

Neenah 2020

W I S C O N S I N

Comprehensive Plan

City of Neenah, 1999

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City of Neenah, Wisconsin

VISION 2020 COMPREHENSIVE PLAN

April 1999

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Mark Germano	William Mattes	Barbara Wrase

CITY STAFF AND INFORMATION CONTACT

Robert Buckingham, Community Development Director
Chris Haese, Principal Planner
Carol Kasimor, Assistant Planner
Julie Raehl, Administrative Secretary

Department of Community Development
City Administration Building
211 Walnut Street
Neenah WI 54956
(920) 751-4660

March 30, 1999

NEENAH PLAN COMMISSION RESOLUTION 1999-2

RESOLUTION ADOPTING THE *VISION 2020 COMPREHENSIVE PLAN*

WHEREAS, the City of Neenah Plan Commission, the Neenah 2020 Vision Committee, and the Neenah Department of Community Development have prepared and reviewed the *Vision 2020 Comprehensive Plan*; and

WHEREAS, the *Vision 2020 Comprehensive Plan* presents a strategy to manage growth and development over the next twenty years; and

WHEREAS, the City of Neenah Plan Commission conducted a Public Hearing on March 9, 1999, at which time all interested persons were given an opportunity to present testimony on the *Vision 2020 Comprehensive Plan*; and

WHEREAS, the City of Neenah Plan Commission has concluded that the *Vision 2020 Comprehensive Plan* will best promote the public health, safety, and general welfare of the community as well as promoting efficiency and economy in the future development process.

NOW, THEREFORE, BE IT RESOLVED, that pursuant to the provisions of Section 62.23 (3), Wis. Stats., the City of Neenah Plan Commission hereby adopts the *Vision 2020 Comprehensive Plan*, including all component plans, maps, tables and appendices incorporated therein. Be it further resolved that the *Vision 2020 Comprehensive Plan* shall repeal and replace the *City of Neenah Comprehensive Plan, 1980-2000*, and will constitute the Comprehensive Plan of the City for all matters related to planning guidance. Be it further resolved that the *Vision 2020 Comprehensive Plan* is certified to the Neenah Common Council for its future use in accordance with Section 62.23 (3) (b), Wis. Stats.

Kenneth Harwood

Mayor, Plan Commission Chairman

Robert L. Buckingham

Community Development Director
Plan Commission Secretary

Passed: March 30, 1999

Approved: March 30, 1999

April 7, 1999

RESOLUTION NO. 6917

A RESOLUTION ADOPTING AND CERTIFYING THE *VISION 2020 COMPREHENSIVE PLAN*

WHEREAS, the City of Neenah Plan Commission has studied and considered the *Vision 2020 Comprehensive Plan*, and has adopted and certified the same to the Common Council; and

WHEREAS, the *Vision 2020 Comprehensive Plan* presents a strategy to manage growth and development over the next twenty years.

NOW, THEREFORE, BE IT RESOLVED, by the Common Council of the City of Neenah that pursuant to the provisions of Section 62.23 (3), Wis. Stats., the *Vision 2020 Comprehensive Plan*, including all component plans, maps, tables and appendices incorporated therein, is hereby adopted and certified as the Comprehensive Plan of the City of Neenah. Be it further resolved that the *Vision 2020 Comprehensive Plan* shall replace the *City of Neenah Comprehensive Plan, 1980-2000*.

Kenneth Harwood

MAYOR

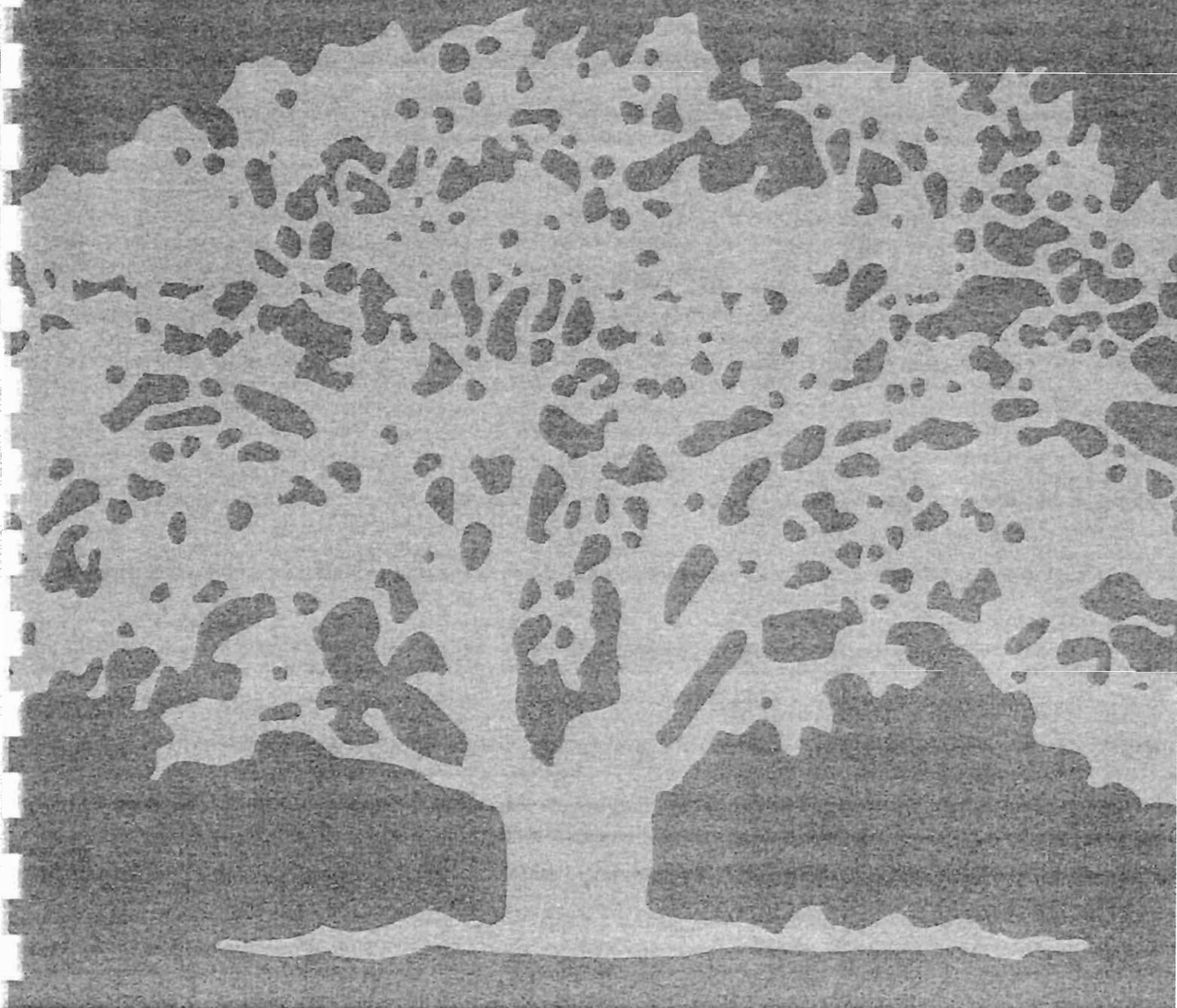
Jean Moxon

CITY CLERK

Passed: April 7, 1999

Approved: April 7, 1999

Introduction



INTRODUCTION

The Vision 2020 Comprehensive Plan for the City of Neenah presents a strategy to manage growth and development over the next 20 years. It describes a desired future for the community and establishes specific actions to be taken by the City to move toward that future. It can assist government officials, business leaders, and citizens as they develop plans, establish budgets, and make decisions by providing a clear picture of the direction the community may take in the future. The Comprehensive Plan is the culmination of a three-year planning program involving an intensive effort by Department of Community Development staff, the Neenah Plan Commission, and members of the Neenah 2020 Vision Committee.

