

# WATER STREET CORRIDOR PLAN

CITY OF MENASHA ADOPTED APRIL 1, 2019



# ACKNOWLEDGEMENTS

Thank you!

We would like to thank you for the special opportunity to work together. It was a truly enjoyable experience getting to work with such a diverse Ad Hoc committee, neighborhood residents, property owners and City staff, elected officials, workshop participants and many others.

We hope this study met your expectations for creating a more detailed and specific vision for the Water Street corridor while also helping guide future land use decision-making.

This plan will shape the future of Menasha's beautiful waterfront and historic downtown. Implementing the plan will not be inexpensive or straightforward, but perhaps that is the point.

Enjoy the challenges that lie ahead and best of luck on your journey!

Sincerely,

Andrew Dane, Neighborhood Planners

Garrett Perry, Design Studio Etc.

Michael Stump, Place Dynamics

David Pheifer, 24 Leagues LLC

## Mayor & Council

Don Merkes, Mayor

Common Council

Rebecca Nichols, District 1

James Taylor, District 2

Stan Sevenich, Council President, District 3

Mark Langdon, District 4

Steve Krueger, District 5

Tom Grade, District 6

Ted Grade, District 7

Randy Ropella, District 8

## Plan Commission

Comm. Kara Homan

Comm. Catherine Cruickshank

Comm. Kevin Benner

Ald. Rebecca Nichols

Mayor Donald Merkes

Richard Sturm, Parks and Recreation Member

Josh Radomski, Director Public Works

Sam Schroeder, Community Development Director

Alternate, Ald. Tom Grade

## Ad Hoc Steering Committee

Donald Merkes, Mayor

Ald. Rebecca Nichols

Patrick James, Tayco Tap

Len Hoehne, Water St. Resident

Patty Hoehne, Water St. Resident

Mark Van Der Wegen (partial)

Sam Schroeder, Dir. Community Dev. Department

Jeremy Cordes, Executive Direct, FRSNA

Tim Rose, FRSNA

Josh Radomski, Dir Public Works

## City Staff & Menasha Utilities

Joe Stephenson, Principal Planner

Scott Mauer, Water, Menasha Utilities

Dave Christianson, Menasha Utilities





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# 1. INTRODUCTION

PURPOSE • TIMELINE • BACKGROUND • PRIOR PLANNING

## Purpose

Building off of prior planning efforts, the intent of the Water Street Corridor Plan (Corridor Plan) is to prepare a more detailed plan for the Water Street corridor to inform future land use and zoning decisions.

With the planned reconstruction of Water Street in the next few years, the Corridor Plan provides a strong vision for the City to move forward into engineering design. The City intends to use the Corridor Plan to guide, revitalize, and develop future growth. The Plan is intended to address:

- » Proposed trails
- » Land use planning and implementation
- » Conceptual designs for the study area
- » Recommendations for the canal
- » Recreational enhancements
- » Funding recommendations
- » Other relevant factors

A special emphasis of the project is capitalizing on the Loop the Lake and Friendship Trail systems, including design concepts for proposed trails, open space, and recreational amenities.

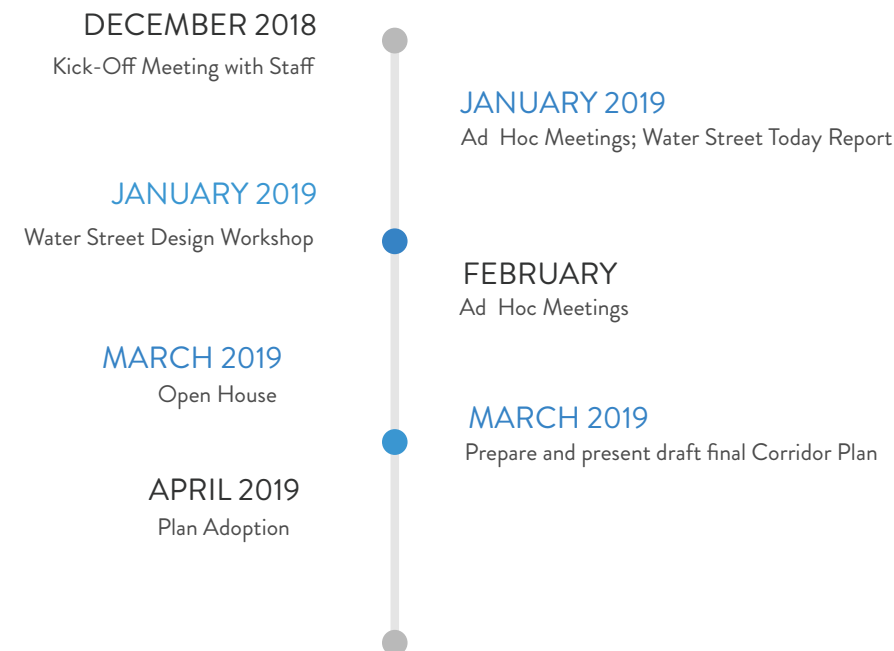
## Timeline

The Corridor Plan was prepared with the help of a consultant team, under the direction of the City's Community Development Department and Public Works Department.

A Public Participation Plan was prepared describing the roles and responsibilities of the Ad Hoc Steering Committee (Ad Hoc), Plan Commission, Common Council, Business/Property Owners, and the residents of Menasha.

The Ad Hoc Steering Committee (Ad Hoc), comprising neighborhood residents, business owners, the Fox River System Navigational Authority (FRSNA), City Staff, and elected officials, provided direction to the consultant team throughout the planning process.

The process to develop the plan included the following primary tasks and associated dates as shown in the timeline below.





## Background

The City of Menasha is centrally located within the Fox Cities, and shares borders with Appleton, Neenah, Harrison, and Fox Crossing. In many ways the City is defined by its water, which gave birth to the paper industry and helped fuel the economic growth of the broader region and State.

The Corridor study area (yellow dashed border) is east of the City's core downtown area, adjacent the Fox River locks system and bordering Little Lake Butte Des Morts.

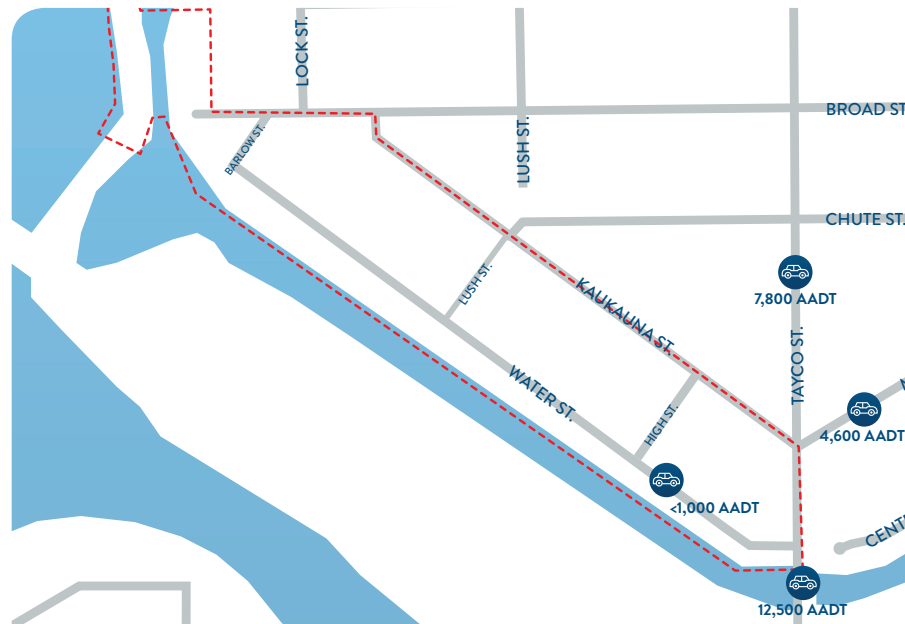
Centrally located within the Fox Cities, the City of Menasha (Menasha) has a population of 17,573. The Fox River and the Fox River lock system bisect the community, providing unique waterfront views, recreational and transportation opportunities for residents and visitors. Incorporated in 1874, Menasha envisioned itself as the "Industrial City of the North." The paper industry continues to have a strong presence in the City, including along several waterfront areas adjacent the downtown.

However, as heavy industry has relocated or closed, new opportunities to embrace the water have emerged, including the repurposing of historic paper mills, new housing and recreational development. Consequently, the City has rebranded itself as **"Your Place on the Water,"** and seeks to leverage its 11 miles of waterfront to support new investment in the community.

Against this backdrop, the study area has experienced a decline in home ownership in recent years, and some of the existing housing stock, industrial, and commercial buildings need repair or replacement. Recent planning efforts indicate strong support for investing in the Water Street corridor. This plan provides specific design and implementation recommendations for doing so.



*LEFT: The Study area is within a 5 minute bike ride of downtown Menasha and downtown Neenah. Fishing, boating, bike riding, and walking are popular activities.*



*LEFT: The study area (dashed line) includes the greater Water Street area and the lock site. It lies adjacent STH 114 (Tayco Street), with an average annual daily traffic count of 12,500.*



**STUDY AREA & AVERAGE ANNUAL DAILY TRAFFIC**  
WATER STREET CORRIDOR PLAN

--- STUDY AREA



The total volume of vehicle traffic of a highway or road for a year d

## Prior Planning

Several studies have looked at the corridor over the past 20-year period. Several common themes emerge, including the desire for an attractive greenway and trails paralleling the canal, enhancing the Menasha Lock site with new amenities, the potential for new residential development and a vibrant Tayco Street historic district.

**Downtown Urban Design Plan (1997).** The study was prepared for the Menasha Action Council in 1997. It recommended a “greenway on the north side of the canal with a meandering Riverwalk.” The study also called for higher density residential development in the neighborhood fronting the canal.

**Menasha Lock Site Visioning Workshop (2016).** The Fox River Navigation System Authority (FRNSA) requested assistance from the East Central Wisconsin Regional Planning Commission to prepare and facilitate a public visioning workshop that focused on the potential re-use of a 2.4 acre piece of vacant property located adjacent to the Menasha Lock along the eastern shores of Little Lake Buttes Des Morts. The public visioning process identified the following priorities:

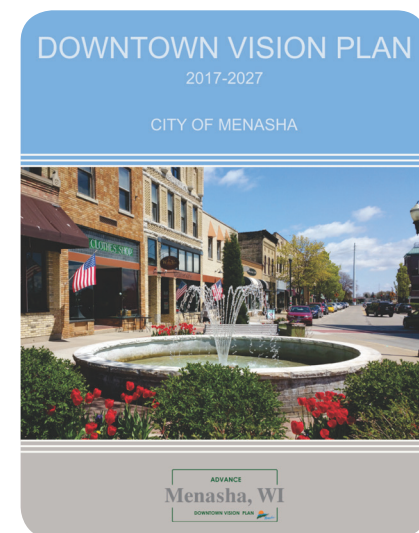
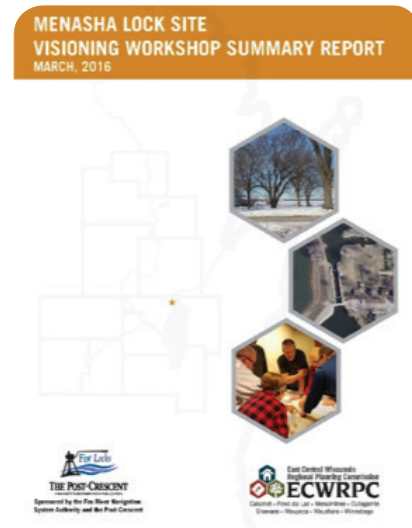
- » Restaurant(s) / Café / Concessions
- » Boat charters, kayak / bike / sailboat paddle board/jet ski rentals
- » Lodging (camping for cyclists / bed & breakfast
- » Hotel / resort / tiny house rentals  
Observation tower on west side of lock
- » Educational / Heritage / Visitors facility

- » Bandshell/Amphitheater/Civic/Community Center
- » Sports/recreation (boating/fishing) complex w/ year-round use to include indoor and outdoor activities/use with marina and light retail and restaurant.

Several concerns were also identified in the report including but not limited to: low income housing displacement; compatibility of residential and industrial uses; available parking; pedestrian safety; loss of history; loss of habitat.

**Downtown Vision Plan (2017).** The Plan establishes a long-range vision for land use in the downtown area including the Water Street Corridor. The report reads:

*“Change is inevitable. The intent of this plan is to look forward, anticipate change, and be prepared to respond in a way that produces the most favorable outcomes for the City of Menasha and its citizens... the City will play a proactive role in constructing infrastructure and amenities, creating a consistent and easily negotiated regulatory environment, and providing financial and technical resources to encourage or shape change. Private property redevelopment will be initiated by the property owner.”*





## 2. WATER STREET TODAY

LAND USE + ZONING • PHYSICAL CONDITIONS • FRAMEWORKS • MARKET ANALYSIS



This chapter provides an overview of existing land use and zoning, infrastructure, and building conditions. Frameworks for open space and trails, pedestrian enhancements and wayfinding illustrate existing conditions and proposed improvements.

## Land Use + Zoning

The study area is approximately 16 acres in size and is bisected north-south by a railroad track owned by Canadian National. There is a mix of land uses within the corridor, including recreational, residential, commercial, and light industrial.

**Block No. 1** includes a mix of older, historic mixed-use structures along Tayco Street, a portion of which are located in the Tayco Street Historic district. These buildings contain a mix of restaurants and drinking establishments. The remainder of the block includes a light industrial building, and a mix of mainly single-family homes and duplex units. All of the parcels in Block 1 are zoned C-2, or Central Business. This block includes one building identified as potentially eligible for historic designation. It is known as the William Schmidt Tenements building and is located at 255-59 Kaukauna Street.

**Block No. 2** is majority single family residential, zoned R-1, yellow parcels) with a few duplex unit (R-2, light grey). Three light industrial and storage parcels are adjacent the railroad track. These parcels are zoned I-1, or Industrial 1, and are shown in purple.



*RIGHT: Carl Koch was a prominent merchant and citizen of Menasha. A native of Bavaria, he came to Menasha in 1855 and engaged in photography. Shortly thereafter he entered the dry goods and grocery business which would occupy him until his retirement fifty years later. Active in the government of Menasha, Koch remained one of its most popular citizens. Comprising space for two stores on the first floor with a living area upstairs, the Koch building, built in 1882 originally held a saloon and Koch's own dry goods store. Half of the upper floor housed the Koch family, the other side being leased to tenants (Wisconsin Historical Society).*



**Block No. 3** includes several light industrial & storage parcels, zoned R-1 (purple cells), just to the west of the railroad tracks. These parcels are mostly vacant or for sale. To the west of the industrially zoned parcels there are several single-family residential parcels along Kaukauna Street, all zoned R-1. Along the Water Street side of the block west of the industrially zoned parcels there are three parcels used for residential, however they are zoned C-1. The next two parcels include Valley Marine, which is used for commercial and light industrial uses. These parcels are both zoned I-1. Finally, the triangular parcel located between Barlow and Broad streets is being used as a residence, zoned R-1.

The remaining parcels within the study area include those owned by FRSNA (Menasha Lock Site), used for public/institutional purposes, but zoned R-1, as well as those waterfront parcels between Little Lake Butte Des Morts and the turning basin adjacent the lock, used for public space but zoned I-1. The total assessed value for the three-block study area is \$3,323,424.

### Home Ownership

Many of the single-family residential residences within the study area and adjacent neighborhood are rental properties (dark yellow). The City would like to encourage continued home ownership within the broader neighborhood, while balancing a mix of new affordable and market rate housing developments.



ABOVE: This map, provided by the City, shows the parcel locations of owner occupied and rental occupied housing units within the study area.

### Zoning

The tables on the following 2 pages provide a high-level summary of existing zoning districts and therefore are not comprehensive in their descriptions. The City's official Zoning Code is found under City Code Title 13 » [http://www.cityofmenasha-wi.gov/departments/city\\_clerk/city\\_code.php](http://www.cityofmenasha-wi.gov/departments/city_clerk/city_code.php)

BELOW: There are a mix of permitted uses in the study area, which is often cited as a prerequisite for vibrant, walkable neighborhoods. However, the amount and location of industrially zoned parcels in the middle of a primarily residential and neighborhood serving commercial district is incompatible with the future vision identified in this plan.



