

# 8. Land Use

## 8.1 Introduction

Land use is a means of broadly classifying how land is used and how it could be used in the future. Each type of use has its own characteristics that can determine compatibility, location, and preference to other land uses. The maps, especially existing land use, are used to analyze the current pattern of development, and serve as the framework for formulating how land will be used in the future. Land use regulations, private market demands, ownership patterns, and resource management programs all contribute to the character of the community as it is known today.

A primary function of this land use element is to help guide future land use in a way that is compatible, desirable, and accepted by the local community. This requires the consideration of a range of ideas and opinions relative to land use, property rights, and community values. The community can effectively manage land use through sensible land use controls and policies. Because land use is a people-oriented process, personal opinions, desires, attitudes, and legal and political considerations all have land use impacts.

## 8.2 Existing Land Use

Table 8-1, Figure 8-1, and Map 8-1 detail the existing land uses found in the City of Menasha. Land use is a means of broadly classifying different types of activities relating to how land is used.

### Residential

Residential land use accounts for approximately 1353 acres, or 41%, of total land use in the City of Menasha. Residential development is located throughout the city. In most cases the densest development is at the center of the city and less dense development is on the edges of the city boundary. Single family residential accounts for the greatest proportion of residential development, approximately 1214 acres. A small portion of residential development - 99 acres - is multi-family residential while the remaining acreage is occupied by mobile homes.

### Land Use Inventory

Existing land use as of 2004 was inventoried by the East-Central Wisconsin Regional Planning Commission using aerial photography, other existing maps, field verification, and input from local communities. The existing land use inventory incorporates land use classifications that were determined to best represent the character and features of the county while being classified consistently throughout the East-Central planning region.

Menasha's residential neighborhoods offer an array of housing choices in the form of architectural style, size, age and value. The city's oldest neighborhoods reflect the rich history of Menasha. Some of these older neighborhoods also hold many of the highest quality homes in Menasha, the east side of Doty island being the prime example. Areas in mid and west Doty island and the near downtown area developed with smaller more affordable homes. It is in these

areas that many homes were converted to rental units. In recent years, however, conversions back to single family housing have been more prevalent.

Menasha's residential development pattern is not unusual when compared to other cities, with the earliest development occurring near waterways and the downtown, and spreading north and east (in Menasha's case).

## **Industrial**

Approximately 202 acres, or 6.1%, of existing land use in the city is in industrial development. This includes 17.3 acres of quarry. Industrial lands are principally located in seven corridors – along the Fox River from the Racine Street Bridge to Little Lake Butte des Morts, Third Street from Little Lake Butte des Morts east to Sheboygan Street, Milwaukee Street from Seventh Street south to Third Street, Midway Road from STH 441 east to Midway Place, Valley Road, Earl Street and the Midway Business Park and vicinity.

The first industries to locate in Menasha started their businesses on the Fox River or Little Lake Butte des Morts. Some still remain, while later industrial development located on the rail corridor and later still near main highway transportation routes. During the past 10 years, new industrial development has been concentrated in the Midway Business Park and along Valley Road, both near the northern boundary of Menasha.

## **Commercial**

Commercial development accounts for approximately 289 acres or 6.9% of total existing land use in the city.

Menasha's commercial activity is mainly located in or around four areas:

- ♦ Midway Road/Oneida Street. This area has been experiencing a good deal of new commercial development.
- ♦ Midway Road/STH441/STH 47 (Appleton Road). This corridor experienced a good deal of development during the 1980's and 1990's and will not likely change much within the planning period. However, with the recently updated parking standards, there is opportunity for some redevelopment within existing parking lots, particularly at Shopko, Shopko Plaza and Piggly Wiggly.
- ♦ Third Street (STH 114)/Racine Street. Redevelopment has been instrumental in the vitality of this district. It is expected that much this area will continue to transition to an active retail, dining and entertainment environment.
- ♦ Downtown Menasha. Starting with the construction of the Menasha Marina in the mid-1980's, the downtown has been slowly evolving to accommodate market needs. Currently there is a mix of retail, corporate office, dining, residential and service uses. The downtown is rich with historic buildings and also boasts frontage on the Fox River.

Additional retail is located in the downtown area and smaller neighborhood nodes including Broad and De Pere Streets, and Ninth and Racine Streets.

## **Transportation and Utilities**

Transportation and utility features account for a significant portion of existing land use in the City of Menasha, 261 acres or 7.9% of total land use. Typically utilities run along transportation routes.

## **Institutional**

Institutional uses account for 145.5 acres or 4.4% of total existing land use in the city. Many of these institutional uses are concentrated in the center of the city, but they are scattered throughout the community. Institutional uses include the city hall, fire department, schools, library, and other public related land uses.

## **Farm and Cropland**

Farm and cropland is a relatively small percentage of the city land use. Approximately 127 acres or 3.9% of total land use is in farm and cropland. Any farm and cropland within the city boundary is located along the outskirts of the city. As development in the city grows and agricultural land is transitioned into more intense development, small-scale urban agriculture such as community gardens will be encouraged.

## **Forestlands**

Forestlands account for 219 acres or 6.7% of total land use in the City of Menasha. These woodlands lie mostly within the Heckrodt Wetland Reserve and Menasha Conservancy and in low-lying areas adjacent to STH 114.

## **Recreational**

Approximately 146 acres, or 4.5%, of total existing land use is in recreational features. Much of this acreage is in city managed parks or school district athletic/park facilities. Another 100 acres of passive recreational land – the Heckrodt Wetland Reserve and Menasha Conservancy, are included in the “forestlands” category described above. These areas are scattered throughout the community.

## **Open/Other**

Open/other land contributes a total of 554 acres or 16.8% of total land use. The majority of these properties are platted and vacant lots in commercial and industrial areas. This acreage also consists of vacant infill lots throughout the city.

## **Water**

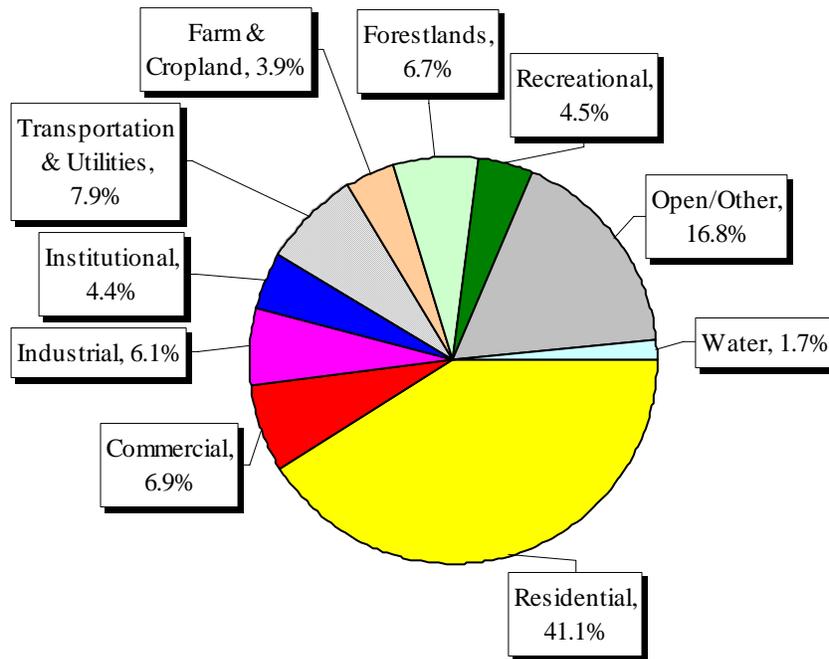
Water makes up a small portion of total land use in the city, only 55.7 acres or 1.7% of total land use.