ORGANIZATION OF THE PLAN

The Comprehensive Plan is organized into seven component chapters, which include:

- Land Use Plan
- Transportation Plan
- Utility Systems Plan
- Parks, Open Space, and Trails Plan
- Economic Development Plan
- Housing Plan
- Community Image Plan

In addition, several appendices, containing supportive information and data, are included.

Included as part of the Comprehensive Plan is a Vision 2020 Poster Plan. This piece is presented in a fold-out map format, showing the preferred land use pattern of the city to the year 2020, along with a summary of the key findings and recommended strategies presented in the Comprehensive Plan. The Poster Plan will be made available for mass distribution to interested parties.

PUBLIC REVIEW AND INVOLVEMENT

Public input was instrumental in completing the Comprehensive Plan. The program began with the efforts of the 35-member Vision 2020 Committee. This group of local citizens, representing broad and diverse community interests, worked in a consensus-building environment to develop a vision for Neenah in the year 2020. This bottom-up, community-based approach to local planning provided a unique opportunity to acquire a collective viewpoint of what life will be like in our community in 20 years.

Each of the component chapters were reviewed in detail by the Plan Commission at meetings that were open to the public. A Community Opinion Survey on planning and government issues was

distributed to a random sample of 1000 Neenah households (Appendix II). Several presentations on the planning program were made to local groups and service organizations. The local media also followed the progress of the program.

COMPREHENSIVE PLANNING PROCESS

The preparation of this document was premised on seeking answers to four basic planning and growth questions:

1. Where are we now? A Community Profile and Conditions Report was completed to identify and assess local trends in population growth, labor force formation, housing development, transportation facilities, and open space resources (Appendix I).

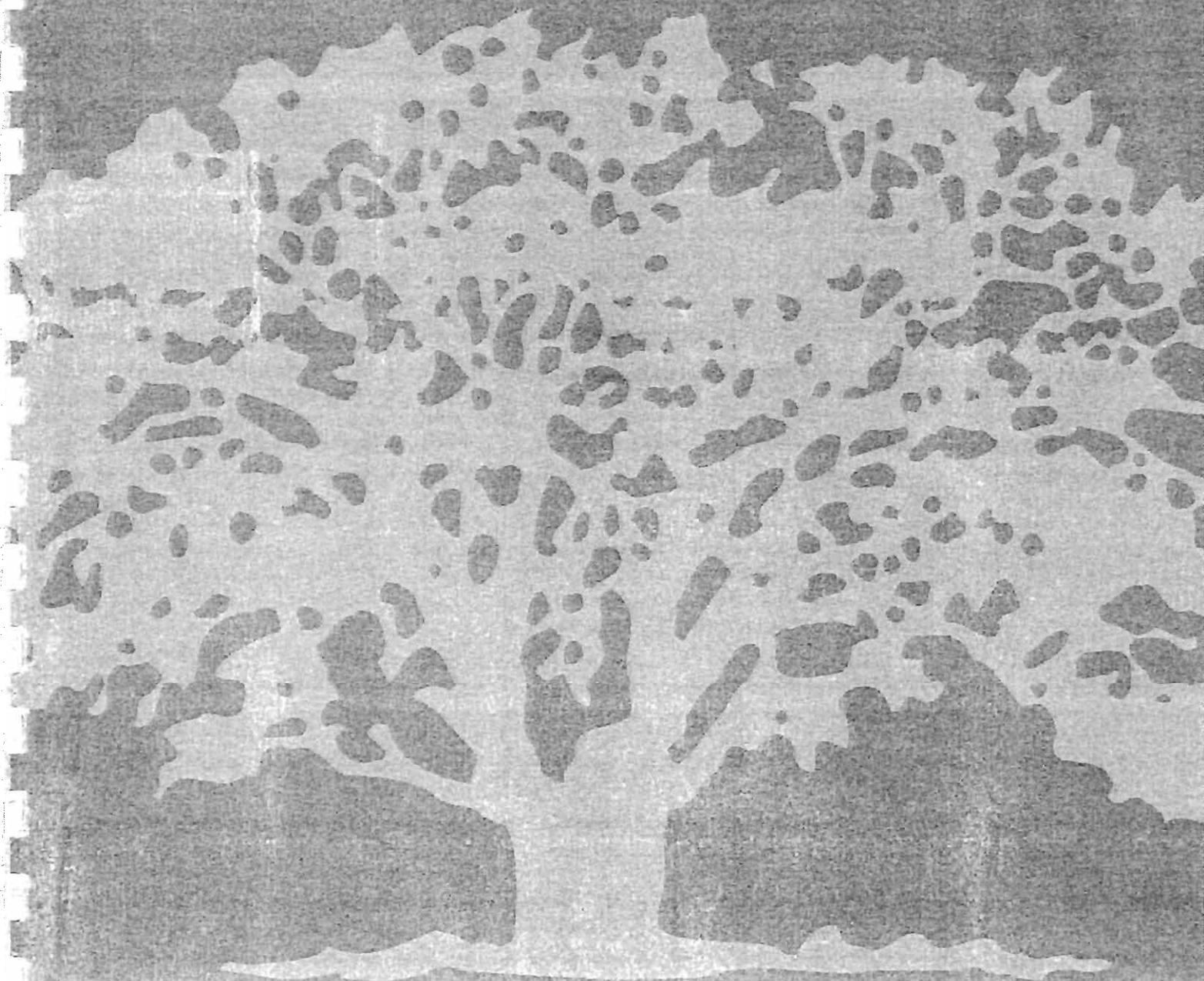
2. Where are we going? Staff analyzed current and projected growth and development trends to determine their potential impact on the community.

3. What do we want our future to include? Through the broad-based participation of the Vision 2020 Committee, a common vision for the future was established. This Vision Statement provided focus on the issues and strategies that were deemed to be important to address during preparation of the Comprehensive Plan.

4. How do we get there? The Vision 2020 Comprehensive Plan was prepared in a format that describes actions to be taken to achieve the Vision Statement for the community. Emphasis has been placed on both general policies and specific actions that should be taken by the City of Neenah to move closer toward the desired future.

The Comprehensive Plan can be used as a practical guide when considering City priorities through such tools as the long-range Capital Improvements Program, as well as when coordinating day-to-day decisions so they make sense in the future. The Plan should be revised on a periodic basis to recognize major changes in circumstances or new policy directions that will affect future planning decisions.

