

A quorum of the Administration Committee, Board of Public Works, Park Board, and/or Common Council may attend this meeting; (Although it is not expected than any official action of any of those bodies will be taken).

**CITY OF MENASHA
COMPREHENSIVE PLAN AD-HOC COMMITTEE
Menasha Library
September 23rd, 2021
Company Room E**

2:30 PM
Or immediately following

AGENDA

- A. CALL TO ORDER
- B. ROLL CALL/EXCUSED ABSENCES
- C. DISCUSSION / ACTION ITEMS
 - 1. Transportation Chapter Review
- D. ADJOURNMENT

If you have questions, please call the Community Development Department at
(920) 967-3650 between 8:00 AM – 4:00 PM, Monday through Friday.



MSA

Memo

To: Menasha Comprehensive Plan Update Ad-Hoc Committee
From: Ria Hull, AICP
Subject: Comprehensive Plan Update – Transportation
Date: September 17, 2021

Included in this Packet

- Plan Introduction
- Transportation Goals, Policies and Actions
 - Includes the existing goals and objectives for comparison.
- Roads Map
- Bike and Pedestrian Facilities Map
 - Includes existing and proposed facilities.

Project Schedule

- I. **June**
 - a. Ad-Hoc Committee Meeting #1 - Project Kick-Off
- II. **July**
 - a. Public Visioning Sessions
 - b. Online Community Survey
- III. **August**
 - a. Ad-Hoc Committee Meeting #2
 - i. Public Input Results
 - ii. Land Use Draft
- IV. **September**
 - a. **Ad-Hoc Committee Meeting #3 (this meeting)**
 - i. Introduction
 - ii. Transportation Draft
- V. **October**
 - a. Plan Commission Meeting – October 19th
 - i. Public hearing
 - ii. Recommendation to Council
 - b. Common Council Meeting

MEMO

September 17, 2021

i. Adoption

Ad-Hoc Committee Assignments for the September 23rd Meeting:

Please review the Introduction and Transportation goals, policies and actions, and the roads and bike/ped. facilities maps and come ready to discuss.

INTRODUCTION



WHY PLAN?

The purpose of this plan is to establish a shared vision for Menasha that will guide future actions and decisions. This guidance improves the City's ability to work cohesively and consistently over time.

PURPOSE & INTENT

The Comprehensive Plan is a resource for managing the growth of the City of Menasha. It is designed to be a working document used by City officials to direct community development decisions, to assist with capital and operational budgeting, and as a tool to focus and stimulate private housing, business and industrial investment.

A Comprehensive Plan functions as an umbrella document that considers most issues affected by City government, and it is to be used in coordination with other documents and ordinances. The plan refers to other plans and studies that address specific topics in greater detail.

The plan is implemented through the use of ordinances, especially the zoning and subdivision ordinances. This plan is intended to help the Plan Commission and City Council apply those ordinances; in fact, State statutes require that certain decisions must be consistent with this Plan.

PLAN MAINTENANCE

The plan represents the City's best effort to address current issues and anticipate future needs, but it can and should be amended as conditions warrant reconsideration of policies. The plan can and should be amended from time to time to adjust to changing conditions, and it should be fully updated with new data every 10 years.

WELCOME TO THE CITY OF MENASHA'S COMPREHENSIVE PLAN!

The Comprehensive Plan is intended to guide decisions and actions affecting City budgets, ordinances and growth. The Plan looks 20 years into the future, but focuses on action steps to guide the City's near-term efforts to help realize the long-term goal. As a broad based plan, it relies on other more detailed plans, budgets and other processes that bring more clarity and specifics to everyday decisions.

The Plan's recommendations are intended to:

- » Create a collective vision for the future of Menasha.
- » Establish priorities for public investment, including the City's Operating Budget, Capital Budget, and 5-year Capital Improvement Program.
- » Inform policies that guide City decision-making.
- » Align the work of City agencies around the issues that matter most to our residents and stakeholders.
- » Create a framework for topic-specific plans and initiatives that will expand on the Comprehensive Plan's recommendations.
- » Guide private development through the Future Land Use map and policies.
- » Foster partnerships with other entities to address shared goals.

Plan Adoption and the Consistency Requirement

Under Wisconsin's comprehensive planning statute, a comprehensive plan must receive a public hearing and be approved by resolution by the Plan Commission, and adopted by ordinance by the City Council.