Table 8-1  
Existing Land Use, City of Menasha, 2004

Feature	Acreage	% of Total
<b>Residential</b>	<b>1,353.3</b>	<b>41.1%</b>
Single Family Residential	1,213.8	36.9%
Multi-Family	99.0	3.0%
Mobile Home	40.4	1.2%
<b>Commercial</b>	<b>228.7</b>	<b>6.9%</b>
<b>Industrial</b>	<b>202.0</b>	<b>6.1%</b>
Quarry	17.3	0.5%
<b>Institutional</b>	<b>145.5</b>	<b>4.4%</b>
<b>Transportation &amp; Utilities</b>	<b>260.9</b>	<b>7.9%</b>
<b>Farm &amp; Cropland</b>	<b>127.4</b>	<b>3.9%</b>
<b>Forestlands</b>	<b>219.1</b>	<b>6.7%</b>
<b>Recreational</b>	<b>146.8</b>	<b>4.5%</b>
<b>Open/Other</b>	<b>554.2</b>	<b>16.8%</b>
<b>Water</b>	<b>55.7</b>	<b>1.7%</b>
<b>Total</b>	<b>3,293.6</b>	<b>100.0%</b>

Source: Calumet County Planning Department.

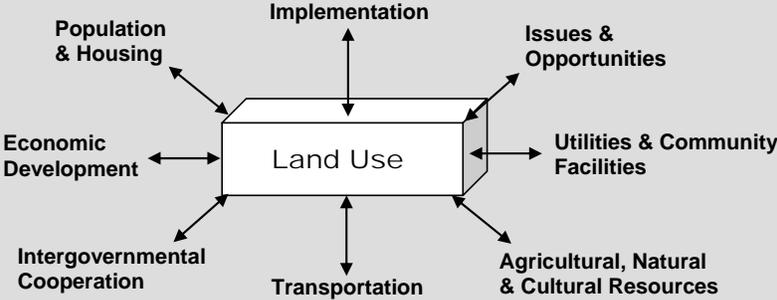
Figure 8-1  
Existing Land Use, City of Menasha, 2004



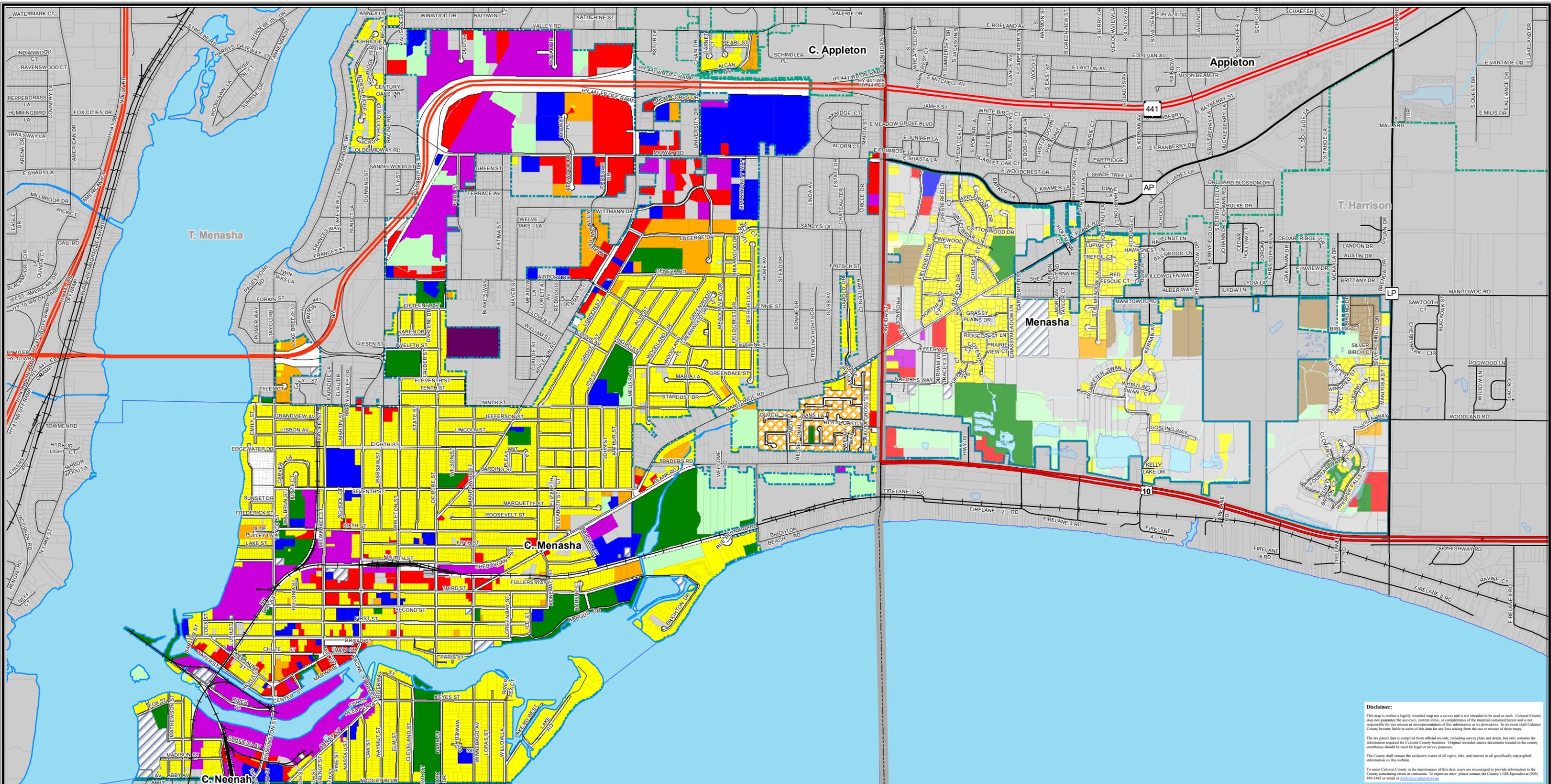
Source: Calumet County Planning Department.

# Land Use Connections

Land use is integrated with all elements of the comprehensive planning process. Changes in land use are not isolated, but rather are often the end result of a change in another element. For example, development patterns evolve over time as a result of population growth, the development of new housing, the development of new commercial or industrial sites, the extension of utilities or services, or the construction of a new road.



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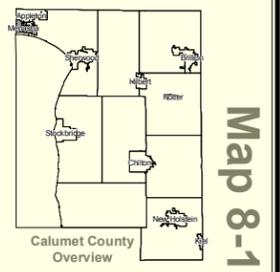
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# Existing Land Use

## City of Menasha, Calumet & Winnebago Counties

Railroad	Rivers	<b>Land Use</b>	Commercial	Utilities/Communications	Recreational Facilities
Alley	Lakes	Single Family Residential	Industrial	Non-Irrigated Cropland	Planted Woodlands
City and Village Streets	Parcel Boundaries	Farmsteads	Quarries	Irrigated Cropland	General Woodlands
Town Roads	City of Menasha Boundary	Multi-Family	Institutional Facilities	Other Ag Land / Pasture	Open Other Land
County Highway	Other Municipal Boundaries	Mobile Home Parks	Transportation	Water Features	
State Highway	County Line				
US Highway					

Map Date: September 26, 2006  
 Calumet County LIO  
 206 Court St.  
 Chilton WI, 53014  
 920-849-1442  
 1 inch equals 1.972 feet



Map 8-1

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### 8.3 Supply, Demand, and Price Trends

#### Equalized Valuation

The equalized value of real property provides insight into land pricing and is a vital component to the provision of public facilities and services. The increase in real property in a community allows for additional tax revenue necessary to fund public facilities and service programs.