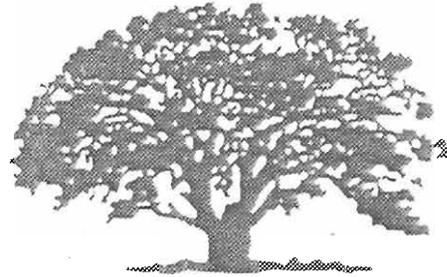
Vision Statement



Neenah 2020

W I S C O N S I N

A Vision For Our Community



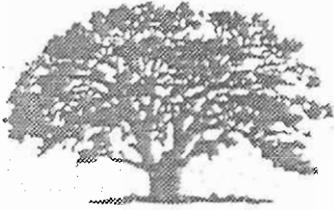
VISION:

In the year 2020, Neenah will be the best possible place to live. The community will achieve its strong position through careful planning and management of high quality living and working neighborhoods, integrated greenspaces, a positive image, economic and employment opportunities, lifelong cultural and educational choices, and ongoing community partnerships.

Neenah's strength and prosperity can be traced to its early settlers, a group of industrialists and merchants who envisioned a beautiful community and thriving industrial center empowered by the energy of the Fox River, the preservation of the area's natural beauty, and a commitment to dynamic community leadership. They recognized even then that a strong community vision was crucial to Neenah's future.

In developing a vision for our community in the year 2020, the City of Neenah sought the same type of broad-based citizen participation that shaped our early days. A 35-member Vision 2020 Committee was formed, which built upon Neenah's founding principles to identify core community values, develop a vision statement, and propose strategic actions to make that vision a reality.

To guide its efforts, the Committee adopted Neenah's Old Council Tree as a symbol. This historic elm, intertwined through the city's history, originally marked the site of tribal councils and pioneer weddings. It later became a navigational aid for boats entering the city from Lake Winnebago. Like the roots of that Old Council Tree, our community values form a base for the decisions that will drive Neenah's growth. Our vision provides the solid trunk that directs our future. Strategic actions requiring broad-based participation and support stem from the vision like the branches of the tree. Some of these plans will thrive, while others will be dropped to make way for more vital strategies as we shape our future.



OUR CORE VALUES

We value being a community that is safe and secure and where all citizens respect and care for each other.

We value the importance of being a community that is friendly, open and inviting.

We value being a cohesive community, where civic pride is apparent.

Living & Working Neighborhoods

Planned residential, commercial and industrial development will maintain the comfortable balance of living and working opportunities in Neenah. Our future neighborhoods will feature a mix of housing types, corner commercial centers, and integrated open space areas, allowing residents to interact through home, work, and recreation activities. Yet, these new neighborhoods will maintain an identity with, and be connected to, the greater Neenah community.

The economic vitality of our older neighborhoods and business areas will be assured through our long-standing tradition of ongoing, continuous improvement and preservation.

Integrated Greenspaces

Residents of Neenah will enjoy the benefits of an integrated greenspace system that features traditional parks and open space areas, public waterfront development, and a series of trails, paths, lanes and routes for non-motorized travel through the community and to points beyond.

Community Image

Neenah will convey a positive image and identity to those who live and visit here. By sustaining our tradition and heritage, and focusing on our natural environment and water resources, residents will share a sense of place and belonging, and our community will be a favored destination for discerning tourists.

Economic & Employment Opportunities

Neenah will be a thriving community, attuned to, and succeeding in, the global economy. The community will provide an environment for business to grow and prosper. A balanced mix of industrial, commercial, retail, service, and "at home" jobs will provide a full range of employment opportunities.

Lifelong Cultural & Educational Choices

Our community will offer an unceasing variety of theatre, art, music and literature for residents to participate in and enjoy. Residents will also have a full array of opportunities for lifelong learning, directed not only at elementary and secondary education and work force training, but also at the increasing amount of leisure time available to a large senior population.

Community Partnerships

Neenah will be recognized for its effective community partnerships, where public entities, the private sector, and community-based organizations work as a team to solve problems and address issues of importance. As a result, the City of Neenah will continue to deliver high quality, affordable public services through inter-municipal cooperation and effective use of performance-based contracting with the private sector.

Through careful planning, fiscally responsible management, and a cooperative spirit, the community will provide fair and full access to a wide variety of education, employment, cultural, and housing opportunities.

Strategic Actions

We believe that this vision for our community will be realized most easily by the formation of working partnerships between public entities and private and community-based organizations. Through cooperative action, these alliances will provide the best means to solve problems and address issues of importance. The Vision 2020 Committee recommends that the following strategic actions become the key projects and programs implemented as our community strives to attain its vision for the year 2020.

Planning & Redevelopment

- Create a plan for future neighborhoods to develop with a cluster of uses (residential, commercial, and recreation) that function together.
- Provide for mixed residential neighborhoods that offer a variety of housing types, especially for a growing senior population.
- Support compact, neighborhood-level retail and work centers rather than automobile-oriented commercial strip developments.
- Plan for future industrial uses to be geographically balanced within the community.
- Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers throughout the community. Integrate this local system with a larger regional network, and educate the public on the benefits of its use.
- Select and reserve future park locations now so new neighborhoods will develop around them.
- Promote continuous improvement and preservation of the community's established neighborhoods. Maximize opportunities for adaptive reuse of existing buildings and brownfield sites. Maintain the vitality of all business districts. Support rehabilitation and renovation of the community's housing stock.
- Adopt appropriate zoning standards to insure effective management of emerging trends in the development of clustered-use neighborhoods, mixed housing developments, and work-at-home properties.

Natural Surroundings and Resources

- Implement a "Community Greening" program to enhance the city's image and appearance. Activities should include beautification of the entrances to the city, development of small

pocket parks and focus areas, public art forms, tree planting programs, and enhancement of natural areas.

- Develop a water resource plan which addresses preservation and cleanup, accessibility issues, and community education and programming opportunities.
- Promote our park and recreation system, and support new activities and facilities that will meet the diverse needs and interests of all age groups.
- Establish progressive environmental resource standards to be followed by groups and individuals involved in the development of the community.

Economy

- Maintain a strong, diversified economic base that can provide steady employment with quality jobs for all.
- Actively promote the community as a good location for business growth.
- Provide the public infrastructure needed to support economic growth in the community.
- Encourage continuing education in the workplace through employer commitment to, and investment in, the local labor force.
- Develop the tourism potential of the community's rich heritage and water resources.

Community Integration--Social and Economic

- Promote and support social, cultural, and recreation activities that will integrate people of all ages, races, and ethnic origin into the social fabric of the community.
- Create and sustain a positive community image by supporting festivals and celebrations, culture, and neighborhood events.
- Promote the concept of a "city center," a focal point where the community can gather together.
- Develop community partnerships that will serve those individuals and households with the greatest social, housing, and economic needs.
- Undertake crime intervention and education programs and citizen involvement activities that promote personal safety.