Wisconsin's Comprehensive Planning law requires that if a local government unit enacts or amends any of the following ordinances, the ordinance *must be consistent* with the comprehensive plan:

- » Official maps
- » Local subdivision regulations
- » General zoning ordinances
- » Shoreland/wetland zoning ordinance

Though adopted by ordinance, the plan itself is not an ordinance. This plan is not intended to be a literal "road map" for the City that provides a clear path from the present to a point twenty years into the future. Rather, it is intended to guide decision making in the years to come toward a unified vision expressed in this plan. Over the course of time many factors will arise that will significantly influence the day-to-day decision making that occurs at the local government level, and in the community in general. This plan should continue to be consulted to ensure that such decisions contribute to the established vision in this plan.

OVERALL VISION

Menasha's vision statement is intended to set the general tone for the rest of the plan. It encapsulates the major themes woven throughout the plan.

2041 VISION: *The City of Menasha embraces its waterfront and historic downtown, creating vibrant, mixed-use neighborhoods with a variety of places to shop, eat, live, work and play.*

Plan Organization

This plan is organized around the nine required plan elements as outlined in state statutes:

1. Introduction
2. Public Engagement
3. Agricultural, Natural & Cultural Resources
4. Utilities & Community Facilities
5. Intergovernmental Cooperation
6. Economic Development
7. Housing
8. Transportation
9. Land Use
10. Implementation

Each section includes issues and opportunities (identified during the process), voices from the community (public input gathered), 2021 snapshot (of existing conditions), and goals, policies and actions.

Appendix A: Plan Adoption & Amendments

Appendix B: Action Plan

Appendix C: Survey Results

Appendix D: Community Visioning Results

Appendix E: Maps

Goals, Policies & Actions

The policy content of this plan is organized into Goals, Policies and Actions.

Goals

A goal is a general statement about a desired future outcome. Goals provide the big idea and direction but do not indicate how they will be achieved.

Policies

Policies are rules of conduct to be used to achieve the goals of the plan. They are intended to be used regularly to guide City decisions. Some of the policies in the plan could also be stated as actions, but have not yet been assigned to anyone to pursue action.

Actions

Actions are specific activities that someone within city government should actively pursue, sometimes in coordination with non-governmental agencies. All actions are repeated in the **Implementation** section with approximate deadlines and responsible parties assigned.

Sustainability in Menasha

Sustainability is a relatively new focus in community planning and development, but the balancing of various impacts in community decision-making is not a new practice – Menasha has been doing this for many, many years. As a community, we have often achieved sustainable outcomes through a focus on efficiency, including the efficient use of land and infrastructure and the efficient use of energy. Those efforts have improved our capacity to sustain our way of life in case of future changes such as energy costs spikes or a period of prolonged economic hardship.

This plan features many specific actions and policies intended to improve our sustainability and resilience. These are identified in each section with this sustainability icon:



In cases where the goal is identified as sustainable, the underlying policies and actions are also sustainable.

CENSUS DATA

The Census Bureau collects basic data every 10 years as part of the federal population census, but it also collects much more information every year through the American Community Survey (ACS). That data is collected using a relatively small sample of the local population, which is then reported not as a snapshot in time, but as a reflection of conditions over a five-year sampling period. The data are reported as “estimates” and every estimate has a certain amount of error calculated based on the number of responses in the sample.