Equalized values are based on the full market value of all taxable property in the state, except for agricultural land. In order to provide property tax relief for farmers, the value of agricultural land is determined by its value for agricultural uses rather than for its possible development value, which is termed a “use value” system, rather than one based on full market value.

Table 8-2 details the total equalized values for the City of Menasha from 2001 to 2005 by land category.

Table 8-2  
Equalized Valuation, City of Menasha, 2001-2005

Year	Residential	Commercial	Manufacturing	Agricultural	Other*	Total Real Estate
2001	\$478,869,500	\$146,199,000	\$79,530,700	\$49,500	\$9,600	\$704,658,300
2002	\$524,767,400	\$151,574,600	\$78,797,900	\$81,900	\$69,900	\$755,291,700
2003	\$557,818,600	\$156,402,900	\$71,837,500	\$37,700	\$130,000	\$786,226,700
2004	\$599,350,300	\$171,530,600	\$74,793,100	\$27,500	\$70,100	\$845,771,600
2005	\$631,691,100	\$177,415,500	\$74,718,900	\$0	\$0	\$883,825,500

Source: Wisconsin Department of Revenue, Statement of Changes in Equalized Values by Class and Item, 2001-2005. \*Includes forest, agricultural forest, undeveloped, and other land.

### 8.4 Existing and Potential Land Use Conflicts

The following existing and potential unresolved land use conflicts have been identified by the City of Menasha. While the multi-jurisdictional planning process was designed to provide maximum opportunities for the resolution of both internal and external land use conflicts, some issues may remain. Due to their complexity, the long range nature of comprehensive planning, and the uncertainty of related assumptions, these conflicts remain unresolved and should be monitored during the plan implementation. Note that some of the following conflicts are in regard to local issues, some to county level issues, and some involve both levels of government involvement.

#### Existing Land Use Conflicts

- ◆ Development near environmentally sensitive areas.
- ◆ Storage of junk vehicles and general lack of property or building maintenance.
- ◆ Non-uniform management of zoning, site plan, architectural and landscape design requirements between the city and neighboring municipalities.
- ◆ Residential and industrial or high intensity commercial incompatibility.

- ◆ Presence of poorly designed or unattractive commercial or industrial development in older developed portions of the city.
- ◆ Lack of screening or buffering between incompatible uses existing prior to ordinance adoption.

### **Potential Land Use Conflicts**

- ◆ Poorly designed or unattractive development in community gateways or entrance points.
- ◆ Use of fiscal tools by the community to capture funds from developers or land owners to meet the service needs of newly developed areas.
- ◆ Meeting the service demands of newly developed areas.
- ◆ Controlling and managing development along highway corridors and interchanges.
- ◆ Siting of stormwater management facilities.
- ◆ Ensuring compatibility of mixed use development in redeveloping industrial corridors.
- ◆ Balancing community values with density goals of the comprehensive plan.
- ◆ Integrating low-impact/sustainable neighborhood design with existing development.
- ◆ Balancing compatibility of development (massing, architectural design) with increasing density.
- ◆ Acquiring lands for public use, such as trails.
- ◆ Private use of shoreline areas vs. natural resource/habitat protection.
- ◆ State regulations creating nonconformities.
- ◆ Historic preservation vs. urban renewal.
- ◆ Addressing the housing needs of disadvantaged persons in existing neighborhoods.

## **8.5 Projected Supply and Demand of Land Uses over Planning Period**

Table 8-3 displays estimates for the total acreage that will be utilized by residential, commercial/industrial, institutional, and agricultural land uses for five year increments through the year 2025 in the City of Menasha. These future land use demand estimates are largely dependent on population increases and should only be utilized for planning purposes in combination with other indicators of land use demand.

Table 8-3  
Projected Land Use Demand (acres), City of Menasha, 2000-2030

Year	Residential <sup>1</sup>	Commercial/Industrial <sup>2</sup>	Institutional <sup>3</sup>	Agricultural/Open Land/Forests <sup>4</sup>
2000	1,353.3	430.7	553.2	900.7
2005	1,407.7	448.0	575.5	806.7
2010	1,445.4	460.0	590.9	741.6
2015	1,484.3	472.4	606.8	674.5
2020	1,529.7	486.9	625.3	596.0
2025	1,581.9	503.5	646.7	505.9
2030	1,630.5	518.9	666.5	422.0

<sup>1</sup>Residential includes single family, multiple family, and mobile homes.

<sup>2</sup>Commercial/Industrial includes commercial, industrial, and quarries.

<sup>3</sup>Institutional includes institutional, transportation, utilities, and recreational land.

<sup>4</sup>Agricultural includes farm and cropland, forestlands, and open/other land.

Year 2000 acreage figures were obtained from existing land use calculations as described in Table 8-1. Year 2005 to 2030 acreage calculations were projected by utilizing East Central Wisconsin Regional Planning Commission's population projections. Projected demand for residential, commercial/industrial, and institutional land use assume that the ratio of the city's 2000 population to current land area in each use will remain the same in the future. In other words, each person will require the same amount of land for each particular land use as he/she does today. The projected decline in agricultural/open land/forests is based on the amount of land projected to be needed by the other three categories.

## 8.6 Land Use Focus Group

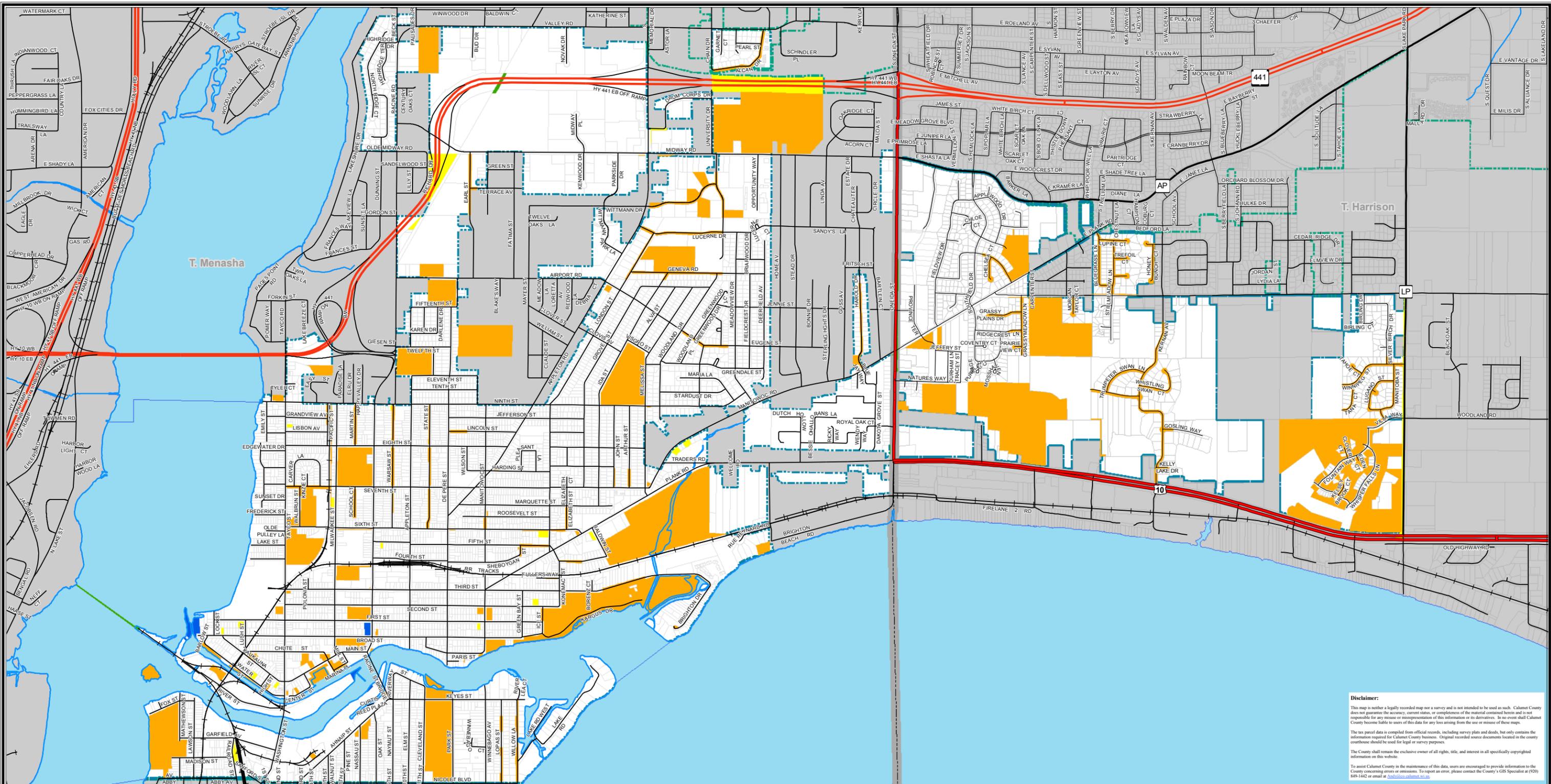
Specific information relating to the Land Use chapter of the plan was gathered at a focus group held on February 9, 2006.