### Zoning Districts

C1-General Commercial	I1-Heavy Industrial	R2-Two-Family
C2-Central Business	I2-General Industrial	R2A-Multi-Family Zero Lot Line
C3-Business and Office	PUD-Planned Unit Development	R3-Multi-Family Medium Density
C4-Business Park	R1-Single-Family	R4-Multi-Family High Density
GU-Government Use	R1A-Low-Density Single-Family	RMH-Mobile Home

District	Intent	Permitted Uses	Special Uses	Standards
<b>C-2 Central Business District</b>	<p>The purpose of this district is to provide a centrally located, pedestrian- oriented business district with a wide range of retail and commercial service and product establishments.</p> <p>It is intended to accommodate the development of mixed land uses that will allow the association of commercial and residential uses in the same zoning district.</p>	<ul style="list-style-type: none"> <li>» Indoor arts, entertainment</li> <li>» Day care facilities</li> <li>» Education services</li> <li>» Financial services</li> <li>» Food, drink</li> <li>» Healthcare</li> <li>» Hotels</li> <li>» Parks</li> <li>» Personal and prof services</li> <li>» Retail services</li> <li>» Repair services</li> <li>» Residential uses coincident with or secondary to the commercial use and occupancy of the premises; single-family and two-family dwelling units as a principal use are prohibited.</li> </ul>	<ul style="list-style-type: none"> <li>» Multi-family uses permitted in the R-3 District</li> <li>» Outdoor art/entertainment</li> <li>» Bed and Breakfasts (B&amp;B)</li> <li>» Gasoline stations</li> <li>» Outdoor museums</li> <li>» Schools</li> </ul>	<ul style="list-style-type: none"> <li>» Min. height 24 feet or 2 stories</li> <li>» Max. height 100 feet or 6 stories</li> <li>» No off-street parking requirements unless principal uses is Multi-Family</li> <li>» Design standards apply</li> </ul>
<b>C-1 General Commercial District</b>	<p>The purpose of this district is to accommodate a wide range of retail and commercial service and product establishments. It is also intended to accommodate the development of mixed land uses which will allow the association of commercial and residential land uses in the same zoning district.</p>	<p>Businesses similar to C-2 district, except for residential uses coincident with or secondary to the commercial use and occupancy provision.</p>	<ul style="list-style-type: none"> <li>» All R-2 permitted uses</li> <li>» Multi-family uses permitted in R-4 Multi-Family District</li> <li>» Outdoor recreation</li> <li>» B&amp;B's</li> <li>» Building and garden</li> <li>» Greenhouses</li> <li>» See Zoning Code for more special uses</li> </ul>	<ul style="list-style-type: none"> <li>» Max. height 45 feet or 3 stories</li> <li>» 30% lot coverage</li> <li>» If principal use is residential those requirements of the applicable district apply</li> </ul>



District	Intent	Permitted Uses	Special Uses	Standards
<b>I-1 Heavy Industrial District</b>	This district is intended to facilitate light to heavy industrial uses.	<ul style="list-style-type: none"> <li>» Manufacturing</li> <li>» Printing + Publishing</li> <li>» Research + Testing</li> <li>» Transportation &amp; Repair</li> <li>» Warehousing &amp; Distribution</li> </ul>	<ul style="list-style-type: none"> <li>» Public utility structures</li> <li>» Telecommunications</li> <li>» Auto/Truck Sales + Services</li> </ul>	<ul style="list-style-type: none"> <li>» Min. area to be zoned twenty (20) acres</li> <li>» Min. lot 1 acre</li> <li>» Max. building height 100 feet</li> <li>» Min. lot width 180 feet</li> <li>» Min. lot depth 235 feet</li> </ul>
<b>R-1 Single Family District</b>	This district is intended to provide for low density single-family residential development and to restrict the development of uses that generate high volumes of noise and traffic.	<ul style="list-style-type: none"> <li>» Family day care home</li> <li>» Single-family detached dwelling.</li> <li>» Tourist Rooming House</li> <li>» Bed and Breakfasts</li> </ul>	<ul style="list-style-type: none"> <li>» Communication towers</li> <li>» Church</li> <li>» Day care</li> <li>» Park</li> <li>» Public building</li> <li>» School</li> <li>» Other</li> </ul>	<ul style="list-style-type: none"> <li>» Max. 35 feet height</li> <li>» Min. 7,200 Square foot (SF) lot size or 6 Dwelling Units (DU)/acre</li> </ul>
<b>PUD - Planned Unit Development</b>	For areas undergoing development the PUD permits flexibility in design, placement of buildings, open space, and harmony with surrounding uses encouraging a more creative approach in development.	Permitted and special uses allowed under existing zoning district prior to requested zoning classification.	Same as permitted.	Flexibility to adjust standards for planned development.

## Future Land Use Plans

The City's official Future Land Use Map identifies the entire study area as **Mixed-Use Commercial core**. (Dark red areas). This designation is intended to:

- » Support a mix of uses (except industrial) with development standards tailored to the historic urban character of downtown
- » Encourage creative forms of housing are encouraged
- » Ensure development is appropriately scaled
- » Encourage preservation of existing historic buildings and sites

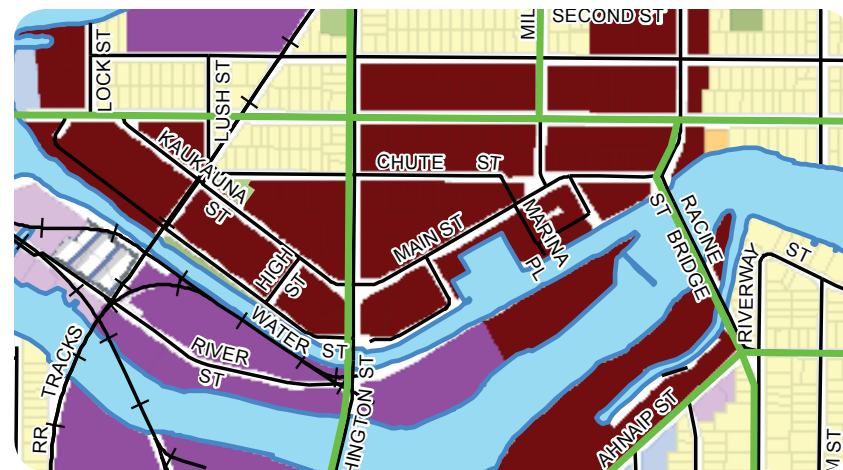
The 2017 Downtown Vision Plan identified preferred land uses as shown in the Land Use Opportunities diagram.

- » Block 1 is traditional Main Street Mixed Use.
- » Block 2 is medium density residential, defined as smaller multi-unit buildings typically not exceeding 3 stories.
- » Block 3 future land use is a mix of low density residential (detached single family homes) along Broad Street and row house residential on Water Street.

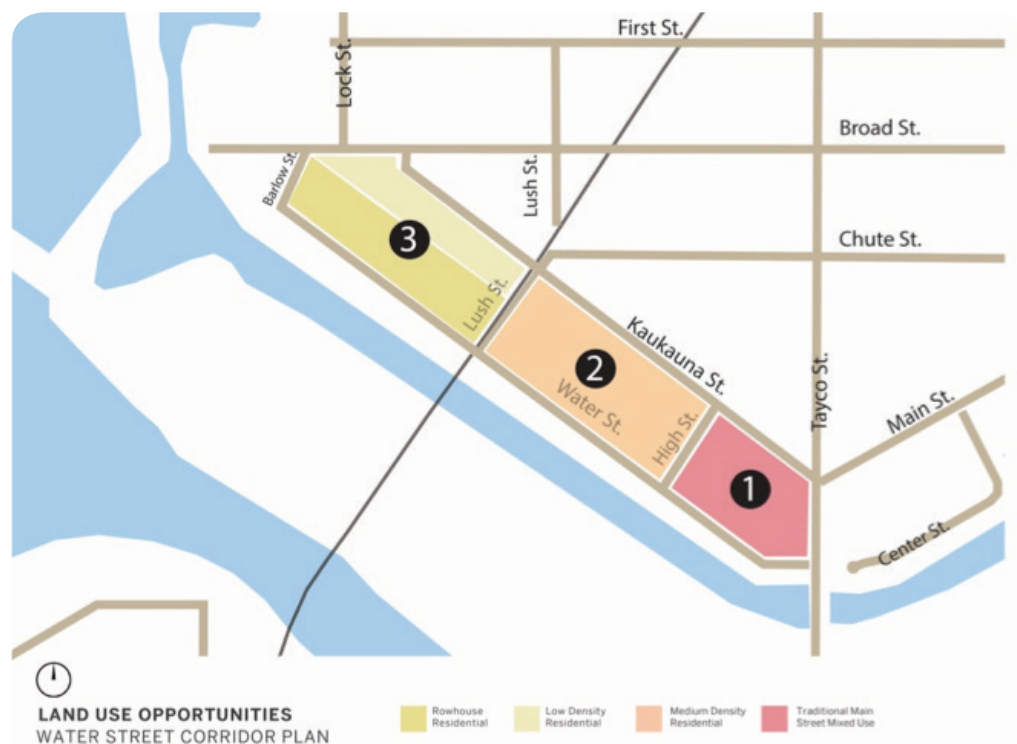
### Other recommendations from the Vision Plan include:

- » Closing a portion of Water Street, both to enhance redevelopment of the block bounded by Tayco Street, Kaukauna Street, and High Street, and to create a wider greenway through which to construct a trail along the canal
- » Additional redevelopment along the remainder of Water Street, fronting on the canal

Based on a review of existing land use, zoning, and future land use plans there is an inconsistency in policy that may complicate redevelopment and infill efforts. The strategy section of this report identifies different ways the City can address this issue.



ABOVE: The City's Future Land Use Map identifies mixed-use as the preferred land use throughout much of the study area and downtown.



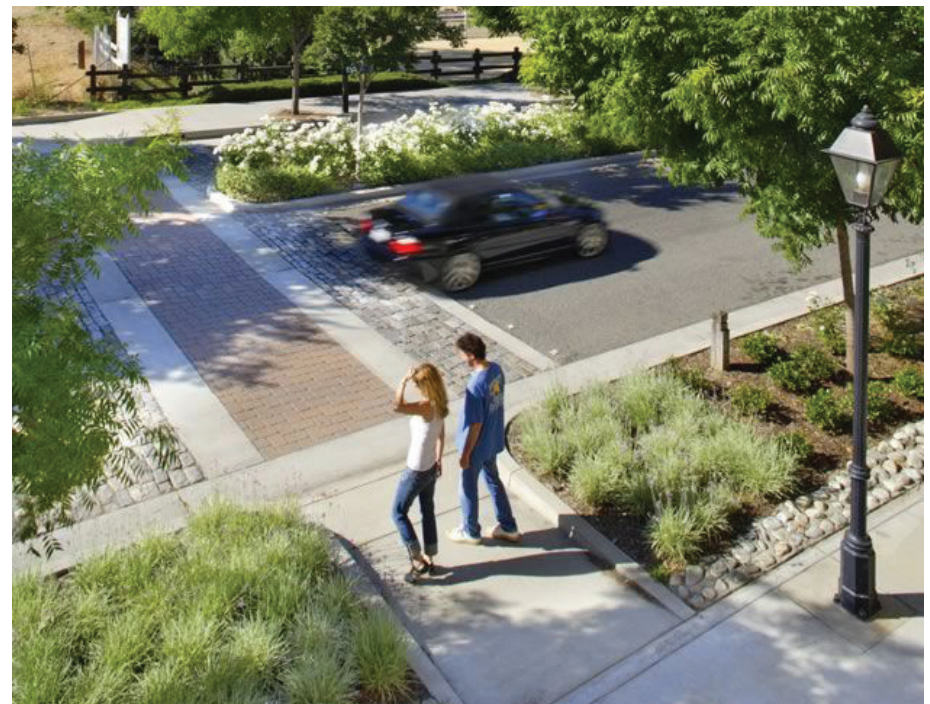
## Physical Conditions

### Water Street Infrastructure

Water Street infrastructure includes the street itself, as well as public and private utilities in the area. Public utilities include power, water piping, sanitary sewer piping, and storm water piping. Private utilities include telecommunications and WE energies. Finally, the independent state authorized Fox River System Navigational Authority (FRSNA) owns and operates the lock. The table (opposite page) summarizes current infrastructure conditions, issues and opportunities for the Water Street corridor.



*RIGHT: Several planning participants expressed concern over pedestrian safety, particularly around Tayco Street. This plan addresses pedestrian safety through enhanced cross walks, narrow road lane*





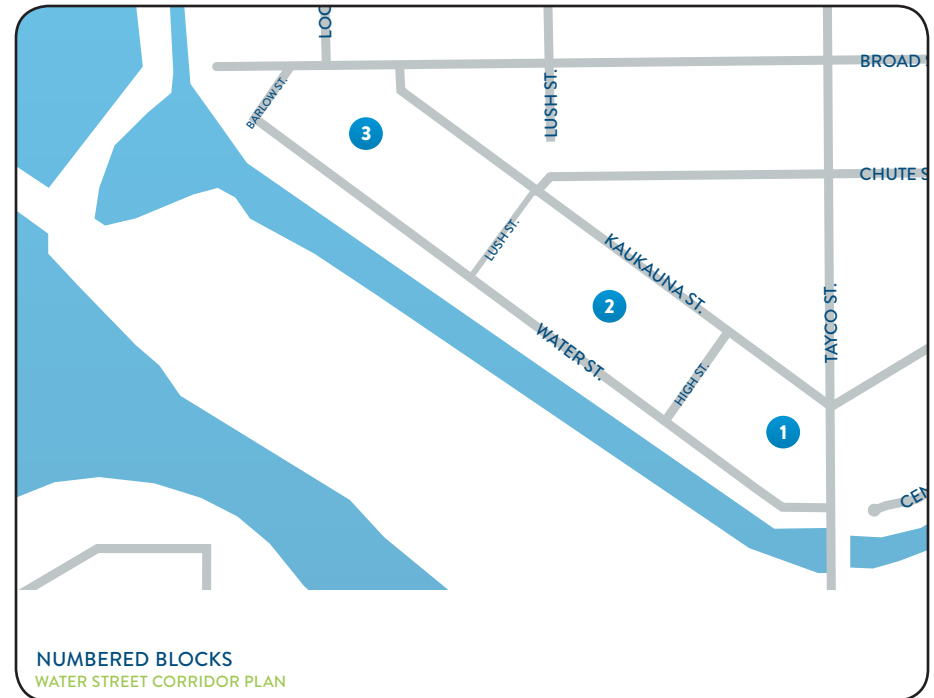
Infrastructure (Responsible)	Description	General Conditions	Planned Upgrades	Issues & Opportunities
<b>Electrical</b>	WE Energies high voltage line still in service. Existing overhead poles from Tayco to Lush are on canal side. Poles from Lush to Barlow are on north side of Water Street	High voltage tower must stay	Minimal	<ul style="list-style-type: none"> <li>» Bury overhead power lines.</li> <li>» Install Decorative lighting</li> <li>» Move existing overhead poles to north side of street</li> </ul>
<b>Water Distribution (Menasha Utilities)</b>	New 16" Main Lush St. to Tayco St. New 6-8" water with household connections on Water Street from Lush to Broad Street	New in last 5 years	<ul style="list-style-type: none"> <li>» Connect home laterals to new 16" mains from Tayco to Lush. Eliminate existing 6" Main</li> </ul>	Opportunity to cost effectively upgrade laterals
<b>Sanitary Sewer (City of Menasha)</b>	<ul style="list-style-type: none"> <li>» Majority clay</li> <li>» Lush to Interceptor (Clay with cured-in-place pipe) est. 2008)</li> </ul>	Adequate to good Have not televised laterals	Will reassess condition during design	Kaukauna Street in good condition
<b>Storm Sewer (City of Menasha)</b>	Short runs direct to canal; smaller catch basins (2' x 2')	<ul style="list-style-type: none"> <li>» Uncertain</li> <li>» Likely substandard condition</li> </ul>	Incorporate all new storm sewer during design phase	<ul style="list-style-type: none"> <li>» No significant drainage issues known</li> <li>» City interested in exploring green infrastructure opportunities</li> </ul>
<b>Water Street (City of Menasha) and Canal Wall</b>	PASER Rating 2-3 (Failing to Poor Condition)	<ul style="list-style-type: none"> <li>» Street in poor condition</li> <li>» Canal relatively sound condition</li> <li>» Some areas of canal need attention (sagging)</li> </ul>	<ul style="list-style-type: none"> <li>» Currently in 2020 CIP;</li> <li>» Estimated Reconstruction: 2021-2024</li> </ul>	<ul style="list-style-type: none"> <li>» Kaukauna Street in good condition</li> <li>» Timing of improvements</li> </ul>
<b>Menasha Lock Site 1 (FRSNA)</b>	2.6-acre Menasha Lock Site	<ul style="list-style-type: none"> <li>» FRSNA working to solve goby issue.</li> <li>» Plans for adding restrooms</li> </ul>	2019-2021 for installing fish barrier and re-opening locks	<ul style="list-style-type: none"> <li>» Coordination with City to identify final site improvements</li> <li>» Addressing potential historical resources</li> </ul>

## Building Conditions

A windshield survey was conducted to evaluate building housing conditions using the following guidelines:

- » Roof. Is there any obvious sag or collapse, visible areas where patching/repair is needed?
- » Exterior Walls. Does siding need significant painting or repair?
- » Windows. Are they broken or cracked, or boarded up?
- » Doors. Do doors appear tampered with or kicked in, or dysfunctional?
- » Porches/Steps. Does the porch have a sagging floor, or are steps in poor condition?
- » Foundation/Chimneys. Are there large cracks or holes in the foundation or are chimneys leaning or missing bricks?
- » Outbuildings, including Garages. Does the garage or shed appear to be functional?
- » Driveway. Does the driveway have cracks or defects that would seem to threaten its integrity?
- » General Maintenance. Is there trash, inoperable vehicles, boats, or RV's on site
- » Outdoor Areas: Are there fences with large numbers of leaning or missing sections, lots of unruly vegetation or weeds, dangerous trees or limbs?