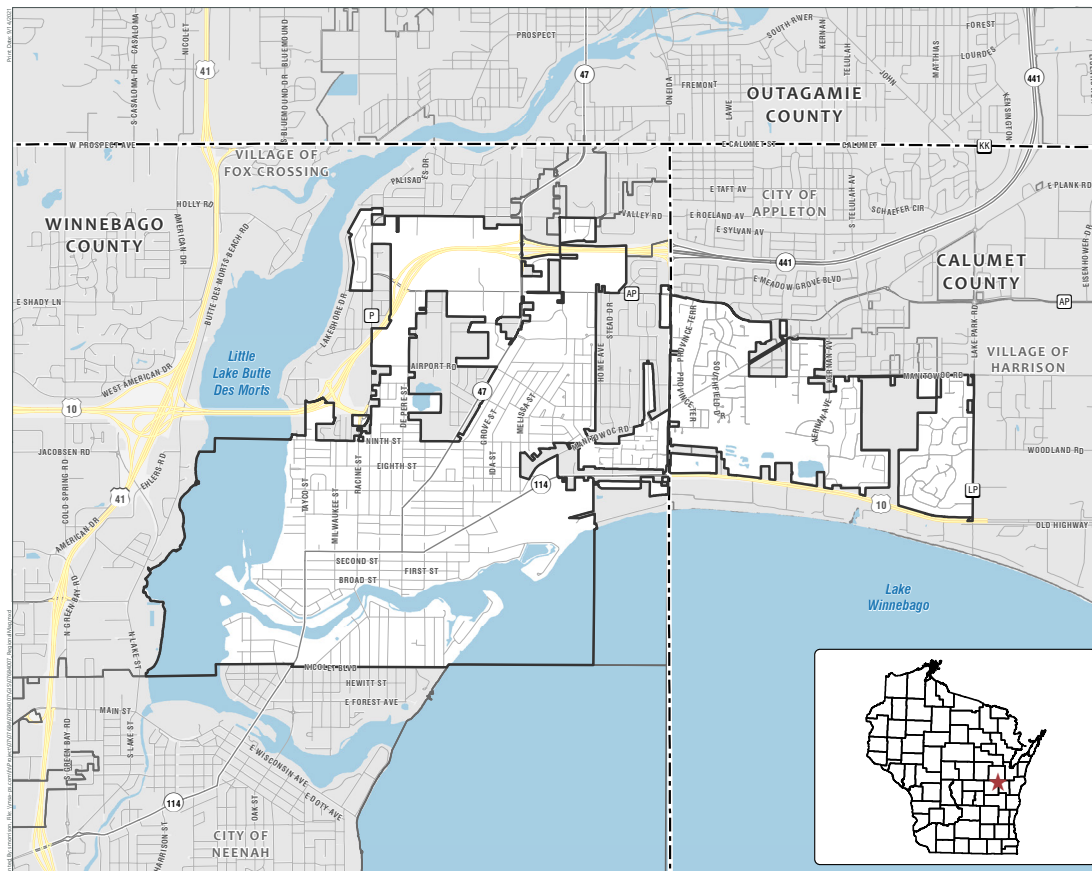
Regional Context

Menasha is a community of about 17,500 located on the northern shore of Wisconsin's largest inland lake, Lake Winnebago. The Fox River and Little Lake Butte des Morts border the City on the west. The City is within a region known as the Fox Cities, owing to its location along the Fox River. The Fox Cities is home to many small- to mid-sized communities, including Appleton, Neenah, Fox Crossing and Harrison. The area has access to major transportation routes and facilities. It is located between Oshkosh and Green Bay along the I41 and US 10/441 corridors.

Though the City is located within a growing region of the State, it is landlocked, and will soon run out of available properties to develop. This is a major challenge and will force the City to plan creatively and to focus its development efforts on rehabilitation and redevelopment of older properties.

Though the City faces challenges, its waterfront location, historic downtown, strong sense of community, and convenient location make it an attractive destination for businesses and residents alike.

REGIONAL CONTEXT MAP



Regional Map

Comprehensive Plan Update

City of Menasha
Winnebago & Calumet
Counties, Wisconsin

- Waterbody
- City of Menasha
- Surrounding Municipality
- Wisconsin County Boundary

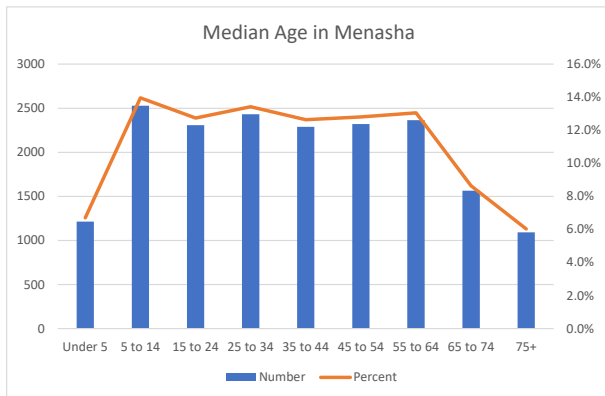
Data Sources:
City of Menasha GIS
Regional Planning Commission
WGNR
Winnebago and Calumet County GIS

