. Income Characteristics

Household median income is defined as half the households have an income above that level and half have an income below that level. Household median income in the Town of Menasha is higher than in Winnebago County and in the cities of Menasha and Neenah (see Table 18). The median household income for the Town was 23% higher than the County's median income in 1989 and 14% higher in 1999.

The other neighboring towns also have median incomes higher than Winnebago County and the incorporated municipalities, which reflects the trend of upper income households locating in the towns adjacent to the incorporated municipalities of the Fox Cities. It also reflects the fact that single-family homes dominate the new residential growth in the towns.

The same patterns hold true for comparisons of per capita income between the towns and the incorporated municipalities with one exception. The Town of Greenville, which has the highest median income, has a per capita income less than that of the City of Neenah. This probably reflects the fact that families with children are a more dominant type of household in the Town of Greenville than in the City of Neenah.

**Table 18**  
**Household Incomes, 1989 & 1999**

	Town of Menasha	Town of Grand Chute	Town of Greenville	City of Menasha	City of Neenah	Winnebago County
1989 Median Income	\$37,049	\$39,683	\$40,608	\$27,275	\$32,285	\$30,007
1999 Median Income	\$50,887	\$50,772	\$61,381	\$39,506	\$45,773	\$44,445
1989 Per Capita	\$16,439	\$17,229	\$14,873	\$13,360	\$15,074	\$13,696
1999 Per Capita	\$24,393	\$25,189	\$22,164	\$20,662	\$24,280	\$21,706

Source: U.S. Census



As would be expected, the percentage of people below the poverty level in the Town of Menasha is less than Winnebago County and the State of Wisconsin (see Table 19). In addition, the Town of Menasha has a lower percentage of families and female householders under the poverty level compared to the County and the State. What is not expected is the significant decrease in the percent of persons 65 years and older in the Town of Menasha that are below the poverty level compared to the County and the State. This may be an indication of persons in this age group locating housing suitable for their retirement lifestyle.

**Table 19**  
**Poverty Status, 1989 & 1999**

	Town of Menasha		Winnebago County		State of Wisconsin	
	1989	1999	1989	1999	1989	1999
<b>Number</b>						
Total Persons	13,825	15,661	133,950	148,696	4,754,103	5,211,603
Below Poverty Level	853	682	11,793	9,940	508,545	451,538
Person 65 Years and Older	1,165	1,651	17,089	18,851	604,812	662,813
Below Poverty Level	134	51	1,178	1,253	54,806	49,245
Total Number of Families	3,944	4,286	36,630	39,788	1,284,297	1,395,037
Below Poverty Level	172	141	1,959	1,517	97,466	78,188
Total Female Householders	362	465	4,291	4,840	170,445	191,830
Below Poverty Level	88	41	1,083	770	53,139	41,608
<b>Percent</b>						
Total Persons						
Below Poverty Level	6.2%	4.4%	8.8%	6.7%	10.7%	8.7%
Person 65 Years and Older	8.4%	10.5%	12.8%	12.7%	12.7%	12.7%
Below Poverty Level	11.5%	3.1%	6.9%	6.6%	9.1%	7.4%
Total Number of Families						
Below Poverty Level	4.4%	3.3%	5.3%	3.8%	7.6%	5.6%
Total Female Householders	9.2%	10.8%	11.7%	12.2%	13.3%	13.8%
Below Poverty Level	24.3%	8.8%	25.2%	15.9%	31.2%	21.7%

Source: U.S. Census

## 6. Education Characteristics

In 1990, 41.5% of the Town of Menasha's population age 25 and over had received a high school education compared to 39.6% and 37.1% for Winnebago County and the State of Wisconsin, respectively (see Table 20). By 2000, Winnebago County had a higher percentage of high school graduates than either the Town or the State. All three saw a decrease in high school graduates and an increase in Bachelors Degrees as a percent of residents 25 years old and older. This means there is an overall higher level of educational attainment in 2000 than there was in 1990.

**Table 20**  
**Educational Attainment 25 Years Of Age And Older, 1990 & 2000**

	Town of Menasha		Winnebago County		State of Wisconsin	
	1990	2000	1990	2000	1990	2000
<b>Level of Education</b>						
Total 25 Years and Older	9,183	10,572	88,960	100,927	3,094,226	3,474,290
Less than 5th Grade	39	86	653	818	36,063	31,114
High School Graduate	3,807	3,843	35,255	37,849	1,147,697	1,202,813
Some College, No Degree	1,452	2,022	14,228	19,437	515,310	715,664
Associate Degree	743	940	6,074	6,914	220,177	260,711
Bachelors Degree	1,341	1,893	11,127	16,462	375,603	530,268
Masters Degree or Higher	545	631	5,035	6,566	173,367	249,005
<b>Percent</b>						
Less than 5th Grade	0.4%	0.8%	0.7%	0.8%	1.2%	0.9%
High School Graduate	41.5%	36.4%	39.6%	37.5%	37.1%	34.6%
Some College, No Degree	15.8%	19.1%	16.0%	19.3%	16.7%	20.6%
Associate Degree	8.1%	8.9%	6.8%	6.9%	7.1%	7.5%
Bachelors Degree	14.6%	17.9%	12.5%	16.3%	12.1%	15.3%
Masters Degree or Higher	5.9%	6.0%	5.7%	6.5%	5.6%	7.2%

Source: U.S. Census

## B. Agricultural, Natural And Cultural Resources

### 1. Agricultural Resources

Map 3 shows Soil Suitability for Agricultural Use in the Town of Menasha. There are three classifications – Class 1, which is Prime Farmland; Class 2, which is Prime if drained; and Not Prime. There are six active farms in the Town of Menasha. They are all located in the area that lies east of Clayton Avenue, south of CTH BB, west of Cold Spring Road and north of the Canadian National railroad tracks that run east-west between USH 41 and Clayton Avenue. In this area, soil suitability can change quickly from Class 1 to Not Prime.

This Land Use Plan emphasizes agricultural preservation and discourages residential development in areas outside of the Sewer Service Area.

### 2. Natural Resources

The natural resource base of the town provides an important determinant of the potential physical and economic uses of the land. The management and preservation of these resources are important for sustaining economic uses of the land and maintaining the quality of life enjoyed by the town residents. Environmental characteristics, including topography, drainage patterns, floodplains, wetlands and soil properties are among the features that determine whether or not an area is suitable for a specific type of development. Development in wetlands or woodland areas can destroy the important environmental benefits these areas provide to the community. The conversion of agricultural lands into other land uses has long-term economic implications as well as environmental effects.

#### ***Geographic Setting***

The Town of Menasha is relatively flat, with only eighty feet of change in elevation from the highest area to the lowest area. The Town is geographically divided in two by Little Lake Butte des Morts, which is also the Fox River. Elevations along Little Lake Buttes des Morts are around 750 feet and reach 830 feet at the far west side of the Town, and 810 feet on the east side.

#### ***Water***

There are many natural features related to water in the Town of Menasha. There are numerous restrictions associated with the development of property near or adjacent to water features, which cannot be covered in detail in this plan. It is highly recommended that the various agencies mentioned in this section be contacted prior to undertaking this type of development, and that the applicability of the various regulations be determined through field verification.

Insert Map 3 here

### **a. Surface Water**

The Town of Menasha has a significant amount of surface water. There is a large amount of water frontage in and along Little Lake Buttes Des Morts (see Map 4). Most of the frontage is privately owned.

Winnebago County's Shoreland District Zoning Ordinance regulates shoreland use and development within one thousand (1,000) feet from the ordinary high water mark of a lake, pond or flowage. In addition, the Wisconsin Department of Natural Resources (DNR) regulates the placement of structures and other alterations below the ordinary high water mark of navigable streams and lakes.

### **b. Stream Corridors**

The Town of Menasha has several stream corridors that serve as natural channels for storm water runoff (see Map 4).

Winnebago County has adopted a Shoreland District Zoning Ordinance, which regulates shoreland use and development within three hundred (300) feet from the ordinary high water mark of a river or stream or to the landward side of the flood plain, whichever distance is greater. The purpose of the Ordinance is to help protect scenic beauty, shore cover and to prevent erosion, sedimentation and pollution of the County's water resources.

### **c. Floodplains**

The largest area designated as a floodplain in the Town is in the far southeast corner along and extending inland from Lake Winnebago (see Map 4). The two other significant areas are Mud Creek in the vicinity of the USH 41 and CTH BB intersection and the stream corridor beginning at Cold Spring Road and running east to Little Lake Buttes des Morts.

Winnebago County has adopted a Floodplain Zoning Ordinance that requires certain land use controls in designated flood hazard areas. This ordinance establishes floodplain districts, which are formed by using the official floodplain zoning maps of Winnebago County and subsequent revisions. Land areas that are classified in the floodplain and floodway zones have considerable restrictions placed on them for development. Within the adopted zone, residents of the Town are eligible to participate in the federal Flood Insurance Administration's insurance program.

At this time, there is a difference between floodplain boundaries as identified by the Wisconsin Department of Natural Resources and mapped by Winnebago County with the boundaries shown on the Flood Insurance Rate

Insert Map 4 here

Maps used by the Federal Emergency Management Agency (FEMA). Lending institutions currently require the use of FEMA maps for insurance purposes.

#### **d. Wetlands**

Wetlands are natural areas in which the groundwater table lies at, near or above the surface of the ground, and which support certain types of vegetation (see Map 4). Protection of wetlands in the Town is important since they serve several vital environmental functions including flood control, water quality improvement, groundwater recharge and providing habitat for fish, birds and other wildlife.

The Winnebago County Wetland Ordinance describes permitted uses of wetlands, some of which include development of public and private parks and the cultivation of agricultural crops. The County does not have authority over parcels of less than two (2) acres in size.

The State of Wisconsin defines wetlands as those areas where water is at, near, or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. The Wisconsin Department of Natural Resources (DNR) has authority over all wetlands. The Corps of Engineers has authority over the placement of fill materials in virtually all wetlands. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support program. In general, the most restrictive regulations apply in a situation where development is being proposed.

The Town of Menasha has several wetland areas as mapped by the DNR on its Wisconsin Wetland Inventory Maps. The largest area is the Stroebe Island area. A second large concentration of wetlands, which includes the Heckrodt nature Preserve, is in the far southeast portion of the Town.

#### **e. Groundwater**

While there is some correlation between the location of surface water and high ground water levels, there are numerous areas of high ground water in the Town of Menasha where there are no apparent surface indications of it, such as a stream corridor or a wetland (see Map 5). Generally, areas of high ground water are to be avoided for residential development because of environmental and cost reasons.

#### **f. Wellheads**

The Town of Menasha is located in an Arsenic Advisory Area, which is a five mile boundary surrounding several areas of St. Peter Sandstone. This area

Insert Map 5 here



was identified by the Wisconsin Department of Natural Resources in the mid 1990's. Wells drilled in this area have the potential to produce water contaminated with arsenic.

The Town of Menasha's Utility District operates wells on both the east and west sides of the Town. Approximately 50% of the Town's water on the east side comes from Deep Well No. 5, located at 1665 University Drive. The remaining 50% is purchased from the City of Menasha Surface Water Treatment Plant. Well No. 5 draws water from sandstone type formations. The water is then softened and chlorine is added for disinfecting purposes. At this point, water purchased from the City of Menasha is mixed with the well water in a one-million gallon reservoir. The City of Menasha water plant draws and treats water from Lake Winnebago.

There are three deep wells on the west side, two at 2340 American Drive and one at 919 East Shady Lane. The wells have an average depth of 475 feet, and draw water from sandstone type formations called Tunnel City and Elk Mound. The water is then softened at the treatment plants; chlorine is added for disinfecting purposes, along with sodium silicate for a corrosion control agent, and to help keep iron from settling out in low flow areas.

The raw water from Well No. 5 was tested in October 2000 for arsenic, a naturally occurring contaminant. The sample revealed a level of 1.8 parts per billion (ppb), well below the 50 ppb deemed safe for drinking. The west side wells were also tested with no levels of arsenic detected.

The federal Safe Drinking Water Act (SDWA) was amended in 1986 to include a nationwide program to protect groundwater used for public water supplies. The amendment established state wellhead protection (WHP) programs. The goal is for communities to prevent the contamination of their wells by delineating and protecting the land area which contributes water to their wells.

Under the requirements of section NR 811.16(5), Wisconsin Administrative Code, all new municipal wells installed after May 1, 1992, must have a Department of Natural Resources approved wellhead protection plan (WHP) prior to placing the well into service. For communities like the Town of Menasha that had wells in service on May 1, 1992, the development of a WHP plan is encouraged, but not required.

More information on wellhead protection is available at:

<http://www.dnr.state.wi.us/org/water/dwg/gw/Wellhead.HTM>

In 1992, the Town of Menasha began to require that property owners in the Town take out a permit for an existing private well. The permits need to be

renewed every five years and a test for bacteria is required. Currently there are approximately 375 permits, down from about 1,200 in 1993.

If sewer and water is available to a property owner, a connection to the water and sewer provided by the Utility District is required. This does not prohibit a property owner from using well water. As part of the permitting process, an inspection of the well is made to ensure there are no cross-connections with the water service provided by the Utility District. Well water is to be used for outside use only unless a connection is made to the sanitary sewer, in which case a meter is installed on the well.

When a well is abandoned, the property owner is responsible for complying with the regulations established by the Wisconsin Department of Natural Resources. The Utility District monitors the process.

#### **g. Storm Water Runoff, Erosion & Nonpoint Source Pollution**

As growth continues to occur in the Town of Menasha with the construction of buildings, streets and parking areas, the management of the storm water that flows from these impervious surfaces takes on additional importance. The ability of the land to absorb the runoff diminishes and the need to control and direct the runoff becomes essential. During the conversion of the land from a natural state to a developed state, soil erosion becomes a concern.

Several actions can be taken to mitigate the negative effects. One is to require remedial actions by contractors to control erosion during construction. A second action is to design the management of storm water runoff into a commercial or residential project. Last, as was discussed in the Utilities and Community Facilities Element, is the formation of a Storm Water Utility.

#### ***Woodlands***

Map 4 shows the location of the woodland areas in the Town of Menasha. There is a strong correlation between woodlands and wetlands in the Town. These areas provide habitat for wildlife and serve as an aesthetic amenity. Development regulations should support the preservation of this resource.

#### ***Soils and Geology***

##### **a. Soils**

Soils provide the physical base for urban development. Knowledge of the limitations and potentials of the soil types is important in considering the construction of buildings, the installation of utilities, or other uses of the land. Some soils exhibit characteristics such as slumping, compaction, and erosion, which place limits on development. Severe soil limitations do not necessarily

indicate areas that cannot be developed, but rather indicate that more extensive construction measures may be necessary to prevent environmental and/or property damage. Such construction techniques generally increase the cost of utility installation and land development.

According to the Soil Survey of Winnebago County, prepared by the Natural Resources Conservation Service of the United States Department of Agriculture's, the predominant soil associations in the Town of Menasha are Hortonville, Manawa, Winneconne, Neenah and Whalan. Map 6 shows all of the soils in the Town of Menasha classified by their limitations for building site development.

**Slight** indicates that soil properties generally are favorable and that limitations are minor and easily overcome. **Moderate** indicates that soil properties and site features are unfavorable, but the limitations can be overcome or minimized by special planning and design. **Severe** indicates that one or more soil properties or site features are so unfavorable or difficult to overcome that a major increase in construction effort, special design, or intensive maintenance is required.

#### **b. Bedrock**

Areas of high bedrock are shown in Map 7. Depending on the type of bedrock, development can be severely limited. The bedrock in the Town is Platteville-Galena limestone, which can be blasted and removed for sub-grade foundations. The largest concentration of this bedrock is in the south-central section of the west side of the Town. Residential and industrial development has occurred in this area, and residential development continues to occur.

#### ***Environmentally Sensitive Areas***

The East Central Wisconsin Regional Planning Commission (ECWRPC) identifies environmentally sensitive areas as part of its regional land use and water quality planning process. Environmentally sensitive areas are those where development should be limited, and are comprised of the following:

- Lakes and streams shown on the United States Geographic Survey maps
- Wetlands shown on the Wisconsin Wetland Inventory Maps (Department of Natural Resources)
- Floodways as delineated on the official Federal Emergency Management Administration (FEMA) Flood Boundary and Floodway Maps

In addition to the designations of environmentally sensitive, other areas with natural characteristics that could impact environmental quality or development potential have been identified by ECWRPC. These are said to have "limiting

Insert Map 6 here

environmental conditions," and include areas with seasonal high groundwater, floodplain areas, lands with shallow bedrock and areas with steep slopes.

Unlike the environmentally sensitive areas, development is not excluded from land with "limiting environmental conditions." The primary purpose for identifying these areas is to alert communities and potential developers of environmental conditions, which should be considered prior to the development of such areas.

The majority of the areas designated as environmentally sensitive in the Grand Chute–Menasha West Sewer Service Area are along the shores of Little Lake Butte des Morts and its tributaries. A significant area is the Stroebe Island wetland complex, which is also the outlet for Mud Creek. This creek is another significant environmental area. It drains a majority of the land within the sewer service area. The map also shows several areas on the west side of Little Lake Buttes des Morts having bedrock within five feet of the surface, and areas along the shore that are floodplains. There are pockets of land on the west side of Little Lake Buttes des Morts and a small portion of the Town that borders Lake Winnebago that has groundwater within one foot of the surface.

The majority of areas in the Neenah-Menasha Sewer Service Area designated as environmentally sensitive are along the shores of Lake Winnebago in the far southeast corner of the Town.

Most of the areas designated as environmentally limiting have already been developed with the exception of some areas of bedrock within five feet of the surface in the far west portion of the Town. Environmentally sensitive areas put few limiting factors on future development in the west side.

### ***Metallic and Non-Metallic Mineral Resources***

The Town of Menasha does not have any metallic mining sites. The Town does have five (5) active non-metallic mining sites (see Map 7 and Table 21). They are regulated by Winnebago County through the extraction provisions of the County Zoning Code and by the Town of Menasha through its Chapter 27 Non-Metallic Mining Ordinance that includes provisions for reclamation of the mine.

**Table 21**  
**Non-Metallic Mining Operations, 2002**

Name	Location	Acres Active
Michaels	Cold Spring Road & CTH BB	22
Michaels	Between CTH BB & Cold Spring Road	62
Michaels	Corner of CTH CB and East Shady Lane	18
Black Creek Limestone	CTH BB	40
Northeast Asphalt	Cold Spring Road	17

Source: Town of Menasha

Insert Map 7 here

These mines received an automatic nonmetallic mining permit in 2001 since they submitted the application and paid the permit fee. These nonmetallic mining sites then have until August 1, 2002, to submit a reclamation plan for review and approval. The plan must comply with the guidelines of the Town of Menasha's Nonmetallic Mining Ordinance, which has been approved by the Department of Natural Resources. Town staff has been in contact with all of these mines and expects reclamation plans from them.

The Badger Highways Co. Inc. operation off of 9<sup>th</sup> Street and Appleton Road is exempt from the nonmetallic requirements. That site is simply holding materials from other non-town sites to process and then to be sold off. There is no extracting taking place at this location so it does not need to meet the requirements of the Town's Nonmetallic Mining Ordinance.

Historically, there have been issues with the operation of batch plants and materials landing on adjacent properties during blasting. While these are still issues to some extent, more intensive monitoring and a higher level of recognition by the mine operator on the impact of the mining operations has reduced the conflict with adjoining land owners.

Reclamation of the mines is very important to the Town of Menasha as they provide opportunities for the creation of natural environments that can be enjoyed by the Town's residents.

### ***Wildlife Habitat and Threatened and Endangered Species***

Information on wildlife habitat and threatened and endangered species is available from the Wisconsin Department of Natural Resources at the following website:

[www.dnr.state.wi.us/org/land/er](http://www.dnr.state.wi.us/org/land/er)

The information is available only at the county level. It is recommended that landowners and developers consult this website for information on habitat and species that may affect their property.

### ***Air Quality***

The following information is from the Wisconsin Department of Natural Resources:

"A few common air pollutants are found all over the United States. These pollutants can injure health, harm the environment and cause property damage. EPA calls these pollutants **criteria air pollutants** because the agency has regulated them by first developing health-based **criteria** (science-based guidelines) as the basis for setting

permissible levels. One set of limits (**primary standard**) protects health; another set of limits (**secondary standard**) is intended to prevent environmental and property damage. A geographic area that meets or does better than the primary standard is called an **attainment area**; areas that don't meet the primary standard are called **nonattainment areas**."

Both Outagamie and Winnebago County are attainment areas. Air quality monitoring stations nearest to the Town of Menasha are located in Appleton and Oshkosh. According to the DNR, there are no air quality issues in the Town of Menasha.

More information on air quality is available at:

[www.dnr.state.wi.us/org/aw/air/](http://www.dnr.state.wi.us/org/aw/air/)

and at:

[www.dnr.state.wi.us/org/aw/air/hot/1hr\\_redes/](http://www.dnr.state.wi.us/org/aw/air/hot/1hr_redes/)



### 3. Cultural Resources

#### *Historical Resources*

The following information was provided by the Wisconsin Historical Society.