There are two commercial properties listed in the State and National registries within the study area including the Tayco Street bridge and the Carl Koch Building (2 Tayco Street). Overall, the corridor contains a wide range of building conditions, ranging from exceptional to failing. General block level observations are summarized below:



### Block 1

- » Older mixed-use buildings fronting Tayco Street could benefit from façade improvements and new investment
- » A majority of homes on this block appear in fair to good condition
- » A few buildings on this block appear in need of renovations, such as exterior wall repair and new windows
- » A few buildings on this block have porches that are sagging

### Block 2

- » A majority of homes on this block appear in fair to good condition
- » A few buildings on this block need new driveways and exterior repairs
- » A few buildings on this block may need major repairs addressing multiple categories

### Block 3

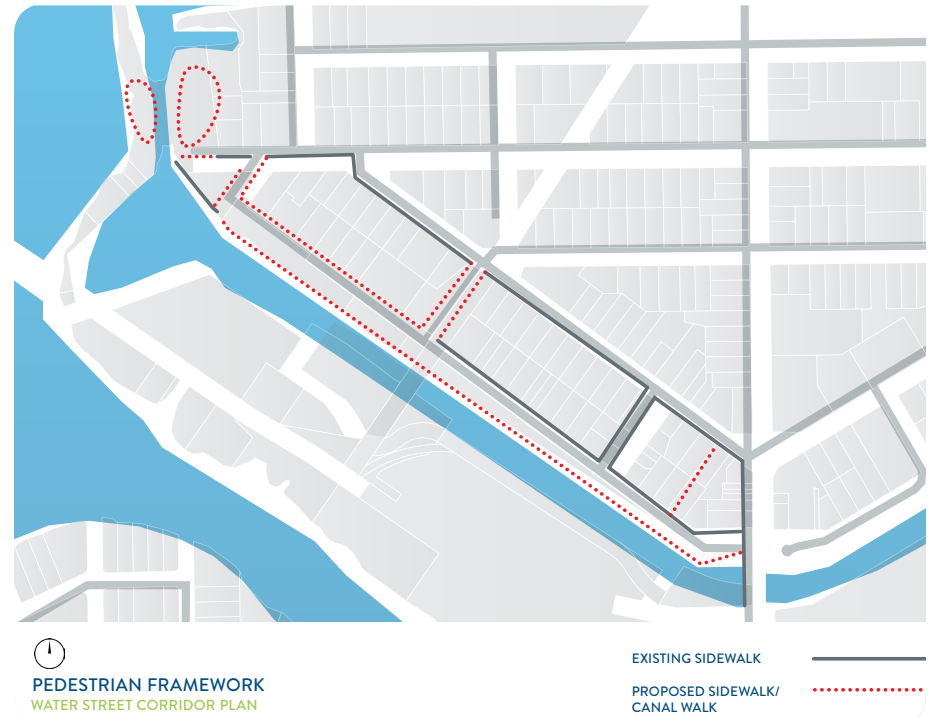
- » A majority of homes on this block appear in fair to excellent condition
- » A few buildings on this block need new driveways
- » A few industrial buildings on this block need exterior repairs

## Frameworks

The frameworks document existing conditions and identify enhancements to the pedestrian network, open space and trails system, and wayfinding system.

### Pedestrian Framework

The pedestrian framework identifies existing (solid) and proposed (dashed) pedestrian routes in order to create a complete network of sidewalks and canal walks that will allow all ages and abilities to safely access and travel through the corridor.



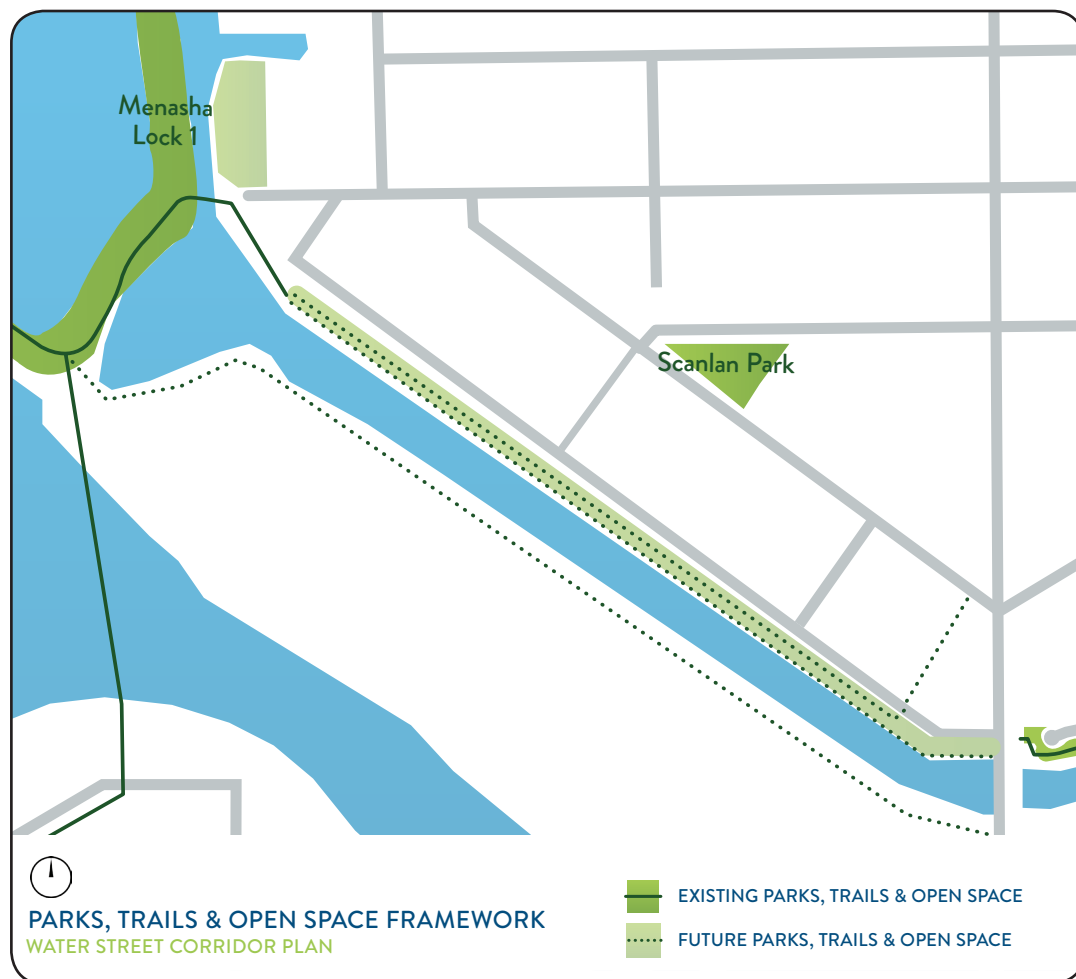


## Open Space & Trails Framework

The Corridor Plan identifies several improvements to the open space and trails system linking Tayco Street to Menasha Lock Site 1. Dark green areas and dark green lines illustrate existing parks and trails. Light green areas and dashed lines represent future parks and trails. The plan proposes both a new pedestrian canal walk and a new multi-use

trail along the length of Water Street between the Locks Site and Tayco Street. The multi-use trail jogs north to Kaukauna Street as it nears Tayco Street. This trail segment provides convenient access to Tayco Street businesses and funnels bicycle traffic across Tayco to Main Street at the existing signalized intersection. A second dashed line adjacent the canal represents the canal walk,

extending east across Tayco Street by the bridge towers and connecting to the existing canal walk to the west. This results in a continuous canal walk from Racine Street to the Menasha Lock Site.



ABOVE: Crossing treatment at signalized intersection along bike trail. A similar treatment could be used to direct bicycles across Tayco Street to Main Street. BELOW: The crossing treatment on Main Street is one example of how the City might address the proposed pedestrian crossing at the Tayco Street bridge.



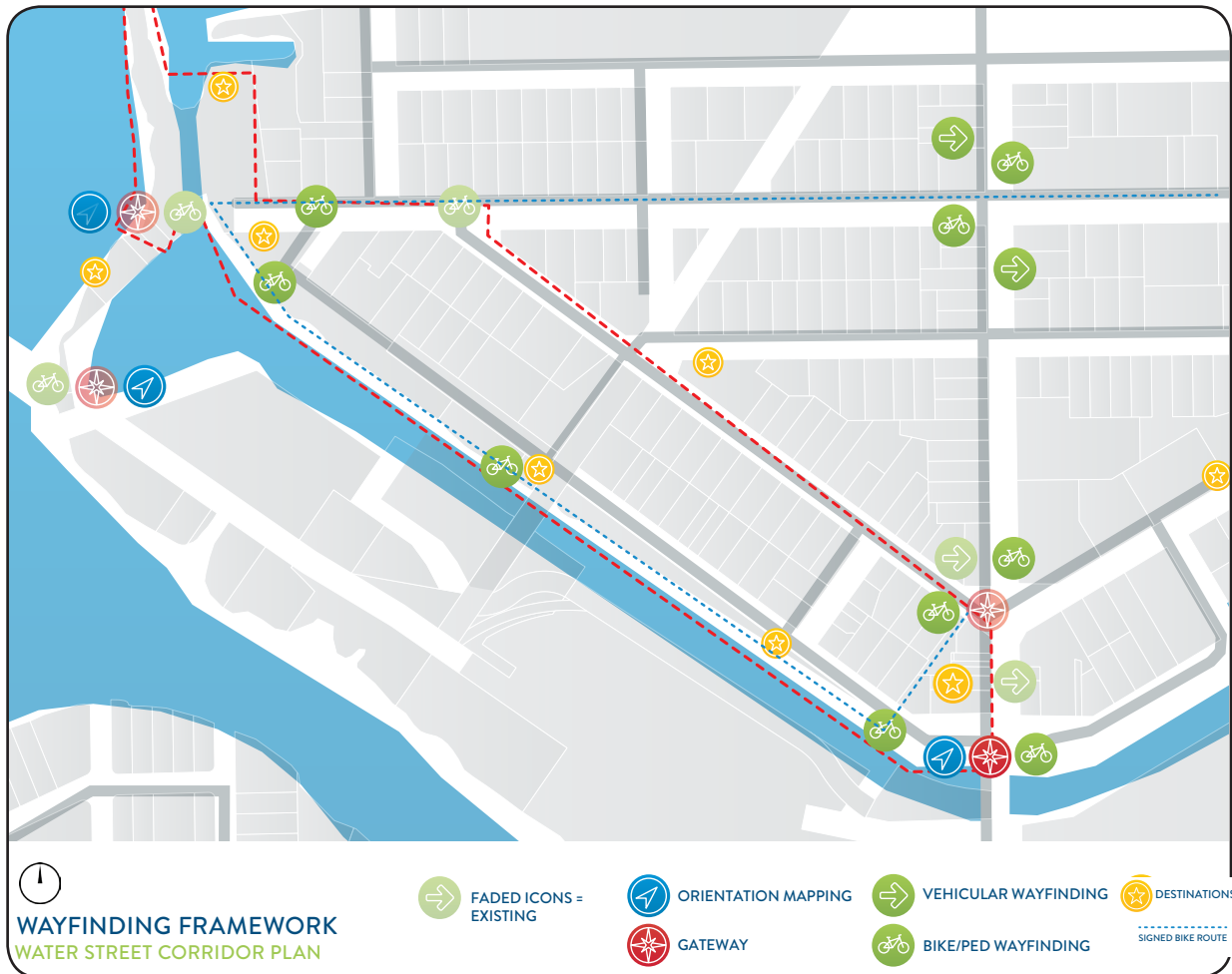
## Wayfinding Framework

With completion of the Loop the Lake Trail, the Water Street corridor provides an opportunity to link residents to the water and bring visitors to downtown Menasha in support of local businesses. Wayfinding opportunities include additional orientation mapping, gateway enhancements, and landscape treatments to create a sense of

place and strong visual cues that guide users to their primary destination points. A key feature of this framework is the creation of a trail head behind the Tayco Street business district between Water Street and Kaukauna Street. This area can provide visitors a place to eat and drink before or after heading out on a trail ride. The faded icons represent existing signage while bolded icons identify locations for future wayfinding signage,

orientation mapping (such as an informational kiosk similar to what is currently on display along the trail at the Menasha Lock Site), and important gateways.

*BELOW: Murals can serve as both gateways and wayfinding signage. The existing pedestrian/bicycle wayfinding signage should extend down the Water Street corridor*





## Market Analysis

In order to inform the evaluation of land use alternatives and potentials, a short market analysis was completed as part the study. This analysis builds off of the analysis completed in 2017.

Menasha's 2017-2027 Downtown Vision Plan documented continuing demand for housing in the City, and recommended that a significant portion of that be designed as multifamily housing in the downtown area. **The plan expressed a preference for market rate apartments and owner-occupied Condominium or town home housing with a mix of styles and densities. These homes will generate demand from a cross-section of households, but most importantly, the growing numbers of young singles and couples, empty nesters, and seniors in the market.** All of these groups will grow over the next decade, while the 35 to 64 year old cohorts that are the buyers of detached homes are projected to lose population.

The analysis was based on a limited trade area consisting of Menasha, Neenah, adjacent towns, and the southern part of Appleton. The right product, on Water Street, has the potential to draw buyers from a much larger part of the metropolitan area. Within that limited area, though, there will still be demand for about 185 to 190 condominium or row house units per year.

That demand is consistent with the pace of recent sales in the Oshkosh-Appleton region, where there were 738 of these units sold in the 24 months up to March of 2019. That is a pace of 369 units per year, with the pace of sales increasing over earlier years.

The development community in the region has been slower to develop a number of products that are more commonly seen in the Milwaukee and Madison markets. Most of the region's condominium and townhouse properties are in suburban-styled developments along the periphery of the metropolitan area. There are a few exceptions including a small number of converted historic properties, high-rise buildings, and waterfront attached homes. There are few examples of urban row houses or three to four story stacked condominiums, such as were recommended in the Downtown Vision Plan.