MSA

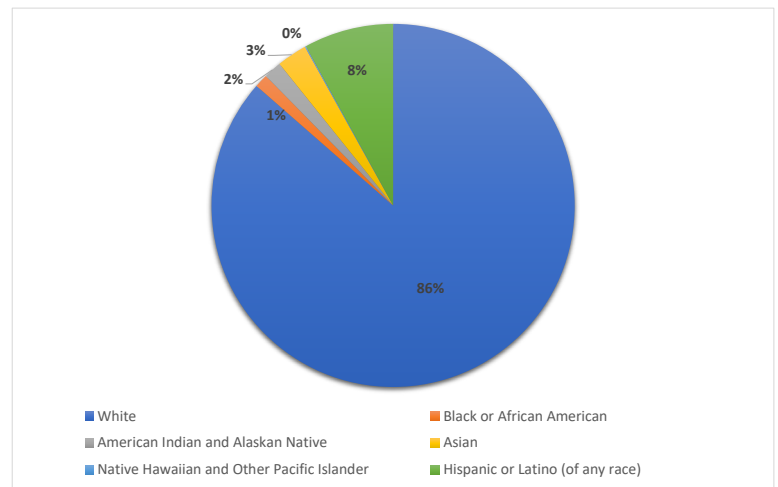
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2021 SNAPSHOT OVERVIEW

MEDIAN AGE



RACE AND ETHNICITY



HOUSING VALUES

Median Housing Values		
Community	Dollar Amount	Compared (WI)
Menasha	\$131,100	(\$66,100)
Neenah	\$141,000	(\$56,200)
Fox Crossing	\$158,600	(\$38,600)
Harrison	\$223,300	\$26,100
Appleton	\$147,800	(\$44,700)
Winnebago Co	\$152,500	(\$44,700)
Calumet Co	\$178,900	(\$18,300)
Wisconsin	\$197,200	\$0

EDUCATIONAL ATTAINMENT

Menasha Educational Attainment (25 years and over)	
Type of Education	Percent
Less than high school graduate	7.7%
High school graduate (includes equivalency)	37.1%
Some college or associate's degree	31.7%
Bachelor's degree	16.6%
Graduate or professional degree	6.8%

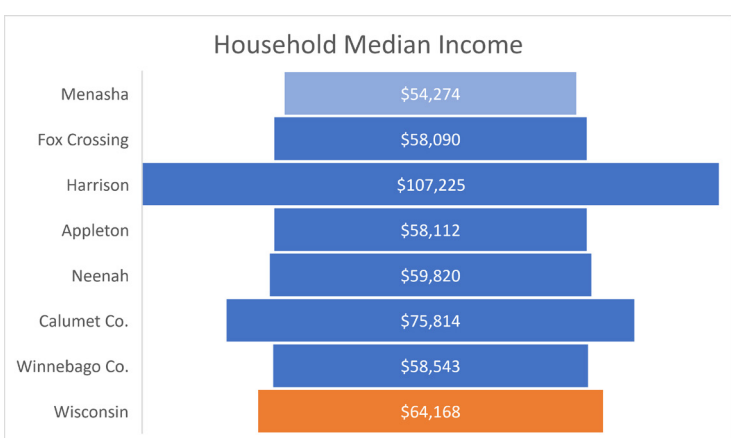
HOUSEHOLD GROWTH AND PROJECTIONS

	City of Fond du Lac		City of Neenah		City of Menasha		City of Appleton		City of Kaukauna		Wisconsin	
	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per	Number of HH	Persons Per
1980											1,652,261	2.85
1990											2,055,774	2.38
2000	16,638	2.38	9,834	2.47	6,951	2.35	26,864	2.52			2,084,544	2.57
2010	17,942	2.28	10,694	2.36	7,405	2.32	28,874	2.43	6,270	2.45	2,279,768	2.49
2015	18,642	2.22	11,012	2.34	7,567	2.3	29,874	2.37	6,638	2.39	2,371,815	2.44
2020	19,415	2.18	11,505	2.32	7,868	2.29	31,623	2.33	7,232	2.35	2,491,982	2.41
2025	20,104	2.15	11,935	2.31	8,125	2.28	32,983	2.3	7,750	2.32	2,600,538	2.39
2030	20,645	2.13	12,321	2.29	8,356	2.26	34,200	2.27	8,253	2.29	2,697,884	2.36
2035	20,856	2.1	12,573	2.27	8,486	2.24	34,853	2.24	8,637	2.26	2,764,498	2.34
2040	20,773	2.08	12,682	2.26	8,505	2.23	34,938	2.21	8,891	2.23	2,764,498	2.35