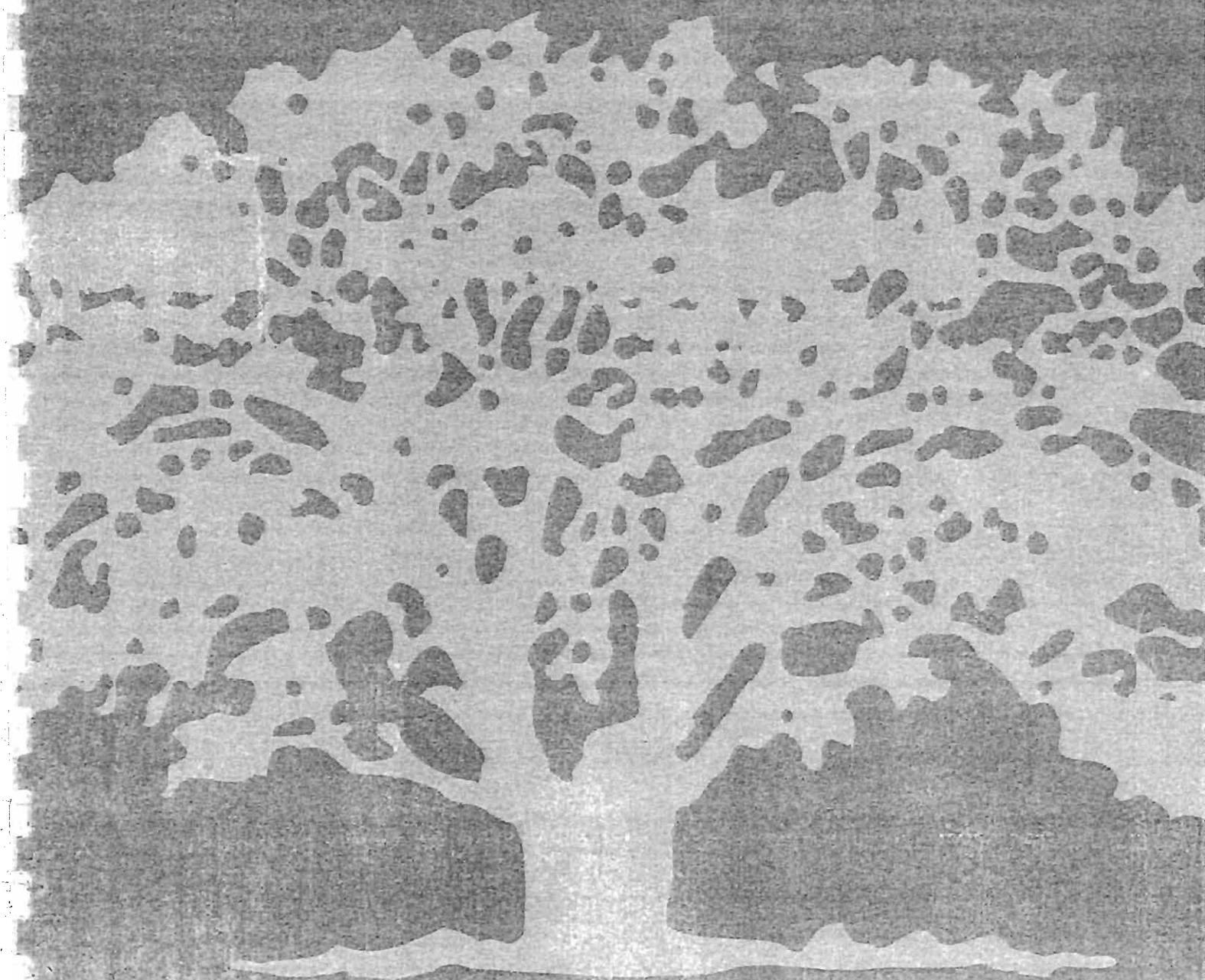
Education

- Promote full use of the vast educational programs and resources in the region.
- Build an integrated system of education with community involvement in developing new learning approaches.
- Expand education opportunities to meet the needs of a diversified population, ranging from early intervention to lifelong learning programs.

Fiscal Responsibility

- Cooperate with neighboring communities in the delivery of essential municipal services.
- Advocate fiscal responsibility from all governmental units which have taxing authority within our community.
- Implement meaningful evaluation measures to insure continued delivery of high quality, affordable municipal services.

Land Use Plan



LAND USE PLAN

INTRODUCTION

The Land Use Plan for the City of Neenah is intended to guide the future growth of the community in a planned, efficient, and economical manner. The Land Use Plan establishes a development program that will make Neenah the best possible place to live and work by directing orderly residential expansion, economic opportunity through commercial and industrial growth, an efficient transportation network, enhanced parks, open space and natural areas, and facilities for educational and cultural growth. The Plan includes a map of the preferred land use pattern for the urban area as it is projected to exist in the year 2020.

While the Vision 2020 Comprehensive Plan focuses on growth over a 20-year period, shorter term planning decisions are supported through strategies and recommendations provided in several neighborhood planning documents. The *Neenah Downtown Redevelopment Plan, 1983*, the *Tax Increment District #2 Project Plan, 1984*, and the *Tax Increment District #5 Project Plan, 1993*, have all supported the successful redevelopment of downtown Neenah. The *Strategic Plan for Doty Island, 1986, updated 1990*, has served as a guide for several development initiatives in and around the Doty Island Business District. The *South Commercial Street Corridor Study, 1991*, and the *Tax Increment District #4 Project Plan, 1992*, established the neighborhood improvement program that is underway along South Commercial Street. The *Tax Increment District #1 Project Plan, 1983*, the *Tax Increment District #3 Project Plan, 1988*, and the *Tax Increment District #6 Project Plan, 1997*, all supported the development and expansion of Southpark Industrial Center. These planning documents have aided local decision-makers in managing growth and development in an efficient and cost-effective manner for the benefit of the entire Neenah area.

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The Neenah 2020 Vision Committee identified the following strategic land use actions to be pursued as the community strives to attain its vision for the year 2020. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Create a plan for future neighborhoods to develop with a cluster of uses (residential, commercial, and recreation) that function together.
- Provide for mixed residential neighborhoods that offer a variety of housing types, especially for a growing senior population.
- Support compact, neighborhood-level retail and work centers rather than automobile-oriented commercial strip developments.
- Plan for future industrial uses to be geographically balanced within the community.

- Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers throughout the community.
- Select and reserve future park locations now so new neighborhoods will develop around them.
- Promote continuous improvement and preservation of the community's established neighborhoods.
- Adopt appropriate zoning standards to insure effective management of emerging trends in the development of clustered-use neighborhoods, mixed housing developments, and work-at-home properties.
- Promote our park and recreation system, and support new activities and facilities that will meet the diverse needs and interests of all age groups.
- Provide the public infrastructure needed to support economic growth in the community.
- Promote the concept of "city center", a focal point where the community can gather together.

EXISTING LAND USE

The City of Neenah has experienced steady, managed growth through the years. The development of the community was formed around the shores of Lake Winnebago and the Fox River, which create natural borders on the north and east edges of the city. The predominant land use in the community is residential, which historically began in a few core neighborhoods surrounding the Central Business District and Doty Island and then spread outward. In the past 40 years, large neighborhoods have developed to the south and west as tracts of land have been annexed for urban development. Business districts have grown with the outward expansion of the city. Industrial development has been centered around transportation and power sources---first the Fox River, then the railroad lines, and more recently U.S. Highway (USH) 41. (Existing land use patterns in Neenah are illustrated in the *Fox Cities Urbanized Area Long-Range Transportation/Land Use Plan, July 1997*, authored by the East Central Wisconsin Regional Planning Commission.)