For the properties that have recently sold, pricing begins around \$40,000 (\$45 to \$50 per square foot) and tops out at \$700,000 at the Riverheath site in Appleton. The data do not include details of the transactions, and those

AGE	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
15 TO 24	66	65	65	64	64	64	63	63	63	63	63
25 TO 34	460	457	454	451	448	446	443	441	440	439	438
35 TO 44	219	217	216	215	213	212	211	210	209	209	208
45 TO 54	175	174	173	172	171	170	169	168	168	167	167
55 TO 64	109	109	108	107	107	106	106	105	105	104	104
65 TO 74	66	65	65	64	64	64	63	63	63	63	63
75+	22	22	22	21	21	21	21	21	21	21	21
TOTAL	1,116	1,109	1,102	1,095	1,088	1,082	1,077	1,072	1,068	1,065	1,063

### ESTIMATED ANNUAL HOME BUYERS BY AGE

TYPE	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
DETACHED	859	854	848	843	838	833	829	825	822	820	819
ROWHOUSE	89	89	88	88	87	87	86	86	85	85	85
CONDO (5+)	78	78	77	77	76	76	75	75	75	75	74
CONDO (2-4)	22	22	22	22	22	22	22	21	21	21	21
OTHER	78	78	77	77	76	76	75	75	75	75	74

### ESTIMATED ANNUAL HOME BUYERS BY PROPERTY TYPE

AGE	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
15 TO 24	723	725	729	733	738	743	750	757	765	775	785
25 TO 34	1,915	1,924	1,933	1,942	1,951	1,960	1,970	1,980	1,990	2,001	2,013
35 TO 44	1,284	1,278	1,271	1,266	1,261	1,258	1,255	1,253	1,252	1,253	1,254
45 TO 54	855	839	824	812	800	790	781	773	765	759	753
55 TO 64	812	810	807	801	794	786	777	768	758	749	739
65 TO 74	475	484	491	497	502	506	508	510	510	509	507
75 TO 84	362	377	392	407	422	437	451	464	476	487	497
85+	329	357	385	413	441	469	498	527	556	586	615
TOTAL	6,754	6,793	6,832	6,870	6,909	6,949	6,989	7,031	7,073	7,117	7,163

### ESIMATED ANNUAL RENTERS BY AGE

at the lower end may include several below-market transfers or foreclosures. Lower-value properties are typically in buildings that are at least 30 years old and are usually under 1,000 square feet in area.

Newer properties typically have higher values, as do properties on the waterfront. There were only 22 waterfront units sold in the past two years, reflecting both a general scarcity and low turnover. Ten of these were newer units ranging in size from 1,500 to 3,300 square feet, and all had a selling price over \$300,000. On a square foot basis, there was considerable variation in cost, from \$110 to \$210 per square foot, with most above \$150 per square foot. Comparable newer units in non-waterfront locations are selling at a range of \$110 to \$150 per square foot.

In March of 2019 the online search engine Rent.com listed 167 properties with available apartments (some properties having multiple units) in the Appleton-Neenah-Menasha market. A compatible total of 514 units were listed at Apartments.com. These are only a partial listing of all available units, made up mostly of multi-unit buildings, while individual units and small buildings are more likely to advertise availability through other means.

The market analysis in the Downtown Vision Plan identified a market of about 7,000 households per year, including those in existing rental units that may consider moving. **The number of renting households is growing, with the largest increases among younger and older households. These are also the type of household to prefer urban living in amenity-rich locations such as downtown Menasha.**

Riverheath offers some of the most expensive apartments in the market, ranging up to \$2,300 per month for a 1,552 square foot two bedroom unit (about \$1.50 per square foot). These apartments feature high-end finishes and design characteristics, such as vaulted ceilings, and garage parking, on a riverfront location. More typically, the units that are available at the higher end are in suburban sites. It is not uncommon for them to have community features such as clubhouses and pools, or other recreational features. The larger part of the market is made up of properties with units listed between \$600 and \$900 for a two bedroom unit. Many will still offer a garage and some community amenities, but individual units have a more typical grade of materials and features. Unit sizes may also be smaller. Across most middle and upper-end apartments, though, there is a generally consistent rental range of \$1.10 to \$1.30 per month per square foot.

MONTHLY RENT	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027
UNDER \$600	1,525	1,534	1,543	1,551	1,560	1,569	1,578	1,588	1,597	1,607	1,617
\$600 TO \$699	548	551	554	557	560	564	567	570	574	577	581
\$700 TO \$799	400	402	405	407	409	412	414	416	419	422	424
\$800 TO \$899	352	354	356	358	360	362	365	367	369	371	374
\$900 TO \$999	486	489	492	495	497	500	503	506	509	512	516
\$1,000 TO \$1,099	243	244	245	247	248	250	251	253	254	256	257
\$1,100 TO \$1,199	179	180	181	182	183	184	185	186	187	188	189
\$1,200 TO \$1,299	282	283	285	286	288	290	291	293	295	297	299
\$1,300 TO \$1,399	385	387	389	391	393	396	398	400	403	405	408
\$1,400 TO \$1,499	310	312	314	315	317	319	321	323	325	327	329
\$1,500 TO \$1,749	515	518	521	524	527	530	533	536	539	543	546
\$1,750 TO \$1,999	569	573	576	579	582	586	589	593	596	600	604
\$2,000 OR MORE	961	966	972	977	983	989	994	1,000	1,006	1,013	1,019

#### ESTIMATED ANNUAL RENTERS BY MONTHLY LEASE COST

Water Street offers three significant features that help to distinguish it from other development sites in the region. The first of these is a central location, from which it is possible to reach much of the metropolitan area in a short time. The second is a near-downtown location, within walkable distance of shops, dining, recreation, and other assets of the downtown district. As downtown continues to revitalize, the value of this location will increase. Finally, Water Street sites will have views of the canal, and at the western end of the study area, Little Lake Butte des Morts. Additionally, they will be located on an extensive recreational trail system.

There are also some negative aspects of the study area, including views of unattractive or even derelict industrial buildings on the opposite side of the canal, the railroad passing through the area, and the poor condition of some neighboring properties. Over time, some of the industrial property at the western end of River Street may be converted to residential use, addressing that concern. Similarly, other properties in the neighborhood can be expected to be improved as redevelopment changes the character of the area.

### Market Recommendations

The Water Street corridor can support a combination of market rate and upper-end apartments and owner-occupied condominiums or town homes. **The western end of the corridor is highly attractive as it is adjacent to the locks, park, and Little Lake Butte des Morts.** In a multi-storied building, upper level units would have excellent views over the lake. This might be ideal for a condominium development, where units could command a premium price. Either market rate apartments or medium-density owner-occupied units – town homes or condominiums would be appropriate through the central part of the corridor.

**A reasonable expectation for absorption would be eight to twelve owner occupied units per year, and 20 to 30 apartments,** thought these figures are highly variable depending on the characteristics of the projects that are developed. It should also be expected that some units cannot be phased in these increments, for example, if a 20-unit condominium unit were constructed.



ABOVE: Mixed-use building with two stories residential over ground floor commercial on Monroe Street, Madison, WI. New construction blends into existing historic block and adjacent single-family neighborhood.

### Demand for Commercial Uses

**The Tayco Street frontage is an attractive commercial location for a wide range of neighborhood-serving and destination uses.** Approximately 12,500 cars pass the site daily, and the bridge over the river has the effect of funneling traffic from north and south through this point. The Downtown Vision Plan did identify a long list of uses that would be viable within the downtown area, and most of that list is applicable to this location.

The site has a couple characteristics that make it particularly appealing as a redevelopment opportunity. It is adjacent to the canal and an anticipated path connecting downtown Menasha to the Loop the Lake Trail. That creates the opportunity for an attractive outdoor dining setting, but some kinds of retail stores, such as sporting goods stores or bakeries, might also benefit from foot traffic on the path.

The location also offers the opportunity to assemble several lots (either by the City or by private parties) to create larger redevelopment sites. For the developer, this presents economies of scale in site preparation and construction, the potential to add additional stories for offices or housing above commercial storefronts, and space for on site parking. By providing parking and larger floor plans, the developer is also able to appeal to a wider range of prospective tenants.



ABOVE: Bizarre After Dark draws large crowds to downtown Menasha.

The market has changed to some degree since the Downtown Vision Plan was completed. At that time, the significant vacancies were a former bank building and the old city hall, both of which were unoccupied and listed for sale. Since that time, the former city building remains listed at \$432,000 for 12,740 square feet. The former bank has some office tenants but remains for sale. There are other properties near downtown that are currently available. These include:

- » 400 Third Street, where 12,230 square feet is available to lease at \$4.95 per square foot, gross.
- » 403 Third Street, the former Third Street Market, with 20,864 square feet listed at \$1,250,000).
- » 445 Broad Street, a storefront listed for \$375 per month.
- » 325 Broad Street, the Hmoob Union Hall, with 9,058 square feet and a commercial kitchen, listed for \$395,000.
- » 1250 S. Appleton Road, the Family Video Site, is not in downtown but may be a competing location. It has 7,030 square feet and is listed for \$595,000.

The availability of these properties may impact the potential to redevelop the Tayco Street frontage in the short term, as many of the spaces can be subdivided for smaller tenants, and they are relatively affordable (\$40 to \$60 per square foot) compared to new construction. Pricing, along with the few recent leases, suggest a rent of \$4 to \$8 per square foot for existing buildings, while new space is going to be significantly higher. **City participation through tax incremental financing or other tools may make redevelopment of the Tayco sites more financially appealing.**

Design will have an impact on the kinds of uses that will locate on the Tayco Street frontage. This plan calls for an urban design that places the building adjacent to the public sidewalk, and locates parking to the rear (on the west side of Tayco Street). This is entirely appropriate for the setting, but several of the kinds of businesses that might consider the location may have difficulty accepting this design format. This will be an issue for chain and franchise formats, including uses like gas stations, fast food and some other restaurants, and auto parts stores. It is much less an issue for independent businesses and those that locate in destination districts. Over time, it is expected that this

location will tie more closely to the existing destination commercial district further east on Main Street.

Initially, the corner can be expected to have a greater appeal for neighborhood-serving commercial uses, as there is no strong connection to the Main Street destination district. Health services, personal services (salons/spas), and professional services may make up a significant part of the demand. Small shops are also viable, such as health and personal care stores, mobile phone stores, pet supply stores, and beer, wine, and liquor stores. The latter two may also be appropriate for a destination district, depending on how the store is positioned (ex., a wine shop). As a critical mass of retail emerges and there are more connections to Main Street (in the form of related businesses that encourage walking along the corridor), it can be expected that the Tayco Street area will be able to support more unique retail shops.

**Dining does have short term potential at this site. Attracting and retaining eating establishments to Tayco Street and adjacent waterfront should be a City priority to spur redevelopment.** These might range from simple venues like ice cream shops or bakeries, to more substantial restaurants. This includes working with existing restaurants and drinking establishments on Tayco Street to incentivize and encourage rehabilitation of facades and existing structures. There have been several recent examples of communities that have actively recruited restaurants, brewpubs, and similar uses to downtown sites or buildings. These businesses can become important anchors, and food is often an early draw for traffic to an emerging commercial area. The City can incentivize the use to assist in attracting these businesses. A more aggressive approach would include property acquisition and the packaging of a public-private redevelopment project.

### Recommendations

The City should prioritize attracting a restaurant in the initial phase of redevelopment on Tayco Street. Additional development may take longer, and could be supported through property acquisition to assemble larger sites that can be subject to a request for proposals or qualifications to create a public-private development partnership.





## 3. STRATEGIC PLANNING

PUBLIC INPUT • GOALS + OBJECTIVES • ALTERNATIVES • PREFERRED ALTERNATIVE

## Public Input

**Consultant/Staff Meetings.** Twelve City/Staff coordination meetings were held over the planning period. The purpose of these meetings was to coordinate public involvement meetings and technical input from City staff.

**Ad Hoc Steering Committee Meetings** (Ad Hoc) Six Ad Hoc meetings were held. The purpose of the Ad Hoc meetings were to provide input and feedback to the City and consultant team, and to recommend adoption of the Corridor Plan to Plan Commission.

**Design Workshop.** A 2.5-hour design workshop was held on January 29th, 2019. The purpose of the workshop was to engage the community in a direct design exercise to illustrate their own ideas for the corridor.

**Public Open House.** A 2-hour open house was held March 6th, 2019. The preferred alternatives for Water Street, Tayco Street, and the Menasha Lock site were presented. Attendees had the opportunity to provide feedback.

**Plan Commission & Common Council Meetings.** On March 19th the Plan Commission recommended to Common Council the Plan be adopted.



## Key Issues

The following key issues emerged for the Corridor based on background analysis, feedback with City Staff, Ad Hoc Committee, and other stakeholders.

These included:

- » Pedestrian Safety, in particular at the Tayco Street and Water Street intersection
- » Circulation, including for pedestrians, bicyclists and vehicles to connect the downtown to the lake
- » View Sheds, including removal or re-location of overhead utilities and obsolescent industrial structures.
- » Gateways & Wayfinding, including opportunities to steer visitors to local businesses and the proposed linear park along the canal
- » Leveraging the Canal & Lock Site, including more recreational and wildlife viewing improvements
- » Land Use, including identification of preferred block level land uses in the study area that balance new development with existing uses



A visual summary of key issues impacting the corridor is shown on the following page.



## Corridor Goals

The Ad Hoc committee endorsed the following set of overall goals, reflecting both prior planning efforts and recent public input. These are the outcomes which the Plan intends to achieve, and were used to help evaluate alternatives.

1. Enhance the functionality and aesthetic qualities of Water Street while continuing to improve Menasha as Your Place on the Water
2. Strengthen bicycle and pedestrian connections between downtown and LLBM
3. Expand fishing, biking, walking, wildlife watching and boating amenities
4. Improve gathering areas including Tayco Street and the Menasha Lock site
5. Create attractive gateways that enhance the image of the community
6. Identify long-term improvements to the canal system
7. Prepare a land use plan and implementation strategy to facilitate future investment



## Design Objectives

Design objectives were identified based on public input at the January 29th Design Workshop and input from the Ad Hoc committee.

### Tayco Street Design Objectives

- » Improve parking layout and functionality
- » Preserve Koch Block building (R&R)
- » Create a plaza and outdoor seating opportunities adjacent
- » Establish safe pedestrian crossing across Tayco Street
- » Create bike connection between Water Street and Kaukauna

### Water Street/Canal Design Objectives

- » Create continuous canal walk from Menasha Lock site to Tayco Street
- » Create off street multi-use trail between street and canal
- » Provide additional green space
- » Provide boat parking along the Canal
- » Provide on-street parking along Water Street
- » Provide seating, terraces, and overlooks along canal
- » Add pedestrian scale lighting

### Menasha Lock Site Design Objectives

- » Create a look out tower
- » Provide historic interpretation
- » Create a small amphitheater/informal gathering area
- » Provide bathrooms, concessions, and limited equipment rentals
- » Provide a natural playground



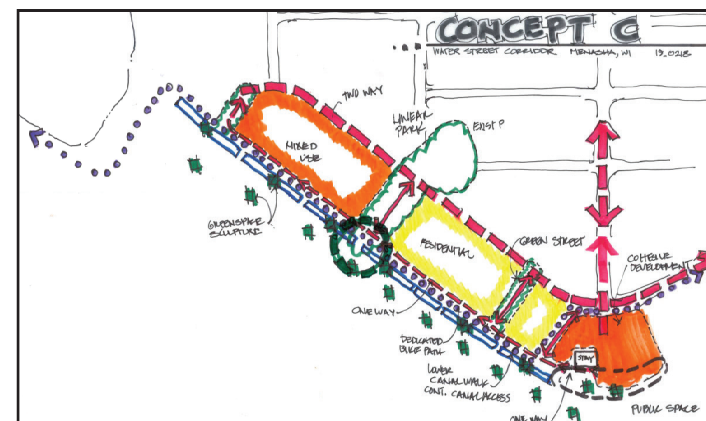
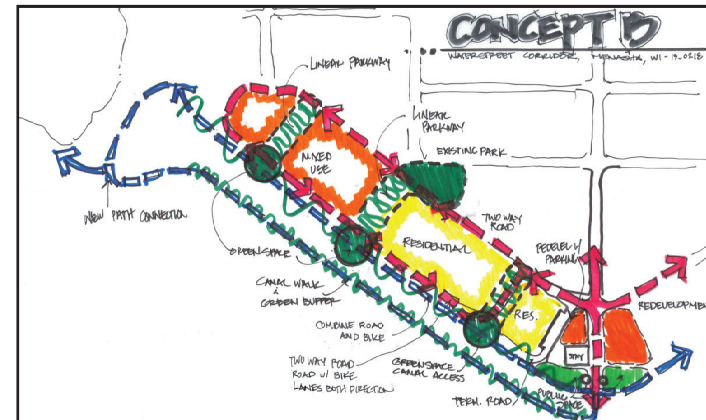
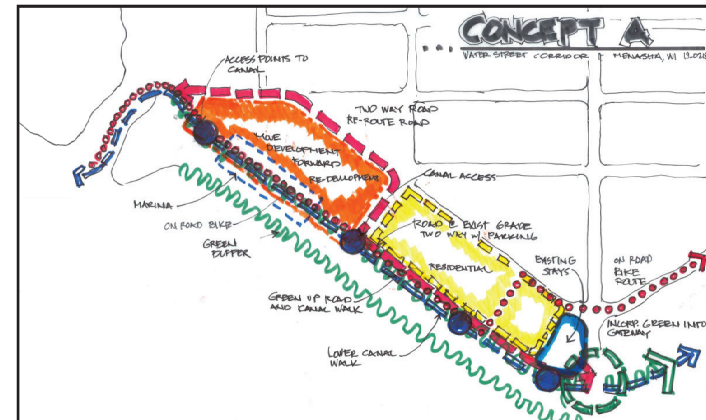
## Conceptual Plan Alternatives