Attendees represented the City of Menasha, WDNR, Park and Recreation Board members, Menasha Historical Society members, Landmarks Commission members, Heckrodt Wetland Preserve, Winnebago and Calumet Counties, private and non-profit interest groups, UW Extension, UW-Fox Valley, ECWRPC, neighboring municipalities, and residents. The questions asked were:

- ◆ **Question A:** Are there places in the city where there are land use conflicts? Are there areas where there needs to be an easier transition between varying land uses?
- ◆ **Question B:** Are there desired uses in the city that don't have appropriate parcels available on which to locate? What are they (if any)?
- ◆ **Question C:** When you think of land use, how do you balance private property rights with the overall community interest?

- ♦ **Question D:** What are the driving forces that could affect our land use in Menasha over the next 20 years either positively or negatively? I.e., Trends, threats, opportunities?
- ♦ **Question E:** When you think of the future of Menasha's housing, which of the following would be preferable: A focus on preserving existing housing stock or a focus on redevelopment?
- ♦ **Question F:** Consider land use intensity. Which of the following do you feel would benefit Menasha the most: Surface parking or parking structures? Three story building or seven story buildings in the downtown and along the waterfront?
- ♦ **Question G:** Should the city consider design standards for industrial districts? If so, what design standards should the city consider?

For a full discussion of the Land Use Focus Group questions and responses given please refer to Appendix B of this document.



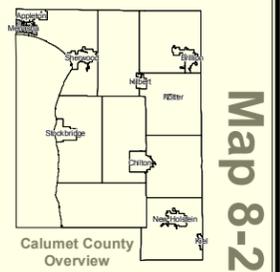
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# Natural Resource Management

## City of Menasha, Calumet & Winnebago Counties

Railroads	Lakes	<b>Land Ownership</b>
Federal Highways	Parcel Boundaries	City or Town Owned
State Highways	City of Menasha Boundary	County Owned
County Highways	Other Municipal Boundaries	State Owned
Local Roads	County Line	Federally Owned
City Streets		

Map date: June 12, 2008  
 Calumet County LIO  
 206 Court St  
 Chilton, WI 53014  
 920-849-1442  
 1 inch equals 1,968 feet



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## 8.7 Future Land Use

The future land use plan is a primary component of the comprehensive plan and should be used as a guide for local officials when considering future development within the community. Land use planning must have long-range perspective and therefore will need to be evaluated periodically to ensure consistency with changing trends and conditions. Major components of the future land use plan include the future land use map and the future land use classifications. The future land use classifications are simply designated areas of consistent character, use, and density that share similar goals, objectives, and management policies for long term use and development. The future land use map can be used to help guide land use decisions through a number of different implementation tools. Refer to the Implementation element for further detail on available tools and regulations and recommendations of the planning period.

### **Future Land Use Plan Summary**

The major components of the future land use plan include the Year 2030 Future Land Use Map and the Future Land Use Classifications. The Future Land Use Map represents the areas of planned land uses coordinated through long term community design, infrastructure improvement, and economic development strategy. The map displays land use intent through the future land use classifications which generally summarize the policies under which development should occur. Future development will be directed to the appropriate designated areas in conjunction with coordinated land use strategy and the city's ability to provide necessary municipal services.

The designated land uses, both inside the city boundary and in the extraterritorial areas, are consistent with the long-term plans of the city. The city has experienced significant economic impact with changes and reductions in employment in the industrial sector, which will have short and long term implications. Overall, the city's plan is to grow its local economy and is therefore positioning itself to face increased demands for residential, commercial, and industrial land uses. The overall growth in both Calumet and Winnebago Counties will most likely have positive impact on the city during the planning period. Demands for residential could be somewhat substantial assuming that population trends are an indicator of land use demand.

A summary of the map is discussed below, followed by the intent of the Preferred Land Use Classification.

### **Residential**

The majority of future residential development is expected to occur east of Oneida Street, in the portion of Menasha that is located within Calumet County. Residential redevelopment may also occur, particularly in some of the waterfront areas of Menasha.

### **Commercial**

Future commercial growth depicted on the Future Land Use Map is primarily in response to current ongoing efforts to create cohesive commercial districts in the City of Menasha. There is a desire to encourage commercial growth along the main transportation routes of the community

both within the city and in the extraterritorial area, strengthen neighborhood commercial nodes, and encourage full occupancy in the downtown. As the planning process continues it is recommended that the city, through its review process, continue to apply development criteria for each area of development.

## **Industrial**

The areas that are designated for possible industrial growth areas on the Future Land Use Map include both land within the city and land located in the extraterritorial area. Much of the industrial growth is slated for the already established TIF districts and industrial parks. These areas are typically located along major transportation routes to facilitate the movement of raw materials and finished products.

Along with anticipated engineering feasibility review and municipal cost analysis, the city should ensure that industrial development at the primary entry and exit points of the city is done in such a way that the buildings and sites are attractively designed as they establish a community image.

## **Agriculture**

As development in Menasha continues, what little agricultural land remains in the city boundary will slowly disappear. As much of the agricultural land in the city transitions to higher density uses, small scale urban agriculture such as community gardens will be encouraged.

## **Extraterritorial Jurisdiction**

Purpose and intent for land use classifications are the same for properties located within the city boundary as they are for properties located within the extraterritorial area. In terms of extraterritorial coordination of future land use, the City of Menasha has adopted a subdivision ordinance and is a class three (3) municipality by population. Menasha has the statutory ability to, and has been engaging the review of land divisions within 1.5 miles from its existing border. The intent of planning for areas outside of the existing border is to communicate long term intent of the anticipated future land use pattern and to ensure the proper coordination of development review in areas defined within the extraterritorial area.