#### **a. State and National Register of Historic Places**

The Wisconsin Historical Society's Division of Historic Preservation (DHP) is the clearinghouse for information relating to the state's cultural resources: its historic buildings and archaeological sites. A primary responsibility of the DHP is to administer the State and National Register of Historic Places programs. The National Register is the official national list of historic properties in the United States that are worthy of preservation. The National Park Service in the U.S. Department of the Interior maintains the program. The State Register is Wisconsin's official listing of state properties determined to be significant to Wisconsin's heritage, and is maintained by the DHP. Both listings include sites, buildings, structures, objects and districts that are significant in national, state or local history, architecture, archaeology, engineering and culture. (For ease of discussion, "National Register" is used generally to refer to both programs. In Wisconsin, if a property is listed on one than it is typically listed on the other.)

- As of March 1, 2002, there are no properties in the Town of Menasha listed on the National Register. This includes both above ground resources (e.g. buildings) as well as archaeological sites.

NOTE: The National Register is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to access the most up-to-date version list of the National Register properties. This can be found at <http://www.wisconsinhistory.org/histbuild/register/index.html>, or by contacting the DHP at (608) 264-6500.

#### **b. Architecture & History Inventory**

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. A search of the DHP's on-line Architecture & History Inventory (AHI) reveals the following about the Town of Menasha:

- Twenty-two properties in the Town are included in AHI. Inclusion in this inventory conveys no special status, rights, or benefits to owners of these properties. It simply means that some type of

information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool.

NOTE: Like the National Register, AHI is not a static inventory. Properties are constantly being added and, less frequently, removed. It is therefore important to use the most up-to-date list of properties within a given area. This information can be found at <http://www.wisconsinhistory.org/ahi/index.html>. Otherwise, contact the DHP at (608) 264-6500.

#### 4. Community Design

Community design can be expressed in many ways. The visual appearance of a community may reflect the cultural heritage of the area or the dominating presence of a river, lake or other physical feature. In either case, a visual experience is created for residents and visitors alike. Community design can play an important role in creating a sense of pride for residents and attracting non-residents to the area for tourism, shopping and other economic development opportunities. In the Town of Menasha, Little Lake Buttes des Morts dominates and, in fact, divides the Town into two. There is no doubt a visual experience is created as one crosses the Roland Kampo Bridge.

There are two basic categories of community design standards – built environment and natural environment. Examples of the former would be guidelines developed on the appearance and size of buildings, signs and other man-made structures. The latter would include the protection of riverfronts, viewsheds created by changes in elevation or stream or river beds, and other natural features that appeal to the aesthetic nature of people.

Currently, there are two examples of the impact of community design on the Town of Menasha. The first is the Gateway Development on the west side that will help to create a sense of community identity through the formation of a “downtown” or a “Main Street.” The second was the recent proposal to change the name of the Town to Bridgeview, which acknowledges the natural resource that physically divides the Town and the man-made structure that links the two sides of the Town. Voters in the April elections defeated this proposal.

The challenge in developing and implementing community design standards and guidelines are that they are subjective, meaning not everyone will agree with the design that results from the standards and guidelines being followed. One person’s view of the physical appearance of a building or the aesthetic value of a wetland area may differ dramatically with another person’s view. One objective should be to find the proper balance between maintaining the natural beauty of an area and developing it for urban use as the community continues to grow. This is especially important as new areas are opened up with transportation improvements like CTH CB and USH 10.

Issues that need to be addressed through goals, objectives and policies include the protection of environmental corridors including waterfronts, woodlands and wetlands and the review of design, construction, landscaping and lighting of transportation improvements, buildings, parking areas and storage areas.

## C. Transportation

### 1. Transportation Characteristics

#### *Streets and Highways*

##### a. Classifications

The Town of Menasha's street and highway system consists of urban principal arterials, minor arterials, collectors and local streets (see Table 22 and Map 8). These classifications are based on which primary function the street or highway serves – the movement of vehicles through an area or to provide access to adjacent land. Arterials accommodate the movement of vehicles, while local streets provide direct access to individual parcels of land. Collectors serve both local and through traffic by providing a connection between arterials and local roads.

**Principal Arterials** - Principal arterials carry traffic through the Town and should have limited direct access to adjoining properties.

**Minor Arterials** - Minor arterials also carry through traffic and have a higher level of direct access than a principal arterial.

**Collectors** - Collectors provide access between local streets and both the principal and minor arterials.

**Local Streets** – Local roads provide direct access to residential, commercial, and industrial uses within the Town.

**Table 22**  
**Highway and Street Classifications**

Principal Arterials	Minor Arterials	Collectors
USH 41	STH 114/Plank Road	Irish Road
USH 10	STH 47/Appleton Road	Cold Spring Road
STH 441	CTH CB	East Shady Lane
	CTH P/Valley Road/Racine Street	Jacobsen Road
	CT PP	Airport Road
	CTH BB/Prospect Avenue	9th Street (part)
	CTH AP/Midway Road	Stead Drive
	CTH II/Winchester Road	
	CTH O/North Street	
	Calumet Street	
	9 <sup>th</sup> Street (part)	
	N. Lake Street	
	Green Bay Road	
	Eugene Street	

Source: Wisconsin Department of Transportation and Martenson & Eisele, Inc.

Insert Map 8 here

With the completion of STH 441 east of Little Lake Buttes des Morts, the construction of USH 10 west from Little Lake Buttes des Morts and the completion of CTH CB from CTH BB to past CTH II, the Town of Menasha has an excellent major and minor arterial system in place. Attention should now be turned to upgrading collector and local streets in the Town.

Many of the collector streets such as Irish Road and East Shady Lane (see Table 22) were originally constructed to rural standards with relatively narrow lanes and shoulders and sloped, open ditches. As the land along these streets develops, vehicle and pedestrian traffic increases. For safety reasons, consideration must be given to upgrading collectors to urban standards from the originally constructed rural standards. The urban standards would include wider lanes, paved shoulders, curb and gutter and sidewalks and/or pedestrian/biking trails.

Currently the Wisconsin Department of Transportation classifies American Drive and West American Drive as a local street. The Town of Menasha should contact the East Central Wisconsin Regional Planning Commission, which serves as the area Metropolitan Planning Organization, and request consideration of a classification change to collector or minor arterial.

A second area that was identified in discussions with the Town of Menasha was N. Lake Street north of Ehlers Road. While the street was not designed as a collector street, it functions as one. It is anticipated that the construction of the Jacobsen Road overpass over USH 41 will help to remove some of the non-local traffic on N. Lake Street. The Town should continue to monitor the use of the street for non-local traffic and identify alternate routes.

#### **b. Traffic Counts**

Map 9 shows traffic counts in the Town of Menasha based on annual average data from 1988 – 1991 and from 2000 as published by the Wisconsin Department of Transportation.

The highest volume of traffic, as expected, is on USH 41, where traffic counts increased from 52,930 in the 1989-1991 time period to 74,400 vehicles per day in 2000. The construction of STH 441 has had a significant impact on the east side of the Town. Traffic counts have decreased on STH 47 south of STH 441, STH 114 and CTH AP/Midway Road. It is interesting to note that the count on STH 47 north of STH 441 increased significantly indicating that the construction of 441 created a higher level of access to the south side of Appleton.

Based on the counts on CTH CB, the construction of this minor arterial has had the desired effect of reducing the amount of traffic on collector and local streets in the vicinity of CTH CB. It has not had an impact on traffic on

Insert Map 9 here

American Drive between CTH BB and East Shady Lane where the volume increased from 7,380 in 1989-1991 to 11,600 in 2000.

Traffic counts are an important tool in transportation planning. They are compared to the design capacity of the street or highway to determine if the counts exceed the design capacity. When the traffic count exceeds the road's design capacity, the Town must determine what improvements are needed to bring the roadway up to acceptable standards.

In analyzing the traffic counts shown in Map 9, the only street where the traffic count exceeded the design capacity is American Drive between CTH BB and East Shady Lane, which is scheduled for reconstruction as a four lane minor arterial in 2003. One reason for the increase is the increase in business activity and related employee and customer traffic. Another reason may be the fact that northbound traffic on USH 41 cannot go west on USH 10 at the USH 41/10/STH441 interchange and may be using CTH BB as a west route. It is recommended that traffic counts continue to be monitored to determine needed improvements and change in traffic patterns.

### c. Traffic Accidents

Traffic accidents can also be used to determine where improvements can be made to increase vehicular and pedestrian safety. Table 23 shows areas with the highest number of traffic accidents from 1998 to February 2002. The intersection of American Drive and CTH BB or Prospect Avenue and the intersection of CTH II or Winchester Road and Green Bay Road have the highest amount of traffic accidents. The American Drive and CTH BB/Prospect Avenue intersection will be reconstructed as part of the rebuilding of American Drive in 2003. Further analysis should be performed on the N. Green Bay Road and CTH II/Winchester Road to determine what measures can be taken to reduce the number of accidents.

**Table 23**  
**Traffic Accidents, 1998-2002**

Street	# of Accidents	Most Dangerous Intersection	# Accidents at Most Dangerous Intersection
Racine Rd.	48	9th St.	8
CTH II/Winchester Rd.	46	N. Green Bay Rd.	15
CTH BB/Prospect Ave.	40	American Dr.	11
CTH CB	32	Jacobsen Rd.	7
American Dr.	35	CTH BB/Prospect Ave.	10
Appleton Rd.	30	None	n.a.
N. Green Bay Rd.	24	CTH II/Winchester Rd.	14
Calumet St.	18	Southwood Dr.	5
Midway Rd.	16	University Dr.	3

Source: Town of Menasha



#### d. PASER

Another tool available to the Town of Menasha in determining budget priorities for street construction and repair is PASER (pronounced pacer). PASER is a simplified pavement management program that communities use to evaluate pavement surface condition. Through the program the community develops a PASER rating (from 1 to 10 with 10 being excellent condition) and a priority rating for each street. The PASER rating reflects the physical condition of the street. The priority ranking reflects not only the condition of the street but the amount of traffic on the street. For example, a street with a low PASER rating and very little traffic could have a lower priority rating than a street with a higher PASER rating and a high amount of traffic.

Table 24 shows a summary of the streets with priority ratings of greater than 20 and their respective PASER ratings. These are the streets that should be the focus of budget decisions made by the Town of Menasha regarding street repair and maintenance.

**Table 24**  
**Pavement Surface Evaluation And Rating, 2001**

Street	From/To	PASER Rating	Priority Rating
American Drive	CTH BB to E. Shady Lane	2	47.6
American Drive	Green Bay Road north to cul du sac	2	35.7
Airport Road		4	24.4
Irish Road	East Shady Lane to USH 10	3	24.2
Irish Road	RR crossing to CTH II	3	24.2
Southwood Drive	Calumet to Wilson	3	24.2
Northern Road	Prospect to Stroebe	3	24.2

Source: Town of Menasha and Martenson & Eisele, Inc.

### *Trucks*

#### a. Trucking Companies and Terminals

The Town of Menasha contains five major truck freight terminals, located within close proximity to federal, state and county roads, rail service, paper companies, manufacturing plants, and warehousing/distribution centers. These trucking companies and terminals (as shown on Map 10 include **(A)** A-B-F Freight Lines on West Prospect (CTH BB), **(B)** Swift Transportation on American Drive, **(C)** USF Holland Inc. located on Kimberly Avenue, **(D)** Consolidated Freightways on Ehlers Road, and **(E)** Tax Airfreight Inc. located on Independence Drive.

## **b. Truck Routes**

Associated closely with the trucking companies and the freight terminals are the designated truck routes located throughout the Town. Map 10 shows the major truck routes that are located on federal, state and county streets and highways as well as additional truck routes designated within the Town.

Vehicles defined as "heavy traffic" are required to use these routes. Heavy traffic means all vehicles not operating completely on pneumatic tires and all vehicles or combination of vehicles, other than motor buses, designed or used for transporting property of any nature and having a gross weight of more than 6,000 pounds.

The movement of raw materials and finished products by truck continues to increase, resulting in a heavy dependence on a good road system. A combination of federal, state, county and local funds will need to be invested in major road system improvements over the next twenty-year planning period to accommodate this demand.

An analysis of where significant amounts of truck traffic are generated shows that these areas are well located with respect to streets and highways constructed to meet this type of vehicular movement. Most are located immediately adjacent to, or within a few blocks of, the major and/or minor arterials that are in the Town. Capacity does not appear to be an issue with the exception of American Drive south of CTH BB that will be addressed in 2002.

Access to major and minor arterials should be a key factor when the Town reviews development proposals for projects that are anticipated to generate significant amounts of truck traffic.

## ***Train***

### **a. Freight**

In the fall of 2001, the \$1.2 billion acquisition of Wisconsin Central by Canadian National was finalized. This move is expected to improve rail freight service to Wisconsin, due to Canadian National's faster connections through the Chicago terminals, operated by its subsidiary, Illinois Central.

Canadian National is the major railroad line that provides freight service to Winnebago County. Within the County there are two primary routes that Canadian National operates to serve communities and industries (see Map 10). The north-south route connects the Oshkosh Area with Fond du Lac, Milwaukee and the Chicago Rail Yards to the south; while the northern segment connects Oshkosh to the Appleton / Fox Cities Area and Green Bay.

Insert Map 10 here

Freight transfers and switching operations for Canadian National take place in the rail yards located at Appleton, Menasha, Neenah and Oshkosh.

The Canadian National operates a secondary line that connects the Menasha Yard with the Manitowoc Area and Lake Michigan Shoreline communities. During the week, approximately 25 freight trains are scheduled on a daily basis to meet the shipping demands of the area. Secondary lines also run to Shawano and New London to meet the shipping demands of specific industries. The Canadian National is projecting moderate growth for the north-south route with no planned expansion of lines.

The east-west route operated by Canadian National connects the Neenah Yard with Stevens Point and Marshfield in central Wisconsin, as well as the major railroad terminals located further west in the Twin Cities (Minneapolis / St. Paul) and Duluth, Minnesota. This main line schedules approximately 30 freight trains daily to meet the shipping demands of the regional railroad centers located in the Upper Midwest. The capacity of the line is approximately 40 trains daily. The Canadian National is planning for the construction of a second parallel line on the east-route when the demand increases to the 40 trains daily level.

#### **b. Passenger**

The potential for rail passenger service initially emanated from *Translinks 21*, adopted by the Wisconsin Department of Transportation (DOT) in 1994. *Translinks 21* is a broad umbrella plan with a unified vision and a set of goals from which individual modal plans for highways, airports, railroads, bikeways, pedestrian and transit are being shaped. By planning within this framework, the interconnections between travel modes can better be identified and understood.

*Translinks 21* found that passenger rail could be, and should be an important component of Wisconsin's transportation system. It is estimated that high speed rail will have the most significant impact on travel of any non-highway mode, attracting more than five million new passengers each year by 2020.

In March 1999, then Governor Tommy Thompson created the Governor's Blue Ribbon Task Force on Passenger Rail. The 25 member task force was created to assess organizational and financial issues at both the state and local level related to passenger rail. In a final report to Governor Scott McCallum, the Task Force found that enhanced intercity passenger rail service would improve connectivity to urban centers in Wisconsin and throughout the Midwest. It recommended that Wisconsin implement the State's portion of the Midwest Regional Rail Initiative (an 8-state/Amtrack committee whose purpose is to investigate and develop a high-speed Midwest Regional Rail System).

If the right combination of federal funding can be approved, high-speed passenger rail could be a part of the future in northeast Wisconsin. Northeast Wisconsin high-speed would probably be for service at 79 mph., although 110 mph. is being studied. The northeast link, projected for 2007, would be the third stage of a Wisconsin rail plan. The DOT already is looking at joint procurement of rolling stock with Amtrak and the states of Illinois and Michigan.

The costs for the high-speed service in Wisconsin is estimated to reach \$495 million for the infrastructure, including track improvement, sidings, grade crossings, warning lights, fencing and a special signal system that would allow trains to communicate with each other. Some local government financial involvement will be necessary to make the system work. However, it is hoped that fares would cover operating costs. Fares would be \$21 to \$35 one-way.

Rail passenger service is needed because of the increasingly congested highway system and the tremendous delays being found at airports. Several studies done in the past decade suggest that passenger service through Winnebago County between Green Bay and Milwaukee could be feasible.

Recent events will have an impact on the timeline for the re-introduction of passenger rail service to northeastern Wisconsin. Federal budget priorities have changed as a result of the September 11<sup>th</sup> attack on the World Trade Center. Here in Wisconsin a \$1.1 billion projected deficit in the state budget will certainly have an impact on both state and local spending. The Town of Menasha should monitor the situation to determine the impact of passenger rail service on the other transportation systems as well as the potential for a location for a passenger rail terminal.

### ***Transit***

The Town of Menasha's transit service is provided by Valley Transit, which is owned and operated by the City of Appleton, and funded by the state and federal governments and by the local communities in which service is provided (see Map 11). Some buses run from 5:45 a.m., with most routes starting at 6:15 am. Most bus routes operate until about 10:30 p.m.

The bus fare is typically \$1.00, but can be cheaper if ten-ride tickets (\$7.50) are purchased. Senior citizens and the disabled can get a ten-ride ticket for \$5.00. Special group rates for children are also available.

Lift-equipped buses are available on the regular Valley Transit fixed routes. The lift service gives passengers who have difficulty using the steps a safe and easy way to get on board. In addition, some individuals with severe disabilities may

Insert Map 11 here

require an attendant for assistance when riding the bus. These necessary care attendants may ride free.

Valley Transit operates 17 bus routes, serving most of the Fox Cities. More specifically, four routes serve the Town of Menasha. Route 9 and Route 11 circle through the northeast corner of the Town of Menasha and City of Appleton, going as far south as Midway Road and as far west as Appleton Road. They operate every half-hour, including evening service.

Route 30 is a one-hour route that goes from downtown Neenah to downtown Appleton, and then returns to Neenah. This route follows Appleton Road through the City of Menasha, meandering east and west along major streets as well as Commercial Street in the City of Neenah. Both routes operate during the day and in the evening.

Route 40 comes and goes from downtown Neenah to the Fox River Mall. This one-hour route follows Winneconne Avenue to Green Bay Road, then meanders through the Town of Menasha into the Town of Grand Chute, where it follows Nicolet Drive to the Fox River Mall. This route does not operate in the evening.

Another bus stays in Neenah all day, with alternating routes (31E and 31W) on the east and west sides of the City being served by the same bus. These two routes come and go from a downtown Neenah transfer point every half-hour, although no evening service is provided.

Funding for the continuation and expansion of transit services in the Fox Cities and the Town of Menasha continues to be an issue. The projected \$1.1 billion shortfall in the State of Wisconsin's budget and the plan to eliminate the current form of shared revenues to local government increases the funding pressure on Valley Transit. The Town of Menasha should prepare for an increase in the local contribution to the cost of Valley Transit operations.

### ***Multi-Use Trails***

Map 12 shows the existing trails in the west side of the Town are located along CTH II, CTH CB south of East Shady Lane, USH 10 between Cold Spring Road and Irish Road and along East Shady Lane from just east of CTH CB to Irish Road. Existing trails in the east side of the Town are along STH 114 or Plank Road and USH 10.

The issue of multi-use trails and paths is becoming more important as an alternate transportation mode and as a recreational amenity. Groups and governmental agencies are finding that the acquisition, dedication, or official mapping of trails is a very difficult process in existing neighborhoods, and there is a critical need for advance planning of trail locations in future growth areas.

Insert Map 12 here



Trails should not only connect residential neighborhoods with parks, schools, shopping, places of employment, and other land uses, but also make connections to longer regional trails. Just like the roadway system has arterial, collector, and local streets, trails could be defined in the same way.

The presence of trails often increases the value of properties adjacent to the corridors, especially those through residential neighborhoods. The National Association of Home Builders cites trails as the second or third most important amenity that would influence people to move to a new location.

Trails also provide a quality of life aspect that is becoming an increasingly important factor in attracting and retaining businesses in a community. Corporations bring jobs to communities and help support other businesses. Additionally, health improvement, due to outdoor exercise, can help control company medical costs in the long run.

By providing safe, pleasant places to walk, bicycle and in-line skate, trails encourage people to use non-motorized means of getting to work, school, play, and shopping, resulting in reduced traffic congestion, noise, and air pollution. The *Wisconsin Bicycle Transportation Plan 2020* states: "the most frequent, comfortable, and practical trips for bicyclists, those under five miles, produce the greatest environmental benefits, since automobile trips under five miles in length are the least fuel efficient and produce the highest emissions per mile."

Trails can provide a sense of place and a source of community pride. When integrated with features such as historic sites, commercial or residential areas, and parks, they can improve the overall character of a region. Trail corridors can become outdoor classrooms where children and adults can observe and learn about their natural and cultural environment.

Special interest and "grass roots" citizens committees have been helpful in promoting, encouraging and implementing trail plans. The most noteworthy and active group in Winnebago County has been Fox Cities Greenways, Inc., which conceptually established "The Paper Trail" around the Fox Cities. This group publishes a quarterly newsletter and actively lobbies local, regional and state governmental agencies to include trails in roadway projects. The group also acts as an information hub, attending meetings, sharing information, and connecting communities with each other.

The Town of Menasha has been active in the development of multi-use trails in recognition of the fact that a lack of sidewalks and off-street bicycle paths in the Town forces pedestrians to walk in heavily traveled streets. Bicyclists must ride in close proximity to significant volumes of auto and truck traffic. Pedestrians have no other option to get from house to house or neighborhood to neighborhood. An example of this lack of pedestrian and bicycle facilities in the Town is the Spring Road Elementary School neighborhood, which completely lacks sidewalks.