Based on the goals and objectives listed on the previous page several alternative concepts were developed for the corridor including

- » Overall concept diagram alternatives
- » Water Street alternatives
- » Tayco Street redevelopment alternatives
- » Menasha Lock Site alternatives

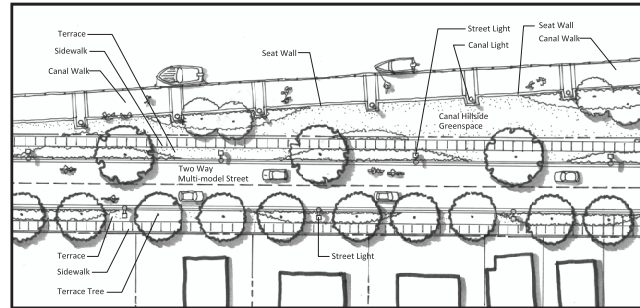
### Overall Concept Diagram (RIGHT)

- » Concept Diagram A
- » Concept Diagram B
- » Concept Diagram C

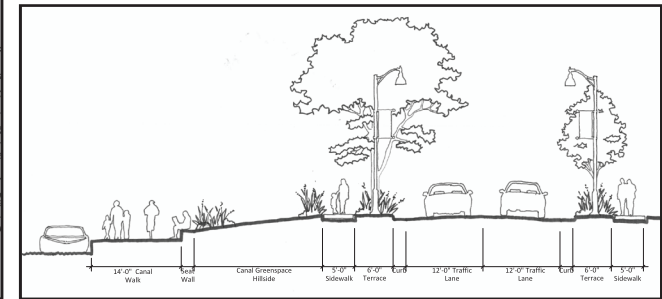


## Water Street Alternatives

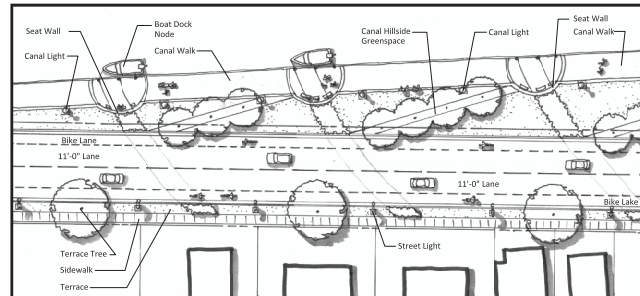
- » Concept Plan A + Section
- » Concept Plan B + Section
- » Concept Plan C + Section
- » Concept Plan C + Section
- » Concept Plan D + Section



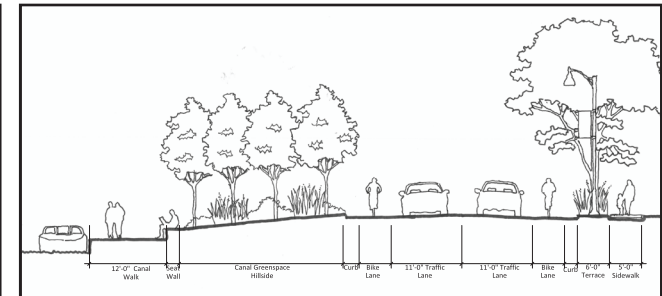
CONCEPT PLAN A



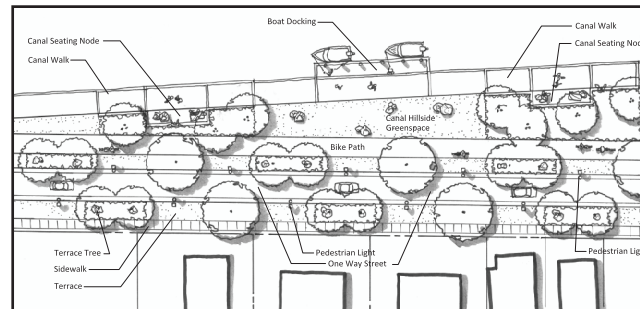
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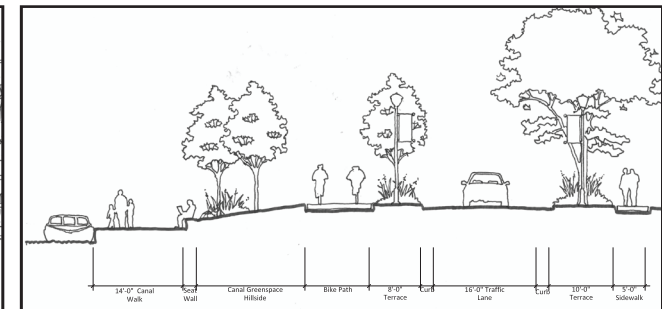
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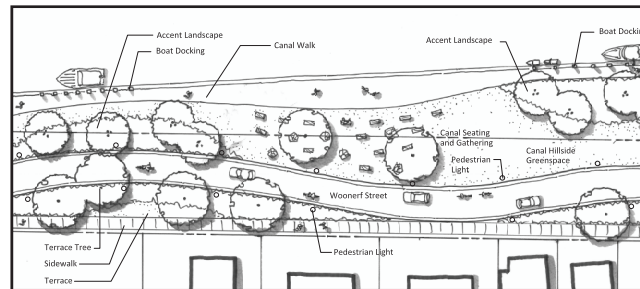
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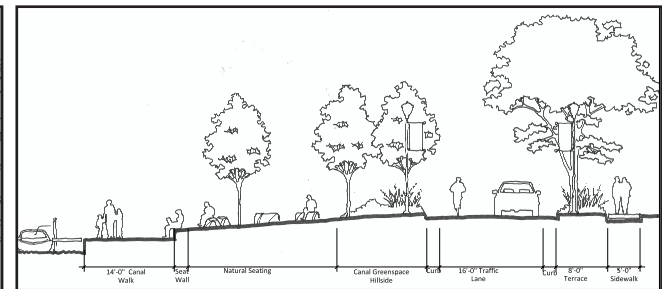
CONCEPT PLAN C



CONCEPT PLAN C SECTION



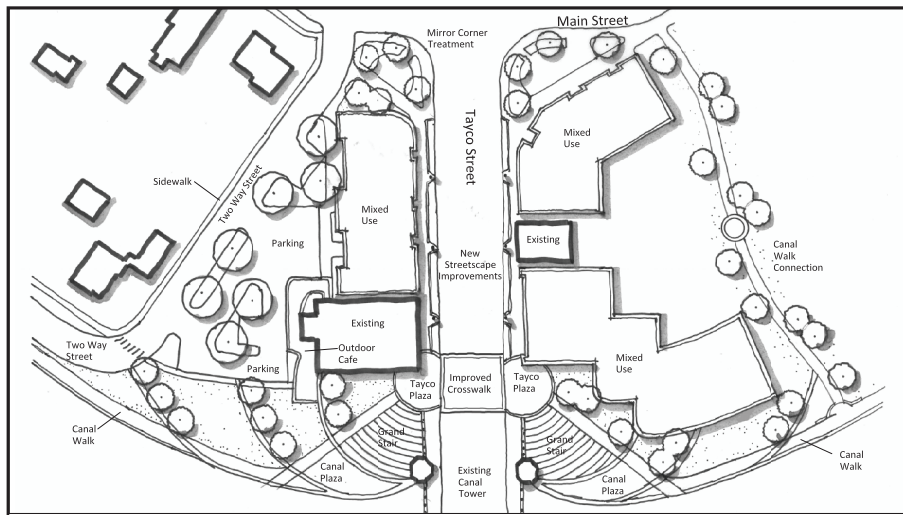
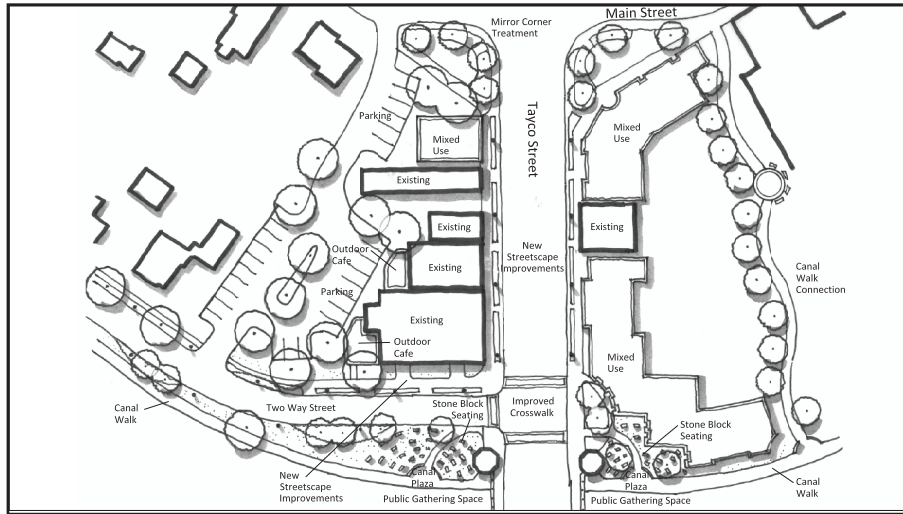
CONCEPT PLAN D



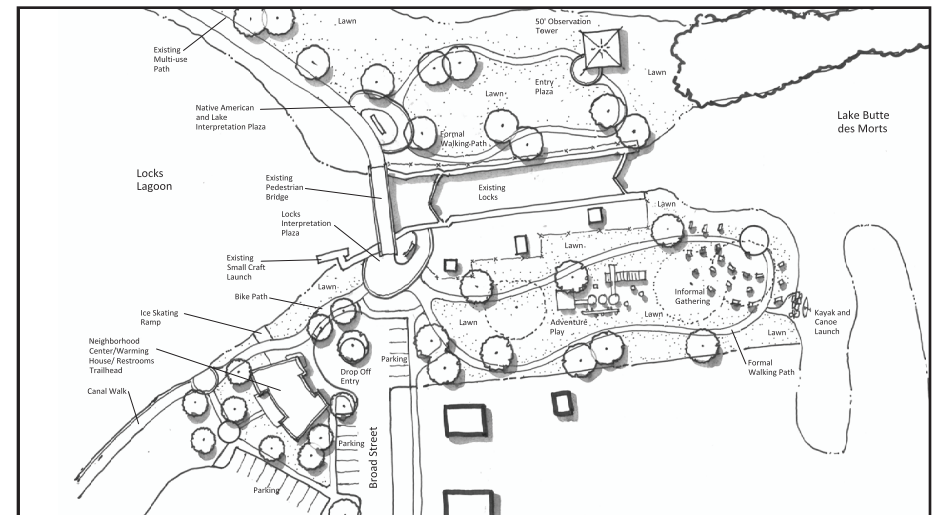
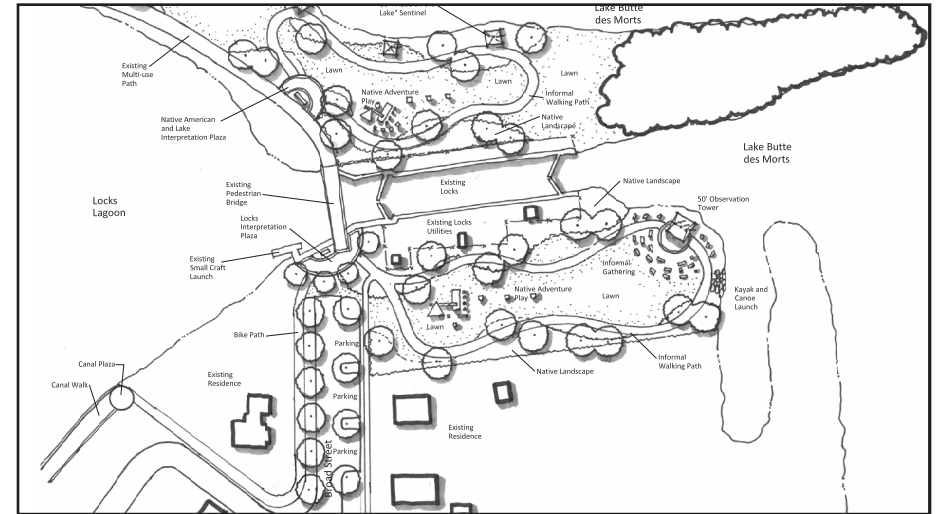
CONCEPT PLAN D SECTION

## Tayco Street + Menasha Lock Site Alternatives

Tayco Concept Plan A (top) + Concept Plan B (bottom)

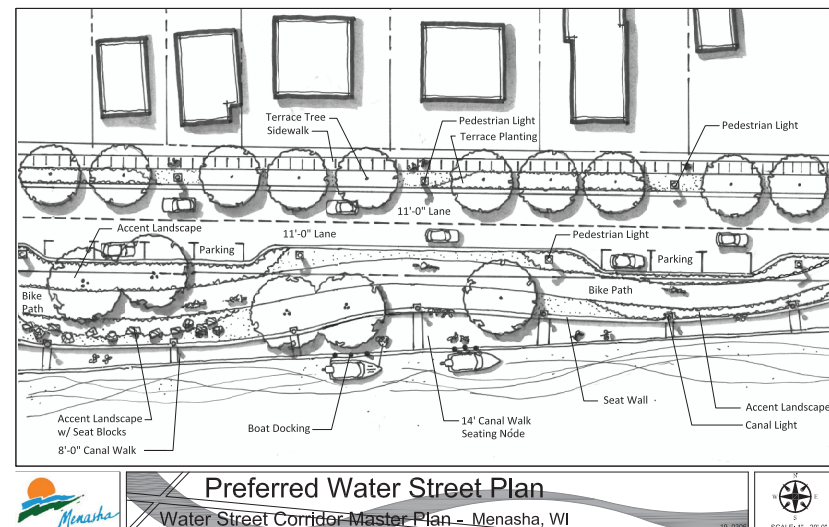
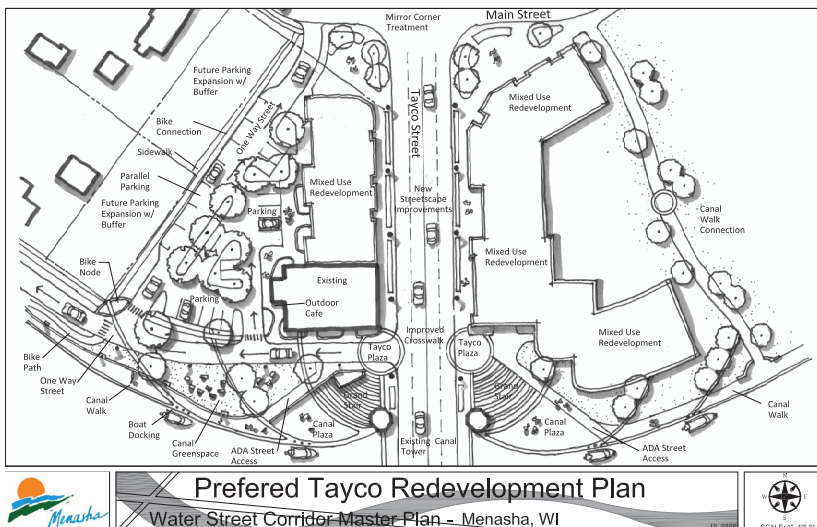
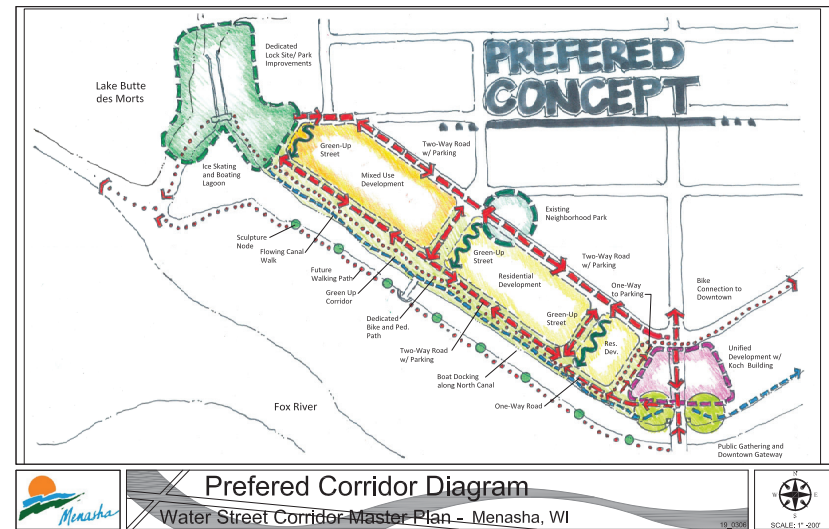
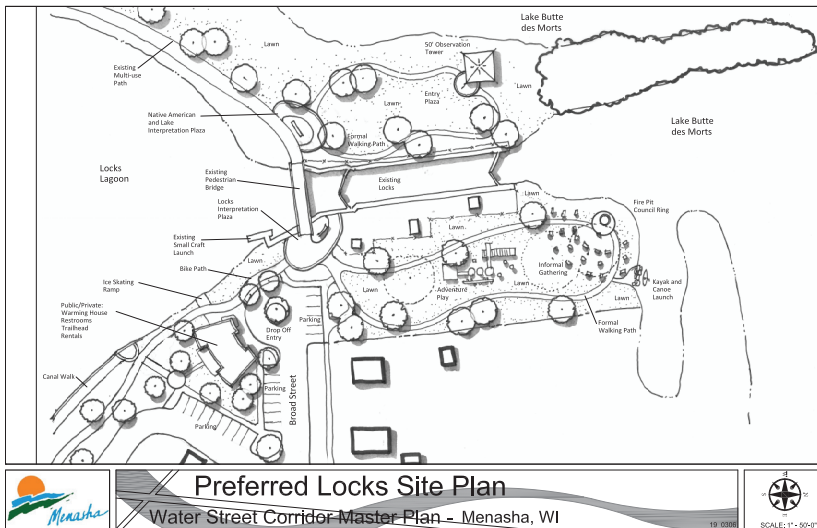