## **Future Land Use Classifications and Map**

The future land use classifications represent the desired arrangement of future land use. The classifications are intended to reflect community desires and to display how land is planned for future use(s). The classifications were used to create the future land use map to graphically represent the desired arrangement of land use for the next 20 years and to guide and assist in growth management decisions and community development. The classifications address the type of intended use, the location of development, and density.

According to Section 66.1001 Wis. Stats., Comprehensive Planning, the Land Use element of a comprehensive plan must specify the general location of future land uses by net density or other classification. To address this requirement, the following future land use classifications have been developed for the City of Menasha to promote the desired features of the community. The

future land use classifications are simply designated areas of consistent character, use, and density that share similar goals and objectives for future use.

The future land use classifications are not zoning districts and do not have the authority of zoning. However, they can be used to help guide land use decisions through a number of different implementation tools such as land division ordinances and coordination with zoning regulations. The classifications are intended for use by local officials as a guide when making land use management decisions.

Detailed below are the classifications that were selected by the City of Menasha:

- ◆ Single Family Residential (yellow)
- ◆ Multiple Family Residential (dark orange)
- ◆ Mobile Home Park
- ◆ Commercial (red)
  - ▶ Community Commercial
  - ▶ Regional Commercial Destination
- ◆ Industrial (dark purple)
- ◆ Government/Institutional
- ◆ Mixed Use
  - ▶ Mixed Use Neighborhood Center
  - ▶ Central Business District Mixed Use Area
- ◆ Utilities and Communications (Gray and white diagonal stripe)
- ◆ Parks and Recreation (green)

### **Single Family Residential (Yellow)**

#### Purpose and Intent

The Single Family Residential designation is intended to include existing and planned single family residential development as well as other forms of residential development that will be served by municipal sewer and water systems and as dictated by the city's zoning code and map. Planned residential expansions will primarily occur through recorded subdivisions. Densities allowable in this designation are provided in terms of minimum lot sizes (dwelling units per acre) and will be regulated by the city's zoning ordinance as found in the R-1 and R-1A districts. The city should consider adopting a density-based zoning system to regulate residential concentrations instead of imposing lot size requirements as the zoning structure does today. This would alleviate some conflicts on existing nonconforming lots and may allow for more creative or low impact subdivision designs.

The residential areas designated on the future land use map reflect all areas that are currently in or are planned for single family residential use. The Single Family Residential district is intended to accommodate primarily single family residential development, but may allow some additional uses such as schools, churches, parks, elder care facilities, and some appropriately scaled neighborhood-serving commercial uses. Development other than single family residential development may be subject to a special use permit process.

- ◆ Minimum lot size is 7,200 square feet.

- ◆ Modifications to development standards applicable to this category should address minimum open space and should seek greater roadway and pedestrian connectivity.
- ◆ Use of the Planned Unit Development District (hereinafter referred to as PUD) would be acceptable in this Future Land Use Classification.
  - PUD established to provide a project specific regulatory framework designed to encourage and promote improved environmental and aesthetic design in the city by allowing for greater freedom, imagination and flexibility in the development of land while insuring substantial compliance to the basic intent of the zoning ordinance and the general plan for community development.

## **Multi-Family Residential (Dark Orange)**

### Purpose and Intent

This category provides for existing and planned multi-family residential development as well as other forms of residential development that will be served by municipal sewer and water systems. These higher density areas provide opportunities to diversify the housing stock by accommodating dwelling types that still maintain a compatible neighborhood scale and character. Densities will be regulated by the city's zoning ordinance as found in the R-2, R-2A, R-3 and R-4 districts.

This category also accommodates duplexes, triplexes, and four-plexes, apartment dwellings, condominiums, elder care facilities and various other forms of multi-family housing. Creating opportunities for diverse types of housing will become increasingly important to respond to demographic shifts and the continued need for affordable housing region-wide. This land use classification is ideally suited near major activity and employment centers and in areas near existing transit service or areas suited for future transit service.

The Multi-Family Residential Future Land Use Classification reflects areas that are currently in residential use and some areas that are currently in or planned for higher density residential uses. It also includes the majority of areas that are currently zoned for multi-family uses. A limited higher density multi-family development may also be permitted in appropriate locations along the periphery of this designation adjacent to transportation corridors, commercial areas, and schools. This designation may also support complementary non-residential uses such as neighborhood retail, services, institutional, and civic uses, although such uses are not depicted on the Preferred Land Use Map.

- ◆ Lot sizes will be determined by the number of units in the development, with no less than 750 square feet per unit (consistent with existing R-4 language).
- ◆ Other uses generally allowed in this district could include public and quasi-public use, elder care facilities, utilities, and multi-family structures greater than eight (8) units.
- ◆ Use of the Planned Unit Development District would be an acceptable use in this Future Land Use Classification.

## **Mobile Home Park**

### Purpose and Intent

The Mobile Home Park designation is intended to include existing and planned areas that are utilized exclusively for mobile or quality manufactured housing. Densities will be regulated by the city's zoning ordinance as found in the Residential Mobile Home (R- M.H) district and meet requirements of applicable federal HUD standards. This designation is intended to accommodate single family residential development, but may allow some additional uses in accordance with the city's zoning code.

- ◆ Mobile Home Parks should use adequate setbacks, screening, and buffering.
- ◆ Other uses generally allowed in this designation could include public and quasi-public uses, elder care facilities, and utilities in accordance with the Zoning Ordinance.

## **Commercial (Red)**

### Purpose and Intent

Commercial areas are those where activity is centered on the production, distribution, and sale of goods and services. This land use category accommodates two subcategories of existing and future commercial activities: Community Commercial and Regional Commercial Destination. These areas provide employment opportunities and strengthen the city's commercial base. Standards should be continually reviewed to maximize compatibility of these uses with adjacent land uses, to minimize traffic congestion and overloading of public infrastructure systems, and to ensure a high standard of site, landscape and architectural. Densities will be regulated by the city's zoning ordinance as found in the C-1, C-2, C-3 and C-4 districts.

- ◆ *Community Commercial.* This category applies to areas that accommodate retail, professional office and service-oriented business activities that serve more than one residential neighborhood. These areas are typically configured as “nodes” of varying scales at the intersection of arterial roads, or at the intersection of arterials and collectors. Community commercial areas typically will include some neighborhood-serving commercial uses as well as larger retail uses including restaurants, specialty retail, mid-box stores, and smaller shopping centers. They may also include churches, governmental branch offices, schools, parks, and other civic facilities.
- ◆ *Regional Commercial Destination.* This category applies to large concentrations of commercial uses that serve or draw a regional market, such as major shopping centers, stand-alone big-box retail, tourist attractions and supporting accommodations, and automobile-oriented commercial uses that rely on convenient access from major transportation routes and highway interchanges. Such properties are often configured in a manner or are located in areas that may not be suitable for the introduction of mixed uses. This classification is primarily located along the major transportation corridors in Menasha.

- ◆ Large gaps in street walls (the line of attached building facades along the street frontage) should be avoided.
- ◆ Reuse and/or redevelopment of vacant commercial buildings is especially encouraged.
- ◆ Use of the Planned Unit Development District would be acceptable in this Future Land Use Classification.

## **Industrial (Purple)**

### Purpose and Intent

The Industrial designation includes existing and planned industrial development that will be served by municipal sewer and water systems, served by highways and roads that can accommodate transportation needs of industrial uses, and as dictated by the city's zoning code and map. Densities will be regulated by the city's zoning ordinance as found in the I-1 and I-2 districts.

The Industrial classification is intended to include Menasha's existing and planned business park and business expansion areas. This designation is intended to be served by appropriate water and sewer facilities to meet industrial business requirements and provide an area for industrial uses that provide employment for local citizens as well as support the local tax base of the City of Menasha.