POPULATION GROWTH AND PROJECTIONS

	City of Fond du Lac	City of Neenah	City of Menasha	City of Appleton	City of Kaukauna
	Population				
1970	35,515				
1980	35,863	22,432	14,748	58,913	11,310
1990	37,757	23,219	14,711	65,695	11,982
2000	42,203	24,507	16,331	70,087	12,983
2010	43,021	25,501	17,353	72,623	15,462
2018	43,921	26,010	17,575	73,330	15,970
2020*	44,510	26,990	18,170	76,370	17,120
2025*	45,540	27,810	18,645	78,680	18,120
2030*	46,300	28,520	19,045	80,570	19,050
2035*	46,370	28,870	19,180	81,165	19,680
2040*	45,920	28,970	19,120	80,605	20,020

HOUSEHOLD MEDIAN INCOME



Sources: 2019 ACS 5-Year Estimates, Decennial Census, DOA Population and Household Projections

EXISTING TRANSPORTATION GOALS AND OBJECTIVES

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

Objectives

1. Balance competing community desires (i.e., scenic beauty, direct highway access, etc.) with the need to provide for safe roads, intersections, interchanges, rail crossings, and other transportation features.
2. Mitigate hazards at high accident locations.
3. Require safe locations and designs for driveway access onto local public roadways.
4. Require developers to bear an equitable share of the costs for the improvement or construction of transportation system infrastructure and services (road, bike paths, sidewalks, public transportation, etc.) needed to serve development.
5. Where feasible, direct development to areas of existing infrastructure capable of managing new development or redevelopment.
6. Coordinate the location of new road infrastructure with Area Development Plans and utilities.
7. Monitor the effectiveness of existing and enhance opportunities for new shared service agreements for providing local road development and maintenance.
8. Improve deficient roadways and other transportation systems.
9. Work to achieve a traffic circulation network that conforms to the planned functional classification of roadways.
10. Direct future residential, commercial, and industrial development to roadways capable of accommodating resulting traffic.
11. Direct truck traffic to appropriate routes and coordinate routes with adjoining jurisdictions.
12. Maintain existing public parking facilities and monitor the need for additional facilities.
13. Ensure that the transportation needs of the physically challenged are met.
14. Support regular fixed commercial air service.

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

Objectives

1. Make bicycling and walking viable, convenient, and safe transportation choices in the community.
2. Continue the provision of both fixed route and demand response transportation services.
3. Improve pedestrian facilities to better accommodate people with disabilities (i.e., curb cuts, minimizing inclines and slopes of sidewalks, ensuring sidewalk connectivity, and increasing signal times at crossings, etc.).
4. Support the development of convenient and affordable transit options.
5. Promote the use and development of alternative forms of transportation as a positive, viable choice.

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

Objectives

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

2. Design streets to minimize heat islands.
3. Use design of streets, neighborhoods, destination points and subdivisions to facilitate multi-modal transportation.
4. Encourage the use of design techniques that minimize hard surfaces where possible.

Policies

1. The PASER (Pavement Service and Evaluation Rating System) shall be utilized to bi-annually update the 5-year Road improvement Program, including funding sources and priorities for identified improvement projects.
2. Area Development Plans may be required as part of the submittal of any residential development plans (i.e., subdivisions). This will allow the community to assess the future connection and traffic flow impacts on surrounding properties.
3. The city shall install planned bicycle and pedestrian facilities during road construction in new developments.
4. The community will consider bicycle and pedestrian safety needs when new roads are proposed or when roadway improvements are made.
5. Through and Loop street systems shall be encouraged to promote traffic circulation within and between neighborhoods.
6. The city shall update its list of designated heavy truck routes.
7. All proposed access to local roads shall require an access permit.
8. Developers shall bear an equitable share of the costs for improvements and extensions to the transportation network.
9. Street design standards (intersection design, signal phasing, roadway width) shall give priority to and enhance the safety of pedestrians and non-motorized traffic and minimize conflict with motorists. Priority for installation or construction should be given to those routes that are used by school children, senior citizens, physically challenged persons and/or commuters.
10. Transportation related issues which have impact neighboring communities will be discussed and evaluated considering input from East Central Wisconsin Regional Planning Commission and the Wisconsin Department of Transportation as necessary.
11. Residential development proposals will be designed to include an efficient system of internal circulation and interconnectivity for all vehicles, non-motorized traffic and pedestrians including the provision for external collector streets, on-street bike lanes, sidewalks, and trails where applicable, to feed all traffic onto external arterial roads and highways.
12. The existing road network and public facilities and services will be utilized to accommodate new development to the maximum extent possible.
13. Whenever feasible, promote the separation of truck and through-traffic from local traffic and reroute truck traffic around the community as much as possible.
14. Actively pursue all available funding, especially federal and state sources, for needed transportation facilities. Funding for multimodal facilities should be emphasized.
15. The community shall protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review. Streets shall be designed and located in such manner as to maintain and preserve natural topography, cover, significant landmarks, and trees, and to preserve views and vistas.