Neenah's growth and development trends since 1980 are summarized in Tables 1 and 2. The total land area of the city has increased by 1,550 acres over the past twenty years, the result of annexation and outward expansion. During this same time period, the city's population increased from 22,432 to an estimated total of 24,434 in 1997. Residential growth has developed to the south along the Bayview Road, S. Park Avenue, S. Commercial Street, and Marathon Avenue corridors, and to the west along the Tullar Road, Cecil Street, and Breezewood Lane corridors. Commercial growth has developed along the S. Commercial Street, Winneconne Avenue, and Green Bay Road corridors. Industrial growth has been concentrated in Southpark Industrial Center and along the Breezewood Lane corridor.

TABLE 1
TOTAL ACRES BY LAND USE CLASSIFICATION, 1979 and 1997

Use	1979	1997
Single Family	1,482	1,767
Multifamily	63	103
Commercial	225	331
Industrial	290	557
Community Facility	N/A	292
Park/Rec.	335	399
Agriculture	N/A	172
Vacant	622	526
R.O.W.	679	1,065
Water	N/A	34
TOTAL	3,696	5,246

Source: City of Neenah
East Central Wisconsin Regional Planning Commission

TABLE 2
SUMMARY OF NEENAH URBAN GROWTH, 1980-1997

Number of Approved Annexations	45
Acres Annexed	1,550
Population Annexed	156
Square Miles Added	2.422
Acres of Subdivision Added	425.83
Number of New Lots	996
New Single-Family Houses	1,025
New Duplex Units	172
New Multifamily Units	916
Total New Dwelling Units	2,113
Population Increase	2,002
Ave. Annual Rate of Population Growth	0.83%
New Commercial Valuation	\$74 million
New Industrial Valuation	\$86 million
New Residential Valuation	\$187 million
Total New Valuation	\$347 million
Miles of New Street Built	19.1
Miles of Reconstructed Street	53.24

Source: City of Neenah

Residential Neighborhoods

Neenah's residential neighborhoods offer wide variety in the style, size, and value of available housing. Many of the city's oldest neighborhoods offer some of the best and highest quality homes. Areas on the east end of Doty Island and in the East Wisconsin Avenue and Riverside Park neighborhood, were home to some of the early industrialists and merchants, who built sizable mansions and lived by the ideals of home, school, and church. Neighborhoods immediately surrounding these areas provided smaller scale, affordable housing. As homes have aged and declined in value, some conversion to rental housing or redevelopment to new uses have occurred closer to the downtown and Doty Island business districts.

The post-World War II growth of the city moved westward beyond USH 41 and has flourished since then, prompting public investments there in schools and parks. Today, these neighborhoods offer a wide choice in housing including single family homes, duplexes, condominiums, and apartments. However, a noticeable development gap in this part of the city has been the lack of a neighborhood commercial area.

Southeast Neenah grew rapidly from the mid-1950's to the early 1970's. Limited development opportunities then stifled growth for the next 20 years. Finally, in 1990 the Mahler Farm area was annexed, opening up over 200 acres of land for neighborhood growth. The area is developing as a modern, planned neighborhood, with the potential to produce over 350 new single family homes, more than 100 units of multiple family housing, and neighborhood based commercial development within a 20-acre business park.

Commercial Districts

The city's retail and commercial activity is centered around five major business areas. Given the size of the community and the strength of the regional retail market, all of Neenah's business areas face the same threats to sustaining healthy, vital districts, and all have had to implement new development strategies to remain competitive.

The Doty Island Business District has been experiencing a successful transition to a community service and health care area for the past decade. The completion of several quality development projects has enhanced the attractiveness of the Island for both businesses and residents. The City of Neenah is working in partnership with business and property owners to generate further economic growth.

Downtown Neenah has been recognized nationally for the public-private partnership that successfully completed the revitalization of the city's historic central business district. By investing in the downtown, the City of Neenah made this business district attractive for the private sector to construct improvements that have produced better land use patterns, more jobs, and a growing tax base. Despite the downtown's limited land area, development opportunities remain which if acted on, could anchor more economic growth for the entire community. Public investment in infrastructure and parking improvements will be needed to maintain a strong downtown.

The South Commercial Street Business Corridor spans an area of over two miles. The City of Neenah has joined with businesses in the area to manage a development agenda that aims to sustain the core area in the older parts of the district while promoting new development at the growing

southern edge. Proactive planning initiatives and innovative zoning controls appear to have addressed many of the development objectives for this corridor.

The Fox Point/Green Bay Road business area is a major community shopping district, offering a variety of retail goods and services. The area is strategically located along USH 41, at a major entrance to the city. Two existing retail shopping centers have been in decline in recent years due to regional retail competition and absentee out-of-state ownership. Recent ownership changes at both of these properties have prompted announcement of plans for aggressive new investment and tenant recruitment efforts. Similar revitalization initiatives are needed elsewhere in this district to regain a competitive position in the retail market. Growth opportunities west of USH 41 are expected to emerge in the near future as the existing mixed-use rural neighborhood begins the transition to new commercial development.

The Main Street Business District extends from the downtown to Lake Street. Limited land expansion opportunities, aging structures, mixed-uses, and increasing traffic disruption from vehicle/train conflicts at the Main Street railroad crossing have all combined to diminish the vitality of this district. The planned construction of the Main Street overpass, scheduled for 2001, will claim many of the commercial properties in the district. However, this transportation improvement should present opportunities for redevelopment of an expanded downtown district. Issues of land use, street design, parking, and infrastructure must be addressed to insure a quality project. The City of Neenah is completing a development plan for central Neenah to address these issues and to establish priorities for prospective public and private investment.

Industrial Development

Early industrial development in Neenah was centered on the Fox River, then moved southward along the railroad corridor. Over the past 15 years, new growth has been concentrated in Southpark Industrial Center, a 300 acre planned business park located at the Bell Street/USH 41 interchange. The City of Neenah's initiative to develop Southpark has been rewarded through rapid development and high value gains in tax base and jobs. However, Southpark has limited expansion opportunities. Given emerging land use patterns and infrastructure capabilities, areas to the south, southwest, and northwest of the current City limits would be potential locations for future industrial development to occur.

GROWTH TRENDS AND PROJECTIONS

Some emerging and dramatic demographic trends will continue to affect Neenah's growth patterns through the year 2020. As an example, over the past 30 years, the average household size in the city has declined 25%, from 3.36 persons per household in 1970 to the current level of 2.53. During this same period, the total number of households in the city increased at a rate three times that of population growth, which accounts for the high levels of land development, housing production, and business growth relative to modest population gains.

Looking to the future, the city's population is projected to grow 3% over the next 10 years, before beginning a slight decline to the year 2020. However, household formation will continue at a 12% growth rate. This high household formation rate relative to population changes will

prove to be the most significant demographic factor in community planning, since demands for service, housing, and land resources are more closely linked to households than persons. Growth projections to the year 2020 are summarized in Table 3.