- ◆ Use of the Planned Unit Development District would be acceptable in this Future Land Use Classification.
- ◆ Lot minimum is one acre in area.
- ◆ Site plan requirements will be applied to review development proposals in accordance with city plans and codes.

## **Governmental/Institutional (Blue)**

### Purpose and Intent

The Governmental/Institutional designation refers to individual or concentrations of government operations and uses, including government administrative offices, libraries, police, fire, and EMS services, infrastructure and utilities. Schools, university and college campuses, and similar educational uses and centers are also a part of this designation, as are community institutions that are privately or semi-privately owned, such as churches, medical and health care facilities.

The Preferred Land Use map shows existing and planned areas for land uses intended for public and quasi-public uses (not including park and recreation areas). It is important for public and institutional developments within this designation to set a high standard for architecture and site design for the community.

- ◆ Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking and loading areas as required by the Menasha Zoning Ordinance.

## **Mixed Use (Light Purple)**

### Purpose and Intent

The mixed use category refers to areas that combine retail, service and other commercial uses with office and/or residential use in the same building or on the same site. Mixed-use areas can create vibrant pedestrian-oriented urban environments by bringing complementary activities and public amenities together in one location at various scales. Examples of existing mixed-use characteristics are currently found in Menasha's downtown. Newly proposed mixed-use areas are intended to create similar higher density, pedestrian-friendly environments where the variety of uses enables people to live, work, play and shop in one place. There is also a possibility that these areas can become destinations for the city or even the region.

Mixed uses can be integrated vertically, with the upper floors used for office or residential and the ground floor for retail or service uses. They can also be integrated horizontally, with retail or service uses in the portion fronting the street with offices uses or residential behind. Mixed-use development can also be horizontally integrated when two or more structures are developed on one site.

To support land use policies aimed at promoting more compact, sustainable development patterns, which can help reduce auto trips, increase connectivity, encourage walking and the use of transit, and also help expand housing choices near employment and activity centers, the Preferred Land Use Map sets aside several areas for two types of mixed use designation. These categories differ primarily in the scale and intensity of development encouraged in them, and should be implemented through zoning and development standards that encourage appropriate form and character.

- ◆ *Mixed Use Neighborhood Center.* This designation applies to smaller areas of mixed commercial use within existing and new neighborhoods. These areas are primarily adjacent to, or part of, larger residential neighborhoods. Neighborhood Center mixed use areas abut roadway corridors, or are located at key intersections. They may also function as gateways into the neighborhoods they serve.

These compact, and often walkable centers provide limited retail goods and services to a local customer base, while having minimal impact on the surrounding residential uses. They accommodate mixed-use development as well as mixed-use buildings.

Uses in these areas might include a corner store, small grocery store, coffee shops, hair salons, dry cleaners and other personal services, as well as small professional offices and upper story apartments. Neighborhood commercial areas may also include churches, schools, and small parks.

- ◆ *Commercial Core Mixed Use Area.* This designation applies to downtown and near downtown Menasha, reflecting its local role as a destination for services, cultural and

civic functions. This emphasizes the urban character and the mix and intensity of uses uniquely suited to this center of activity. The designation is intended to permit a true mix of uses (except industrial), with unique development standards tailored to the historic urban character of Downtown. The intent is to move this area towards becoming a center of activity both during the day and at night and during weekends by promoting a mix of commercial, entertainment, residential, and civic uses. Creative forms of housing are encouraged, such as attached homes, “lofts”, and live-work units. To protect the historic character of Downtown, the city should ensure development and redevelopment is appropriately scaled. Preservation of existing historic buildings and sites is encouraged. Where there is an established building line, new development should maintain this line. Redevelopment on sites where the building line has not been followed provides an opportunity to restore street-line continuity by rebuilding to the line.

## **Parks and Recreation (Green)**

### Purpose and Intent

The Park and Recreation classification applies to existing and planned public parks and protected open spaces of citywide significance which are expected to remain as open space in perpetuity. Potential future park acquisitions may be necessary to allow for the city to serve a growing population’s recreation needs.

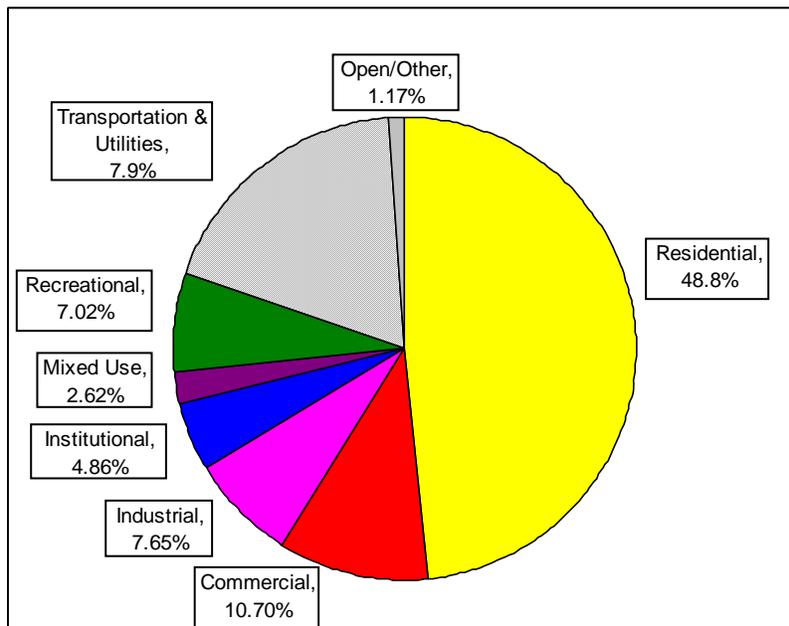
- ◆ Classification to be coordinated with the Menasha Outdoor Recreation and Open Space Plan.
- ◆ Lot area and width requirements shall provide sufficient area for the principal structure and its accessory structures, off-street parking and loading areas as required by the Menasha Zoning Ordinance.
- ◆ Inter-municipal trail connections to city facilities emphasized.

Table 8-4  
 Future Land Use, City of Menasha

Feature	Acreage	% of Total
<b>Residential</b>	<b>1,850.87</b>	<b>48.80%</b>
Single Family Residential	1,675.91	44.20%
Multi-Family	107.68	2.80%
Mobile Home	67.28	1.77%
<b>Commercial</b>	<b>405.74</b>	<b>10.70%</b>
<b>Industrial</b>	<b>290.00</b>	<b>7.65%</b>
<b>Institutional</b>	<b>184.74</b>	<b>4.86%</b>
<b>Mixed Use</b>	<b>85.80</b>	<b>2.62%</b>
<b>Recreational</b>	<b>266.30</b>	<b>7.02%</b>
<b>Transportation and Utilities</b>	<b>708.13</b>	<b>18.68%</b>
<b>Open/Other</b>	<b>44.65</b>	<b>1.17%</b>
<b>Total</b>	<b>3,791.58</b>	<b>100.00</b>