Locks Site Concept Plan A (top) + Concept Plan B (bottom)





The conceptual plan alternatives were reviewed and discussed with the Ad Hoc committee. Ultimately, the committee chose the alternatives below to bring forward to the public for comment. The consultant team facilitated an Open House on March 6th, 2019, where the public provided feedback on the preferred alternatives shown below:





Following the March 6th 2019 Open House, the Ad Hoc committee met again to discuss the information and feedback received. Discussion regarding preferred concepts was facilitated by the consultant team. The Ad Hoc Committee agreed upon the following changes:

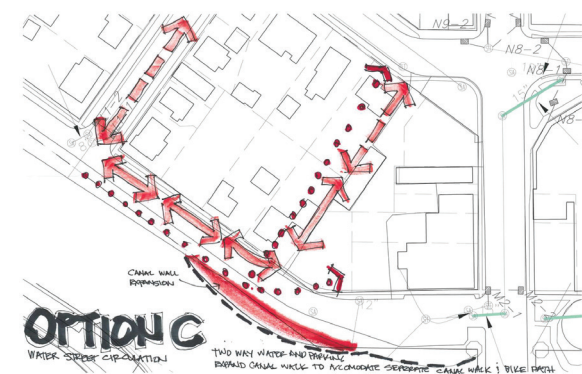
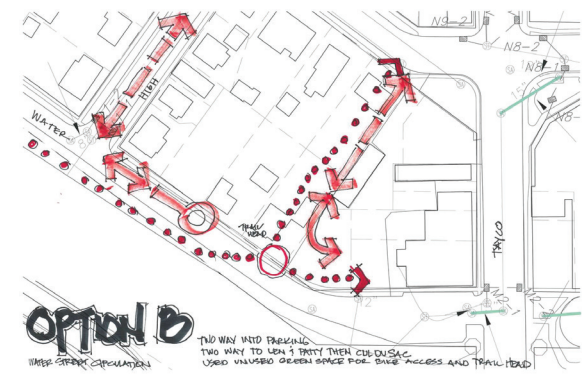
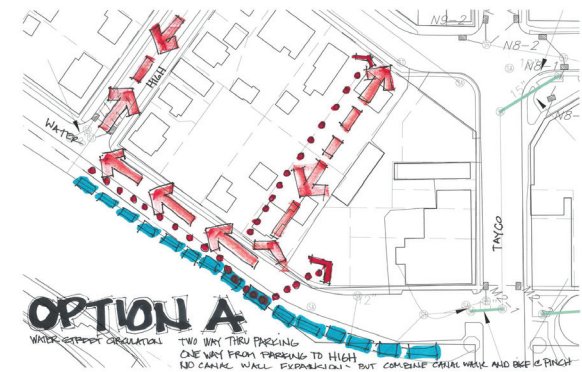
- » Show connection between Water Street and canal walk (Main access points). Canal wall should extend up to 14' from water's edge at these nodes.
- » Incorporate County and vacant parcels into final design concept for Tayco Street area
- » Keynote potential underground connection beneath Tayco Street connecting two towers
- » Vacate Water Street between Tayco Street and High Street
- » Provide 2-way street between expanded Tayco street parking area and High Street if adequate width exists
- » Provide handicap parking at canal access points
- » Keep residential sidewalk along Water Street in its current location to allow for additional green space adjacent canal
- » Provide an 8'-10' wide multi-use trail between street edge and canal walk
- » Show decorative lighting on final design concept

#### Additional feedback received included the following ideas:

- » Archway over Water Street entrance
- » Bicycling sales/repair/rentals
- » Kayak/canoe sales and rentals
- » Fishing bait shop/sporting goods
- » Marina/boat repair/boating equipment and supplies
- » Food court pop-ups
- » Farmer's market
- » Gifts
- » Winter pop-up events
- » Art events, live-work spaces

In order to better understand and evaluate the options associated with the pinch point along Water Street where there is minimal distance between the canal and sidewalk on the north side of the street, additional alternatives were also developed for connection from canal to Water Street, through to Kaukauna including proposed parking and vehicular/bicycle/pedestrian access..

Based upon final direction from the Ad Hoc Committee the consultant team prepared the final Corridor Plan, including final design drawings, implementation strategies, cost estimates, funding programs, and an implementation timeline.





## 4. CORRIDOR PLAN

CONCEPT PLAN • TAYCO STREET REDEVELOPMENT • WATER STREET • LOCK SITE

## Concept Plan

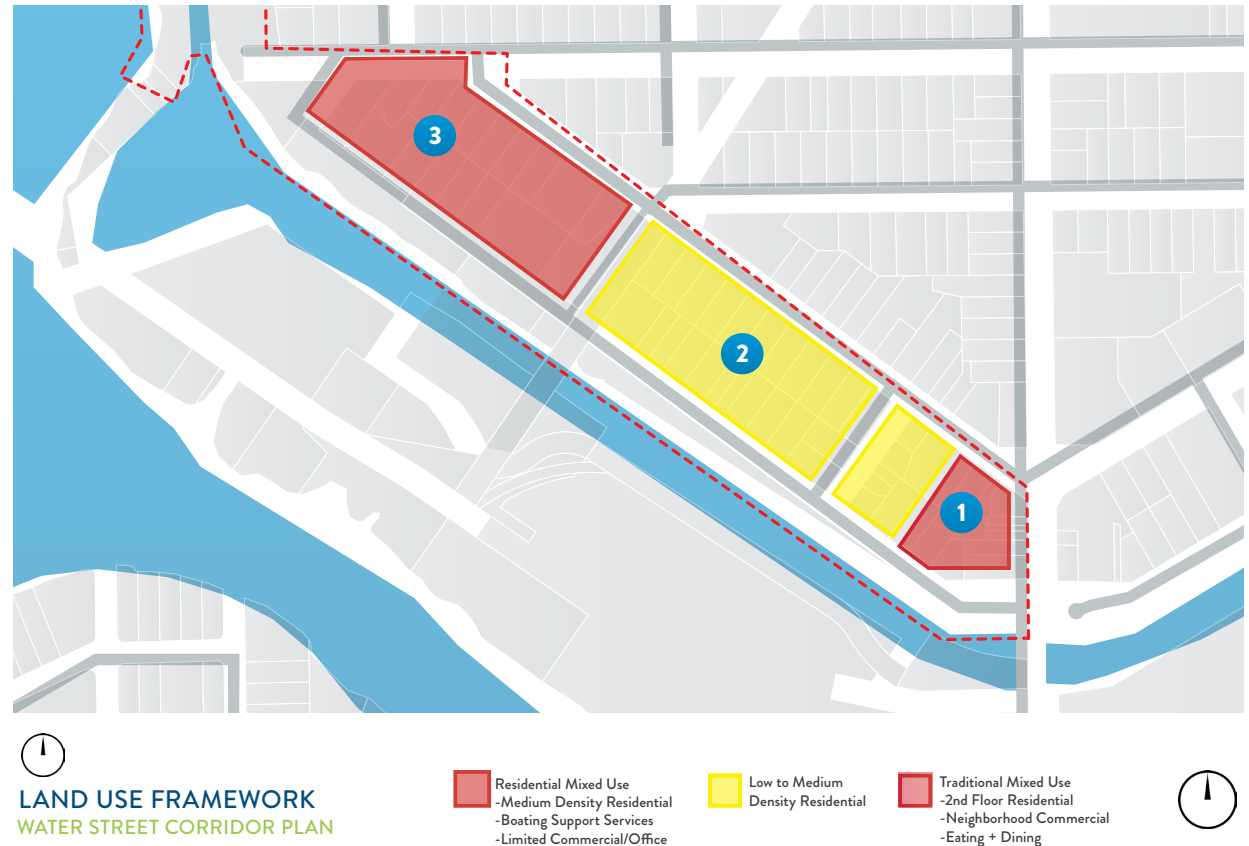
The preferred overall Concept Diagram (Preferred Concept, RIGHT), responds to several rounds of feedback gathered and discussed with residents, business owners, staff, and elected officials.

*RIGHT: This plan proposes traditional mixed use and residential on block no. 1, low to medium density residential on block 2, and residential mixed use on block no. 3 supporting medium-density housing. BELOW: Examples of medium density residential development.*

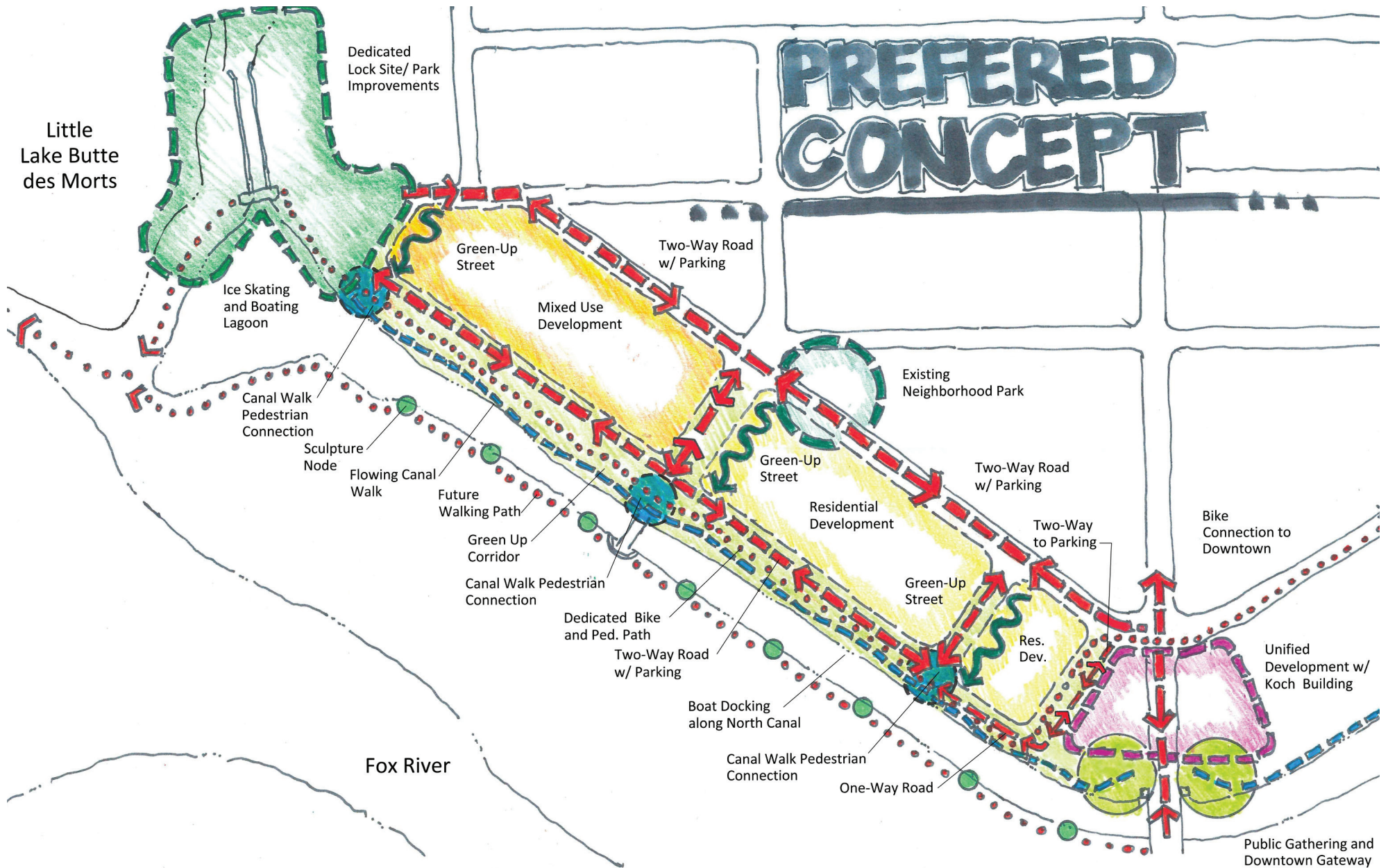


Key elements of the overall Concept include

- Full reconstruction of Water Street to create a linear park and provide strong pedestrian and bicycle connections from the lake to downtown.
- Significant boating and recreational improvements
- New redevelopment concepts for Tayco Street.
- Strengthening green connections from Kaukauna Street to Water Street
- Menasha Lock Site enhancements
- Balancing existing and future land uses
- Sculpture nodes along the canal
- A revised land use plan as illustrated in the land use framework below









## Menasha Lock Site Plan

The Locks Site has many positive attributes that could anchor Menasha's goal of creating "Your Place on the Lake". There are many moving pieces associated with the Locks Site, but with time and strategic planning, this goal is very achievable.

FRSNA is actively working through permitting processes to re-open the locks, which could impact the final design. Some land acquisition and collaboration with surrounding land owners will need to be worked through. Ultimately this space could be a very dynamic public/private space that would be a public draw for season round activation.

Some of the site improvement to activate the space include:

- Public/Private building for warming house and rentals
- Interpretive plazas for the Locks and Native American Heritage
- Walking paths out to water front
- Informal gather space with seating and fire pit
- Kayak/Canoe launches
- Observation towers
- Adventure play areas
- Additional parking
- Native planting



ABOVE/RIGHT: Preferred character images from January 29th 2019 Design Workshop. The skating area is envisioned for a portion of the canal above the lock site.