There is a growing understanding among Town residents that some type of off-street bicycle and pedestrian trail system is needed along heavily traveled Town roads such as Cold Spring Road, Irish Road, East Shady Lane and Jacobsen Road. The survey conducted in the Fall of 2001 showed 81% of the respondents agreed with the need to continue to build trails.

## ***Air***

### **a. Outagamie County Regional Airport**

Outagamie County Regional Airport (see Map 10) is located on approximately 1,500 acres of land in the Town of Greenville just to the north of the Town of Menasha. Construction on the present airport started in 1963 with project completion in August 1965. The major airport runways include a 7,000-foot northeast-southwest concrete runway, as well as a 6,500-foot northwest-southeast concrete runway.

The airport recently completed a \$12 million major addition and renovation project. The work includes a 28,000 square foot concourse addition with five boarding bridge gates to aircraft, three at-grade gates and renovation of the terminal, including a new paging and flight information system. It was recently announced that an even larger expansion project is being planned.

Currently, the commercial service airport provides 66 flights daily (arrival & departures) by five commercial airlines, with connecting flights to Chicago, Cincinnati, Detroit, Milwaukee and Minneapolis-St. Paul. The airport also provides aircraft rentals, charter flights, air freight service, and rental car service. Several business parks and industrial parks are also located in close proximity to the airport.

In 1999, the Outagamie County Regional Airport accommodated a total of 529,000 passengers for outgoing and incoming flights. Through November 2000 the passenger total was 496,577. The airport handled 21,600,067 pounds of air freight in 1999 and 19,954,636 pounds through November 2000.

The airport facility has an Airport Master Plan that was adopted by the Outagamie County Board in 1993. According to the Airport Director, the current Airport Master Plan is in the process of being updated with subsequent updates scheduled within five to ten years.

Although only a very small portion of the Outagamie County Regional Airport is actually in Winnebago County, it has significant land use implications in the Town of Menasha because some of its landing patterns occur over the Town. Outagamie County has been urging Winnebago County to adopt an Airport

Overlay District to protect the landing corridors that emanate from the airport.

Specifically, the northwest side of Little Lake Butte des Morts would be located within Airport Overlay District Zones 2 and 3, as would the north end of Clayton Avenue. Permitted uses in Zone 2 are limited to agricultural and light recreation. Special uses include low-density residential, commercial and industrial development. Zone 3 would allow the same types of development, but at slightly higher densities.

Height restrictions also apply in the Airport Overlay Zones, and are measured from grade elevation to the height limitation numbers shown within the various mapped zone boundaries of the height limitation zoning map located in the office of the Outagamie County Zoning Administrator.

Consideration by Winnebago County (affecting the Town of Menasha) should be given to the development of lands that are in the path of the landing and take-off zones for several reasons:

- Minimize height obstacles
- Protect the public by minimizing housing density and public assembly facilities
- Minimize complaints of future residents regarding noise or vibration

If Winnebago County chooses not to address the issue, the Town of Menasha should continue to meet with the Zoning Administrator for Outagamie County on future implementation of the overlay zones.

#### **b. Wittman Regional Airport**

Wittman Regional Airport is located within the city limits of Oshkosh. The airport is no longer served by commercial airlines. The airport continues to provide aircraft rental and charter flights.

Every summer during the last week of July, Wittman Regional Airport becomes the busiest airport in the world when the Experimental Aircraft Association (EAA) holds its annual Fly-In Convention at the facility. This event attracts more than 825,000 visitors and aviation enthusiasts annually.

The airport is operated by Winnebago County. The state and federal subsidy to maintain service and operations was recently lost, which meant the demise of commercial passenger flights. At this time, there are no future plans for further expansion of the airport facilities.

Wittman Regional Airport is located on approximately 1,500 acres of land and has an Airport Master Plan that was adopted by Winnebago County in 1992.

Currently, Wittman Regional Airport operates two runways at the facility. The north-south runway is an 8,000-foot long concrete runway constructed to accommodate the larger aircraft that fly in for the EAA Annual Convention. The east-west runway is a 6,000-foot long concrete runway that is primarily for regular aircraft take-offs and landings. According to the Airport Manager, the Airport Master Plan will be updated within the next three years.

In 1999, approximately 5,000 passengers flew out of Wittman Regional Airport, with Chicago being the primary destination. Figures were not available for the number of passengers arriving at Wittman Field. Through November 2000, figures were not available for passengers arriving or departing the airport. Although provided, freight service at the airport, based on the number of pounds handled, is rather limited. Growth potential for airfreight at Wittman Airport is somewhat limited given its proximity to the Outagamie County Regional Airport in the Fox Cities, and Mitchell International Airport in Milwaukee.

The attraction of new business is being used as a justification for public investments in new airport construction and expansion plans. Approximately 23 different businesses already are located on the Wittman Regional Airport grounds. The airport also provided a site for a 125-room Hilton Gardens Hotel, which opened in June 2001.

The Town of Menasha should continue to monitor the efforts at Wittman Regional Airport to reinstitute passenger service and improve and freight service.

### ***Water***

The local water transportation system for the Town of Menasha includes buoys, a lock and dam, and bridges (see Map 13).

For navigational purposes, the Winnebago County Parks Department contracts with a private sector firm to install buoys in the spring and remove them in the fall. Map 13 illustrates the location of the buoys in Little Lake Butte des Morts. Buoys generally mark shallow areas or river channels to keep boaters from becoming stranded in shallow depths. One lock and dam operates in the City of Menasha to allow boaters to traverse between Little Lake Butte des Morts and Lake Winnebago.

There are six structures in the Town of Menasha (see Map 13) that meet the Wisconsin Department of Transportation's (WisDOT) definition of a bridge:

Insert Map 13 here

"A structure having an opening measured along the center of the roadway of more than 20 feet between the face of abutments, or the extreme ends of openings for multiple box culverts, or the extreme ends of openings for multiple pipe culverts where the clear distance between openings is less than half of the smaller contiguous opening."

Maintenance responsibility for structures located on any county road, town road, or city or village street is generally that of the local unit of government. Bridges located on portions of federal and state highways on city-connecting routes, are generally maintained and inspected by the city. Of the six bridges, the only one that is maintained by the Town is on American Drive south of East Shady Lane.

The closest shipping location over water is the port in Green Bay, approximately 30 miles northeast of the Town of Menasha. In 1999, 1.9 million tons of freight passed through Green Bay's port. Water transportation of raw materials, goods, and products is the most environmentally safe, cost-effective means of transportation for bulk commodities. Water isn't the fastest mode of transportation, but water transport has economies of scale over what can be accomplished through truck or rail. For example, the port in Green Bay can be beneficial to companies and governmental entities that need bulk type materials to be shipped in or out of the area.

While surface water is a significant feature in the Town of Menasha, use of the water system in the Town of Menasha for non-recreational purposes is very limited to almost non-existent. The major projected use of the system will be in the area of private boating, reflecting the public's desire for water-based recreation and sportsman activities.

### ***Handicapped Accessibility***

#### **a. Valley Transit**

Along with the fixed bus routes Valley Transit provides paratransit services, available for passengers for whom using the fixed-route service is impossible. Individuals covered under the Americans with Disabilities Act require the bulk of this service. The service offered by Valley Transit is called Valley Transit II, which is under contract to Kobussen Buses Ltd.

#### **b. Rural Transportation for Persons Over 60**

This subsidized taxi and van service is provided to 60 years old or older residents of Winnebago County, which includes the Town of Menasha. Residents can call 24 hours per day, seven days a week for service, and are eligible for ten (10) one-way trips each month. The driver could request proof

of age. Cost is \$4.00 per one-way trip for residents who live in townships that contribute to the program or \$8.00 for residents who live in townships that do not contribute.

**c. Rural Transportation for Persons Under 60**

This subsidized taxi and van service is provided to disabled residents under the age of 60 living in rural Winnebago County, which includes the Town of Menasha. Residents can call 24 hours per day, seven days a week for service, and are eligible for ten (10) one-way trips each month. Individuals are required to apply for certification at the Oshkosh Red Cross Office. Cost is \$4.00 per one-way trip for residents who live in townships that contribute to the program or \$8.00 for residents who live in townships that do not contribute. Currently the Town of Menasha does not participate in this program.

**d. Other Paratransit Service**

Northern Winnebago Dial-A-Ride offers a reduced fare for taxi service for individuals 60 years old and over living in the Town of Menasha. Persons interested can call Heritage Homes for information and certification, or Lamers Cab for service. This service is also available in the cities of Appleton, Menasha and Neenah.

Given the increase in the percentage of the population 65 years and older in the Town of Menasha, it is projected that the demand for transportation services that are accessible to the handicapped will also increase. The providers of these services will also face funding issues due to the state deficit and the proposed abolishment of local revenue sharing. The Town will need to consider what level of service and funding will be made available to provide mobility to its handicapped residents.

## 2. Comparison with Local Transportation Plans

### *Towns*

The Town of Menasha shares Clayton Road as a common boundary with the Town of Clayton. As development continues to occur in the far west portion of the Town of Menasha, an upgrade of Clayton Road from its current two lane status with open ditches to an urban standard will be necessary. USH 10, CTH BB, East Shady Lane and West American Drive extend from the Town of Menasha into the Town of Clayton. USH 10 is complete as it transitions from the Town of Menasha to the Town of Clayton. The connection from West American Drive at Clayton Road to where it continues further west in the Town of Clayton has been officially mapped by the Town of Clayton. Meetings with the Town of Clayton will be scheduled when improvements for East Shady Lane and the proposed extension of Jacobsen Road to Fairview Road are discussed.

There does not appear to be any concerns at this time regarding transportation linkages with the towns of Grand Chute, Greenville and Neenah.

### *Cities*

The STH 47/Appleton Road Corridor will continue to be the subject of cooperative planning between the Town of Menasha and the City of Menasha. Sidewalk improvements have started and will continue to be installed. The intersection of STH 47 and Midway Road is scheduled for reconstruction to improve turning lane movement. Other areas that are of mutual interest are access and flooding issues on Valley Road; traffic back-ups at the Racine and 9<sup>th</sup> Street intersection; the redesign of the intersection of Beck Street, Valley Road and Racine Road; the construction of the pedestrian and bike trail on the abandoned rail trestle across Little Lake Buttes des Morts; and alternative routes for Valley Transit.

There does not appear to be any concerns at this time regarding transportation linkages with the cities of Appleton and Neenah.

### *Counties*

USH 10/Oneida Street is the boundary line between the Town of Menasha and Calumet County. Improvements for this area were discussed earlier in the Cities section. CTH BB/Prospect Avenue is the boundary between the Town of Menasha and Outagamie County. No improvements are shown on the Five-Year Transportation Plan for Outagamie County for CTH BB. The transportation element of the Winnebago County Comprehensive Plan was completed in January 2002. The sections of the plan relating to the Town of Menasha and adjoining municipalities have been included in this plan.



### ***Regional, State and Federal***

In July 1997, the East Central Wisconsin Regional Planning Commission adopted the Long-Range Transportation/Land Use Plan for the Fox Cities, Oshkosh and Fond du Lac Urban Areas. Table 25 shows projects recommended for construction or programming and projects recommended for further study.

**Table 25**  
**Regional Transportation Plans**

<b>Project</b>	<b>Description</b>	<b>Status</b>
<i>Recommended for Construction or Programming</i>		
American Drive	Construct a four-lane urban section from CTH BB to East Shady Lane	Scheduled for 2003
CTH BB	Construct a five-lane urban section from USH 41 to Seminole Court	Not scheduled
CTH CB	Construct four-lane urban section from CTH BB to STH 150 on new right-of-way with bike and pedestrian trail	Completed
STH 114	Resurface two lane section from Manitowoc Street to USH 10.	Completed
STH 150	Construct four-lane urban/rural sections from USH 41 to USH 45. Portions to include off road facilities for bikes and pedestrians.	Completed
USH 10	Construct four-lane divided highway form USH41/USH10/STH441 interchange west to USH 45 and relocate USH 10 on new alignment.	First phase is complete. See discussion in text below
USH 10 - Little Lake Butte des Morts Bridge	Construct new bridge adjacent to existing STH 441/USH10 bridge. Includes rehab/modifications to existing bridge and interchange improvements on both ends of bridge.	See discussion in text below
<i>Recommended for Additional Study</i>		
West American Drive	Construct two lane frontage road from CTH CB to USH 45.	Completed to west boundary of the Town of Menasha
Jacobsen Road	Construct two lane frontage road from Irish Road to Clayton Avenue.	Officially mapped but not scheduled

Source: East Central Wisconsin Regional Planning Commission

**a. 41/441/10 Interchange and Bridge**

The STH 441/USH 41/USH 10 interchange at the Roland Kampo Bridge is identified in the Regional Transportation Plan as an area of significant traffic congestion.

This interchange and bridge expansion project started in 2000, with a ramp from east bound USH 10 to southbound USH 41 and southbound USH 41 to westbound USH 10. In late 2001, the State also completed construction of a new bridge over USH 41, just south of the 41/441/10 interchange that connects North Lake Street in the City of Neenah to American Drive/Jacobsen Road in the Town of Menasha.

Construction on the remainder of this project is currently not slated to begin any earlier than 2010. It will include construction of an additional bridge for eastbound traffic across Little Lake Butte des Morts, just south of the existing Roland Kampo Bridge. The existing, 3/4 mile-long bridge is a four-lane facility which frequently is exposed to traffic volumes that exceed its design capacity. Further, the bridge lacks emergency lanes and does not meet basic safety design standards.

A new flyover ramp from westbound USH 10 to southbound USH 41 will replace the current loop ramp and connect to the new eastbound USH 10 to southbound USH 41 ramp. The ultimate interchange also reinstates the eastbound USH 10 to northbound USH 41 and northbound USH 41 to westbound USH 10 ramps. These former ramps were closed in 1997 for safety reasons when USH 10 was extended west of USH 41.

When completed, the interchange improvements and the new bridge will provide access and traffic flow in all four directions in a safe and efficient manner.

**b. USH 10 Corridor – USH 45 to STH 110**

This project will start at USH 45 in the Town of Clayton, immediately to the west of the Town of Menasha and continue west to STH 110 in Waupaca County. It is anticipated that land around intersecting highways or in close proximity will come under development pressure, especially in the areas that have sanitary sewer districts. Construction will begin in 2002 and be completed in 2003.

## D. Housing

### 1. Housing Characteristics

#### *Age of Housing Stock*

The greatest amount of building in the Town of Menasha occurred between 1970 and 1979 when 1,651 or 26% of the community's structures were built (see Table 26). This is consistent with what happened in Winnebago County. The Town also experienced significant building from 1980 through 1989 with 1,143 new structures. A significant decrease in new structures was experienced between 1990 and 1999 and that trend appears to be continuing. More than two-thirds of the housing stock has been built since 1970 and only 5% was built prior to 1940. This would indicate that substandard housing based on age does not appear to be a major issue in the community. A visual inspection of the older neighborhoods in the Town of Menasha, however, reveals there are areas where there is a need for housing rehabilitation. Prompt attention to these areas can help to maintain these neighborhoods as attractive locations for housing.

**Table 26**  
**Age of Housing Units**

	Town of Menasha		Winnebago County	
	No.	%	No.	%
<b>Total Housing Units</b>	6,484		64,721	
Built 1999 to March 2000	194	3.0%	1,232	1.9%
Built 1995 to 1998	508	7.8%	4,665	7.2%
Built 1990 to 1994	803	12.4%	5,384	8.3%
Built 1980 to 1989	1,143	17.6%	7,267	11.2%
Built 1970 to 1979	1,651	25.5%	10,207	15.8%
Built 1960 to 1969	916	14.1%	8,188	12.7%
Built 1950 to 1959	724	11.2%	7,767	12.0%
Built 1940 to 1949	237	3.7%	4,973	7.7%
Built 1939 or earlier	308	4.8%	15,038	23.2%

Source: U.S. Census

### Household Type

Table 27 shows the number of family households in the Town of Menasha and in Winnebago County has declined by about 4%. The decrease has come in the married couple category versus the female-headed households. This factor, combined with the increase in the number of householders living alone and increasing in age, indicates a need for a variety of housing alternatives.

**Table 27**  
**Households by Type, 1990 & 2000**

	Town of Menasha			
	1990		2000	
	No.	%	No.	%
Total Households	5,351	100.0	6,298	100.0
Family Households	3,889	72.7	4,319	68.6
With Own Children Under Age 18	1,895	35.4	1,979	31.4
Married-Couple Family	3,418	63.9	3,693	58.6
With Own Children Under Age 18	1,628	30.4	1,600	25.4
Female Head, No Husband Present	355	6.6	438	7.0
With Own Children Under Age 18	214	4.0	269	4.3
Non-family Households	1,462	27.3	1,979	31.4
Householder Living Alone	1,151	21.5	1,529	24.3
Householder Over Age 65	n.a.	n.a.	401	6.4
Households with Individuals Over 18	n.a.	n.a.	2,078	33.0
Households with Individuals Over 65	n.a.	n.a.	1,147	18.2
Average Household Size	2.59		2.47	-
Average Family Size	3.06		2.98	-
	Winnebago County			
	1990		2000	
	No.	%	No.	%
Total Households	53,216	100.0	61,157	100.0
Family Households	36,292	68.2	39,547	64.7
With Own Children Under Age 18	17,317	32.5	18,940	31.0
Married-Couple Family	30,654	57.6	32,422	53.0
With Own Children Under Age 18	13,978	26.3	14,397	23.5
Female Head, No Husband Present	4,315	8.1	5,068	8.3
With Own Children Under Age 18	2,710	5.1	3,372	5.5
Non-family Households	16,924	31.8	21,610	35.3
Householder Living Alone	13,351	25.1	16,850	27.6
Householder Over Age 65	n.a.	n.a.	6,026	9.9
Households with Individuals Over 18	n.a.	n.a.	19,794	32.4
Households with Individuals Over 65	n.a.	n.a.	13,423	21.9
Average Household Size	2.52		2.43	
Average Family Size	3.04		2.99	-

Source: U.S. Census

### *Housing Structures*

Table 28 shows the number of single family homes in the Town of Menasha has decreased from 1990 to 2000 as a percentage of the total number of all types of housing units. The percentage of two family units or duplexes has remained about the same while mobile home units have increased by 1% from 1990 to 2000. An increase was seen with multiple family housing units where the Town of Menasha saw an increase from 20.6% to 22.5% while the County saw a smaller increase from 16.1% to 18.8%. This change correlates with the decrease in household size and the increase in population in the 65 years and older category.

**Table 28**  
**Housing Units by Structural Type, 1990 & 2000**

	Town of Menasha				Winnebago County			
	1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%
1 Unit	3,809	69.1%	4,334	66.8%	38,900	69.3%	45,026	69.6%
2 Unit	289	5.2%	348	5.4%	6,503	11.6%	6,123	9.5%
3+ Units	1,136	20.6%	1,459	22.5%	9,056	16.1%	12,162	18.8%
Mobile Home	242	4.4%	343	5.3%	1,181	2.1%	1,404	2.2%
Total Units	5,512		6,484		56,123		64,721	

Source: U.S. Census

### Housing Tenure

Table 29 shows the Town of Menasha has a ratio of owner occupied to renter occupied of 71% to 29% which is close to the ratios for the City of Neenah and the counties of Winnebago and Outagamie. Neighboring towns are either much higher or much lower in comparison. The Town's ratio would be expected as it has seen strong growth in population and housing units.

**Table 29**  
**Tenure Of Existing Year-Round Housing Stock, 1990 & 2000**

	Town of Menasha		Town of Neenah		Town of Grand Chute		Town of Greenville	
	1990	2000	1990	2000	1990	2000	1990	2000
Total Housing Units	5,514	6,521	1,001	1,010	5,619	7,965	1,274	2,353
Occupied Housing Units	5,351	6,298	970	976	5,465	7,586	1,250	2,301
Owner-Occupied	3,769	4,485	891	914	3,420	4,086	1,117	2,001
Renter Occupied	1,582	1,813	79	62	2,045	3,500	133	299
Vacant Housing Units	163	223	31	34	154	379	24	52
% Owner-Occupied	70.4	71.2	91.9	93.6	62.6	53.9	89.4	87.0
% Renter Occupied	29.6	28.8	8.1	6.4	37.4	46.1	10.6	13.0
Vacant as % of Total	3.0	3.5	3.1	3.4	2.7	4.8	1.9	2.2
Owner Vacancy Rate	1.5	1.1	0.7	0.5	0.7	0.8	0.2	0.6
Renter Vacancy Rate	2.5	5.5	6.0	4.6	3.1	6.5	3.6	2.0
	City of Menasha		City of Neenah		Winnebago Co.		Outagamie Co.	
	1990	2000	1990	2000	1990	2000	1990	2000
Total Housing Units	6,168	7,271	9,261	10,198	56,123	64,721	51,923	62,614
Occupied Housing Units	5,980	6,951	9,024	9,834	53,216	61,157	50,527	60,530
Owner-Occupied	3,718	4,273	6,058	6,879	35,423	41,571	36,507	43,830
Renter Occupied	2,262	2,678	2,966	2,955	17,793	19,586	14,020	16,700
Vacant Housing Units	188	320	407	364	2,907	3,564	1,396	2,084
% Owner-Occupied	62.2	61.5	67.1	70.0	66.6	68.4	72.3	72.4
% Renter Occupied	37.8	38.5	32.9	30.0	33.4	31.6	27.7	27.6
Vacant as % of Total	3.1	4.4	4.4	3.6	5.2	10.2	2.7	3.3
Owner Vacancy Rate	1.1	1.5	1.1	1.3	1.2	1.3	0.9	0.9
Renter Vacancy Rate	3.1	5.3	2.1	5.3	3.5	6.1	2.5	4.9

Source: U.S. Census

Vacancy rates lower than 3% for owner occupied and 5% for rental units indicate a tight housing market. The Town's rental vacancy rate of 5.5% is somewhat surprising given the large number of multi-family units built during the 1997–2000 time period. A survey by a local rental housing agency in the fall of 2001 showed a vacancy rate of 3.3%. The vacancy rate of 1.1% for owner-occupied housing indicates the Town of Menasha is a desirable location for owner-occupied units. Both vacancy rates indicate a demand for new construction, both single and multi-family.