16. Require pedestrian facilities as land is developed based on standards for the street classification and community needs.
17. Continue to support public transportation and para transit initiatives.
18. Participate in planning initiatives evaluating future public transportation programs and funding options.
19. Ensure that the transportation needs of the physically challenged are met.
20. The city shall participate in regional transportation system planning.
21. Promote maintenance and expansion of fixed route air carrier service.
22. Limit the use of stop signs and traffic control signals to intersections where MUTDC warrants are met and engineering studies conclude that installing such signs or devices will improve the overall safety and/or operation of an intersection.
23. Utilize roundabouts as an alternative to stop signs or traffic signals wherever practicable.
24. Employ traffic calming measures as an alternative to stop signs or traffic signals wherever feasible.
25. Coordinate traffic signal cycles wherever feasible.
26. The city should engage in transportation planning to ensure that the needs of the citizens of the city are being met.
27. The city should obtain data related to type of vehicle involved accidents (automobile, motorcycle, bicycle) and if the accident involved pedestrians. This data will allow the city to analyze the types of accidents that occur and look towards finding site-specific solutions that will minimize future accidents.
28. Encourage the use of the Safe Routes to School Programs when appropriate.

NEW GOALS, POLICIES, ACTIONS

The policy content of this plan is organized into Goals, Policies and Actions:

Goals

A goal is a general statement about a desired future outcome. Goals provide the big idea and direction but do not indicate how they will be achieved.

Policies

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Actions

Actions are specific activities that someone within city government should actively pursue, sometimes in coordination with non-governmental agencies.

MOBILITY AND TRANSPORTATION GOAL #1

GOAL #1: Provide a comprehensive transportation network which allows people of all ages and abilities to safely access their daily needs throughout the community.

Policies

1. Continue to support the City's Complete Streets Policy, while recognizing that unprotected bike lanes are not compatible with wide, high speed streets.
2. Continue to promote walkable neighborhoods by requiring sidewalks in new developments, expanding the existing sidewalk network, and providing additional linkages such as mid-block sidewalks and trail connections for interior streets/cul-de-sacs.
3. Discourage cul-de-sac streets in favor of connected streets, except where topography, environmental conditions, or lot configuration undermine this policy.
4. Continue to work pro-actively with agency partners, and adjacent units of government in planning for regional transportation improvements, including State Hwy 47, USH 10, and bicycle infrastructure linking Fox Cities communities.
5. Improve access and wayfinding from regional highway systems to the downtown and other business and employment districts within the City, especially maintaining access from Hwy 10/441 to the downtown.
6. Maintain the safety and efficiency of existing transportation corridors.

7. Connect gaps in multi-modal transportation networks that connect Menasha to neighboring communities, including to High Cliff State Park, downtown Neenah, downtown Appleton, and the Fox Cities Paper Trail.
8. Seek to minimize conflicts between motorized and non-motorized traffic.
9. Prioritize investments where they will serve the daily needs and interests of residents by improving access to daily destinations such as jobs, schools, grocers, medical services, etc.

Actions

1. Continue to implement a program to identify and repair broken and substandard sidewalks throughout the City.
2. Track and share progress annually of achievements of the City's Complete Streets Policy. Provide an annual update to Plan Commission on progress and tie the update to City's yearly Capital Improvement Program.
3. Develop a bicycle, pedestrian, and micro-mobility plan for the City that establishes a preferred network, policies, and programs to support sustainable transportation options for residents, workers, and visitors.
4. Annually plan for new connections that increase resident access to regional connections in the bike and trail network. Work with neighboring jurisdictions, WisDOT, the DNR, and other invested partners to continually expand and integrate the network.
5. Collaborate with responsible jurisdictions to ensure roadway improvements (including County and State highways) have multi-modal aspects integrated into planning and development, or appropriate alternatives developed.
6. Conduct a study to evaluate the effectiveness of Valley Transit's current routes through Menasha, including the potential need to expand routes to serve growing areas of the City.
7. Prepare corridor plans for high priority neighborhood collector and arterial streets prior to reconstruction.
8. Develop a branding and wayfinding plan to better orient visitors, strengthen the community's identity, and support economic development.