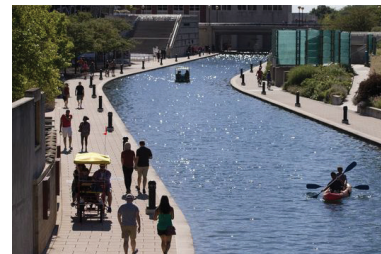
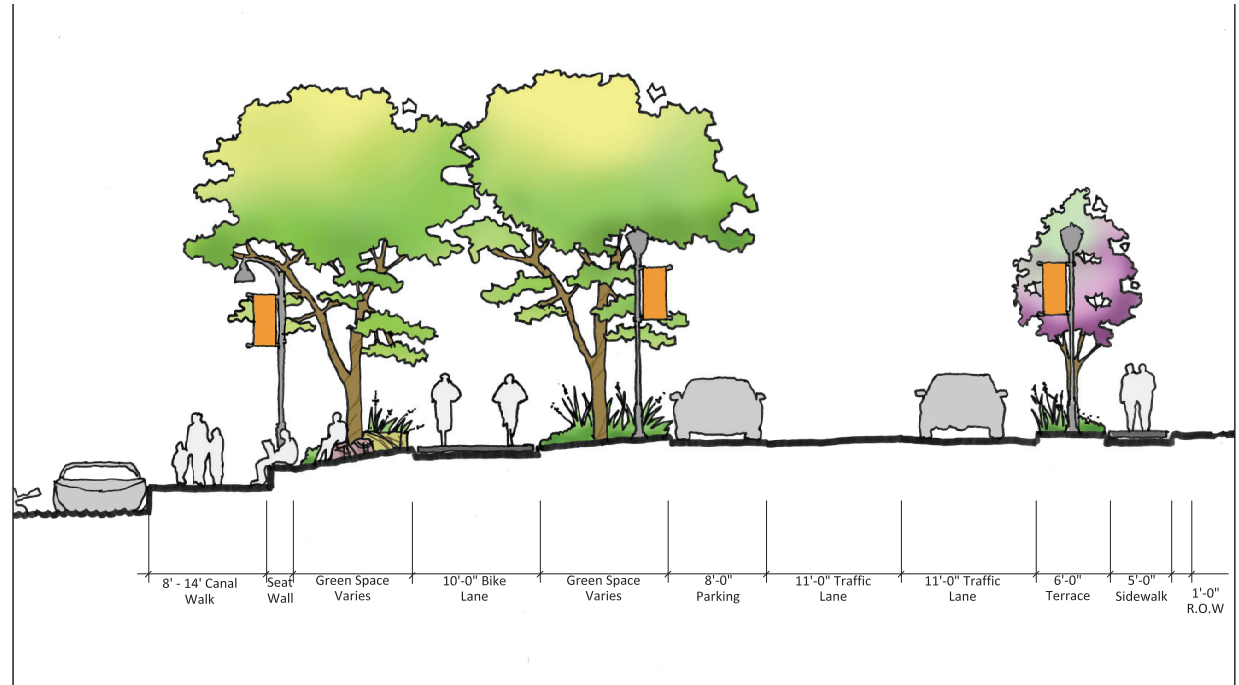




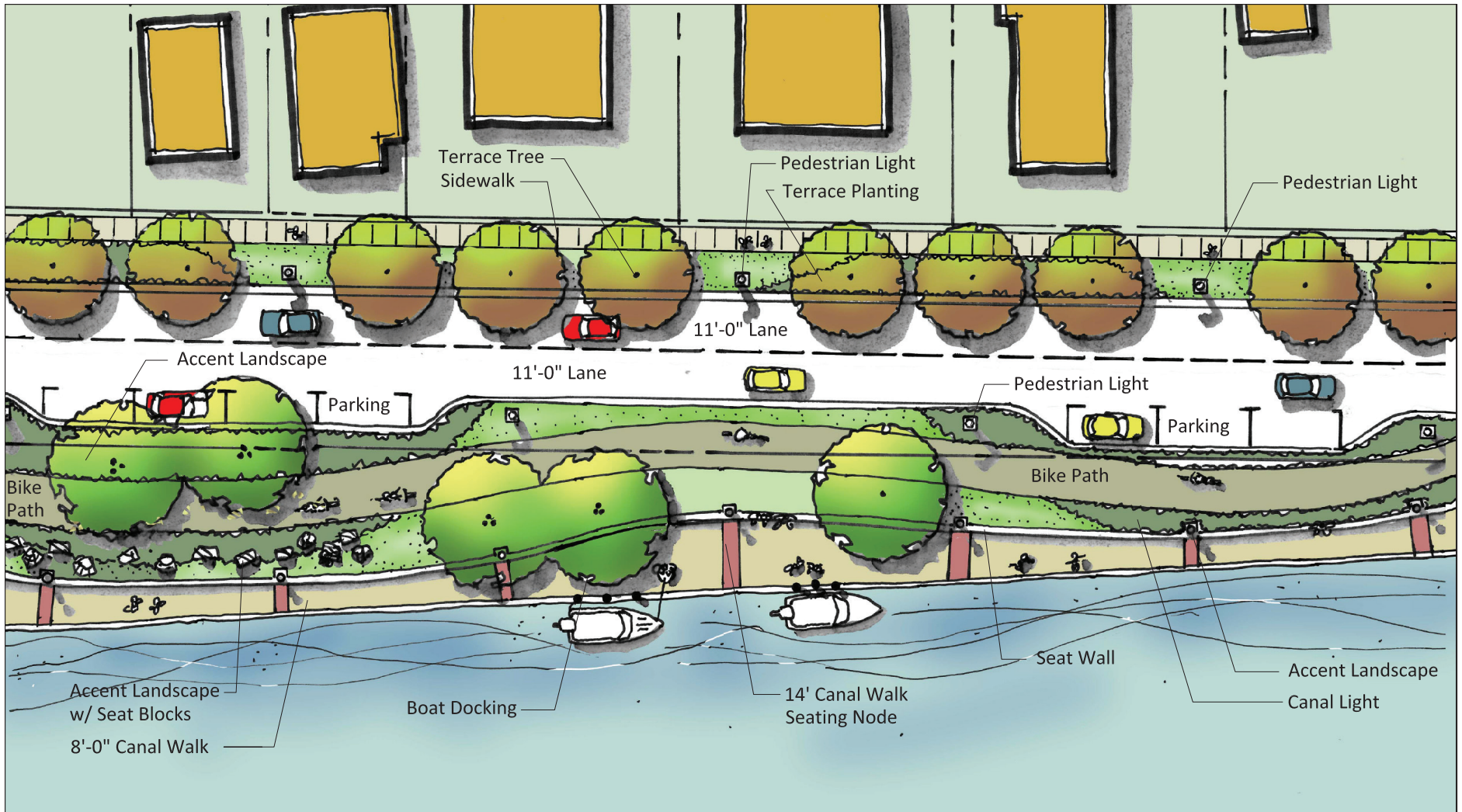
## Water Street Corridor Plan + Section

The Water Street Corridor has a very narrow right of way with public right of way ending at Lush Street. The city of Menasha maintains ownership from the south side of the right of way to the canal and owns much of the property from Lush to Barlow Street. Consensus from the Ad Hoc Committee is to maintain a narrower two-way street with parking on one side of the street throughout the corridor. In addition, the Ad Hoc wants to make every attempt to green up the corridor, create bike path access through the corridor and create a dedicate pedestrian promenade along the canal. Some of the site improvements for the corridor include:

- Narrow two lane road
- Parking nodes on the south side of street to provide space for serpentine bike path
- Varied width canal walk to create a more dynamic walking environment
- Seat walls along north side of the canal walk
- Pedestrian lighting along the roadway
- Ornamental lighting along the canal walk
- Flowing landscape beds between the road and canal walk
- Small public seating and gather spaces between the street and canal walk
- Pedestrian connection to the canal walk from High, Lush and Barlow Streets
- Improving viewsheds to south



ABOVE: Preferred character images from January 29th 2019 Design Workshop





## Tayco Redevelopment Plan

The Water Street and Tayco Street intersection is an important gateway into Menasha's downtown. The existing bridge towers act as a prominent visual cue that you are entering the Downtown Menasha District. However, traffic patterns and existing buildings blur the distinction that you are entering a unique zone. The redevelopment of the Brin site and the potential mixed-use redevelopment on the east side of Tayco Street, may provide a more prominent visual cue that you are entering downtown Menasha. Applying a complimentary architectural style on either side of Tayco Street, along with providing a unifying streetscape application on either side of Tayco Street, will strengthen the gateway appearance to the downtown. In addition, closing off Water Street to Tayco Street and developing a more pedestrian oriented entrance, will create a stronger gateway identity for the downtown. Some of the overall improvements considered in the Tayco Street redevelopment include:

- Unified mixed-use redevelopment on both sides of Tayco Street
- Streetscape improvements on both sides of Tayco Street
- Closing off access of Water Street to Tayco Street to create more public/pedestrian space between the Koch Building and the Canal
- Create a public gathering space on either side of Tayco St. incorporating the bridge towers
- Create a continuous canal walk under/through the Tayco street bridge
- Improve/expand parking behind the mixed-use development on the East side of Tayco Street
- Create a new connection to Water Street through the parking area off Kaukauna



ABOVE: Preferred character images from January 29th 2019 Design Workshop







## 5. IMPLEMENTATION PLAN

STRATEGIES • TIMELINE • COST ESTIMATES • FUNDING

## Strategies

There are fifteen strategies identified for this plan. Each strategy supports one or more relevant Corridor Plan goals. A description of each strategy is followed by a short justification for pursuing the strategy, the core team members responsible for implementing the strategy, cost estimate, funding sources, and timeline. This section of the report synthesizes the priority strategies for implementation including:

# STRATEGY 1

## Evaluate Zoning Update Options

### RELEVANT GOALS



Land use  
planning

### DESCRIPTION

Update City's Zoning Ordinance to implement the desired future land use changes. This strategy recommendation includes an overview of different approaches the City may take to update their zoning code to facilitate the desired land use changes as discussed in this plan. There are several approaches to updating the Zoning Code. Not all of them are mutually exclusive. Following a more thorough vetting of alternatives, the City should move forward with one or a combination of the approaches discussed in this section of the report.

### JUSTIFICATION

Zoning is the primary tool the City has to shape its built environment. To implement the vision, portions or all of the City's Zoning Code should be updated.

**TEAM**  
City staff

**FUNDING**  
N/A

**TIMELINE:**  
2019-2020

**COST**  
\$0





## STRATEGY 2

### Prepare and Adopt Overlay District Overlay

#### RELEVANT GOALS



Land use  
planning

#### DESCRIPTION

Prepare an overlay district which further defines desired land uses in and adjacent the corridor. There are two primary overlay district options for the City to consider: 1) a general overlay district for the Water Street Corridor and 2) a Planned Unit Development (PUD) overlay district. The Water Street Corridor District can be initiated by the City. This district would establish general site and building design guidelines for future redevelopment and building expansion projects along the corridor. The PUD district is initiated by the property owner/developer and the intent is to encourage planned development in areas of the community such as the Water Street corridor which are undergoing redevelopment.

#### Justification

The overlay district is a cost-effective planning tool to support future infill and redevelopment. It defines more specific allowable uses including zoning restrictions for the study area. An overlay district will provide residents and elected officials an opportunity to craft a more detailed vision for the study area, which provides better direction and assurance of political feasibility to potential investors.

#### TEAM

City

Consultant

#### FUNDING

CDBG

General Fund

TIF

#### TIMELINE:

2019-2020

#### Cost

\$-\$10,000

## STRATEGY 3

### Explore Public-Private Partnerships (P3s)

#### RELEVANT GOALS



Land use  
planning

#### DESCRIPTION

Evaluate Public/Private partnership approach to development. Under this arrangement, the City engages an experienced Master Developer Consultant (Master Developer) and creates Water Street Corridor LLC made up of RDA/ Elected Officials and Master Developer. LLC hires master developer to assist City with land development tasks including but not limited to land acquisition, final master land use plans, and developer recruitment.

#### JUSTIFICATION

This approach provides the City with a highly experienced consulting master developer, whom could help the City navigate through the final planning, design, and execution of preferred development in the corridor (and elsewhere, if desired)

#### TEAM

City staff • Master Developer consultant • Redevelopment Authority

#### COST

Highly variable

#### FUNDING

- TIF
- General Fund

#### TIMELINE:

2019-2020



## STRATEGY 4

### Update Comprehensive Plan

#### RELEVANT GOALS



#### DESCRIPTION

Update the City's Comprehensive Plan including Future Land Use Map.

#### JUSTIFICATION

The City's official Comprehensive Plan needs updating. An up-to-date Comprehensive Plan will support future investments in the corridor by clarifying desired future land uses as identified in the City's Future Land Use Map, establishing the foundation for updating the City's zoning code. The Plan update will also help the City apply for various grants applicable to the corridor.

#### TEAM

City staff • Consultant

#### FUNDING

- General Fund
- CDBG

#### TIMELINE

2020-2021

#### COST

\$0-75,000



## STRATEGY 5

### Update Zoning Ordinances

#### RELEVANT GOALS



#### DESCRIPTION

Update City's Zoning Ordinance to implement the desired future land use changes identified in the City's updated Comprehensive Plan. Potential short-term updates to include:

- **Block 1.** Leave as C2, appropriate for current and future anticipated uses
- **Block 2.** Change from R1, R2A to R3 to encourage medium density residential development
- **Block 3.** Change from C1, R1, I-1 to new mixed-use district, C2, general overlay district or PUD district
- Triangle property adjacent Locks (corner of Barlow & Broad Street). Change from R1 to GU – government use

Medium term updates would occur following completion and adoption of the updated Comprehensive Plan and official Future Land Use Map

#### JUSTIFICATION

In order to implement this Plan, the City should update its zoning ordinances to facilitate redevelopment and infill.

#### TEAM

City staff • Consultant

#### FUNDING

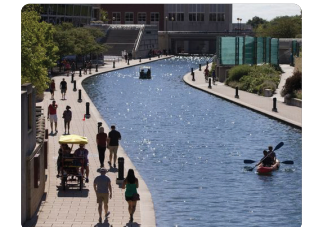
- CDBG
- General Fund

#### TIMELINE

2020-2021

#### COST

\$0-\$100,000



## STRATEGY 6

### Continue Dialogue with FRSNA

#### RELEVANT GOALS



Land use planning



Expand recreational and wildlife viewing amenities



Improve gathering areas



Create attractive gateways

#### DESCRIPTION

Further assess feasibility of Menasha Lock Site improvements in order to clarify roles, responsibilities, and potential funding partnerships. Continue to work with FRSNA to incorporate design and publically useable elements into construction design

#### JUSTIFICATION

The City would like to see improvements made to the Menasha Lock Site as part of its overall vision for enhancing the Water Street corridor, including strengthening the site as a tourist destination and critical connection between the Loop the Lake trail system and downtown Menasha.

#### TEAM

City staff

#### FUNDING

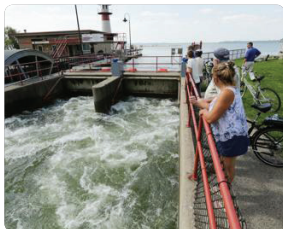
N/A

#### TIMELINE

2019-2025

#### COST

\$0



## STRATEGY 7

### Prepare Final Design Plans and Construction Documents for Water Street Corridor

#### RELEVANT GOALS



Enhance Water Street



Strengthen Connections



Identify canal Improvements

#### DESCRIPTION

Prepare final design plans and construction documents for Water Street, the Government Canal, and Tayco Street Parking lot. Key tasks include:

- Prepare RFP for consulting engineer team
- Investigate traffic, parking, geotechnical conditions, and pedestrian safety
- Prepare 30% Design Plans
- Apply for Funding
- Prepare Final Design Plans and Construction Documents

#### JUSTIFICATION

In order to move ahead with final design and construction documents, the City needs to contract with an engineering consultant to develop 30% design plans, which will build upon the final Corridor Conceptual Plan, establishing a final preferred vision for Water Street, the canal, and Tayco Street parking lot, as well as develop more accurate cost estimates with a lower contingency factor. Once 30% Design Plans are complete the City can approach funders and other partners for financial assistance prior to preparation of final Design Plans.

#### TEAM

City staff • Consultant • WDNR • USACE • F&W

#### COST

\$375,000

#### FUNDING

Same as Strategy 9

#### TIMELINE

2021



## STRATEGY 8

### Implement Low-Cost Wayfinding & Gateway Recommendations

#### RELEVANT GOALS



#### DESCRIPTION

Implement low cost wayfinding elements including mural(s), re-routing of bike route down Water Street, and additional pedestrian wayfinding signage. Explore and implement opportunities for public art and their role in providing wayfinding.

#### JUSTIFICATION

Larger wayfinding elements will be implemented coincident with Water Street Reconstruction. Prior to that time the City should engage neighborhood residents, business owners, and other partners to implement lower cost options such as murals, beautification projects, and neighborhood identity signage.

#### TEAM

City staff • Sculpture Valley • Neighbors • Business owners

#### COST

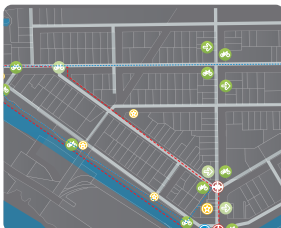
\$5,000

#### FUNDING

• General Fund

#### TIMELINE

2020-2022



## STRATEGY 9

### Reconstruct Water Street Corridor

#### RELEVANT GOALS



#### DESCRIPTION

The reconstruction will include several project components including:

- Water Street
- Canal Walk + Canal Wall + Seating Wall
- Multi-use Trail
- Linear Park
- Tayco Street (parking)
- Wayfinding

#### JUSTIFICATION

To implement the vision established in the Water Street Corridor Plan. The reconstruction of the corridor and canal should be done concurrently to minimize contractor mobilization costs.