### ***Housing Value***

In 1990, almost 80% of owner-occupied housing was valued at less than \$100,000 (see Table 30). By 2000, that percentage had shrunk dramatically to less than 40% as a result of appreciation in home values and the fact that new home construction in the 1990's occurred almost entirely in the \$100,000 plus range.

**Table 30**  
**Value of Owner Occupied Housing, 1990 & 2000**

	1990		2000	
	No.	%	No.	%
Less than \$50,000	375	11.6%	84	2.2%
\$50,000 to \$99,999	2,236	69.4%	1,350	35.3%
\$100,000 to \$149,999	396	12.3%	1,563	40.9%
\$150,000 to \$199,999	142	4.4%	467	12.2%
\$200,000 to \$299,999	56	1.7%	264	6.9%
\$300,000 or more	19	0.6%	92	2.4%
Owner-Occupied Units	3,224		3,820	

Source: U.S. Census

Table 31 shows a significant increase in the median sale price of a single family home in Outagamie and Winnebago counties in 1999 and again in 2000. In 2000, half of the single-family homes that were sold in Winnebago County sold for more than \$99,700 compared to \$110,300 in Outagamie County. Statistics for the first three-quarters of 2001 would indicate the median sale price for 2001 would be slightly higher than in 2000. It appears the housing market is reacting to the economic uncertainties facing the Fox Cities as a result of plant closings and national economic conditions.

**Table 31**  
**Median Sale Price of Homes, 1997- 2000**

	Outagamie		Winnebago	
	Sale Price	% Increase	Sale Price	% Increase
1997	\$94,000		\$86,900	
1998	\$96,400	2.5	\$88,900	2.3
1999	\$100,900	4.7	\$91,700	3.1
2000	\$110,300	9.3	\$99,700	8.7
2001 (est.)	\$110,900	0.3	\$101,100	1.4

Source: Wisconsin Realtors Association

### ***Housing Demand***

The Town of Menasha approved 250 Certified Survey Maps and 21 final subdivision plats between 1991 and 2001. The numbers shown in Table 32 suggest that developers are responding to the demand in the marketplace for additional housing options in the Town.

**Table 32**  
**Certified Survey Maps And Approved Subdivision Plats, 1991-2000**

Year	Certified Survey Maps	Preliminary Subdivision Plats	Final Subdivision Plats	Total
1991	23	2	1	26
1992	20	1	5	26
1993	19	0	1	20
1994	31	0	4	35
1995	19	0	0	19
1996	16	1	1	18
1997	20	0	0	20
1998	24	0	0	24
1999	32	1	0	33
2000	29	3	6	38
2001	17	2	3	23
Total	250	10	21	282

Source: Town of Menasha

Table 33 shows that the Town of Menasha experienced a peak in the construction of single family structures in 1992 followed by a significant drop in 1993 which stabilized in 1997. Since 1997 new single family construction has been about 25% of the peak year of 1993. Duplex structures have exhibited the same pattern as single-family. Multi-family development was consistent through 1998 with the exception of 1995 when no multi-family structures were added. In 1999 and 2000, however, the number of multi-family units increased to 21 and 23 structures respectively, triple the annual rate seen previously. The number of mobile home structures increased significantly in the mid-1990's and appears to have stabilized at around seven units per year.



**Table 33**  
**Building Permits Issued & Building Values, 1990–2001**

Structure Type	1990		1991		1992		1993	
	No.	Value \$	No.	Value \$	No.	Value \$	No.	Value \$
Single-Fam	86	8,460,796	98	9,111,413	119	10,700,493	71	8,003,750
Two-Fam	8(16)	767,000	9(18)	992,900	8(16)	801,000	3(6)	406,400
Multi-Fam	6(24)	3,561,000	2(12)	434,000	6(24)	1,210,000	4(24)	1,085,000
Manf-Hous	0	0	0	0	7	201,332	12	328,401
Sub-Total	100	12,788,796	109	10,538,313	140	12,223,032	90	9,823,551
Comm.	10	93,700	9	2,226,100	13	33,640,000	12	22,441,720
Total	110	12,882,496	118	12,664,413	153	35,863,032	102	32,265,271
	1994		1995		1996		1997	
	No.	Value \$	No.	Value \$	No.	Value \$	No.	Value \$
Single-Fam	57	8,064,900	47	6,255,690	40	5,842,639	33	5,098,000
Two-Fam	7(14)	806,000	5(10)	803,000	3(6)	625,000	3(6)	415,000
Multi-Fam	7(88)	2,464,000	0	0	3(48)	2,100,000	8(128)	5,850,000
Manf-Hous	38	1,023,027	18	589,010	10	335,223	12	423,725
Sub-Total	109	12,357,927	70	7,647,700	56	8,902,862	56	11,786,725
Comm.	18	13,011,000	4	4,124,000	8	7,325,000	13	5,770,700
Total	127	25,368,927	73	11,771,700	54	16,227,862	79	17,557,425
	1998		1999		2000		2001	
	No.	Value \$	No.	Value \$	No.	Value \$	No.	Value \$
Single-Fam	29	4,004,767	24	4,465,500	30	4,522,000	72	9,586,893
Two-Fam	2(4)	170,000	0	0	1(2)	125,000	4(8)	768,000
Multi-Fam	8(96)	4,400,000	21(208)	8,515,000	23(190)	7,488,989	6(79)	2,845,000
Manf-Hous	7	283,500	6	216,000	7	208,900	8	240,686
Sub-Total	46	8,858,267	51	13,196,500	61	12,344,889	90	13,440,579
Comm.	10	2,018,000	16	9,000,000	14	3,848,000	13	10,696,700
Total	56	10,876,267	67	22,196,500	75	16,192,889	103	24,137,279

Source: Town of Menasha Annual Building Permit Summaries

## 2. Housing Development Environment

### *Development Infrastructure*

The Town of Menasha has aggressively supported the development of housing through the provision of infrastructure. An excellent example of this is the Gateway Development project, a combination of residential, commercial and retail uses located on the west side of the Town. Improvements continue to be made to streets and utilities to accommodate the continued growth of the community.

### *Developable Land*

At the present time, the Town of Menasha contains 223 platted lots for single-family development and 10 lots for two-family development (see Table 34). In addition, three plats for multi-family development were approved in 2000.

**Table 34**  
**Active Residential Subdivisions, 2001**

	Total Lots		Vacant Lots	
	Single-Family	Two-Family	Single-Family	Two-Family
Gateway Meadows	132	12	131	10
High Plain Meadows	44	0	18	0
Wildlife Heights	59	0	39	0
Golf Village	56	0	36	0
Total	291	12	223	10

Source: Town of Menasha

### *Development Regulations*

Housing development in the Town of Menasha is driven by the market and is regulated through the Town of Menasha's ordinances and through the Winnebago County Zoning & Subdivision Ordinance.

The Town of Menasha requires residential development to take place in the sanitary sewer service area served by the water and sanitary sewer utility. The proposal for development would need to successfully clear the required rezoning process, which includes a public hearing. A site plan review process is required for all multi-family residential housing proposals.

Regulations on the maintenance or rehabilitation of properties in the Town of Menasha are in the form of local and the State uniform building codes. These codes are administered through a full-time building inspector and a deputy building inspector along with state inspectors, who specialize in commercial and industrial building inspections.

***Development Capacity***

There is a very active group of housing developers in the Town of Menasha and northeastern Wisconsin ready to respond to the market with a wide variety of housing.

### 3. Housing Projections

The Town of Menasha is viewed as desirable area in which to live as evidenced by the extremely low single-family housing vacancy rate and it's close proximity to shopping and employment opportunities in the Fox Cities. As a result, housing development and redevelopment will continue to require the attention of the Town over the next 20 years. An issue that is currently the topic of discussion and will continue to be discussed is the ratio of single family to multiple family housing as well as the location and density of these two land uses.

Housing unit projections were made in Table 35 based on population projections through the year 2020 and on projections of average household size. Given the changing demographics discussed earlier, the average household size is projected to continue to decrease through 2020, resulting in an increase of the number of housing units beyond that due to normal growth in the population.

**Table 35**  
**Projected Housing Units, 2005-2020**

	2000	2005	2010	2015	2020
Population	15,858	16,985	17,579	18,138	18,651
Household Population	15,583	16,662	17,244	17,793	18,296
Household Size	2.47	2.40	2.33	2.26	2.19
Number of Occupied Housing Units	6,298	6,942	7,401	7,873	8,354
Total Housing Units (Adjusted for Vacancies)	6,521	7,188	7,663	8,152	8,650

Source: U.S. Census and East Central Wisconsin Regional Planning Commission

Table 36 shows that owner occupied housing units in the Town of Menasha are projected to stay constant at 70% of the total number of occupied housing units while renter occupied housing units are projected to stay constant at 30%. The housing densities are projected to range from three to five units per net acre for single and two-family or low density development and from nine to ten units per net acre for multi-family development or medium and high density development.

**Table 36**  
**Acres Needed Based On Projected Housing Units**

	Year				
	Current	Projected			
	2000	2005	2010	2015	2020
<b>Total Housing Units – Current and Projected Additional</b>	6,298	667	475	489	498
<b>Single and Two-Family</b>					
Occupied Units – Current and Projected Additional	4,485	467	333	342	349
Vacancy Rate	1.011	1.03	1.03	1.03	1.03
Total Number of Units Adjusted for Vacancy	4,534	481	342	353	359
Number of Units per Acre	2.79	3.00	4.00	4.00	5.00
Number of Acres Developed	1,623	1,783	1,869	1,957	2,029
Number of Acres Available/(Needed)	242	82	(4)	(92)	(164)
<b>Multi-Family</b>					
Occupied Units – Current and Projected Additional	1,813	200	143	147	149
Vacancy Rate	1.055	1.05	1.05	1.05	1.05
Total Number of Units Adjusted for Vacancy	1,913	210	150	154	157
Number of Units per Acre	7.06	9.00	10.00	10.00	10.00
Number of Acres Developed	271	294	309	325	340
Number of Acres Available/(Needed)	54	31	16	0	(15)

Source: US Census, Town of Menasha and Martenson & Eisele, Inc.

Based on the projections, the Town of Menasha will need additional land re-zoned to accommodate the projected growth in single, two and multi-family housing units. An analysis of the location of the land currently zoned for these uses is presented in the Land Use Element.

#### 4. Housing Affordability Analysis

Table 37 shows the affordable monthly housing payment for various household sizes classified as extremely low income, very low income and low income based on statistics from U.S. Department of Housing and Urban Development (HUD). The payment is calculated at 30% of the household's monthly gross income. These numbers are for the entire metropolitan statistical area that includes Calumet, Outagamie and Winnebago counties. Because the Town of Menasha's median income is higher than the average of the three counties, it is possible that residents of the Town would be able to afford payments higher than those shown in Table 37.

**Table 37**  
**Monthly Housing Payment, 2000**

Household Size	Extremely Low	Monthly Payment	Very Low	Monthly Payment	Low	Monthly Payment
One	\$10,100	\$253	\$16,850	\$421	\$27,000	\$675
Two	\$11,550	\$289	\$19,300	\$483	\$30,850	\$771
Three	\$13,000	\$325	\$21,700	\$543	\$34,700	\$868
Four	\$14,450	\$361	\$24,100	\$603	\$38,550	\$964
Five	\$15,600	\$390	\$26,050	\$651	\$41,650	\$1,041
Six	\$16,750	\$419	\$27,950	\$699	\$44,750	\$1,119
Seven	\$17,950	\$449	\$29,900	\$748	\$47,800	\$1,195
Eight	\$19,100	\$478	\$31,800	\$795	\$50,900	\$1,273

Source: Housing and Urban Development. Median income is \$56,600. Extremely low is 30%; Very Low is 50%; and Low is 80% of median income.

Table 38 shows the number and percent of householders by income range in the Town of Menasha and Winnebago County. As would be expected with a growing urban area, household incomes are higher in the Town of Menasha versus Winnebago County.

**Table 38**  
**Household Income, 1990 & 2000**

	Town of Menasha		Winnebago County	
	1990	2000	1990	2000
<b>Total Households</b>	5,372	6,332	53,469	61,180
Less than \$10,000	382	209	6,471	3,380
\$10,000 to \$14,999	386	240	5,012	3,228
\$15,000 to \$19,999	332	288	5,085	3,731
\$20,000 to \$24,999	464	421	5,277	4,391
\$25,000 to \$29,999	461	428	4,882	4,258
\$30,000 to \$34,999	434	369	5,130	4,340
\$35,000 to \$39,999	418	329	4,217	3,750
\$40,000 to \$44,999	472	414	3,809	3,893
\$45,000 to \$49,999	418	396	3,164	3,654
\$50,000 to \$59,999	549	710	3,889	7,098
\$60,000 to \$74,999	547	995	3,190	7,890
\$75,000 to \$99,999	305	843	2,030	6,679
\$100,000 to \$124,999	75	329	499	2,393
\$125,000 to \$149,999	61	109	281	872
\$150,000 or more	68	252	533	1,623
<b>Percent of Total</b>				
Less than \$10,000	7.1%	3.3%	12.1%	5.5%
\$10,000 to \$14,999	7.2%	3.8%	9.4%	5.3%
\$15,000 to \$19,999	6.2%	4.5%	9.5%	6.1%
\$20,000 to \$24,999	8.6%	6.6%	9.9%	7.2%
\$25,000 to \$29,999	8.6%	6.8%	9.1%	7.0%
\$30,000 to \$34,999	8.1%	5.8%	9.6%	7.1%
\$35,000 to \$39,999	7.8%	5.2%	7.9%	6.1%
\$40,000 to \$44,999	8.8%	6.5%	7.1%	6.4%
\$45,000 to \$49,999	7.8%	6.3%	5.9%	6.0%
\$50,000 to \$59,999	10.2%	11.2%	7.3%	11.6%
\$60,000 to \$74,999	10.2%	15.7%	6.0%	12.9%
\$75,000 to \$99,999	5.7%	13.3%	3.8%	10.9%
\$100,000 to \$124,999	1.4%	5.2%	0.9%	3.9%
\$125,000 to \$149,999	1.1%	1.7%	0.5%	1.4%
\$150,000 or more	1.3%	4.0%	1.0%	2.7%

Source: U.S. Census

Table 39 shows the monthly rates for rental housing in the with a postal address in either the City of Menasha or the City of Neenah according to Rental Finders, a local business that monitors rental and vacancy rates. The table also shows the number of units (duplex or multi-family) in each of the rental rate categories.

**Table 39**  
**Rental Rates By Size Of Unit, 2001**

Monthly Rent	Duplex		Multi-Family	
	No.	%	No.	%
Less than \$300	0	0.0	1	0.6
\$300 - \$399	6	3.5	37	21.0
\$400 - \$499	23	13.5	77	43.8
\$500 - \$599	60	35.3	40	22.7
\$600 - \$699	38	22.4	19	10.8
\$700 - \$799	16	9.4	1	0.6
\$800 - \$899	21	12.4	1	0.6
\$900 - \$999	4	2.4	0	0.0
More than \$1,000	2	1.2	0	0.0

Source: Rental Finders (data is for units listed as being available during the April to December, 2001 time period)



Table 40 shows how many units were listed as available and affordable during the April to December, 2001 time period to households of various sizes and in one of three income levels designated by HUD. The numbers of units shown as affordable are cumulative. For example, 24 of the 61 duplex units that a Very Low Income household of three could afford would also be affordable for a household with two persons and 9 of the 61 duplex units would be affordable for a household with one person. It appears that the housing marketing in the area offers an adequate supply of affordable housing for over 90% of the residents of the Town of Menasha. For example, for a Very Low Income household with four persons, 98 duplex units were listed as being available sometime during the April to December, 2001 time period.

**Table 40**  
**Rental Unit Affordability, 2000**

Household Size	Extremely Low Income			Very Low Income			Low Income		
	Monthly Payment	Units Affordable		Monthly Payment	Units Affordable		Monthly Payment	Units Affordable	
		Duplex	Multi-Fam		Duplex	Multi-Fam		Duplex	Multi-Fam
One	\$253	0	1	\$421	9	53	\$675	122	171
Two	\$289	0	1	\$483	24	98	\$771	141	174
Three	\$325	1	7	\$543	61	133	\$868	160	175
Four	\$361	1	18	\$603	98	161	\$964	166	175
Five	\$390	6	33	\$651	114	169	\$1,041	169	175
Six	\$419	7	53	\$699	127	174	\$1,119	170	175
Seven	\$449	15	83	\$748	139	175	\$1,195	170	175
Eight	\$478	21	98	\$795	146	175	\$1,273	170	175

Source: HUD, Rental Finders and Martenson & Eisele, Inc.

## E. Utilities and Community Facilities

*Map 14 shows the location of some the utilities and community facilities discussed in this section and may be found on page 146.*

### 1. Utilities

#### ***Water Department***

The Town of Menasha Utility District is divided into two departments – Water and Wastewater. The Water Department maintains over 110 miles of water mains and 1,100 fire hydrants. It pumped over 1.044 billion gallons in the year 2000 to serve its 7,100 customers in the Town of Menasha, City of Menasha, Town of Neenah, City of Neenah, City of Appleton, Town of Harrison, and the Town of Grand Chute. The Water Department consists of 8 full-time employees and one part-time employee.

Information on the Utility District is available at:

[www.town-menasha.com/Utility%20Web/Utility.htm](http://www.town-menasha.com/Utility%20Web/Utility.htm)

The Water Department operates two systems. The East Side System consists of a well, a treatment plant, a 1,000,000 gallon reservoir, one 300,000 gallon water tower and a metering station where water is purchased from Menasha Utilities. The well is producing 2.4 million gallons per day, near to its operating capacity of 3 million gallons per day. The ability to purchase water from the Menasha Utilities is nearly unlimited, however, and should provide an adequate supply well into the future.

The West Side System consists of three wells, two treatment plants, two 1,000,000 gallon reservoirs, and two 300,000 gallon water towers. The wells are operating at about 50% capacity. There is adequate ground and elevated water storage for both sides of the Town. Well capacity is estimated to be adequate for future development for many years to come.

Recent projects included the addition of water softening capacity at Water Plant #3 on East Shady Lane. Because the stream adjacent to the plant is considered navigable, there was not room to expand the footprint of the building. Instead, the garage space at the plant was converted for use in softening. New space for maintenance and meter testing and to replace the garage from East Shady Lane was constructed at the facility on American Drive. An on-going project is the replacement of water mains.

### ***Wastewater Department and Sewer Service Area***

The Wastewater Department is responsible for maintaining over 100 miles of sanitary sewers, nine lift stations, and six miles of forcemains. The Wastewater Department employs three full-time employees and one part-time employee.

In Wisconsin, the sewer service area planning process, which is authorized and regulated under the auspices of the Wisconsin Administrative Code, serves as a useful mechanism for preparing development staging plans for urban areas. The Fox Cities Sewer Service Area Plan, prepared by the East Central Wisconsin Regional Planning Commission, is consistent with the goals and recommendations of the Regional Land Use Plan also prepared by the East Central Wisconsin Regional Planning Commission. The Plan also complies with federal and state water quality management requirements.

The Fox Cities Sewer Service Area Plan serves as the basis for Department of Natural Resources approval of state and federal grants for the planning and construction of wastewater collection and treatment facilities, as well as for WISDNR approval of locally proposed sanitary sewer extensions and Department of Industry, Labor and Human Relations (DILHR) approval of private sewer laterals. Further, environmentally sensitive areas that are identified in the planning process serve as a guide for environmental permit decisions by federal and state agencies.

Wastewater treatment services for the Town of Menasha are provided by two different regional sewage treatment facilities. The portion of the Town west of Little Lake Buttes des Morts is served by the Grand Chute/Menasha West Sewer Service Area and the area east of Little Lake Buttes des Morts is served by the Neenah-Menasha Sewer Service Area.

#### **a. Grand Chute/Menasha West Sewer Service Area**

The Grand Chute/Menasha West Sewer Service Area encompasses 36 square miles and includes the Town of Menasha Utility District, the Town of Greenville Sanitary District, the Town of Grand Chute Sanitary District Number 2, and the Town of Neenah Sanitary District Number 3. The majority of development in the Grand Chute/Menasha West Sewer Service Area was initiated during the 1960's. By 1995, there were 864 acres of residential development, 434 acres of industrial development and 257 acres of commercial development in the Town of Menasha Utility District. A significant amount of new development has occurred in the Sanitary District since 1990, including about 90 acres of residential development and 227 acres of commercial development.

Within the Town of Menasha's Utility District, most of the environmentally sensitive areas are located near Little Lake Butte des Morts. The Stroebe

Island wetland complex, which is associated with the outlet of Mud Creek, is a significant environmental area. Areas of high bedrock in the Town of Menasha are located in the central and north central area. While high bedrock can increase the cost of construction, a number of subdivisions have been developed on lands that contain high bedrock. In general, high groundwater and floodplain problems are minor and are primarily located in the vicinity of Little Lake Butte des Morts.