GOAL #2: Design streets and public places to strengthen neighborhoods, improve safety, and encourage commercial corridor revitalization.

Policies

1. Design and construct streets to maintain safety, operational efficiency, neighborhood quality of life, and economic development.

2. Design, build and operate the City's transportation system to ensure adequate emergency service provision.
3. Design and retrofit local streets with traffic calming features, where necessary and appropriate.
4. Strongly encourage additional amenities (e.g., bike racks, bike repair stands, hydration stations, etc.) in developments, public parks and other public facilities where feasible/appropriate.
5. Incorporate curb parking into neighborhood commercial and downtown districts to support retail, protect sidewalks, slow drivers, and decrease the need for off-street parking lots and expensive structured parking.

Actions

1. Prepare a set of street design guidelines which take into consideration functional street classifications as well as other factors including economic development, placemaking, micro-mobility, bicycle, and pedestrian accommodation objectives. These guidelines or "street typologies" would identify desired street amenities and design considerations for all street types within the City.
2. Modify public works codes and standards to reflect desired street designs, including but not limited to minimum street widths, minimum sidewalk widths, and curb radii standards.
3. Update the City's Capital Improvement Plan on an annual basis to plan for short-term transportation improvements, considering the actions and recommendations of this Plan.
4. Update the Official Map to illustrate desire for connected, pedestrian friendly, transportation improvements and development into new growth areas.
5. Identify and implement opportunities to enhance pedestrian safety through crosswalk improvement on higher traffic streets throughout the City.
6. Identify and implement opportunities to improve street design prior to street reconstruction, including:
 - a. Opportunities to implement road diets on existing 4-lane streets.
 - b. Narrow travel lanes with new striping.
 - c. Install bicycle boulevards on lower speed residential streets.
 - d. Adding bike lane buffers, striping with bright color paint, painting bike boxes at busy intersections.
 - e. Eliminating sharrows which have been shown to be unsafe.
7. Continue to proactively plant and maintain trees along existing and planned streets.
8. Conduct a walkability audit downtown to identify short-term practical solutions to improve walking conditions and pedestrian access.

GOAL #3: Promote equitable and sustainable transportation options.

Policies

1. Provide convenient, affordable transportation options that enable people of all ages and abilities to access jobs, services, and other destinations to meet their daily needs, including for people without access to a personal vehicle.
2. Consider “green street” design features when designing new or reconstructing existing streets, trails, and bicycle routes.
3. Continue to monitor and explore use of new technologies that can more efficiently manage and improve transportation networks in the City.
4. Promote alternatives to single-occupancy vehicle use, including ride sharing, walking, biking, scootering, and other micro-mobility options.
5. Improve bicycle and pedestrian access to neighborhood destinations.