**TABLE 3
POPULATION/GROWTH PROJECTIONS, 1980-2020**

	1980	1995	2000	2005	2010	2015	2020
Population	22,432	24,104	25,078	25,210	25,150	25,205	24,822
Persons Per Household	2.74	2.52	2.48	2.44	2.39	2.33	2.29
Number of Households	8,112	9,513	10,062	10,280	10,478	10,652	10,752

Source: City of Neenah
East Central Wisconsin Regional Planning Commission

Based on the projected rates of population, market, and household growth, a combined total of over 900 acres of land will be developed over the next 20 years. The breakdown of this land consumption projection is provided below.

Residential Development Projections

The greatest demand for housing units will continue to be single family residences, although its total share of the local market is expected to decline from 80% to 70% by the year 2020. As the 45-54 year age group moves up to newer, larger housing, the supply of smaller homes will increase. With the expected increase in larger homes, average subdivision densities will decline from 2.92 units per acre to 2.75 units per acre. Overall, it is estimated that approximately 900 new single family homes will be constructed by 2020, consuming over 300 acres of land.

The demand for multifamily units will also increase as the retirement age population grows and seeks more affordable housing, and as the need for more low cost housing for young families increases. Multifamily units are expected to increase as a share of the local market from 20% to 30% by the year 2020. Approximately 200 new multifamily units will be needed to meet this demand, requiring the development of 20 acres of land.

Commercial Development Projections

New commercial development will be provided to meet consumer needs and to serve developing neighborhoods. It is projected that an additional 50 acres of commercial development land will be needed by the year 2020.

Industrial Development Projections

The strength of Neenah’s industrial base has fueled much of the city’s economic growth over the past 20 years. The annual average absorption rate for industrial land is 17 acres. Should this trend continue, as expected, an additional 380 acres of industrial land will be developed by the year 2020.

Parks, Schools, and Community Facilities Projections

The need for new and expanded parks, schools, and other community facilities to serve an expanding urban area is expected to require the development of 150 acres by the year 2020.

PLANNED GROWTH CONCEPTS

The Vision 2020 Comprehensive Plan advocates planned, managed development practices to insure efficient, cost-effective growth over the next 20 years. Existing land use patterns will, to a large extent, determine the location and character of future development in Neenah. Existing neighborhoods and business areas will provide the framework around which future growth will occur.

Planned growth objectives will be accomplished by addressing the following concepts:

Delineate the Neenah 2020 Planning Area: Establish boundaries within which growth potential will be studied.

Distinguish Urban Development from Rural Development: Within the Neenah 2020 Planning Area, identify the general land use patterns for urban growth, and identify areas that should be maintained in a non-urban, rural setting.

Define the Urban Service Area: Within the Neenah 2020 Planning Area, establish the outer limits of the area expected to become urbanized, based on the urban sewer service area boundaries established by the East Central Wisconsin Regional Planning Commission and the Wisconsin Department of Natural Resources.

Staging Development: Develop a growth staging plan to direct future development to those areas that can be most efficiently served with public infrastructure.

Neenah 2020 Planning Area

The established Neenah planning area that has been studied for development potential to the year 2020 is within the City's statutory 3-mile extra-territorial jurisdiction. The area extends south to County Trunk Highway (CTH) GG, west to USH 45, and north to State Trunk Highway (STH) 150.

Distinguishing Urban Development from Rural Development

When an area's future growth development patterns are not firmly established, the competing interests of those advocating urban development versus those favoring widespread farmland preservation create jurisdictional conflicts and contribute to poor and ill-timed land use decisions, which permanently impact the community. It is important for the City and its neighboring townships to work toward a coordinated area-wide land use plan so both urban growth and rural-character areas can be managed according to appropriate development policies.

The issues related to Neenah's future growth and economic health transcend political boundaries of the City, adjoining townships, and Winnebago County. Both the costs and the benefits of urban growth accrue to the larger metropolitan area without regard to jurisdiction. Residents of the area share schools, work places, shopping opportunities, churches and recreational facilities. However, development policies and the emerging land use pattern of the City and its surrounding neighbors have followed distinctly different paths.

The City has developed within a plan for controlled growth, dictated by the need to be economical and efficient in funding and constructing a full complement of urban services, including sanitary sewer, storm sewer, water, paved streets with curb and gutter, sidewalks, and streetlights. City development has been compact, at densities that maximize the use of land, that avoid sprawl, and that create open space for the public enjoyment. The evidence of a long-term commitment to conservative, efficient use of land and planned growth is the fact that the density and look of the city's oldest and newest neighborhoods has not changed appreciably in the last 50 years.

Rural areas in the adjoining townships historically featured low-impact agriculture-based development with some non-farm housing. Because of its low density, traditional rural development could not be efficiently served with public infrastructure such as sanitary sewer, water, sidewalks, streetlights, and high levels of police and fire protection.

In recent years, increased levels of low-density residential growth has occurred in adjoining townships. This growth trend has blurred the distinction between urban and rural areas. An increase in septic system failures, which can and has lead to groundwater and well contamination, have prompted requests for urban sewer service to remedy public health problems. The availability of public sewer service to some township areas has led to requests for utility extensions to other developments even further from the urban center. The ultimate result has been the beginning of scattered, leapfrog growth that consumes vast amounts of land for sprawling, low-density uses. Every home that is built on a large lot beyond the edge of the urban area is one less home that will build within the sewered development core. Allowing this construction trend to continue furthers the urban sprawl problem that both locally and statewide, government leaders and concerned citizens debate. If not addressed, it will eventually doom the farmland/rural character some townships wish to maintain.

The City should maintain its practice of encouraging and managing growth that is compact and contiguous to existing developed areas so infrastructure can be provided in an economical manner. The City's long-range planning goal will be to avoid any development that encourages or promotes urban sprawl.

The City should be willing to work cooperatively with adjoining townships in managing future growth issues, with the understanding that the City will not participate in any discussions, actions, or agreements that would contribute to poor planning practices that are contrary to the best interests of the majority of residents in the greater Neenah area. A successful cooperative planning effort would provide all jurisdictions the opportunity to plan for orderly growth and cost-effective provision of services, while taking measures to prevent uncontrolled, sprawling development. Issues common to all political entities, including storm water drainage, open space preservation, transportation corridors, development areas and economic growth should be discussed to insure a clear plan for the entire community. An area growth plan with a land use pattern that includes both urban and non-urban development will benefit the City by defining areas where it will be expected to provide services and infrastructure, and will benefit the townships by supporting farmland preservation, by discouraging urban sprawl, by maintaining rural beauty, by promoting town fiscal health, and by prescribing the means to avoid long-term conflicts with outward urbanization. Of utmost importance to the area is the ability of the City to expand it's tax base, maintain economic health, and create quality jobs since Neenah's economic growth benefits both residents of the city and the adjoining townships who live or work here.

In some cases, it may be in the City's best interest to reach boundary/service agreements with adjoining townships. Successfully negotiated agreements provide mutual benefit to both parties. The City is assured future growth corridors from which the township will not challenge subsequent annexation petitions. The township is assured the provision of urban sewer service to defined suburban neighborhoods. Boundary agreements may provide the best solution to ending urban sprawl because they establish the means to direct growth within defined sewer areas.