The Town of Menasha's Utility District sewerage system has three major interceptor sewers. Two large interceptors serve areas south of the regional sewerage treatment facility; one serves the area east of USH 41 and the other the area to the west. The third interceptor transports flow directly from the area west of the treatment plant. This sewer can also serve areas to the north, which are west of USH 41. The Sanitary District operates one small lift station and forcemain which serves the Stroebe Island area.

The Grand Chute/Menasha West regional treatment facility was updated and improved in the mid 1990's to a design flow capacity of 5.24 million gallons per day and a peak flow capacity of 7.44 million gallons per day. Currently the facility is treating 3.9 million gallons per day. Flowage from the Town makes up approximately 30% of the total flowage at this facility. The East Central Regional Planning Commission will be updating the Fox Cities Sewer Service Area Plan in 2004, at which time the capacity of the plant to accommodate the projected growth through 2020 will be evaluated.

#### **b. Neenah-Menasha Sewer Service Area**

The east side of the Town of Menasha is in the Neenah-Menasha Sewer Service Area. Major interceptor sewers in the Town of Menasha east of Little Lake Butte des Morts are located from a point beginning at Stead Drive on the east then running due west to Airport Road and following Airport Road to the Town of Menasha East wastewater treatment plant; along Racine Street from Valley Road on the north to a point just north of Airport Road, then east to the treatment plant; and twin forcemains from the Brighton Beach lift station to the Airport Road Interceptor. This lift station pumps wastewater collected from the Waverly Sanitary District and portions of the Town of Menasha Utility District. As part of the upgrading of the Neenah-Menasha plant, a new major interceptor was built from the former Sanitary District Number 4 east side wastewater treatment plant to the intersection on Ninth and Tayco Streets in Menasha. From that point to the Neenah-Menasha plant, portions of the interceptor sewer system were rebuilt.

The Neenah-Menasha regional treatment facility was reconstructed in 1987. This plant is operating below capacity and has been performing well. While the Town's portion of the sewer service area is almost fully developed, the Waverly Sanitary District and the City of Neenah are projecting the

development of several hundred acres. Plant capacity will be evaluated in 2004 when the Fox Cities Sewer Service Area Plan will be updated.

The Town of Menasha Utility District did a total reconstruction of the lift station at Brighton Beach in 2001, including the addition of a new generator unit in the event of power outages. The District recently began a televising program of the sewer system to identify areas of stormwater infiltration that was a concern mentioned in the 1997 Fox Cities Sewer Service Area Plan.

### **c. Storm Water and Drainage**

McMahon and Associates, Inc. released two studies entitled "West Side Comprehensive Storm Water Drainage Study" and "East Side Comprehensive Storm Water Drainage Study" in January 1996. The reports discussed all drainage basins and sub-basins on the east and west sides of the Town of Menasha along with design methodology, analysis, and recommendations. The studies found that there are several areas in the Town of Menasha that have inadequate storm water drainage that can lead to flooding. On the east side, the priority ranking of the proposed storm sewers was as follows:

1. Baldwin Court/George Street
2. Manitowoc Road/Plank Road/Brighton Beach Road (a new pumping station is also recommended in this area)
3. Southwood Drive/Wilson Avenue/Forestview Court
4. Valley Road
5. Winwood Lane/Lakespur Drive/Omega Drive
6. Gmeiner Road/George Street
7. Anton Court

On the west side, areas recommended for improvement, in order of priority, were:

1. K-C Research/Railroad culverts and detention pond
2. CTH O detention pond
3. STH 150 36-inch storm sewer
4. O'Hauser Park detention pond

The studies indicated the need to ensure that developers are responsible for constructing adequate drainage facilities for future developments in accordance with an officially adopted comprehensive drainage plan that was outlined in the storm water studies. The studies also recommended that periodic maintenance of existing ditches and culverts should be continued in order to restore them to their maximum operating capacity.

Storm water management continues to be topic of discussion in the Town of Menasha. The concept of a storm water drainage utility has been discussed

the by the Town Board, including alternative funding sources and a possible timeline for implementing it.

One of the options for collecting a storm water drainage fee is to include a storm water drainage department within the Town's general fund expenditures. The second option for revenue collection is based on Equivalent Residential Units or ERU's. An ERU methodology would charge a fee that is closely associated with the amount of storm water generated from each property.

Communities are looking at more actively managing storm water and drainage. Recent periods of significant rainfall have shown that, when not properly managed, storm water can cause significant property damage to residential, commercial and industrial structures. A second reason is the recognition of the negative impact unmanaged storm water has on the quality of the streams, rivers and lakes in the watershed. The goal of storm water management is to decrease the pollutants in municipal storm water.

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 regulated under Chapter NR 216 of the State of Wisconsin Administrative Code. As part of the EPA National Pollutant Discharge Elimination System, the WPDES Storm Water Program regulates discharge of storm water in Wisconsin from construction sites, industrial facilities, and selected municipalities. The ultimate goal of the WPDES Storm Water Program is to prevent the transportation of pollutants to Wisconsin's water resources via storm water runoff.

The Town needs to continue to address the priorities from the 1996 studies and address future concerns at the time a development is initially proposed to, and reviewed by, the Town. Future development will increase both the amount of impervious surfaces and the need for a more aggressive approach to the management of storm water and drainage.

### ***Solid Waste Disposal***

The Town of Menasha contracts with Superior Services for residential solid waste and recycling services. Recyclables are picked up every other week on the same day as solid waste collection. A special assessment is added to the property tax bill. Multi-family complexes have the option of being part of the Town's contract or contracting on their own. All commercial and industrial property owners are responsible for their own solid waste and recycling services.

There are no active landfills located in the Town of Menasha.

## ***Telecommunications***

The Town of Menasha is one of the original members of the FOXNET Fiber Optic System, a consortium of public organizations that came together to provide high speed data and Internet access for their own use through a wide area network or WAN. The other members of FOXNET are the cities of Menasha and Neenah, the school districts of Menasha and Neenah, Winnebago County, Fox Valley Technical College and Menasha Utilities. FOXNET continues to explore options with this service including the expansion to other public and private sector organizations.

### **a. Telephone voice**

Local and long distance telephone services are available from a variety of providers. Service availability and quality are satisfactory.

### **b. Wireless voice**

As with land-line-based telephone providers, wireless voice service is available from several providers. The Town of Menasha has worked successfully with the providers on the location of towers. The Town encourages the construction of cell towers on property owned by the Town. Oversight of the building of the towers occurs through the normal commercial construction permit process.

The Town of Menasha concurs with Winnebago County's Telecommunication Tower Ordinance in that all towers provide access for more than one server and that each tower be totally occupied with potential antennas before another tower can be built. While the Town acknowledges the need for communication towers, it also recognizes the importance of protecting the aesthetic value of the Town. The Town will further research the need to develop a local ordinance to accomplish this objective.

### **c. Cable**

Cable service is governed by a non-exclusive franchise agreement between the Town of Menasha and Time Warner Entertainment Company, L.P (TWE). Time Warner will pay the Town five percent (5%) of the annual gross revenues. The franchise commenced on April 17, 2001, and will continue for a period of 15 years.

## ***Electrical***

### **a. Generation**

Electrical service is provided by Wisconsin Energy from power generation plants located outside of the Town of Menasha. While Wisconsin Energy has in the past purchased power to meet demand in times of peak usage, the utility has requested permission from Wisconsin's Public Service Commission for the construction of five new power plants. The two natural gas and three coal plants will generate 2,800 megawatts of power that should accommodate power needs in the area served by Wisconsin Energy for the next decade. More information on the plan is available at:

[www.powerthefuture.net](http://www.powerthefuture.net)

### **b. Distribution**

American Transmission was formed in 2001 to operate transmission facilities formerly operated by publicly owned and municipally owned utilities and cooperatives in Illinois, Wisconsin and Michigan. A ten-year assessment was released in June of 2001 that identified improvements needed by the transmission systems.

A key system performance issue identified in the assessment that impacts the Town of Menasha is insufficient 345/138 kV transformer capability between the Fox River Valley and the Kewaunee power plant. Additional information on the assessment is available at:

[www.atcllc.com](http://www.atcllc.com)

## ***Natural Gas***

Wisconsin Gas provides natural gas services to the Town of Menasha. Currently there are no service or distribution issues. Wisconsin Gas is currently in the process of preparing a long-range (five year) plan for the Fox River Valley area.



## 2. Community Facilities

### *Public Safety*

#### a. Police

The Town of Menasha Police Department was formed in 1972 and employs 23 sworn officers, 7 civilians and 4 crossing guards. Offices are located in the Town Municipal Complex on East Shady Lane.

More information is available at:

[www.town-menasha.com/Police%20Web/Police.htm](http://www.town-menasha.com/Police%20Web/Police.htm)

#### *Future Needs and Time Table for Police*

The Future Land Use Plan was reviewed by the Police Department Map to determine the potential need for additional staff, equipment and facilities. It appears that existing staff, equipment, and facilities will be adequate in the short-term. The Police Department will review the Comprehensive Plan on an annual basis as part of preparing its capital and operating budgets.

The police department now has about 1.5 officers per capita. The department's goal is to maintain that ratio. The department will continue to analyze staff and equipment needs as the community grows and through an established 5 year capital improvement plan, replace and enhance equipment and facilities as needed. The present municipal facility was completed in 1996 and was designed for future growth of the department. The police department feels that that can meet future needs for the next 2 to 3 years and these needs will be will reviewed on an annual basis.

#### b. Fire and Emergency

The Town of Menasha Fire Department was organized in 1938 as a joint volunteer department with the Town of Neenah to provide fire emergency response to the citizens of both communities. The two departments separated in 1980. The Town of Menasha Board of Supervisors became the governing body of the Town of Menasha Fire Department and is responsible for maintaining the mission statement and all policies governing the department.

Fifty-five employees are members of the combination department (4 full-time, 1 part-time and 50 paid-on-call). The two fire stations are located at 1000 Valley Road and 1326 Cold Spring Road. Each fire station staffs 25 paid-on-call fire fighters (2 Captains, 2 Lieutenants & 21 Fire Fighters). There is a

countywide mutual aid agreement with all neighboring jurisdictions. The Insurance Services Office has issued a Class 4 rating for the department.

The First Responders also come under the jurisdiction of the Fire Department. There are about 20 members who are trained and qualified to provide emergency medical services and pre-hospital care.

More information is available at:

[www.town-menasha.com/Fire%20Web/Fire.htm](http://www.town-menasha.com/Fire%20Web/Fire.htm)

#### *Future Needs and Timetable for Fire and Rescue*

The Future Land Use Plan was reviewed by the Fire Department Map to determine the potential need for additional staff, equipment and facilities. It appears that existing staff, equipment, and facilities will be adequate in the short-term. The Fire Department will review the Comprehensive Plan on an annual basis as part of preparing its capital and operating budgets.

The Fire Department is now updating its future needs study. The department plans for vehicle replacement and additions through the 5 year capital improvements plan. The department also plans to expand the number of paid-on-call employees as growth continues. These needs will be addressed in the upcoming needs study that is anticipated to be completed next year and will then become a part of this plan when adopted. The fire department feels that they can meet future needs for the next 2 to 3 years and there needs will be will reviewed on an annual basis.

### **c. Judicial**

The Town of Menasha has a municipal court that has jurisdiction over traffic and non-traffic ordinances in the Town. Cases are heard on Monday, Wednesday, and Thursday. Appeals from cases heard by the Town are filed with the Winnebago County Circuit Court.

More information can be found at:

[www.town-menasha.com/Court%20Web/Court.htm](http://www.town-menasha.com/Court%20Web/Court.htm)

### **Schools**

The west side of the Town of Menasha is served by the Neenah School District. The east side is served by the Menasha Joint School District with the exception of a small portion of the northeastern portion of the Town that is serviced by the

Appleton School District. Students in the Town of Menasha are bused to school. In many portions of the Town, a lack of sidewalks poses a possible hazard to pedestrian traffic to and from school.

**a. Neenah School District**

In February 1995 a referendum was passed allowing the Neenah School District to spend \$15 million on a program for expansion and renovation of existing schools. Spring Road Elementary School, which is the only school currently located within the Town of Menasha, has undergone some renovations under this program.

The Neenah School District owns two sites in the Town of Menasha for possible future construction of additional facilities. A 10-acre site is located west of Irish Road near to the proposed extension of Jacobsen Road west of Irish Road. A 55-acre site is located north of USH 10 and west of Irish Road. Because the enrollment projections prepared by the Neenah School District show a decline in the total enrollment in the district, the need for a school on either site in the near future is doubtful.

More information is available at:

[www.neenah.k12.wi.us](http://www.neenah.k12.wi.us)

**b. Menasha School District**

The Menasha Joint School District currently has three building addition and remodeling projects underway. Additional classrooms, new physical education space, expanded office space and a community use space are being constructed at Maplewood Middle School. The projects at Gegan Elementary and Jefferson Elementary are a combination of new space and remodeling of existing classroom, administration, meeting, and learning materials center space. The total project cost is approximately \$3.5 million.

A stable or, more likely, declining student population is projected for the Menasha Joint School District. While the projections do not indicate any urgency for the construction of new facilities, it is expected that the Menasha Joint School District might consider within the next five years the future of the current high school facility on 7<sup>th</sup> Street.

More information is available at:

[www.mjsd.k12.wi.us](http://www.mjsd.k12.wi.us)

### c. Appleton School District

There are less than a dozen homes located along CTH BB/Prospect Avenue east of USH 41 in the Town of Menasha that are served by the Appleton School District. There are no plans for any changes in the boundary.

More information is available at:

[www.aasd.k12.wi.us](http://www.aasd.k12.wi.us)

### d. Parochial Schools

Students in the Town can also elect to attend parochial schools that provide kindergarten through twelfth grade education (see Table 41). Saint Mary's Central High School is the only parochial school physically located in the Town, at the intersection of Cold Spring and Jacobsen Roads.

**Table 41**  
**Parochial Schools**

School	Grades
Saint Gabriel	Preschool & K-5
Saint Margaret Mary	1-5
Saint Joseph's Catholic Middle School	5-8
Saint Mary's Central High School	9-12
Xavier High School	9-12

Source: Martenson & Eisele, Inc.

### e. Colleges and Universities

Colleges and universities in the vicinity of the Town of Menasha are the Fox Valley Technical College (1825 N. Bluemound Drive, Appleton), Lawrence University (115 S. Drew St., Appleton), and the University of Wisconsin-Fox Valley (1478 Midway Road, Menasha).

More information is available at:

[www.foxvalley.tec.wi.us](http://www.foxvalley.tec.wi.us)

[www.fox.uwc.edu](http://www.fox.uwc.edu)

[www.lawrence.edu](http://www.lawrence.edu)

### f. School Bus Transportation

Lamers Bus Lines Inc. serves the area of the Town requiring bus service east of USH 41 and Kobussen Buses Limited serves the area to the west of USH 41.

### *Libraries*

The libraries in the cities of Appleton, Menasha and Neenah are the ones most commonly used by the people in the Town of Menasha. There exists an inter-county agreement whereby patrons may use one library card to check out books from any library in the system. Patrons may also request books to be sent from one library in the system to another for convenience in obtaining materials.

### ***Parks***

The Town of Menasha Park and Recreation Department is responsible for the development and maintenance of the town's parks and recreation programs. The Town of Menasha Community Development Department is responsible for updating the Town's Parks and Open Space Plan every five years. The last major update of the plan occurred in 1996 for the 1997 – 2002 time period. A minor update was completed in 2001. A full update will be completed in 2003. The plan can be found at the following website:

[www.town-menasha.com/CD%20Web/5yr%20park%202001%20update.htm](http://www.town-menasha.com/CD%20Web/5yr%20park%202001%20update.htm)

The Town of Menasha Park and Recreation Department offers a variety of programs. More information is available at:

[www.town-menasha.com/Park%20Web/Parks.htm](http://www.town-menasha.com/Park%20Web/Parks.htm)

Progress continues to be made on the Fox River Heritage Corridor project. The planned re-opening of the locks from Lake Winnebago to Green Bay will potentially encourage more locations for boat ramps, especially for canoeing and kayaking. The Town currently has boat ramps at Fritse Park and Butte des Morts Park, and the Town's Park Plan calls for the construction of a park on the west shoreline of Little Lake Butte des Morts.

### ***Administration***

A new Municipal Complex was opened in 1997 at the intersection of East Shady Lane and CTH CB on an old landfill site. This facility includes space for the Town administrative offices, Town meetings, the Police Department, the Parks Department, Street Department and the Town Garage. The Town of Menasha has a Town Board/Town Administrator form of government.

Information on the Town Administrator's office is available at:

[www.town-menasha.com/Admin%20Web/Administration.htm](http://www.town-menasha.com/Admin%20Web/Administration.htm)

Information on the Finance Department is available at:

[www.town-menasha.com/Finance%20Web/Finance.htm](http://www.town-menasha.com/Finance%20Web/Finance.htm)

Information on the Assessor's Office is available at:

[www.town-menasha.com/Assessor%20Web/Assessor.htm](http://www.town-menasha.com/Assessor%20Web/Assessor.htm)

Information on the Community Development Department is available at:

[www.town-menasha.com/CD%20Web/index.htm](http://www.town-menasha.com/CD%20Web/index.htm)

Information on the Street Department is available at:

[www.town-menasha.com/Street%20Web/street.htm](http://www.town-menasha.com/Street%20Web/street.htm)

### ***Cemeteries***

There are four cemeteries in the Town of Menasha (see Table 42).

**Table 42**  
**Cemeteries**

<b>Cemetery</b>	<b>Location</b>
Resthaven Cemetery	206 North Street
St. John's Catholic Cemetery (also known as St. John's Polish #1 Cemetery)	566 Midway Rd.
St. Mary's	Racine Street
St. Patrick's Catholic Cemetery (also known as St. Patrick's Irish Cemetery)	350 Green Bay Rd.

Source: Town of Menasha

### ***Child Care Facilities***

There are over 15 child care facilities in the Menasha and Neenah area and nearly 100 in the Fox Cities area. More detailed information on child care facilities can be obtained at the following web site:

[www.childcarerr.com](http://www.childcarerr.com)

### ***Health Care***

Hospitals that serve the Town are located in the cities of Appleton and Neenah. Appleton Medical Center and St. Elizabeth are located in Appleton and Theda Clark is located in Neenah. Outpatient surgery is performed at the Affinity Clinic on Midway Road in the City of Menasha. There are a number of doctors and dentists offices that are located either within the Town or in close proximity. In addition to these, there are two facilities in the Town of Menasha that provide housing and services for ambulatory elderly residents.

More information can be found at:

[www.thedacare.org](http://www.thedacare.org)

[www.affinityhealth.org](http://www.affinityhealth.org)

Insert Map 14 here



## F. Economic Development

### 1. Analysis of Labor Force and Economic Base

While some information on the labor force and economic base of the Town of Menasha is collected and disseminated through the U.S. Census Bureau, most labor force and economic base information is collected at the county or metropolitan statistical area. In this case, the counties are Winnebago and Outagamie and the metropolitan statistical area is the Appleton-Oshkosh-Neenah Metropolitan Statistical Area (MSA), which includes Calumet, Outagamie and Winnebago counties. The most recent data available is from the 2000 U.S. Census and will be used for analysis.

Table 43 confirms the national trend of the increasing importance of the service sector in the economy is also occurring in the Appleton-Oshkosh-Neenah MSA. In 1990, non-durable manufacturing and services were in a virtual tie, with each other representing about 20% of total employment. In 2000, services increased to 23%, while non-durable manufacturing decreased to 17.6%. Manufacturing overall saw a decrease in its share of total employment. Given the growth in retail development during the 1990's, particularly in the area of the Fox River Mall and on the southeast side of Appleton, it surprising that the employment statistics for the retail trade SIC group does not reflect this. Equally surprising is the lack of growth in the finance, insurance and real estate SIC group given the growth in weekly average wages (see below).

**Table 43**  
**Employment by Industry, 1990 & 2000**  
**Appleton-Oshkosh-Neenah Metropolitan Statistical Area**

	1990		2000		% Change 1990-2000
	No.	% of Total	No.	% of Total	
Goods Producing	61,837	38.4	73,488	35.5	18.8
Service Producing	99,022	61.6	133,267	64.5	34.6
<i>By SIC Group</i>					
Construction	7,569	4.7	13,027	6.3	72.1
Manufacturing – Durable	22,121	13.8	24,113	11.7	9.0
Manufacturing – Non-Durable	32,146	20.0	36,348	17.6	13.1
Trans. & Public Utilities	6,168	3.8	9,463	4.6	53.4
Wholesale Trade	6,637	4.1	9,039	4.4	36.2
Retail Trade	27,955	17.4	34,532	16.7	23.5
Finance, Ins. And Real Estate	7,621	4.7	9,088	4.4	19.3
Services	32,886	20.4	47,883	23.2	45.6
Public Administration	17,755	11.0	23,261	11.3	31.0
<b>Total Non-Farm Employment</b>	<b>160,859</b>		<b>206,755</b>		<b>28.5</b>

Source: Wisconsin Department of Workforce Development

The trends and changes in the MSA are also reflected in the statistics for Winnebago County in which the Town of Menasha is located (see Table 44).