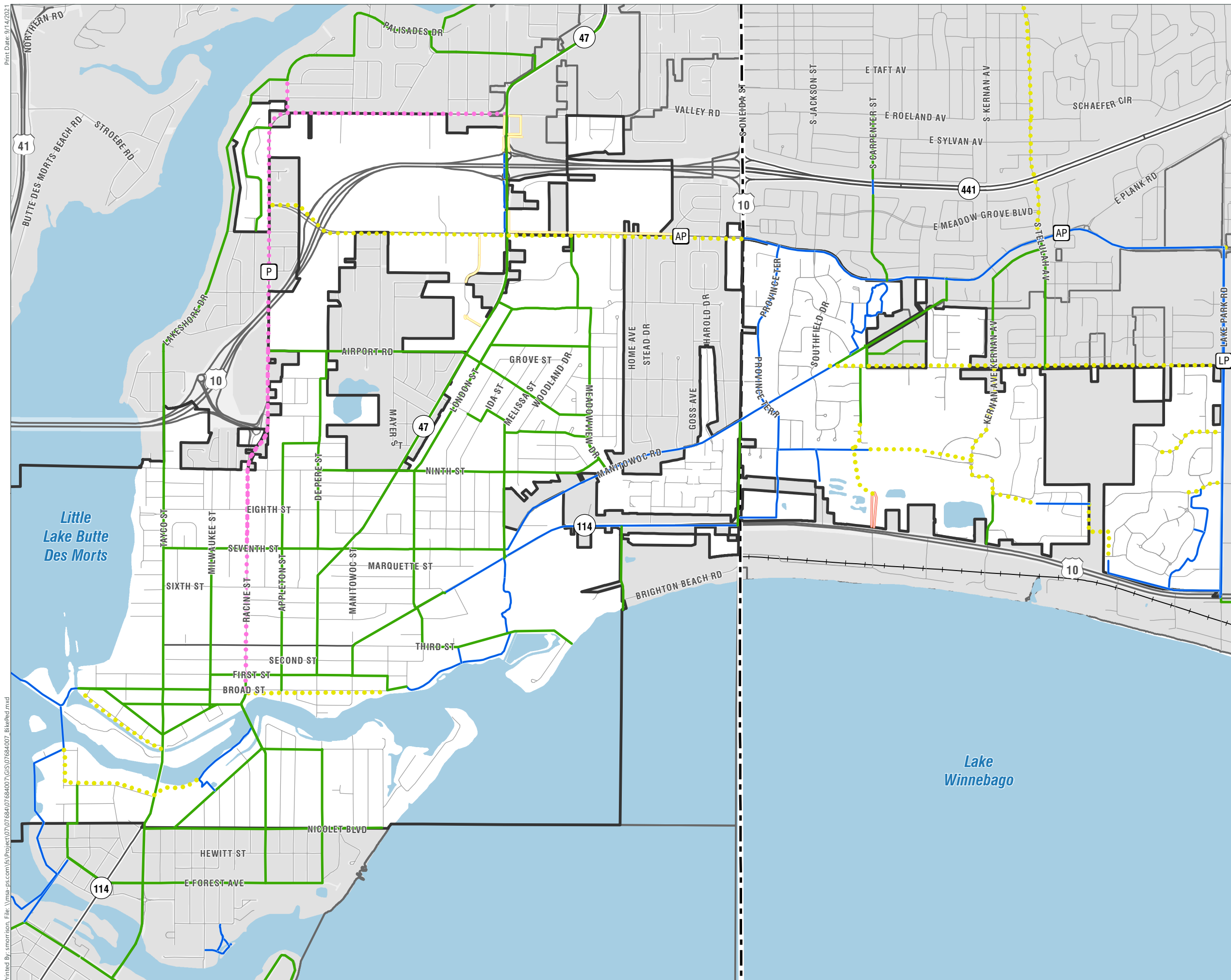
Actions


1. Develop a strategy to incorporate new technologies into transportation projects, including but not limited to expanded electric vehicle (EV), ride hailing services, and autonomous vehicles.
2. Lower or eliminate the City’s off-street parking requirements.
3. Construct solar powered EV charging stations on City owned lots, buildings, and parks where appropriate and economically feasible.
4. Collaborate with Menasha Joint School District and ECWRPC’s Safe Routes to School (SRTS) Program on safe transportation for students, including walking, biking and busing, both in neighborhoods and near each school site.
5. Develop a high-quality branded initiative to support walking, biking, and other non-vehicular modes of travel throughout the community.
6. Pro-actively identify opportunities to implement micro-mobility solutions within the City, including but not limited to electric scooters, bicycles, and other lightweight utility vehicles.
7. Monitor opportunities for, and implement where feasible, shared-use mobility (SUM) transportation services. SUM can include ‘traditional SUM’ practices such as public transit, taxis, limousines, etc., or ‘technology enabled SUM’ (practices such as ridesourcing, carsharing, bikesharing, micortransit services, etc.).
8. Identify opportunities to reduce vehicular traffic speeds to improve pedestrian safety and encourage active transportation.


Bicycle and Pedestrian Facilities


Comprehensive Plan Update

**City of Menasha
Winnebago & Calumet
Counties, Wisconsin**





 Waterbody


 City of Menasha


 Wisconsin County Boundary


Trail Type


 Off Road Trail

 Off Road Paved

 On Street Bike

 Sidewalk

 Proposed Trail

 Proposed On Street

Data Sources:
City of Menasha GIS
Regional Planning Commission
WDNR
Winnebago and Calumet County GIS