Defining an Urban Service Area

The Urban Service Area represents the land area to be served with municipal sewer over the next 20 years. The urban service area is established using a complex formula to determine the amount of acreage necessary to meet the expected growth demands of the community. Under the jurisdiction of the Wisconsin Department of Natural Resources, future sanitary sewer extensions are limited to developments within the urban service area. Policies are in place to allow adjustment of the boundary through an amendment process administered by the East Central Wisconsin Regional Planning Commission. Neenah's Urban Service Area is delineated on the Neenah 2020 Land Use Plan Map (Figure A1).

Staging Development

Within the Urban Service Area, nine sub-areas have been identified to establish the preferred sequence of public infrastructure extensions (Figure A2). This Staging Plan is designed based on existing infrastructure capacities and sound engineering principles to direct utility extensions to those areas that can be most efficiently served before extensions are made to areas that might require greater investment or that might prompt premature, scattered development. The nine sub-areas have been classified within three levels of priority:

Priority 1: Existing Sewered Areas. Areas that are currently served by or have direct, adjoining access to municipal sewer and therefore require no major expansion of main trunk lines.

Priority 2: Trunk Line Facility Expansions. Areas that are not now served by municipal sewer, but are expected to receive trunk line extensions to serve urban growth over the next 10 years.

Priority 3: Long Term Trunk Line Facility Expansions. Areas that are not now served by municipal sewer and are not expected to experience urban growth over the next 10 years.

By managing growth under the Growth Staging Plan, the City will be able to direct new development to areas where infrastructure capacities already exist and where growth can most economically be accommodated.

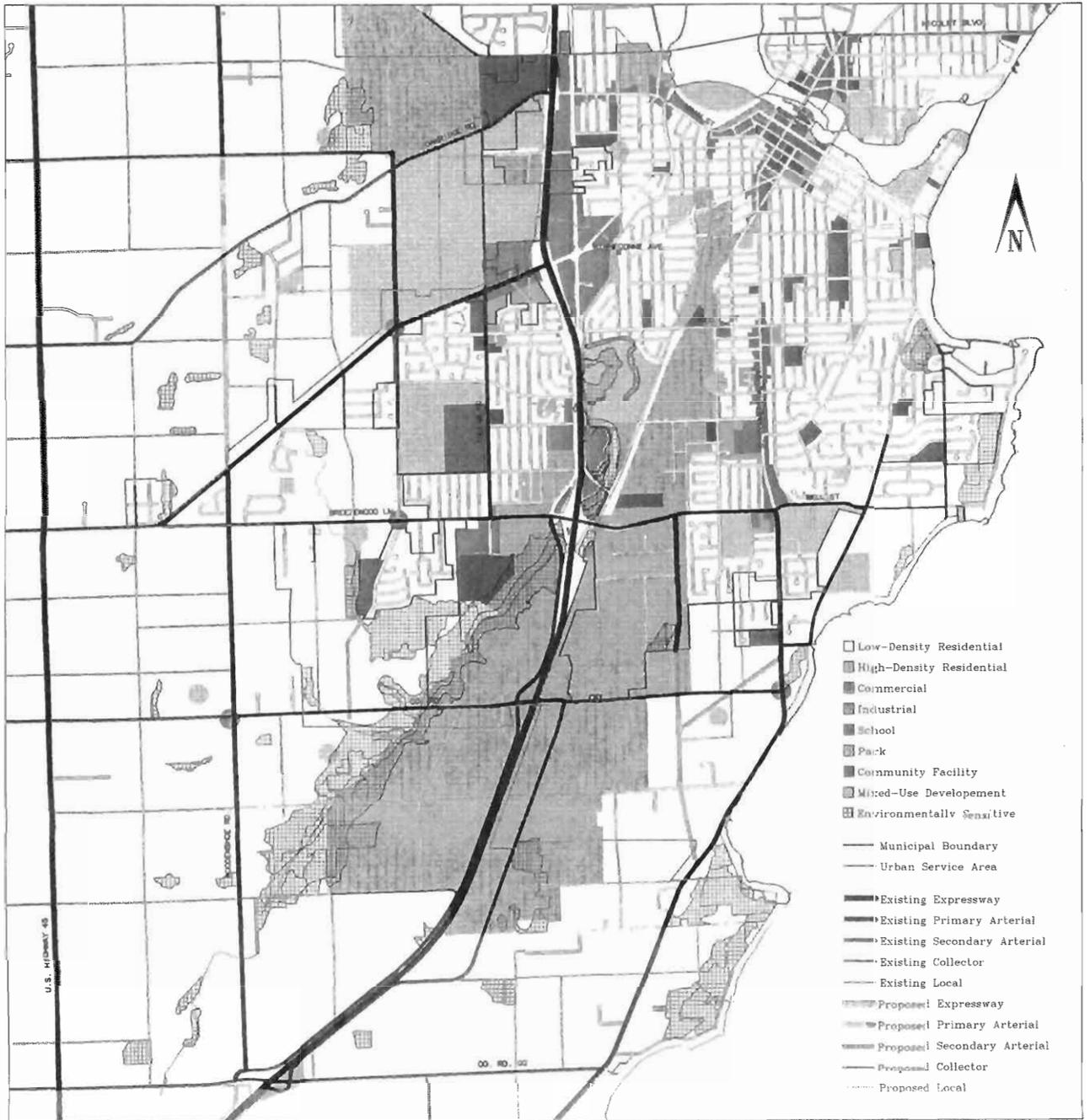
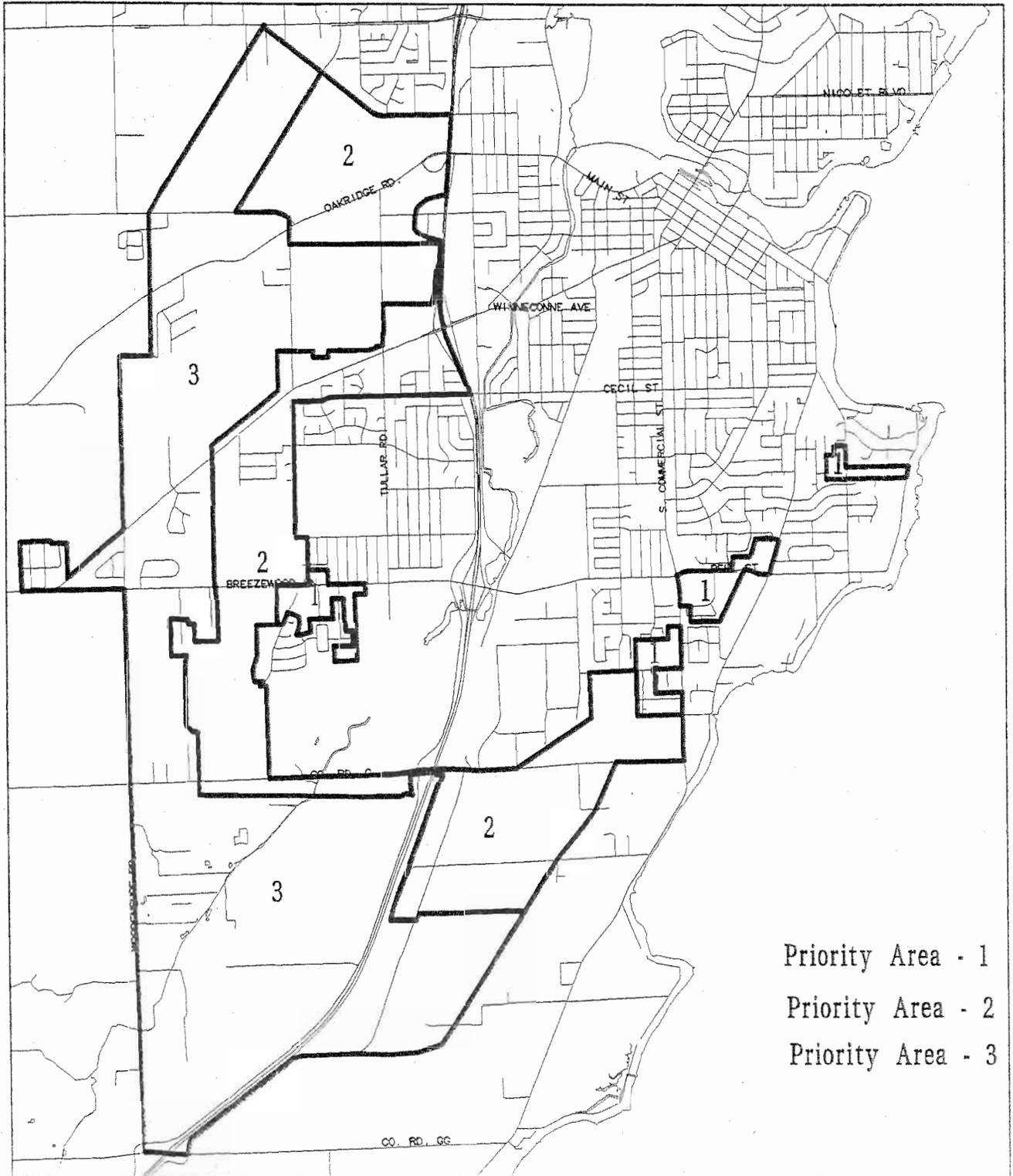