#### TEAM

City staff • Consultant • WDNR • USACE • FRSNA

#### COST

\$3.5m

#### FUNDING

- WisDOT
- General Fund
- Menasha Utilities
- CDBG
- WDNR Trails Aid

- WDNR Recreational Boating Facilities Program
- WDNR Knowles-Nelson Stewardship Program
- Fund for Lake Michigan

#### TIMELINE

2022-2023





## STRATEGY 10

### Preserve the Historic Carl Koch Building

#### RELEVANT GOALS



Improve gathering areas



Create attractive gateways



Land use planning

#### DESCRIPTION

The City should pro-actively enforce any relevant building codes, while continuing to make resources available to the property owner for property rehabilitation. In addition, the City should consider creating additional matching grant programs for owners of downtown business. For example, many communities will incentive maintenance by offering matching programs for HVAC and other major interior improvements. If the Koch Building continues to show signs of deferred maintenance, the City should identify potential buyers of the property. At the same time, the City should evaluate use of a purchase incentive. For example, the City could offer interested buyers an incentive equal to a percent of purchase price, or a flat amount.

#### JUSTIFICATION

Downtown Menasha has lost several identifiable historic buildings over the years, including most recently the Brin Building immediately east of the study area. Signature historic downtown buildings often serve as the backbone of downtown revitalization efforts. This site, in particular, can help anchor and maintain the historic character of lower downtown Menasha. Ensuring on-going maintenance of the building is necessary in order to maintain this piece of historic architecture listed on the State and National historic registries.

#### TEAM

City Staff

#### FUNDING

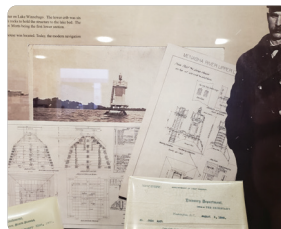
N/A

#### TIMELINE

On-Going

#### COST

0-\$100K



## STRATEGY 11

### Continue to Pro-Actively Engage Neighborhood and Community

#### RELEVANT GOALS



Strengthen Connections



Improve gathering areas

#### DESCRIPTION

As infill and redevelopment areas such as Water Street corridor change over time, often with taxpayer dollars supporting those changes, the neighborhood and broader community deserve an opportunity to stay engaged in the process. The City should therefore continue engaging residents and property owners in order to transparently and pro-actively stay up to date on the project and inform their own decision making.

Tools for maintain trust and transparency include:

- Developing an email or distribution list for study area stakeholders
- Sending out project updates via utility bills
- Continuing to invite neighborhood residents and stakeholders to future meetings addressing components of this Plan

#### JUSTIFICATION

Developing and sustaining a high level of trust and transparency is necessary in order to pave the way for future changes and ensure those changes consider neighborhood stakeholders and elected officials.

#### TEAM

City staff • Neighborhood Partners

#### COST

\$0

#### FUNDING

N/A

#### TIMELINE

On-Going



## STRATEGY 12

### Plan, Design, and Construct Menasha Lock Site Improvements

#### RELEVANT GOALS



#### DESCRIPTION

Finish planning, designing, and construction Menasha Lock Site improvements. Key issues to address include acquisition of private property adjacent the Menasha Lock Site in order to provide additional parking, trail connections and recreational amenities, and environmental concerns.

#### JUSTIFICATION

Additional dialogue with FRSNA and other funding partners will be necessary to solve for historical resource issues, finalize a preferred conceptual plan, prepare final design construction documents, and construct improvements.

#### TEAM

City • FRSNA • Consultant

#### FUNDING

- WDNR
- F&W
- Non-Profits

#### TIMELINE

2019-2022

#### COST

\$2M

## STRATEGY 13

### Prepare a River Management Plan

#### RELEVANT GOALS



#### DESCRIPTION

Prepare a River Management Plan to address water quality concerns.

#### JUSTIFICATION

Several residents and planning participants mentioned water quality as a concern. A healthier canal will support higher residential values and help underscore Menasha's brand of "your place on the water."

A management plan should be developed with a focus on just the canal itself, or alternatively done as a component of a more broad-based plan addressing Little Lake Butte des Morts. A river management plan will make the City eligible for maintenance and construction grants aimed at improving water quality.

#### TEAM

City • WDNR • Consultant

#### COST

\$5,000-

#### FUNDING

WDNR

#### TIMELINE

2023 - 2024



## STRATEGY 14

### Explore Partnerships

#### RELEVANT GOALS



Strengthen  
Connections



Land use  
planning

#### DESCRIPTION

Explore partnerships with the School District, WDNR, Fund for Lake Michigan (FFLM), US Fish and Wildlife (USFW), Fox Cities Greenways (FCG), FRNSA, and US Army Corps of Engineers (USACE).

#### JUSTIFICATION

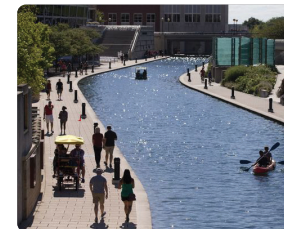
There are multiple organizations with a “stake” in the future development of the Water Street Corridor. The City should systematically reach out and engage the existing and potential partners with a strong interest in or more components of the overall Corridor Plan. Topics for discussion include timing of future improvements, permitting pathways, and shared cost opportunities. Meeting with these entities regularly to understand their funding programs and priorities (which often change from year to year) will set the stage for successful grant applications.

**TEAM**  
City •

**FUNDING**  
N/A

**TIMELINE**  
2019-2025

**COST**  
\$0



## STRATEGY 15

### Market Water Street Investment Opportunities

#### RELEVANT GOALS



Strengthen  
Connections



Land use  
planning

#### DESCRIPTION

Market Water Street corridor to local and regional investors interested in developing infill or redevelopment sites with new housing units. Marketing materials should provide overview of area and key market findings, specific infill and redevelopment sites, and desired housing product types/densities.

#### JUSTIFICATION

The City must add to its tax base in order to support general operations and quality of life spending. Adding additional housing will contribute to the City's tax base and strengthen neighborhood retail, eating, and dining options along Tayco Street.

**TEAM**  
City

**FUNDING**  
General Fund

**TIMELINE**  
2019-2025

**COST**  
\$10,000/year

## TIMELINE

The implementation timeline provides a summary of all strategies in a single document. The timeline is also provided as an excel document to help the City monitor implementation progress.

Strategy / Action Items	Team	Cost	Funding	Timeline	Status
<b>1. Evaluate Zoning Update Options</b>		10K	General, CDBG	2019	
1.1. Prepare an overlay district for the study area	City, Consultant				Not started
1.2 Review need for PUD					
1.3 Adopt general overlay district or initiate PUD process	City				Not started
<b>2. Prepare and Adopt Overlay District</b>		0-20K	General, CDBG	2020-2021	
2.1 Prepare an overlay district for the study area	City, Consultant				Not started
2.2 Review need for PUD					
2.3 Adopt general overlay district or initiate PUD process2	City				Not started
<b>3. Explore Public-Private Partnership Development (P3) Model</b>	City, Consultant	Variable	General, CDBG	2020	
3.1 Review and discuss P3 options	City				Not started
3.2 If City finds P3 approach desirable, define objectives and issue RFP	City				Not started
3.3 Establish P3 entity to oversee final master land use plan development	City, Development Consultant				Not started
3.4 Adopt Master Land Use Plan + Execute Developments	City, P3				
<b>4. Update Comprehensive Plan</b>	City, Consultant, RPC	0-75K	General, CDBG	2020-2021	
4.1 Update Comprehensive Plan including Future Land Use Map				2020	Not started
4.2 Adopt Comprehensive Plan				2021	Not started
<b>5. Update Zoning Ordinances</b>	City, Consultant, RPC	0-100K	General, CDBG	2021	
5.1 Update Zoning Ordinances based on Future Land Use Map + Corridor Study recommendations	City, Consultant				Not started
5.2 Prepare Planned Unit Development (PUD) District if applicable	City, Developer				
					Not started
<b>6. Continue Dialogue with FRSNA</b>	City	0	General	2019-2025	
6.1 Further assess feasibility of collaboratively developing Menasha Lock Site					Not started
6.2 Identify additional partners					Not started
<b>7. Prepare Final Designs and Construction Documents for Water Street Corridor</b>	City, Consultant	375K	General, WisDOT, WDNR	2021	
7.1 Scope out key issues and project goals and prepare RFP	City				Not started
7.2 Hire Consultant	City				Not started
7.3 Conduct pedestrian safety/traffic/parking analysis	City, Consultant				Not started
7.4 Evaluate canal reconstruction options	City, Consultant				
7.5 Prepare 30% Preliminary Design Plans	City, Consultant				
7.6 Prepare Final Design Plans and Construction Documents	City, Consultant				
7.7 Apply for Grant Funding	City, Consultant				
<b>8. Implement Low Cost Wayfinding &amp; Gateway Recommendations</b>	City, Contractor, Property Owner	10K	General, WisDOT, WDNR	2022-2023	
8.1 In conjunction with Water Street Reconstruction implement larger projects					Not started
8.2 Implement Low Cost Recommendations					



Strategy / Action Items	Team	Cost	Funding	Timeline	Status
<b>9. Reconstruct Water Street Corridor</b>	City, Contractor	3.5M	General, MU, WisDOT, WDNR, Other	2022-2023	
10.1 Water Street Reconstruction					Not started
10.2 Canal walk, canal wall, dockage, seat wall					Not started
10.3 Multi-use trail and sidewalk					Not started
10.4 Wayfinding & Signage					Not started
<b>10. Preserve historic Carl Koch building</b>	City, Landmarks Commission	0-100K	General, Private	2019-2025	
10.1 Pro-actively enforce relevant building codes					Not started
10.2 Identify potential buyers and facilitate transaction if maintenance still concern					Not started
10.3. Prepare feasibility study	City, Consultant				Not started
<b>11. Continue to Pro-Actively engage neighborhood and community</b>	City	0	General	2019-2025	
11.1 Develop better mechanisms to alert neighborhood of future meetings					Not started
11.2 Continue outreach to stakeholders, neighbors, and broader community					Not started
<b>12. Plan, design, and construct Menasha Lock site improvements</b>	City, FRSNA, Partners	2M	General, FFLM, F&W, WDNR	2019-2025	
12.1 Establish final conceptual plan with FRSNA	City, FRSNA, Consultant				Not started
12.2 Prepare preliminary design plans	City, Consultant				Not started
12.3 Prepare final design plans and construction documents	City, Consultant				Not started
12.4 Bid and construct Menasha Lock Site improvements	City, Consultant				Not started
<b>13. Prepare a River Management Plan</b>	City, Consultant, WDNR	5K	WDNR	2023	
13.1 Discuss idea with WDNR and other key stakeholders					Not started
13.2 Apply for plan funding and prepare River Mgmt. Plan					Not started
<b>14. Explore Partnerships</b>	City	0	General	2019-2022	
14.1 Identify and discuss partnership opportunities					Not started
14.2 Prepare more detailed strategy for Water Street Reconstruction plan based on feedback					Not started
<b>15. Market Water Street Investment Opportunities</b>	City	10K annually	General	2019-2025	
15.1 Prepare investment opportunities cut sheet				2020	Not started
15.2 Distribute and present to both neighbors and outside investors				2020-2025	Not started

## COST ESTIMATES

Cost estimates are provided below for three projects:

- 1) Water Street Corridor (Water Street, Canal Improvements, Trails)
- 2) Tayco Street Redevelopment (Parking Lot Improvements behind Tayco Street businesses)
- 3) Menasha Lock Site

These costs are planning level estimates based on past projects and input from City staff. They include a 25% contingency. It should be noted that preliminary engineering design is necessary to more accurately estimate costs based on a better understanding of geotechnical and sub-surface utility conditions, land acquisition costs, and other factors.

### WATER STREET + CANAL COST ESTIMATE

PRELIMINARY OPINION OF PROBABLE CONSTRUCTION COST				
Item	Unit	Total Quantity	Unit Cost	Total Cost
WATER STREET RECONSTRUCTION				
CONTRACTOR MOBILIZATION	LS	1	\$50,000.00	\$50,000.00
DEMO & EROSION CONTROL	LS	1	\$100,000.00	\$100,000.00
EARTHWORK	LS	1	\$100,000.00	\$100,000.00
*UTILITIES	LS	1	\$25,000.00	\$25,000.00
TAYCO STREET PLAZAS	LS	2	\$300,000.00	\$600,000.00
BITUMINOUS STREET	SFT	75000	\$5.00	\$375,000.00
MULTI-USE TRAILS	LFT	2500	\$58.10	\$145,250.00
CANAL SEATWALL	LFT	1000	\$100.00	\$100,000.00
CONCRETE WALK, CANAL WALL, DOCKAGE	LFT	2000	\$400.00	\$800,000.00
LANDSCAPING	LF	2500	\$50.00	\$125,000.00
*LIGHTING	LS	83	\$3,000.00	\$249,000.00
WAYFINDING & INTERPRETIVE SIGNAGE	LS	1	\$25,000.00	\$25,000.00
SITE FURNITURE	LS	1	\$75,000.00	\$75,000.00
ENGINEERING DESIGN	LS	1	\$375,000.00	\$375,000.00
*Cost for new decorative light poles only. Undergrounding or moving overhead lighting costs to be investigated during preliminary design phase)	SUBTOTAL			\$2,769,250.00
*Cost is for water improvements only. Alternatives and costs for underground lighting, stormwater, and sanitary will be identified during preliminary design	Design-Construction Contingency (25%)			\$692,312.50
TOTAL				\$3,461,562.50

## TAYCO STREET COST ESTIMATE

PRELIMINARY OPINION OF PROBABLE CONSTRUCTION COST				
Item	Unit	Total Quantity	Unit Cost	Total Cost
TAYCO BUSINESS PARKING LOT				
ASPHALTIC PARKING & DRIVE	LS	45	\$8,000.00	\$360,000.00
WAYFINDING & INTERPRETIVE SIGNAGE	LS	1	\$25,000.00	\$25,000.00
SITE FURNITURE	LS	1	\$25,000.00	\$25,000.00
SUBTOTAL				410000
Design-Construction Contingency (25%)				\$102,500.00
TOTAL				\$512,500.00

## MENASHA LOCK SITE COST ESTIMATE

MENASHA, WI				
PRELIMINARY OPINION OF PROBABLE CONSTRUCTION COST				
Item				Total Cost
MENASHA LOCK SITE				
MULTI-PURPOSE PUBLIC/PRIVATE PARTNERSHIP BUILDING	LS	1	\$750,000.00	\$750,000.00
SITE IMPROVEMENTS AND PARKING LOT	LS	1	\$800,000.00	\$800,000.00
SUBTOTAL				\$1,550,000.00
Design-Construction Contingency (25%)				\$387,500.00
TOTAL				\$1,937,500.00

## FUNDING

Funding programs to offset project costs are provided in the Appendix



# APPENDICES

1. MEETING SUMMARIES
2. PUBLIC PARTICIPATION PLAN
3. DESIGN WORKSHOP VISUAL PREFERENCE BOARDS (11X17)
4. DESIGN WORKSHOP SIGN IN AND PRESENTATION
5. DESIGN WORKSHOP RESULTS
6. PREFERRED VISUAL PREFERENCE BOARDS (11X17)
7. OPEN HOUSE SIGN IN-SHEET AND PRESENTATION
8. AD HOC CONCEPTUAL ALTERNATIVES
9. OPEN HOUSE PREFERRED CONCEPTUAL ALTERNATIVES (11X17)
10. PINCH POINT ALTERNATIVES (11X17)
11. FINAL WATER STREET CORRIDOR PLAN (MASTER PLAN) (11X17)
12. FINAL WATER STREET PLAN – PLAN VIEW (11X17)
13. FINAL WATER STREET PLAN – TYPICAL SECTION (11X17)
14. FINAL TAYCO REDEVELOPMENT – PLAN VIEW (11X17)
15. FINAL MENASHA LOCKS SITE PLAN (11X17)
16. FUNDING PROGRAMS
17. IMPLEMENTATION SPREADSHEET
18. PRELIMINARY COST ESTIMATES