**Table 44**  
**Employment by Industry, 1990 & 2000**  
**Winnebago County**

	1990		2000		% Change 1990-2000
	No.	% of Total	No.	% of Total	
Construction	2,121	3.2	3,803	4.3	79.3
Manufacturing – Durable	10,289	15.4	11,933	13.5	16.0
Manufacturing – Non-Durable	16,687	24.9	20,555	23.2	23.2
Trans. & Public Utilities	2,485	3.7	3,714	4.2	49.5
Wholesale Trade	2,084	3.1	3,301	3.7	58.4
Retail Trade	10,775	16.1	12,977	14.6	20.4
Finance, Ins. And Real Estate	2,352	3.5	2,575	2.9	9.5
Services	12,027	18.0	19,120	21.6	59.0
Public Administration	8,124	12.1	10,740	12.1	32.2
<b>Total Non-Farm Employment</b>	<b>66,944</b>		<b>88,718</b>		<b>32.5</b>

Source: Wisconsin Department of Workforce Development

Table 45 shows that the economy in the MSA performed well during the 1990's as an increase in the total labor force was accompanied by a decrease in the unemployment rate to historical lows by 2000. Within the last 24 months, the unemployment rate has risen but is still near what is generally considered to be a good rate. Most job losses have occurred in the manufacturing sector.

**Table 45**  
**Labor Force, 1990, 2000 & December 2001**  
**Appleton-Oshkosh-Neenah Metropolitan Statistical Area**

	Appleton-Oshkosh-Neenah MSA			State of Wisconsin		
	1990	2000	Dec 2001	1990	2000	Dec 2001
Labor Force	188,609	223,422	230,518	2,581,079	2,934,931	3,035,224
Employed	181,530	217,642	222,366	2,466,597	2,831,162	2,908,678
Unemployed	7,079	5,780	8,152	114,483	103,769	126,546
Unemployment Rate	3.8%	2.6%	3.5%	4.4%	3.5%	4.2%

Source: Wisconsin Department of Workforce Development

Employment opportunities for Town of Menasha residents are in close proximity of their homes, as shown in Table 46. The majority of residents (56%) work at a location that is between 10 and 20 minutes from where they live. Another 15% work within 20 to 30 minutes of their home. While the percentage of Winnebago County residents who work within 10 minutes of their home is higher than for the Town of Menasha, overall Town residents live in closer proximity to their place of work.

**Table 46**  
**Travel Times, 1990 & 2000**

	Town of Menasha				Winnebago County			
	1990		2000		1990		2000	
	No.	%	No.	%	No.	%	No.	%
Less than 10 minutes	1,454	19.1%	1,499	17.3%	17,266	24.9%	17,715	21.8%
10 to 19 minutes	4,127	54.2%	4,851	55.9%	31,185	44.9%	34,983	43.1%
20 to 29 minutes	1,230	16.1%	1,317	15.2%	11,296	16.3%	14,957	18.4%
30 to 39 minutes	309	4.1%	334	3.8%	4,649	6.7%	6,280	7.7%
40 to 59 minutes	173	2.3%	183	2.1%	1,715	2.5%	2,535	3.1%
60 minutes or more	194	2.5%	338	3.9%	1,309	1.9%	2,550	3.1%
Worked at home	133	1.7%	157	1.8%	1,989	2.9%	2,089	2.6%

Source: U.S. Census Bureau

All industries in Winnebago County saw real growth in average weekly wages (adjusted for inflation) during the ten-year period from 1990 to 2000 (see Table 47). The finance, insurance and real estate sector had an increase of 91.2%, greatly outdistancing public administration, which had the second highest increase of 38.2%. This reflects the strong economy the Fox Cities experienced in the 1990's, the significant increase in the cost of homes, particularly new construction, and the 401(k) investment surge. The two largest sectors in terms of employment, non-durable manufacturing and services, increased by 22.5% and 10.5%, respectively, well below the average of all industries of 50.4%.

**Table 47**  
**Wages By Industry, 1990 And 2000**  
**Winnebago County**

	1990		2000	% Change 1990 Adjusted to 2000 Actual
	Average Weekly Wages	Adjusted to 2000 Dollars	Average Weekly Wages	
Construction	\$530.70	\$699.20	\$745.13	6.6
Manufacturing – Durable	\$498.97	\$657.40	\$689.98	5.0
Manufacturing – Non-Durable	\$635.10	\$836.75	\$1,024.78	22.5
Trans. & Public Utilities	\$441.79	\$582.06	\$617.51	6.1
Wholesale Trade	\$441.23	\$581.33	\$772.44	32.9
Retail Trade	\$170.47	\$224.60	\$260.01	15.8
Finance, Ins. and Real Estate	\$383.93	\$505.83	\$966.91	91.2
Services	\$314.08	\$413.80	\$457.31	10.5
Public Administration	\$452.27	\$595.87	\$823.21	38.2
<b>All Industries</b>	<b>\$433.31</b>	<b>\$570.89</b>	<b>\$858.82</b>	<b>50.4</b>

Source: Wisconsin Department of Workforce Development

While average weekly wages in all industries saw real growth, Table 48 shows that some occupations have, in fact, experienced a real loss (adjusted for inflation) in the average hourly wage rate. The occupations with the highest gains are in computers and electronics, while the highest losses are in production jobs in the manufacturing sector. It is important to note that gains and losses can occur within different occupations within the same industry. For example, manufacturing firms employ computer operators and programmers (wage gain) and assemblers and material handlers (wage loss).

**Table 48**  
**Wages By Occupation, 1997 - 2002**  
**Fox Cities (all years) and Green Bay (2002)**

	1997	1998/1999	2000	2002	1997 in 2002 Dollars	Gain or (Loss)
Accounting Clerks	\$8.80	\$10.22	\$12.10	\$12.23	\$9.71	\$2.52
Assembler, Class A	\$13.40	\$16.05	\$13.46	\$12.30	\$14.79	(\$2.49)
Bookkeepers	\$10.00	\$11.04	\$11.27	\$12.08	\$11.03	\$1.05
Cleaner/Custodian/Janitor	\$7.50	\$7.99	\$ 8.72	\$9.22	\$8.28	\$0.94
Computer Operators	\$10.60	\$12.40	\$13.07	\$16.14	\$11.70	\$4.44
Computer Programmers	\$14.67	\$15.98	\$17.63	\$20.90	\$16.19	\$4.71
Computer Systems Analysts	\$19.76	\$20.08	\$23.34	\$23.75	\$21.80	\$1.95
Data Entry Operators	\$8.32	\$8.50	\$ 9.69	\$9.46	\$9.18	\$0.28
Electronics Technicians	\$11.00	\$14.19	\$17.15	\$21.16	\$12.14	\$9.02
File Clerks	\$7.42	\$7.49	\$ 8.89	\$8.73	\$8.19	\$0.54
Fork Lift Truck Operators	\$11.91	\$12.26	\$12.44	\$12.22	\$13.14	(\$0.92)
Machine Opts. & Tender	\$8.75	\$14.77	\$12.86	\$14.19	\$9.65	\$4.54
Machine Set up Operator	\$13.99	\$10.93	\$12.84	\$15.82	\$15.44	\$0.38
Mail Clerk	\$7.70	\$8.31	\$8.89	\$9.85	\$8.50	\$1.35
Maintenance Electricians	\$15.81	\$17.92	\$16.79	\$20.57	\$17.44	\$3.13
Maintenance Mechanics	\$14.81	\$16.46	\$15.61	\$16.14	\$16.34	(\$0.20)
Material Handlers	\$12.69	\$8.41	\$9.59	\$11.98	\$14.00	(\$2.02)
Millwrights	\$16.05	\$15.65	\$17.23	\$17.69	\$17.71	(\$0.02)
Payroll Clerks	\$9.52	\$11.05	\$12.37	\$14.16	\$10.50	\$3.66
Prod. Planners/Schedulers	\$15.05	\$17.26	\$18.86	\$18.05	\$16.61	\$1.44
Recep./Switchbrd Operators	\$8.00	\$11.03	\$9.80	\$10.24	\$8.83	\$1.41
Secretaries	\$9.23	\$11.52	\$11.67	\$12.50	\$10.18	\$2.32
Truck Driver (Heavy)	\$11.00	\$11.74	\$14.32	\$13.77	\$12.14	\$1.63
Warehouse Workers	\$7.02	\$10.66	\$10.93	\$11.72	\$7.75	\$3.97
Word Processors	\$8.70	\$9.25	\$10.06	\$10.98	\$9.60	\$1.38

Source: Fox Cities Chamber (1997-2000) and Fox Cities/Green Bay Chamber (2002) Wage Surveys

In February 2000, the University of Wisconsin-Extension released the results of an analysis of the labor market in the Fox Valley. The study was completed in response to the issue of the labor shortage being experienced by firms throughout the Fox River Valley. Both employees and employers were surveyed and/or interviewed. Two of the major findings from the study were the need to encourage high school graduates to pursue technical college instead of a four

year college and to become more aggressive in pursuing workers from other nations by improving the recruitment and assimilation processes. Both findings have implications on housing and transit issues, as housing convenient to employment opportunities will be sought by recent high school graduates and immigrants to the area.

More information on the study is available at:

[www.foxcities-marketing.org/business\\_res/labor\\_summary/index.html](http://www.foxcities-marketing.org/business_res/labor_summary/index.html)

## **2. Types of New Businesses Desired**

### ***The Economic Structure of the Fox Valley***

In 2001 the University of Wisconsin-Extension released a report prepared for the Fox Cities Economic Development Partnership entitled, "The Economic Structure of the Fox Valley: A Study of Economic Opportunity." The intent of the study was to, ". . . identify potential areas of economic growth and development for the region." The information and findings may be used by policy makers and economic development practitioners in setting strategy in pursuing and supporting business growth.

The study acknowledges that the paper and allied products industry has been the primary economic driver in the Fox Cities. While the paper industry will continue to play a major role in the health of the economy, other industries appear to have the potential to make a larger contribution, particularly in the service sector. The study suggests that manufacturing in general will not be a growth sector and that jobs in manufacturing will not meet the \$12 to \$19 per hour wage rate targeted by the Fox Cities Economic Development Partnership. In contrast, the study concluded that selected service sector occupations projected to grow significantly at the national level would pay in the targeted wage rate. These types of occupations include computer, legal and health related services.

As was noted earlier, caution must be taken in assuming that low growth and low paying jobs are representative of manufacturing firms while high paying and high growth occupations are representative of the service sector.

At the time this report was prepared, the economy of the Fox Cities was in a recession and the projected decline in manufacturing was playing out in several of the communities in the Fox Cities. There were a number of announcements in the last half of 2001 and in the first several months of 2002 regarding temporary and permanent layoffs and plant closings. Most recently, American Tissue closed its facility in the Town of Menasha resulting in the loss of approximately 375 positions. Other closings include Gilbert Papers, Metso Minerals and Rich Products.

The Town of Menasha should carefully review the findings of the study. Most of the Top Ten firms in the Town fall into the "slow growth" category. A link to the complete study is available at:

[www.town-menasha.com/economic.htm](http://www.town-menasha.com/economic.htm)

### ***2002 Economic Outlook Report***

In early 2002, the Fox Cities Chamber of Commerce released its "2002 Economic Outlook Report," which reflected the results of a telephone survey of 200 large and small firms in the Fox Cities. The report found that, "In general, respondents to the 2002 Economic Outlook Survey were more guarded in their optimism than in previous years . . . . Still, business remains fairly upbeat regarding the Fox Cities with many companies expecting a full economic recovery as early as 2002."

According to the report, employment in the Fox Cities has been virtually flat over the past two years (2000 and 2001). Projections for an increase in employment in the coming year are guarded, with less than 40% of the respondents expecting an increase in employment.

An increase in gross sales in 2001 was experienced by 55% of the firms, down from 61% in 2000 and 76% in 1999. Net profits followed the same pattern. The forecast for 2002 is positive, with 73% of the firms expecting an increase in both sales and profits.

A striking finding from the report is the dramatic decrease in a positive perception of the local economy. In the 2000 survey, 97% of the respondents said the economy of was good to excellent; in the 2002 survey, only 25% agreed with that assessment. On a more positive note, 97% of the respondents expect the local economy will be stable or grow in the coming year.

### ***Technology Zone Program***

In December 2001, Governor Scott McCallum created a Technology Zone Program, which provides tax credits to high technology firms as a means to stimulate the growth of Wisconsin's high technology sector. The program calls for the designation of eight zones. Economic development representatives from several counties in northeastern Wisconsin, including Outagamie and Winnebago counties, formed the Northeast Wisconsin Regional Economic Partnership (NEWREP) and submitted an application for the designation of one of the eight zones. In June 2000, Governor McCallum announced the application was successful.

The Kimberly Clark Research and Development Center on Winchester Road is identified as a "Tech Zone Area" in the NEWREP application for designation as a

Technology Zone. As a result of the application being approved, Kimberly Clark can receive up to \$250,000 in nonrefundable tax credits for a project that involves high technology. Any jobs created or retained by the project must pay a minimum of \$10.30 per hour.

The Town of Menasha also submitted the All-American Business Park and the McMahon Business Park as "Tech Zone Areas."

### ***Town of Menasha Community Survey***

A survey of Town residents was conducted in the Fall of 2002 by the Town of Menasha Community Development Department. The results showed support for the attraction of larger corporations (67% agreeing or strongly agreeing), the promotion of private industrial parks (62% agreeing or strongly agreeing), and an increase in commercial retail development, with 54% indicating there is a lack of it.

## **3. Local Government's Ability to Retain and Attract Business**

### ***Location***

The geographic location of a community is one of the most important factors in determining the ability of a local government to attract or retain business. Traditionally, communities that were near natural resources used in the manufacturing of a product had an advantage over those that were not. Today, the definition of a natural resource has been broadened to describe the environment in which people choose to live. Many types of service firms are not dependent on access to raw, physical resources (or for that matter, their customers) and choose to locate in areas where natural resources such as lakes, rivers and woods create an attractive environment in which to live and work.

The economy of the Fox Cities and the Town of Menasha has followed this trend. Originally dependent on natural resources as raw materials, many firms are no longer dependent on them and choose to remain or locate here because of the excellent business and natural environment. There are challenges, however. Recent reports indicate that a "brain drain" is occurring in Wisconsin as the "brightest and best" graduates from universities and colleges in Wisconsin are leaving the state to pursue their careers. Economic development organizations at all levels in the state have begun or are planning campaigns to recruit Wisconsin graduates and/or natives back to Wisconsin.

### ***Existing Economic Base***

The Town of Menasha currently has a good economic base with strong representation in the manufacturing and service sectors. As was noted in the Issues and Opportunities Element, three of the "Top Ten" employers in the entire

Fox Cities are located in the Town. They are Kimberly Clark, Pierce Manufacturing and SCA. Also noted earlier was that these firms are projected to be "slow growth" firms in the future. Town officials need to create relationships with these firms to identify concerns, which the Town may be able to address. A link to a list of the manufacturers and principal employers in the Town is available at:

[www.town-menasha.com/economic.htm](http://www.town-menasha.com/economic.htm)

### ***Infrastructure***

A number of improvements in the infrastructure of the Town of Menasha have been made recently, most notably in the construction of USH 10 and CTH CB. The transportation system continues to improve and there is sufficient utility capacity to accommodate economic growth. A capital improvement program can help to ensure that needed improvements to the infrastructure are identified.

### ***Regulatory Issues***

The Town of Menasha seeks to strike a balance between the needs of business expanding or locating in the Town and the needs of the community. Zoning and building codes and the site plan review process help to ensure the health, safety and welfare of the community is protected and maintained. The Community Development Department has successfully used their site plan review process to address development issues, resulting in win-win situations for the developer and the Town.

### ***Financial Programs***

Towns in Wisconsin generally do not have access to the same type of financial programs that are available in villages and cities. The Town of Menasha recently demonstrated its creativity in developing a financing program for the Gateway Development. In this project, the Town paid for the installation of the public improvements based on a commitment from the developer to create a specific amount of tax base in the future. If new construction in Gateway Development does not generate that amount, the developer is responsible for making payments to the Town that equal the amount of revenue the Town would have received from the tax base specified in the development agreement.

There are a number of other financial programs available to the Town that will be described later.



#### 4. Sites for New or Expanding Businesses

The Town of Menasha has four privately owned industrial or business parks:

- McMahon Business Park (30 acres total, 19 acres available)
- All American Business Park (280 acres total, 10 acres available)
- Parkside West (40 acres total, 38 acres available)
- Gateway Development (60 acres available)

The locations of these parks are shown on Map 15. There are also a number of lots zoned for commercial and industrial use, primarily along American Drive, north and south of USH 10. More information on these properties is available at:

[www.town-menasha.com/economic.htm](http://www.town-menasha.com/economic.htm)

[www.foxcities-marketing.org/business\\_res/ind\\_biz\\_parks.asp](http://www.foxcities-marketing.org/business_res/ind_biz_parks.asp)

[www.gateway-development.com/welcome.html](http://www.gateway-development.com/welcome.html)

The Town should consider identifying possible sites for the long-term development of an industrial or business park.

#### 5. Use of Brownfield Sites

The Wisconsin Department of Commerce defines brownfields as, “abandoned, idle or underused industrial or commercial facilities or sites, the expansion or redevelopment of which is adversely affected by actual or perceived environmental contamination.”

The database maintained by the Wisconsin Department of Commerce does not list any brownfield sites in the Town of Menasha. More information on Wisconsin’s Brownfields program is available at:

[www.commerce.state.wi.us/CD/CD-bfi.html](http://www.commerce.state.wi.us/CD/CD-bfi.html)

#### 6. Applicable County, Regional, and State Economic Development Programs

##### *State Programs*

The State of Wisconsin’s Department of Commerce offers a number of programs in support of economic development. The programs are too numerous to list here. Some of the programs provide direct assistance to a business, others fund the business through the local community, while other programs provide direct assistance to a community. Information on these programs is available at:

Insert Map 15 here

[www.commerce.state.wi.us/MT/MT-COM-2000.html](http://www.commerce.state.wi.us/MT/MT-COM-2000.html)

[www.commerce.state.wi.us/MT/MT-COM-4200.html](http://www.commerce.state.wi.us/MT/MT-COM-4200.html)

The Department of Commerce has Area Development Managers located throughout the state to work with local communities and businesses in identifying the resources available from the state and other sources. William Lehman is the Area Development Manager for the Town of Menasha and is located in Fond du Lac.

### ***Regional Programs***

#### **a. East Central Wisconsin Regional Planning Commission**

The East Central Wisconsin Regional Planning Commission prepares an Overall Economic Development Program (OEDP) covering the ten counties in its region. The most recent update was completed in 2001.

The document contains a review of the Commission's economic development efforts, an overview of the region's economy and the development strategy for the region. The development strategy includes goals, objectives and strategies and a ranking of economic development investment projects submitted by communities in the region.

The Town of Menasha did not submit any economic development investment projects for inclusion in the OEDP. The Menasha Action Council and the City of Menasha submitted the Menasha Business Development Center, which consists of the redevelopment of a 30,000 square foot vacant commercial building into an entrepreneurial center and business incubator.

#### **b. Fox Cities Economic Development Partnership**

The Town is an active participant in the Fox Cities Economic Development Partnership. According to the Partnership's website, it is, ". . . a business attraction organization comprised of the municipalities, organizations and utilities interested in the economic growth of the Fox Cities area. Its mission, along with that of the Fox Cities Chamber of Commerce and Industry, is to foster the Fox Cities' economic development by creating and implementing marketing programs that promote the area as an attractive location for business and industry."

### ***Winnebago County***

Winnebago County offers the Per Capita Funding Program, an annual grant program administered by the County's Industrial Development Board. Founded in

1975 by the Winnebago County Board, the program has distributed over \$1 million to local communities in Winnebago County since its inception. The Town of Menasha has applied for and received funds from the program for its economic development efforts in business retention and attraction.

The County also offers a revolving loan fund program. More information on both programs is available at:

[www.winnebagobusiness.com/html/countyIncen.cfm](http://www.winnebagobusiness.com/html/countyIncen.cfm)

## **7. Employment Forecasts for the Appleton-Oshkosh MSA**

In 2000, the Wisconsin Department of Revenue released a report that provided an analysis of the prospects for Wisconsin's economy over a 25-year time period. The report concluded that economic growth will be relatively slower over the next 25 years compared to the previous 25 years. This is due to the projected decrease in the rate of population growth and the movement of the "Baby Boomer" generation out of the labor force.

The Wisconsin Department of Workforce Development has prepared a report on employment projects for the 2000 to 2010 time period. The trends of a decrease in manufacturing jobs and an increase in service industry employment are projected to continue. The majority of new jobs in the services sector are expected to be in the health, business, educational, and social services area. A projection that should be of particular interest to the education system is the statement that almost eight out of every ten job openings in this ten-year period will not require a bachelors degree.

In 2002, the Wisconsin Department of Revenue produced an economic outlook for the metropolitan statistical areas in the State of Wisconsin. Employment growth in the Appleton-Oshkosh MSA is projected to increase by 5.1% from 2002 to 2010, compared to 4.2% for Wisconsin. In comparison to the rest of the MSA's, Appleton-Oshkosh most closely matches the projections for the State. This means that the economic structure of the Appleton-Oshkosh MSA is more balanced and diversified than other MSA's. The Appleton-Oshkosh MSA is projected to experience a continuation of the two national trends of a decrease in manufacturing employment and an increase in service sector employment. The difference in wage rates in the two industries is clear in that the growth in annual personal income will decrease by 2010.