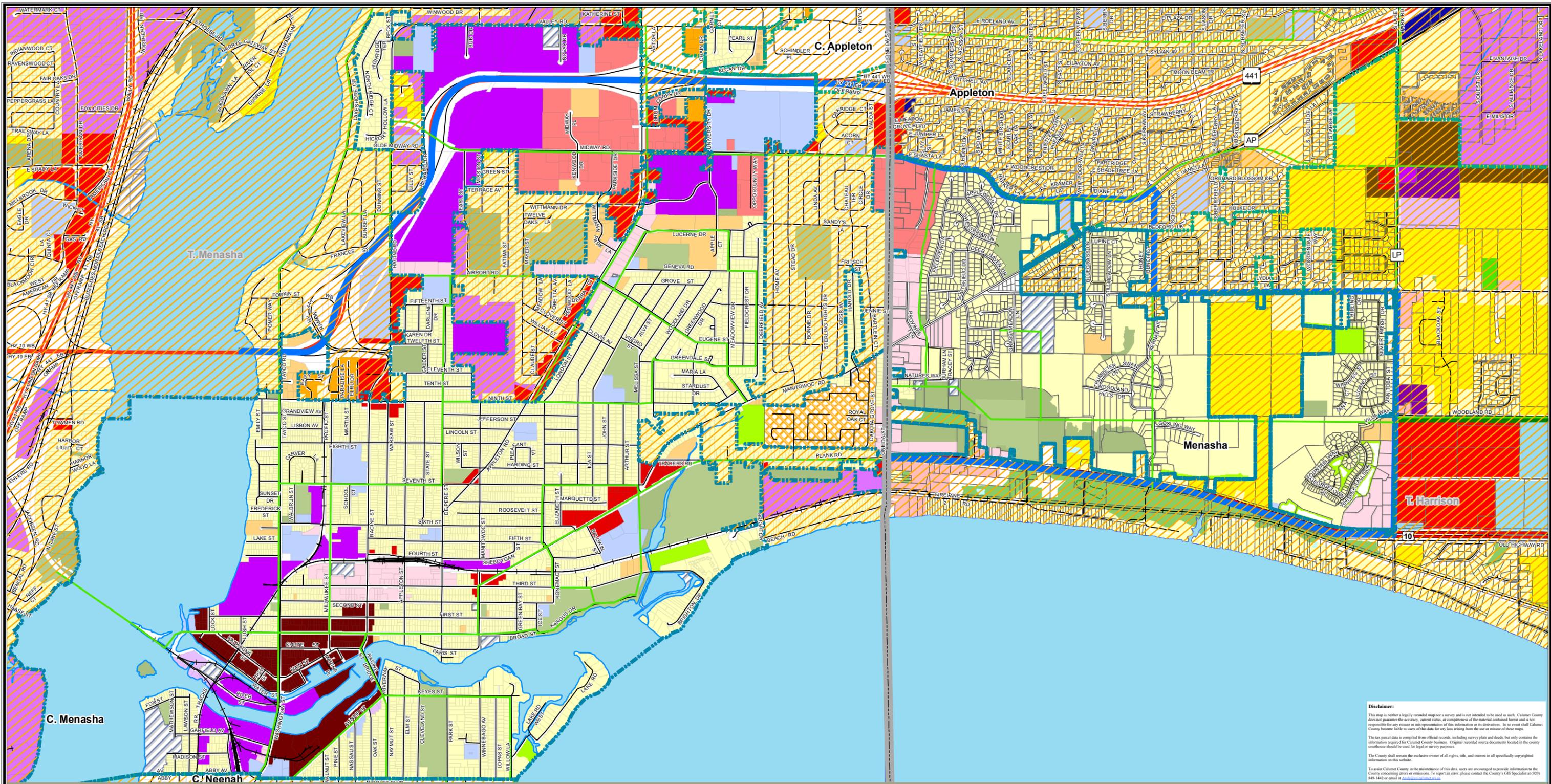
Source: Calumet County Planning Department.

Figure 8-2  
 Future Land Use, City of Menasha



Source: Calumet County Planning Department.

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**Disclaimer:**  
 This map neither a legally recorded map nor a survey and is not intended to be used as such. Calumet County does not guarantee the accuracy, current status, or completeness of the material contained herein and is not responsible for any misuse or misrepresentation of this information or its derivatives. In no event shall Calumet County become liable to users of this data for any loss arising from the use or misuse of these maps.  
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 To assist Calumet County in the maintenance of this data, users are encouraged to provide information to the County concerning errors or omissions. To report an error, please contact the County's GIS Specialist at (920) 668-1442 or email at [land@calumetcountycolorado.gov](mailto:land@calumetcountycolorado.gov).

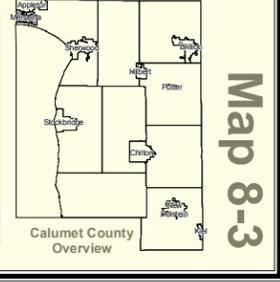
# Future Land Use

## City of Menasha, Calumet & Winnebago Counties

This Harrison future land use data was developed by the Town of Harrison working with Martenson & Eisele, Inc.

<ul style="list-style-type: none"> <li> Railroad</li> <li> Federal Highways</li> <li> State Highways</li> <li> County Highways</li> <li> Local Roads</li> <li> City Streets</li> <li> Rivers</li> </ul>	<ul style="list-style-type: none"> <li> Lakes</li> <li> Parks and Public Lands</li> <li> Parcel Boundaries</li> <li> City of Menasha Boundary</li> <li> Other Municipal Boundaries</li> <li> County Line</li> <li> Menasha Growth Management Boundary</li> <li> Trails</li> </ul>	<p><b>Menasha Future Land Use</b></p> <ul style="list-style-type: none"> <li> Low Density Residential</li> <li> Multiple Family Residential</li> <li> Mobile Home Park</li> <li> Community Commercial</li> <li> Regional Destination Commercial</li> <li> Mixed Use Neighborhood Center</li> <li> Mixed Use Commercial Core</li> </ul>	<p><b>Town of Menasha Future Land Use</b></p> <ul style="list-style-type: none"> <li> Low Density Residential</li> </ul>	<p><b>Industrial</b></p> <ul style="list-style-type: none"> <li> Industrial</li> <li> Government/Institutional</li> <li> Mixed Use Area</li> <li> Utilities/Communications</li> <li> Public Parking</li> <li> Open Space</li> <li> Parks and Recreation</li> </ul>	<p><b>Medium Density Residential</b></p> <ul style="list-style-type: none"> <li> Medium Density Residential</li> <li> High Density Residential</li> <li> Commercial</li> <li> Public/Institutional</li> <li> Recreational</li> <li> Agricultural</li> <li> Utilities/Communications</li> </ul>	<p><b>Harrison Existing Land Use</b></p> <ul style="list-style-type: none"> <li> Wetlands</li> <li> Single Family Residential (sewered)</li> <li> Two Family Residential</li> <li> Multi-Family Residential</li> <li> Mobile Home Park</li> <li> Commercial</li> </ul>	<p><b>Industrial</b></p> <ul style="list-style-type: none"> <li> Industrial</li> <li> Public/Institutional</li> <li> Utilities</li> <li> Quarries</li> <li> Parks and Recreation</li> <li> Recreational Trails</li> <li> Water</li> </ul>	<p><b>Woodlands</b></p> <ul style="list-style-type: none"> <li> Woodlands</li> <li> Special Ag/Nurseries</li> <li> Farmstead Homes</li> <li> Light Industrial</li> </ul>	<p><b>Harrison Future Land Use</b></p> <ul style="list-style-type: none"> <li> Single Family Residential (sewered)</li> <li> Single Family Residential (unsewered)</li> </ul>	<p><b>Appleton Future Land Use</b></p> <ul style="list-style-type: none"> <li> Single Family Residential</li> <li> Multiple Family Residential</li> <li> Multi-Tenant Building</li> <li> Commercial</li> <li> Industrial</li> <li> Institutional</li> <li> Recreational/Open Space</li> </ul>
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Map Date: May 19, 2008  
 Calumet County LIO  
 206 Court St  
 Chilton WI 53014  
 920-849-1442  
 1 inch equals 1,975 feet



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## 8.8 Municipal Border “Buffer” Planning

At the present time coordination of development around the periphery of Menasha takes place in an informal manner. As significant projects are advanced community staff interact to discuss potential impacts. From time to time this interaction becomes more formalized and structured. An example of this is a Traffic Impact Analysis that was jointly funded by the City of Menasha and Town of Harrison related to commercial access along CTH LP.