While the Town of Menasha cannot expect to be immune from these macro trends, it is important that future investment of time and capital be prioritized based on where the largest return may be expected. It is important that existing employers be contacted on a regular basis to monitor the impact of these trends and to identify where assistance may be provided. The growth in service

sector jobs means a change in development patterns from those typically associated with an industrial park to those associated with business parks, where amenities and aesthetics are more important.

## G. Land Use

*Please refer to Map 16 Existing Land Use on page 162.*

### 1. Characteristics of Major Land Uses

#### ***Residential***

Residential growth on the east side of the Town of Menasha over the past twenty years has occurred primarily in the area west of South Oneida Street and south of Midway Road. Residential growth in the Town's west side has been focused in an area bounded by American Drive on the east, CTH CB on the west, West American Drive on the south and an east-west line about one mile north of East Shady Lane. Smaller concentrations of infill residential development have occurred east of Irish Road and south of Jacobsen Road and east and west of Irish Road, north of CTH II, and south of the Canadian National railroad tracks. In addition, large-lot single-family homes are scattered throughout the west side along Clayton Road, Irish Road, and East Shady Lane.

A significant new residential subdivision, Gateway Meadows, is part of the Gateway development north of USH 10 and west of CTH CB. Single, two and multi-family alternatives are part of the project.

The Town has experienced a change in the composition of the types of residential land uses. In 1980, multi-family residential acreage was less than five percent of the total residential acreage, and two-family or duplex acreage was less than three percent. By 2001, multi-family acreage had increased to over fifteen percent and two-family had increased to eleven percent. This increase reflects the change in the character of the Town from primarily a bedroom community where the primary land use is residential to an environment more like that of the surrounding incorporated municipalities where there is a mix of residential, commercial and industrial land uses.

Residents of the Town have expressed concern over the growth of multi-family residential development. From an acreage perspective, multi-family and two-family residential uses have increased significantly. What has not changed as dramatically is the percentage that single-family, two-family and multi-family units represent of the total number of residential units in the Town.

In 1980, single-family units made up about 68% of the total number of units, while two-family and multi-family combined for 28% of the total. In 1990, the single-family figure increased to 69% and the two- and multi-family figure decreased to 25%. Similar data for 2000 is not available at this time, but projections made based on building permit information would suggest the single-family percentage has decreased to 63% while the two-and multi-family number has increased to 32%.

Census figures on owner-occupied and renter-occupied housing in the Town of Menasha, as shown in Table 17 in the Housing Element Section, confirm that the Town, with about 70% of the housing units being owner-occupied and 30% being renter-occupied, is more similar to surrounding incorporated municipalities than it is to unincorporated towns.

A challenge for Town officials is to determine the appropriate mix of single, two and multi-family housing and the location of these types of housing. What can be inferred from the discussion above is that multi-family residential developments built over the last ten to twenty years are being constructed at a lower density than multi-family developments built prior to 1980. Density and design are important in ensuring a smooth visual transition from multi-family housing to single-family housing.

### ***Commercial***

The focus of commercial development on the east side of the Town of Menasha has moved south from the Valley Fair Shopping Center to the intersection of Appleton Road and Midway Road. While most of the commercial land uses are located in the City of Menasha, their proximity to residents of the Town of Menasha on the east side make retail and personal and business services convenient. Other major areas of commercial development on the east side are located along South Oneida Street, Valley Road and Calumet Street.

Commercial development on the west side of the Town is focused along American Drive, south of CTH BB or Prospect Avenue, and is characterized by business-to-business services versus retail establishments. The McMahon Business Park and Parkside West offer environments for the former, while the Gateway Development project is proposing a mix of commercial activities including retail. It is expected that Gateway Development will be the focus of retail development on the west side of the Town. Smaller concentrations of commercial land uses are found along CTH BB east and west of USH 41 and in the southeast corner of the west side of the Town between USH 41 and Little Lake Buttes des Morts.

### ***Industrial***

There are few industrial land uses on the east side of the Town. A warehouse and distribution facility is located in the far southeast corner south of STH 114. Several small uses are located along Valley Road, west of Appleton Road, and an inactive quarry is located north of 9<sup>th</sup> Street between De Pere Street and Mayer Street. Most industrial uses east of Little Lake Buttes des Morts are in the City of Menasha.

Kimberly Clark, the largest employer in the Town of Menasha, has several large sites on the west side of the Town. They are in the far southwest corner at CTH

II and Clayton Road, at the southwest corner of Cold Spring Road and Jacobsen Road, between USH 41 and Little Lake Buttes des Morts south of Winchester Road, and between North Lake Street and Little Lake Buttes des Morts. Other major industrial sites include Great Northern Container located east of USH 41 and south of CTH BB; Pierce Manufacturing on American Drive; the All-American Industrial Park west of USH 41 and south of the Canadian National railroad tracks; and the SCA complex east of USH 41 and north of Winchester Road. There are also several quarry operations located in the north central area of the west side of the Town.

### ***Public and Recreational***

With the completion of the Municipal Complex in 1997, the Town addressed the need for additional space for municipal operations including administrative, public works and police. Recent improvements have been made to Utility District facilities to accommodate additional demand for services.

The Town of Menasha updates its Parks and Open Space Plan every five years to respond to and plan for park and open space needs generated by additional residential growth. The Town owns land at the northeast corner of East Shady Lane and CTH CB, one use for which may be recreational activities. Further development of existing parkland is scheduled, and expansion of the trail system remains a priority for the Town.

### ***Agriculture and Vacant***

Agriculture as a land use continues to diminish in the Town of Menasha. In 1980, about one-third of the land area was agricultural compared to about one-fifth of the land area in 2001, almost all of which is located in the west side of the Town. Portions of the agricultural land have been developed while other portions were removed from active agricultural and are vacant.

### ***Transportation***

The construction of USH 10 and CTH CB, and the reconstruction of the USH 41 and 10 and STH 441 interchanges, has increased the amount of land used for transportation. The completion of STH 441 east of Little Lake Buttes des Morts occurred on land that had been designated for that use.

### ***Open Water and Woodlands***

The Town of Menasha is fortunate to have Little Lake Buttes des Morts and the Fox River and adjoining wetlands as a significant land use feature. It should be a priority of the Town to protect and enhance this asset, as well as certain woodlands. Woodlands are scattered throughout the Town with no significant large concentrations.



Insert Map 16 here

## 2. Trends in the Supply, Demand, and Price of Land

### *Residential*

In general, there is an adequate supply of land for residential development in the Town of Menasha, almost all of which is on the west side of the Town. There are approximately 250 acres zoned for single family that are available for development, 30 acres for two-family and 70 acres for multi-family. Plans were recently announced for the development of the only large, single-owner parcel on the east side of the Town available for residential development. This 11 acre property is north of Manitowoc Road between Goss Avenue on the west and Bartlein Court on the east. It is anticipated that this parcel will be annexed into the City of Menasha prior to development taking place.

Developers have been active in meeting the strong demand for single, two and multi-family housing. The strong demand is reflected in the fact that the price of residential land has been increasing at a rate higher than inflation. The cost of a lot for a single family home currently ranges from \$25,000 to over \$50,000. Recent sales for multi-family housing have been at \$25,000 per acre and up.

### *Commercial*

There is a good supply of commercial property in the Town of Menasha. The McMahon Business Park, which opened in 1996, has sold 10 acres and has 20 acres remaining at \$80,000 to \$100,000 an acre. It is located at the intersection of USH 10 and CTH CB. Parkside West Business Center has sold two acres since it opened in 1994 and has 38 acres available priced between \$25,000 and \$50,000 an acre. It is located at the intersection of CTH CB and CTH II. Both of these developments target business-to-business firms offering services in contrast to the manufacturing, warehousing or distributing of a product.

Gateway Plaza is a 45-acre development that offers a multi-building corporate environment. Gateway Square is immediately adjacent to Gateway Plaza and offers approximately 60 acres for commercial/retail development. Both are located on the northwest corner of USH 10 and CTH CB.

There is vacant land for commercial and retail uses on the west side of the Town mixed in with land for industrial uses along American Drive both north and south of USH 10 and along CTH BB. The same situation is seen on the east side, but there is relatively little vacant land available for commercial and retail development. Future commercial and retail development on the east side will occur as a result of residential land uses in predominantly commercial areas transitioning to all commercial and retail.

Commercial land prices on the east side range from \$125,000 to \$250,000 per acre. The west side has recently experienced land sales of over \$300,000 per

acre. These land prices are reflective of the Fox Cities as a whole except for land in the immediate area of the Fox River Mall, where prices are even higher.

### ***Industrial***

There is a need for industrial land in the Town of Menasha. The 280 acre, privately-owned All-American Industrial Park has sold over 270 acres over the past fourteen years, and currently has less than ten acres available. Smaller parcels are available along American Drive and CTH BB in areas that are a mix of heavy manufacturing and retail. It is expected that the extension of water and sewer along CTH BB will significantly increase the development potential of the area.

Firms today generally prefer to locate in an industrial or business park to ensure compatibility with surrounding land uses and the protection of development standards. While the McMahon Business Park and the Parkside West development have land available, they are more suited for business-to-business firms offering services in contrast to the manufacturing, warehousing or distributing of a product.

Research on recent land sales for industrial uses and asking prices for land zoned for industrial use shows per acre prices of \$25,000 to over \$50,000. Publicly owned land is at the lower end of that range while privately owned and developed industrial land is higher and depends on the location with respect to the transportation system. Land closest to USH 41 and USH 10 commands a premium over land located further away.

### **3. Conflicts Between Adjacent Land Uses**

There are numerous areas on the east side of the Town of Menasha where the potential exists for conflict between adjacent land uses. For example, commercial and industrial land uses along Valley Road are immediately adjacent to single-family homes. On the far southeast side, industrial land uses are located adjacent to residential and woodland properties. In the middle of the east side, residential land uses along Mayer Street are immediately adjacent to a quarry, which, while no longer active, is used for industrial purposes.

The west side also has several areas where there has been, continues to be or is the potential for conflict between adjacent land uses. Property owners adjacent to the railroad tracks have been vocal regarding noise issues. Residents near the wastewater treatment facility on Buttes des Morts Beach Road are subjected to odors. Discussions continue to be held on the implementation of an airport overlay zone that, if adopted, would have an impact on businesses and residents in the northeast quarter of the west side of the Town.

On both sides of the Town, homes that were built on single lots or in a group of

a few lots have been surrounded, or have the potential to be surrounded, by non-residential land uses.

While the potential for conflict certainly exists in the Town of Menasha, it appears that landowners are, for the most part, co-existing with adjacent land uses dissimilar to their own, and conflict is at a low level. This does not mean that dissimilar, adjacent land use situations can be ignored nor can they continue in newly-developed areas.

#### **4. Development and Redevelopment Opportunities**

There are fourteen areas of the Town of Menasha that should be the focus of a **Neighborhood Development Plan** (see Map 2). A neighborhood development plan addresses in detail the development and redevelopment needs of a specific area. While the term “neighborhood” is generally associated with a residential area, in this plan the term is used to describe areas that may contain one or a combination of land uses. The neighborhood will typically be a rectangular or circular area with a radius of ¼ mile or less. Some will be lineal or long and narrow because they are defined by a segment of the transportation system.

##### ***CTH BB Neighborhood***

The planned extension of water and sewer to properties along the south side of CTH BB between American Drive and CTH CB will serve as a stimulus to the further development and redevelopment of this linear neighborhood. The commercial value of this neighborhood has been demonstrated recently with land sales in the \$100,000 to \$200,000 per acre range.

##### ***CTH CB West Neighborhood***

This neighborhood, one of the largest discussed in this plan, is located east of Irish Road, south of CTH BB, west of CTH CB, and north of the land on which the Town of Menasha’s Municipal Complex is located. The neighborhood has a number of assets, including gently sloping topography, natural features such as environmental corridors and woodlands, and access to the transportation system. This neighborhood provides an opportunity for Smart Growth Development concepts.

##### ***Stroebe Island Neighborhood***

While this neighborhood has experienced substantial development over the years, it remains an outstanding environmental asset for the Town. Protection of this environment should be a priority of the Town and the residents who call this neighborhood home.

### ***USH 10 & West American Drive Neighborhood***

The location of transportation improvements has always dictated where development will take place. An example is the construction of USH 10 and the frontage road of West American Drive. This long, lineal neighborhood stretches along the entire length of USH 10 from the USH 41 interchange west to the Town of Clayton. This neighborhood is an opportunity for the Town of Menasha to promote the type of development that is representative of the quality, style and design desired by the leaders and residents of the Town.

### ***USH 10 and CTH CB Interchange Neighborhood***

This neighborhood, south of USH 10 and west of CTH CB, is another example of development opportunities being generated by transportation improvements. The stream corridor and woodlands provides a natural background and boundary for the development of the neighborhood.

### ***North Lake Street and STH 441 Neighborhood***

Further north on North Lake Street and just south of the STH 441 bridge is an undeveloped area with approximately 1,000 feet of frontage on Little Lake Buttes des Morts. This neighborhood offers the opportunity to provide more public access to one of the Town's most valuable natural resources.

### ***Fritse Park Neighborhood***

Fritse Park is a small, five acre park off of North Lake Street along the west shore of Little Lake Buttes des Morts. It is immediately adjacent to the abandoned railroad line and bridge that the Town of Menasha and the City of Menasha are cooperatively developing into a recreational trail. Opportunities for the expansion of the park should be explored.

### ***Winchester Road and Lake Street Neighborhood***

This neighborhood, a mix of residential, industrial, and commercial land uses, is located south of Winchester Road, east of the Canadian National railroad tracks and west of Lake Street. A reduction in the different types of land uses in this neighborhood would be desirable.

### ***Racine Street/9<sup>th</sup> Street Neighborhood***

Due to the high volumes of traffic and the resulting backup of vehicles, the reconstruction of the intersection of Racine Street and 9<sup>th</sup> Street is a possibility. Access to adjacent properties will be an issue, and will need to be balanced against the safe flow of traffic. The compatibility of surrounding land uses with the possible street improvements will need to be evaluated.

### ***Mayer Street Neighborhood***

This is an area adjacent to the Badger Highways quarry where some of the oldest residential housing in the Town of Menasha is located. While no longer being actively mined, processing of mined materials does take place in the quarry. Because of the age of some of the residential structures in this neighborhood, housing rehabilitation is a potential activity. Storm water drainage is also an issue in this neighborhood.

### ***Appleton Road Neighborhood***

This is a lineal neighborhood extending from STH 441 to 9<sup>th</sup> Street. The cooperation that was exhibited by the Town of Menasha and the City of Menasha in the construction of sidewalks along Appleton Road will be needed again in planning for the future transition of residential properties along Appleton Road to commercial properties.

### ***Valley Road Neighborhood***

The one mile stretch of Valley Road west of Appleton Road is characterized by a mix of commercial, industrial, residential and public land uses. Traffic access, storm water management and commercial-residential transitions are issues in this neighborhood.

### ***Valley Fair Mall Neighborhood***

This is the area bounded by the Valley Fair Mall on the west, Wilson Avenue on the south and the boundary with the City of Appleton on the north and east. It is characterized by high density multi-family housing and small retail and commercial structures. As one of the oldest developed areas in the Town, attention should be paid to maintaining its viability in the marketplace.

### ***The Quarries***

While not a typical neighborhood, the presence of six quarries in the Town presents opportunities to support and influence the reclamation plans required for each of the quarries. Each should be evaluated for integration into the surrounding area and the possible range of redevelopment alternatives.

In addition to the areas that are the focus of Neighborhood Plans, there are four neighborhoods that have been designated as **Neighborhood Discussion Areas** (see Map 2). The difference between the neighborhoods just discussed and a neighborhood designated as a **Neighborhood Discussion Area** is that in a regular neighborhood, the existing and future land uses are readily apparent. Typically there is a dominant land use that should be maintained in reviewing

development and redevelopment opportunities. In a **NDA** neighborhood, the projected future land uses are not as readily apparent. There may be a mix of land uses, none of which are dominant, or the land may be undeveloped and the preferred land use will need to be discovered. **NDA's** are generally areas in which a significant transition or change in the land use can be expected to be one of the issues addressed by the Town and its residents. Once the future land use has been determined, a neighborhood development plan can be completed.

### ***CTH CB East Neighborhood***

This neighborhood is located east of CTH CB and north of East Shady Lane. The Town of Menasha has owned this property since the early 1960's. Several concepts have been suggested for the development of this neighborhood, including a "do nothing" alternative. In 1999, residents of the Town voted at the Annual Meeting to not sell the property. They also voted that if was to be sold, it could only be sold for park purposes. It is a very visible neighborhood and could provide the Town with an opportunity to demonstrate Smart Growth development concepts.

### ***East Shady Lane and Arena Drive Neighborhood***

This neighborhood is located just west of American Drive and has the full range of land uses from vacant to residential to commercial to industrial. Development proposals for this neighborhood have generated much interest in the past. The Tri-County Arena is located in this neighborhood. A study recently released by Winnebago County concluded the County should continue to co-own the Tri-County Arena with Outagamie County. The challenge will be to create a smooth transition of compatible land uses in the neighborhood.

### ***West American Drive & Cold Spring Road Neighborhood***

This is an area within the USH 10 and West American Drive Neighborhood that could potentially accommodate a wide range of land uses. As with the East Shady Lane and Arena Drive neighborhood, the challenge will be to create a smooth transition of compatible land uses in the neighborhood.

### ***St. Mary's Central Neighborhood***

This neighborhood is bounded by Cold Spring Road on the west, Jacobsen Road on the north and American Drive on the east and south. The neighborhood is a mix of residential, industrial, commercial and public uses. Special attention will be needed to maintain the separation of uses where necessary and to encourage or discourage proposed developments based on their compatibility.

## 5. Limitations on Development

A summary of the limitations on development is presented in this section. A more detailed discussion of these limitations is in the section on Utilities and Community Facilities and the section on Agricultural, Natural and Cultural Resources.

### ***Productive Agricultural Soils***

It is the intent of the Town of Menasha to protect productive agricultural land and discourage residential development outside of the Sewer Service Area by prohibiting multi-lot platted subdivisions and by limiting single lot rural residential development.

### ***Environmentally Sensitive Areas***

The East Central Wisconsin Regional Planning Commission identifies environmentally sensitive areas as part of its regional land use and water quality planning process.

#### **a. Lakes and Streams**

Little Lake Buttes des Morts (and the Fox River) is the dominant water feature in the Town of Menasha. It is both a natural and a recreational resource. Development will be limited to recreational uses that do not significantly impact the beauty and quality of this resource and are in compliance with the Winnebago County Shoreland District Zoning Ordinance.

There are several smaller stream corridors that feed into Little Lake Buttes des Morts that will also be protected from development through the enforcement of the Shoreland District Zoning Ordinance.

#### **b. Wetlands**

The Town's major wetland is in the Stroebe Island area. While significant residential development has taken place on Stroebe Island, it is expected that little, if any, further development will take place because of the importance of this environmentally sensitive area.

#### **c. Floodways**

Development activity in and near floodways is regulated by the Winnebago County Floodplain Zoning Ordinance.



### ***Limiting Environmental Conditions***

The East Central Wisconsin Regional Planning Commission also identifies environmental conditions that limit development. While these conditions may not prohibit development, they are to be considered during the development approval process.

#### **a. Seasonal High Groundwater**

While development has taken place in areas with high groundwater, future development should be discouraged in these areas.

#### **b. Floodplains**

Development activity in and near floodplains is regulated by the Winnebago County Floodplain Zoning Ordinance.

#### **c. Shallow Bedrock**

While development has taken place in areas with high groundwater, future development should be discouraged in these areas.

#### **d. Steep Slopes**

With the exception of the eastern shoreline of Little Lake Butte des Mort, which is developed, steep slopes are not an issue in the Town of Menasha.

### ***Boundary of Utility Service and Community Facilities***

#### **a. Utility Services**

The Town of Menasha's Utility District covers the entire Town. The District has an adequate water supply to accommodate the growth projected to occur by 2020. Extension of water mains and services will be needed.

There is available capacity with the major sewer interceptors and wastewater treatment plants on the east and west sides of the Town of Menasha to accommodate growth. In 2004, the East Central Wisconsin Regional Planning Commission will be updating the Fox Cities Sewer Service Area Plan. Improvements needed, if any, to accommodate the growth projected to occur by 2020 will be identified through this process.

Storm water management will be an important factor in evaluating future development. The Town of Menasha is currently discussing how aggressive an approach should be taken to the management of storm water.

There do not appear to be any issues or concerns with solid waste disposal, telecommunications or electric and gas services.

***Community Facilities***

It appears the projected increase in population will not generate any demand in the short term for a significant increase in municipal services provided by the Town of Menasha.

The Future Land Use Map will be reviewed by the Town of Menasha Police and Fire Departments and Utility District staff to identify changes needed in staffing and services that may be necessary to serve the areas projected to develop by 2020.

## 6. Land Use Projections

### *Agricultural*

It is clear that the amount of land used for agricultural purposes in the Town of Menasha over the next twenty years will decline. For this reason, no projections of the land needed for agricultural purposes were made.

### *Residential*

Tables 35 and 36 were presented earlier in the Housing Element. Table 35 displayed the impact of the projected rise in the Town's population in terms of the number of housing units that would be needed. Table 36 projected the number of acres, in five-year increments, that would be needed to accommodate the housing units. Table 36 is shown again below.

In making these projections, it has been assumed that 70% of the additional housing units will be for single- and two-family development and 30% will be for multi-family development. It was also assumed that the density for single-family and two-family residential units would be three units per acre by 2005 and increase to five units per acre in 2020. The density for multi-family developments would be nine units per acre in 2005 and increased to ten units per acre by 2020.

**Table 36**  
**Acres Needed Based On Projected Housing Units**

	Year				
	Current	Projected			
	2000	2005	2010	2015	2020
<b>Total Housing Units – Current and Projected Additional</b>	6,298	667	475	489	498
<b>Single and Two-Family</b>					
Occupied Units – Current and Projected Additional	4,485	467	333	342	349
Vacancy Rate	1.011	1.03	1.03	1.03	1.03
Total Number of Units Adjusted for Vacancy	4,534	481	342	353	359
Number of Units per Acre	2.79	3.00	4.00	4.00	5.00
Number of Acres Developed	1,623	1,783	1,869	1,957	2,029
Number of Acres Available/(Needed)	242	82	(4)	(92)	(164)
<b>Multi-Family</b>					
Occupied Units – Current and Projected Additional	1,813	200	143	147	149
Vacancy Rate	1.055	1.05	1.05	1.05	1.05
Total Number of Units Adjusted for Vacancy	1,913	210	150	154	157
Number of Units per Acre	7.06	9.00	10.00	10.00	10.00
Number of Acres Developed	271	294	309	325	340
Number of Acres Available/(Needed)	54	31	16	0	(15)

Source: US Census, Town of Menasha and Martenson & Eisele, Inc.

These projections were made based on the assumption that the land currently zoned for single, two and multi-family residential uses is located in areas desired by homeowners and renters. The reality is that market trends, land ownership, individual preferences and numerous other factors all affect the viability of any particular residentially zoned property. In addition, some existing housing may be converted to other uses, and vacant land zoned for residential may be rezoned for other land uses.

**a. Single- and Two-Family Development (Low Density)**

In 2000, the Town of Menasha had approximately 242 acres of undeveloped land zoned for single and two-family housing. An initial analysis shows that based on densities of three to five units per acre, 406 acres will be developed by 2020, which is 164 acres more than is currently zoned for future growth. Further analysis reveals several factors that will influence the total number of acres that will be developed and where the development will occur.

While the Town of Menasha will encourage compact development and low density development of five units per acre, it is possible that residential development projects will be proposed at a density of less than five units per acre. The result will be the need for more land than shown in the projections. A second factor is that portions of the 242 acres have been developed over the past eighteen months. And finally, a parcel by parcel analysis of the vacant, unplatted land zoned for single family development reveals several parcels that are unlikely to develop due to ownership situations, environmental conditions or a projected change in zoning to a non-residential use. For example, several parcels are outside of the Sewer Service Area. Another area is located between the Canadian National Railroad tracks and wetlands in the area of Stroebe Island.

Based on these factors, the Town of Menasha Future Land Use Plan will show more than 406 acres of future low density residential development.

**b. Multi-Family Development (Medium and High Density)**

The Town had 54 acres of undeveloped land zoned for multi-family housing in 2000. An initial analysis shows that based on a projected density of ten units per acre, 69 additional acres will be developed by 2020. Further analysis shows that portions of the 54 acres have been developed over the past eighteen months or are located in areas that may be unsuitable for multi-family development due to environmental conditions. One of the larger parcels is located near the Tri-County Ice Arena where neighborhood opposition to the development of multi-family housing has been strong. In addition, some multi-family development will occur at a density of less than 10 units per acre.

Based on these factors, the Town of Menasha Future Land Use Plan will show more than 69 acres of future medium and high density residential development.

**c. Active Subdivisions**

There are four active subdivisions in the Town of Menasha, all of which are located on the west side. Gateway Meadows is located north of USH 10 between Irish Road and Clayton Avenue and offers parcels for single, two and multi-family residential structures. Based on lot prices, Gateway Meadows is targeting the middle to upper end of the market. High Plain Meadows is located north of East Shady Lane and west of Cold Spring Road, and is targeting first-time or entry level single homeowners. Wildlife Heights is located north of the Canadian National railroad tracks and east of Irish Road. This subdivision offers a range of first-time and move-up opportunities. Golf Village is located west of American Drive and north of West American Drive and is characterized by middle to upper end homes.

**d. Areas Projected to be Developed*****Residential***

In keeping with the Smart Growth concept of compact development, it is projected that areas adjacent to the subdivisions just mentioned will be the location of future residential land use. The area north of High Plain Meadows is anticipated to develop within the next five years followed by the area to the west over the next 10- 20 years. It is projected that the area to the south of Wildlife Heights will develop for residential purposes within the next 10 years. Land south of USH 10 between CTH CB and Irish Road is also projected to become the location of single-family homes in the last half of the 20 year planning period.

There are a number of lots in older subdivisions that are available for in-fill development. In addition, there are a few older farmhouses and houses that possibly may be acquired, demolished and replaced with one or more new residential structures.

***Commercial***

Planners typically use a ratio of the number of residents in a community to the number of acres used for commercial activities to project how many additional acres of land are needed over the next five, ten fifteen and twenty years. This method works best for a "stand alone" type of community that is surrounded by unincorporated and undeveloped municipalities. Because the Town of Menasha is just one of the many municipalities that make up the Fox Cities, this method is not a good predictor of the future need for commercial land uses in the Town.

The Town of Menasha has chosen, instead, to use existing development patterns to project where the development and redevelopment of future commercial land uses will occur. The major driver is the transportation pattern followed by the

residential land use pattern.

The development pattern for commercial development on the east side of the Town is predictable because of the lack of vacant land for commercial uses and the transportation system is in place. Most new commercial development will occur along Appleton Road with a majority of it resulting from the transition of residential land uses to commercial.

Commercial development on the west side is projected to occur in several areas. The primary focus will be along USH 10, and especially in the Gateway development along West American Drive between Cold Spring Road and Irish Road. The intersections of CTH CB with USH 10, Jacobsen Road, and CTH II are projected to be areas in which commercial development will occur. In-fill commercial is projected to occur along American Drive between CTH BB and East Shady Lane.

### ***Industrial***

The same approach that was used for projecting future commercial land uses was used to project the location of future development and redevelopment opportunities for industrial land use purposes.

There are three major areas on the east side that are projected to continue as industrial areas. They are Valley Road between Appleton Road and Racine Street, the west side of Earl Street north of Appleton Road and the warehousing and distribution facility on Brighton Beach Road.

The west side of the Town of Menasha is projected to be anchored by industrial land uses in all four corners. Kimberly Clark is a major land owner in the southeast and southwest sides. Pierce Manufacturing and Great Northern Container are the major players on the northeast side. The northwest side is projected to become home to a new business park located between CTH CB and Irish Road and south of CTH BB. Land west of Irish Road and north of East Shady Lane is projected to develop for industrial uses sometime beyond the 20 year time frame of this plan.

Some in-fill development may occur in the southeast and northeast portions of the Town's west side. The extension of sewer and water along CTH BB west of American Drive will spur additional industrial growth in that area.

These projections will be reviewed after the East Central Wisconsin Regional Planning Commission updates the Fox Cities Sewer Service Area Plan. The update is scheduled to begin in 2004. As part of the update, land demand for commercial and industrial uses will be projected over a 20-year time period. The impact of these projections on the comprehensive plan will be reviewed the Town of Menasha Community Development Department. If necessary,

amendments to the Comprehensive Plan based on the Sewer Service Area Plan will be made.

## H. Intergovernmental Cooperation

### 1. Relationships with Other Governments

Wisconsin State Statutes provide guidelines for intergovernmental cooperation and boundary agreements between municipalities. This statute enables adjoining communities to enter into agreements that will benefit both communities.

Mutual Aid agreements are a type of intergovernmental cooperation. For example, city, village and town fire departments use this vehicle to extend fire protection from one municipality to another. The biggest advantage is that each fire department can share equipment and manpower in times of major fires that would otherwise limit the resources of a particular department in responding to a disaster. The Town of Menasha will continue its policy of entering into mutual aid agreements that are beneficial to each unit of government.

As the Town of Menasha looks to the future, one area that may be worthwhile in pursuing is the establishment of boundary agreements with the neighboring incorporated communities with which it currently does not have agreements. The sole purpose of this effort is to stabilize the present Town boundaries from the continuing threat of annexations to the neighboring incorporated community. To achieve this type of an agreement, each governmental unit must negotiate in "good faith."

Town of Menasha representatives attend meetings with other local governing bodies whenever issues' concerning the Town is involved. The Town of Menasha continues to develop liaisons with local, regional, state and federal units of government to assure input from the Town of Menasha as well as to build cooperation between these governmental units.

#### ***Adjacent Communities***

Communities that are adjacent to the Town of Menasha include the towns of Clayton, Grand Chute, Greenville, Harrison and Neenah and the cities of Appleton, Menasha and Neenah.

**Town of Clayton** – Discussions are currently taking place on the extension of sewer and water to the Town of Clayton from the Town of Menasha Utility District. The two towns also cooperate on economic development efforts. The Town of Clayton passes along to the Town of Menasha its share of the Per Capita Funding Program, an annual grant program administered by the Winnebago County Industrial Development Board. The Town of Menasha plows East Shady Lane from Clayton Avenue to USH 45. The two towns cooperated on submitting a grant for the multi-purpose trail that will parallel USH 10. They have a mutual aid agreement for fire service but not for police or EMS service.



**Town of Greenville** – The Town of Menasha has a mutual aid agreement for fire protection at the Outagamie County Airport that is located in the Town of Greenville.

**Town of Grand Chute** – The Town of Menasha cooperates with several municipalities on joint bidding for street paving projects, one of which is the Town of Grand Chute. The two towns also share a street sweeper and other public works equipment.

**City of Appleton** – The Town of Menasha signed a border agreement with the City of Appleton in 1998 (see Map 17). As part of the agreement, the Town will not contest any annexations of land north of STH 441 and east of Gmeiner Avenue. Part of the agreement also states that if land outside of this area is annexed into the City of Appleton, a land parcel of similar size will be detached from the City of Appleton and attached to the Town of Menasha. The Town has mutual aid agreements with the City for fire and police protection. The two communities also cooperate with public improvements.

**Town of Harrison** – The common boundary shared by the two towns is a segment of Oneida Street. Currently the two towns have no agreements.

**City of Menasha** – The Town of Menasha signed a border agreement with the City of Menasha in 1998 (see Map 17). As part of the agreement, the Town will not contest any annexations of land south and east of STH 441. Part of the agreement also states that if land outside of this area is annexed into the City of Menasha, a land parcel of similar size will be detached from the City of Menasha and attached to the Town of Menasha. The two municipalities have a long history of cooperation on transportation projects. They have also explored partnering on a housing rehabilitation program.

**City of Neenah** – Currently the Town of Menasha does not have a boundary agreement or any mutual aid agreements.

**Town of Neenah** – The two towns have a mutual aid agreement for fire protection. A portion of the Town of Neenah is served by the Town of Menasha Utility District. The agreement is that if the Town of Menasha would become a village, that portion of the Town of Neenah would automatically be annexed to and become part of the newly incorporated village.

### ***Adjacent School Districts***

Communications with the three public school districts (Appleton, Menasha and Neenah) have been informal in nature. The Town of Menasha would like to establish more formal communications with each of the districts.

Insert Map 17 here

### ***County***

As would be expected, there is a significant amount of interaction between the Town of Menasha and Winnebago County. Planning, zoning and subdivision ordinances, regional storm water management, drainage plans, septic system installations, access control, 911 dispatch, emergency management and geographic information systems are the most common areas that require cooperation.

There is less interaction with Outagamie County, most of which deals with CTH BB or Prospect Avenue and the airport overlay zone.

### ***Regional***

The Town of Menasha is involved at the regional level with the Fox Cities Economic Development Partnership and the Northeast Wisconsin Regional Economic Partnership. Both are economic development efforts that recognize the power of working together in retaining and attracting businesses.

The Town is actively involved with the East Central Wisconsin Regional Planning Commission and with the Winnebago Towns Association.

The Town of Menasha is one of the original members of the FOXNET Fiber Optic System, a consortium of public organizations that came together to provide high speed data and Internet access for their own use through a wide area network or WAN. The other members of FOXNET are the cities of Menasha and Neenah, the school districts of Menasha and Neenah, Winnebago County, Fox Valley Technical College and Menasha Utilities. FOXNET continues to explore options with this service including the expansion to other public and private sector organizations.

### ***State and Federal***

The Town of Menasha sends representatives to state-wide associations including the Wisconsin Municipal Towns Association, the Wisconsin Municipal Clerks Association and the Wisconsin Municipal Treasurers Association.

Much of the communication and cooperation at the state and federal level deals with transportation issues, primarily highways. The Fox River Heritage Corridor Project also very important to the Town of Menasha. Progress continues to be made on the planned re-opening of the locks from Lake Winnebago to Green Bay which will potentially encourage more locations for boat ramps, especially for canoeing and kayaking. Communication with regional, state and federal officials will be needed to ensure the success of the project.

### **3. Shared Public Facilities**

The Town of Menasha Utility District is part of two regional wastewater facilities. In addition, the Town of Menasha purchases water from the City of Menasha.

### **4. Conflicts**

At this time, the Town is not aware of any existing or potential conflicts with adjacent units of government with the exception of a possible border agreement with the City of Neenah.

The Town Board of Menasha attempts to meet and listen to all other governmental units with whom there may be a conflict. It is the policy of the Town of Menasha to respect the rights of residents and landowners and to resolve conflicts in a way that would not affect the future plans of the Town of Menasha.

### **5. Opportunities**

The east side of the Town of Menasha has a highly irregular boundary with several "islands" as a result of annexations. The Town feels there are opportunities to improve the delivery of services on the east side, particularly with respect to fire, police and street construction and repair.

## VI. Public Participation

### A. Citizen Participation Plan

The following Citizen Participation Plan was adopted by the Town of Menasha Town Board on July 14, 2003.

#### 1. Public Information Dissemination

- a. The Town will conduct a household survey that will measure people's opinion regarding growth and development issues in the Town of Menasha. The questions shall be drafted in such a way that would solicit people's opinion on a variety of planning and land use topics.
- b. The Town will advertise public meetings, utilizing all forms of venues. This could include articles and notices in the local newspapers, radio announcements on the local radio stations, such as a "community calendar" announcement, a Town newsletter article, and direct mailing.
- c. With the Town's web page, a number of meeting facts will be made available, including the meeting dates, times, location, and topic to be discussed.
- d. A method of developing a strategy to reach citizens with special transportation needs could be made during the plan review process. This method could include the notification of disabled people now receiving benefits from the County, State, or Federal Government.
- e. For those citizens who cannot attend one of the public meetings, or for those who did attend but did not verbally communicate their thoughts, a hand-out could be provided at the end of all the meetings or sent out to those who request a copy. Citizens could also be encouraged to submit written comments regarding the Plan.

#### 2. Meeting Schedule

- a. The purpose of the first public meeting will be to introduce the history, background, and purpose of Comprehensive Planning in the Town (past, present and future), and seek public input regarding attitudes toward growth and development issues.
- b. Also early in the process a meeting shall be held with surrounding communities to discuss mutual and bordering land use issues.
- c. Following the initial hearing, a new set of meetings will be held to determine core values and land use goals and objectives. The values, goals, and objectives will be refined and hold additional meetings, if necessary will be held. Findings from these additional meetings will assist in preparing the final recommendations at the end of the process.
- d. During the initial public meetings, the existing land use map will be reviewed, with citizen input on where future growth areas (by land use) would make sense.

- e. A draft proposed land use map will be prepared, based upon public comment, Town staff and committee/board input and consultant recommendations. Once the proposed plan has been formulated, another public hearing will be held to obtain public comment on the proposed land use map. Surrounding communities could again be invited to make comments and suggestions.
- f. The Plan Commission will hold a public hearing on the final version of the Comprehensive Plan and make a recommendation to the Town Board. The Board would hold its own public hearing and will adopt the proposed Comprehensive Plan by Ordinance.

## B. Summary of October 15, 2001 Public Hearing

Town of Clayton representatives inquired about the routing of West American Drive out to Clayton Avenue. West American Drive was recently mapped out to Clayton Avenue. West American Drive splits off into Smoke Tree Road. Smoke Tree Road then goes into the single-family subdivision, Gateway Meadows. The Town of Clayton representatives verified that Jacobsen Road is planned to extend out to the Town of Clayton and connect to Fairview Drive. The Town of Clayton is interested in obtaining water and sewer connections with the Town of Menasha's Utility District. Finally, other official mapped roads will be identified through the Comprehensive Plan.

The Town of Menasha staff and consultant explained that the Future Land Use Map guides zoning decisions and therefore, the public hearings will be very important in order to gather resident comments on developing a new Future Land Use Map.

The Town of Menasha staff and consultant clarified how zoning can use buffers, such as Hwy or Commercial/Industrial or Duplex/Multi-Family or Single-family to appropriately separate land uses.

It was noted that the nine elements of a Smart Growth Comprehensive Plan (e.g. issues & opportunities, economic development, transportation, land use, intergovernmental cooper, community facilities/utilities, etc.) will be examined through different public hearings. A schedule of the public hearings will be placed on the web site.

The Town of Menasha staff noted the five year road plan is not currently in the Comprehensive Plan but will be in this update.

Martenson & Eisele clarified that the only way to change the Future Land Use Map (once it is adopted), is through an amendment to the Comprehensive Plan. This provides a protection to the Town since a rezoning would not get recommended for approval if it violated the Future Land Use Map of the Comprehensive Plan. For example, a piece of land identified as Low Density

Residential would not receive a recommendation of approval if an applicant proposes a rezoning to an industrial use.

Martenson & Eisele noted there is a difference between a land use and a zoning map. Land uses, such as Low Density Residential, Mixed Use, Business Park and Industrial, are guides used in making decisions of zoning or other land use changes. For example, the Mixed Residential Land Use designation on the Land Use Map could allow for various residential uses, such as single-family, duplex, townhouse, apartments, or cluster developments. Zoning, on the other hand, specifically details what principal uses are possible for a parcel of land. For example, a doctor's office and an auto sales store are principal uses allowed in the B-3 General Business zoning district. Other examples of requirements specifically regulated through zoning are setbacks (e.g. principal building required to be set back a minimum of 50 feet to the street setback in the B-3 zoning district), frontage requirements (e.g. 65 ft. minimum frontage for the R-2 Single-Family zoning district), and lot size requirements (e.g. 12,000 sq. ft. minimum lot size for R-3 Two-Family or Duplex zoning district).

### C. Plan Commission Meetings

Each of the nine elements was reviewed with the Town of Menasha Plan Commission. These meetings were open to public and notice of the meetings was given in compliance with state law. Minutes are available on the Town of Menasha web site at:

<http://www.town-menasha.com/cd%20web/Town%20Planning%20Commission%20Minutes.htm>

### D. Town of Menasha Web Site

As each of the drafts of the nine elements were completed, they were published on the Town of Menasha's web site for review by the residents of the Town and other interested parties.

### E. Public Forums of May 16 and 23, 2002

The draft land use plan was the subject of two public forums held on May 16, 2002 at the Town of Menasha Municipal Complex and on May 23, 2002 at the Town of Menasha Community Center.

Presentations were made on the Smart Growth Comprehensive Planning Process by Alvin Bellmer, Chairperson of the Town of Menasha Planning Commission and George Dearborn, Director of Community Development for the Town of Menasha. Jonathan Bartz, Principal Planner for Martenson & Eisele, made a presentation on past, present and future land use in the Town of Menasha.

Town residents who attended the public forums were given the opportunity to review a draft future land use plan for the Town of Menasha, ask questions of the Town's staff and consultant, and make suggestions on future land use in the Town of Menasha. Below is a list of the areas that generated the largest amount of questions and suggestions:

- The projected industrial or business park located on the west side of CTH CB north of the Town of Menasha Municipal Complex
- The property owned by the Town of Menasha located on the east side of CTH CB north of East Shady Lane
- Projected future land uses along West American Drive between Millpond Lane and Cold Spring Road
- Projected future land uses surrounding the Tri-County Ice Arena.
- The desire for residential development to be low density versus medium or high density

The Town's staff and consultant reviewed the suggestions and comments in developing a second draft of the Future Land Use Plan that was presented to the Town of Menasha Planning Commission on July 17, 2002. Based on the discussion at that meeting, a final draft of the Future Land Use Plan was prepared for inclusion on the Town of Menasha web site and for the presentation of the draft of the Smart Growth Comprehensive Plan at a public hearing in the fall of 2002.

#### F. Distribution of Draft Smart Growth Comprehensive Plan

The draft Smart Growth Plan was distributed to all surrounding communities, state, local and regional agencies, school districts and libraries.

#### G. Public Hearing of May 14, 2003

The Town Planning Commission held a public hearing on May 14, 2003 and following hearing made plan modifications and then adopted a resolution recommending approval of the plan to the Town Board. Prior to this public hearing Town staff held a series of neighborhood meetings on the plan and then held an advertised informational meeting on May 6, 2003. Following this meeting, Town staff met with a group of major land owners to address their development concerns on May 7, 2003.



## H. Public Hearing of June 23, 2003

The Town Board held a public hearing on June 23, 2003 to solicit public input on the plan. Following public input the Town Board made modifications to the plan and held a first reading on an ordinance adopting the plan. On July 14, 2003 the Town Board had a second reading and then adopted the ordinance that adopted the plan.