The city should work with neighboring jurisdictions to establish criteria and a protocol for communicating about impending developments.

## 8.9 Smart Growth Areas

A Smart Growth Area is defined as “An area that will enable the development and redevelopment of lands with existing infrastructure and municipal, state and utility services, where practicable, or that will encourage efficient development patterns that are both contiguous to existing development at densities which have relatively low municipal, state governmental and utility costs.”

The arrangement of incorporated municipalities scattered throughout Calumet and Winnebago Counties’ landscape, creates the perfect situation to practice “Smart Growth” (Directing growth into areas served with adequate utility and service infrastructures.) The City of Menasha’s Comprehensive Plan is based on the following six principles as identified by the American Planning Association.

### **Principle 1: Efficient Use of Land Resources**

Smart development supports the preservation of land and natural resources. Approximately 266 acres or 7% of future land use within the City of Menasha is designated to preserve land and natural resources. Within these designations residential development is limited, environmentally sensitive areas such as wetlands, floodplains, and contiguous woodlands are protected, and future development must utilize the existing street network to minimize additional local road maintenance costs.

### **Principle 2: Full Use of Urban Services**

Smart development means creating neighborhoods where more people will use existing services like water lines and sewers, roads, emergency services, and schools. The planning process in both Winnebago and Calumet Counties identified areas within the county’s cities and villages to accommodate growth and development.

The City of Menasha directly or via intergovernmental agreements provides services at a level that meets current needs of the community. The level of service can accommodate anticipated growth both within the city limits and the extraterritorial area in the planning period as designated on the preferred land use map. Additional staffing or equipment may be required to service newly developing areas.

### **Principle 3: Mix of Uses**

Compact neighborhoods that contain a mix of residential, commercial, and recreation spaces within walking distance of each other promote a reduction in auto use, community identity, a variety of housing types and a safe environment for all age groups.

The Menasha downtown area includes a mix of single-family and multi-family residential, commercial, institutional, recreation space, and several different types of transportation choices all within easy walking distance of each other. The center of the city has a diverse mix of uses while uses away from the center of the city become less diverse. For instance, neighborhoods away from the center of the city become either almost exclusively residential or industrial.

### **Principle 4: Transportation Options**

A well designed transportation network promotes safety, alternative modes of transport, and less traffic congestion and air pollution.

The City of Menasha has many transportation options throughout the city including freight rail, automobile, bike, pedestrian, mass transit and para transit. Options expanding access to public transit should continue to be explored. The street system is well developed and with few exceptions the streets are in good conditions. Sidewalks are present in most of the older parts of the city and have been installed along minor collector streets in newly developed areas. There is a trail network that connects the city with regional trail systems. Further development of the trail network is planned. For further details about transportation options in the city please refer to Chapter 3 of this plan.

### **Principle 5: Detailed, Human Scale Design**

In human-scale neighborhoods, a wide mix of housing types are clustered around one or more well-defined neighborhood centers which support jobs, commercial activity, and a range of services.

This principle is evident in the downtown area of Menasha. The land uses in the immediate area include single and multi-family housing, commercial, a variety of choices of transportation, open space and waterfront recreation. A variety of commercial uses including restaurants, financial services, retail and personal and professional services are easily accessed in the downtown area. Public facilities including the public library, senior center, City Hall, and the public protection facilities are also present in the downtown.

### **Principle 6: Implementation**

A community's ability to adopt smart development principles will, of necessity, require intergovernmental cooperation to apply the principles. This plan has worked to avoid the duplication of services and the creation of additional layers of government by coordinating the development of its comprehensive plan and administration of various ordinances.

This plan recommends continued discussions and cooperation relative to land use planning and ordinance administration between the City of Menasha, the City of Appleton, the Town of

Menasha, and Calumet and Winnebago Counties. The units of government currently communicate about planning issues which warrant a multi-jurisdictional conversation. While it is not realistic to expect that all entities agree on all issues, it is important that the lines of communication remain open. The city has valued this communication and is intent on continuing this to the extent practicable.

## 8.10 Land Use Goals and Objectives

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

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

### ***Objectives***

1. Focus areas of new growth where public utilities and services can be provided most efficiently.
2. Identify future land use areas that will increase compatibility between existing land uses and work to avoid future land use conflicts.
3. Implement design standards for commercial and industrial development to protect property values and encourage quality design in the community.
4. Encourage urban in-fill, which is future development, or redevelopment in areas where urban services are already in place.
5. Consider options that would allow increased density and building height for commercial or mixed use buildings.
6. Consider the use of multi-story parking structures to accommodate increased density.

## 8.11 Land Use Policies and Recommendations

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

1. All development proposals shall meet the intent of the Preferred Land Use Plan classifications as described within the Land Use element.
2. All development proposals shall meet the goals and objectives of the established land use management areas, as identified within the Land Use Element of the comprehensive plan.

3. The Plan Commission has the assigned responsibility to review and amend the current land division ordinance to further the goals, objectives, and policies of the land use plan, and is consistent with state statutes governing local adoption of such controls.
4. The city's existing traditional neighborhood development ordinance should be reviewed and modified to be used in the development and redevelopment in areas designated as mixed use on the Future Land Use Map.
5. The community intends to use the zoning process as conditions warrant to place conditions on those land uses that have the potential to have significant negative impact on less intensive neighboring land uses.
6. The city shall require shared driveway access, shared parking spaces, and coordinated site plan designs where feasible.
7. The city shall promote mixed-density planned developments that utilize context-sensitive design through the use of Planned Unit Development and other zoning tools.

## 8.12 Land Use Programs and Resources

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

### Wisconsin Land Information Program

The Wisconsin Land Information Program is a voluntary, statewide program that provides financial support to local governments for land records modernization efforts. All 72 Wisconsin counties voluntarily participate in the Program. The Wisconsin Land Information Board oversees the Program's policies. The Board's statutory authority includes preparing guidelines to coordinate the modernization of land records and land information systems; implementing a grant program for local governmental units; approval of countywide plans for land records modernization; serving as the clearinghouse for access to land information; and providing technical assistance and advice to state agencies and local governmental units with land information responsibilities.

### Division of Intergovernmental Relations, Wisconsin Department of Administration

The Division of Intergovernmental Relations provides staff support to the Wisconsin Land Council, and it administers the Wisconsin Land Information Program in conjunction with the Wisconsin Land Information Board. It also houses Plat Review and Municipal Boundary Review, both of which have statutory authority for approval of specific land use related requests, and the GIS Services, dedicated to the efficient use of geographic information systems. For further information about the division visit its web-site via the WDOA web-site at: [www.doa.state.wi.us](http://www.doa.state.wi.us).

UW-Extension Center for Land Use Education

The Center for Land Use Education uses a team-based approach to accomplish its dual missions in campus based undergraduate and graduate education and Extension outreach teaching related to: land use planning, plan and ordinance administration, project impact and regional trends analysis, and public involvement in local land use policy development. For more information on the Center for Land Use Education visit its web-site at [www.uwsp.edu/cnr/landcenter/](http://www.uwsp.edu/cnr/landcenter/).