FIGURE A1

NEENAH 2020 LAND USE PLAN MAP

FIGURE A2

GROWTH STAGING PLAN



NEENAH 2020 LAND USE PLAN MAP AND RECOMMENDATIONS

The Land Use Plan should be used as a guide in making decisions regarding annexations, plat approvals, development proposals, and public infrastructure investments. The intent of the plan is to create land use patterns that support the physical, social, environmental, and economic development of Neenah. This includes high quality living and working neighborhoods, integrated parks and open space, efficient transportation networks, and economic and employment opportunities.

The Land Use Plan Map illustrates the preferred land use and development pattern of the city to the year 2020 (Figure A1). It identifies the location of future residential, commercial, and industrial developments, parks and open space areas, schools and other community facilities, and planned street and highway extensions. *It should be used as a guide for amending and updating the Neenah Zoning Ordinance and Map so that the objectives of the plan can be implemented through the regulation and management of future land development projects.*

The following land use types and projected development patterns are illustrated on the Land Use Plan Map. Recommendations for each land use type are also provided.

Residential Areas – Includes both low-density residential areas (single family and duplex housing) and high-density residential areas (multifamily apartment and condominium developments).

Future residential growth will occur predominantly on the west side of the community, where the City's public infrastructure is edging closer to large tracts of vacant, developable land. While this growth will be staged over many years, development of this magnitude will require careful planning to incorporate proper transportation systems, open spaces, high density residential living options, local business centers, and neighborhood school facilities.

High density, multifamily development is expected to continue in areas where it serves as an effective buffer use between business areas and low-density residential neighborhoods. Opportunities for new development are expected along the Winneconne Avenue corridor west of USH 41, where a transition from rural residential to urban commercial is projected over the next 20 years. Multifamily uses would provide a buffer between this emerging commercial area and the established single family neighborhood to the south.

The City should encourage the development of mixed-use cluster neighborhoods that combine a variety of housing types, appropriately scaled commercial uses, and extensive open space areas. These neighborhoods should have clearly defined edges and centers and should provide convenient access by both vehicular and non-motorized forms of travel.

The Zoning and Subdivision Codes should be modified as necessary to accommodate the mixed-use neighborhood concept.

Commercial Areas – Includes a wide range of retail, service, product, and office uses. Commercial and residential uses sharing the same structure, and multifamily developments are also included in this map category.

Neenah's existing commercial districts are expected to continue serving the primary business needs of the community into the future. Downtown Neenah, the Doty Island Business District, the South Commercial Street Business Corridor, the Fox Point/Green Bay Road Business District, and the Main Street Business District are all positioned for continued growth through in-fill projects, redevelopment activities, and district management enhancements.

New neighborhood commercial centers, designed to meet basic retail and service needs of nearby subdivisions, are planned to develop at the following key intersections:

- Tullar Road and Breezewood Lane
- Pendleton Road and Breezewood Lane
- Woodenshoe Road and CTH G
- Pendleton Road and CTH JJ
- Commercial Street/CTH A and CTH G

Industrial Areas – Includes light and heavy manufacturing operations, industrial sales and service, warehousing, distribution and office uses. The Zoning Ordinance separates these areas into the general industrial zone and the more restrictive planned business center zone. Residential development is not allowed in either zone.

Future industrial development areas need to be located near key transportation corridors (highway and rail) to be successful. *Continued industrial growth south, along the east and west sides of USH 41 should be encouraged to complement the existing land use pattern of the area and to maximize the infrastructure support system that is available to serve this type of development. Land along the westside arterial corridor (CTH CB), at the northwest edge of the city, should also be designated as a light manufacturing/service business area.*

Schools – Includes public and private schools.

Public and private school officials should continue to monitor the planned land use patterns for the Neenah 2020 Planning Area so that informed decisions can be made on the location of future school facilities. The Neenah Joint School District has already secured sites for future schools recognizing emerging growth patterns in the area, and continues to work closely with the City to ensure adequate facilities through 2020.

Parks – Includes public parks and open space areas intended for active or passive recreation. Both City-owned and Town-owned parks are shown. Approximate locations for future parks are also illustrated.

The City of Neenah and the Neenah Park and Recreation Commission should be proactive in the identification, acquisition, and development of future parks that can provide a center for new neighborhoods to grow around.

The Neenah Access Trails system should be incorporated into future neighborhood plans to provide a wider network of off-street trails and on-street routes for safe, non-motorized travel throughout the community.

Community Facilities – Includes public and quasi-public facilities, such as churches, municipal/public buildings, and museums. The City of Neenah has followed a comprehensive municipal facilities improvement plan over the past 10 years, resulting in the construction of a new city services facility, police station, fire station, and family aquatic center. A new public library is under construction and will be completed for occupancy in 2000. Combined with continual improvements at existing buildings, these municipal facilities have adequate capacity to serve the community well beyond the year 2020.

Mixed-Use Development – Includes areas where a mix of uses, including commercial, residential, health care, parks, and community facilities may be developed based on a planned development concept.

Several mixed-use development areas are identified on the Land Use Map, including existing districts such as the Doty Island Community Health District, the Mahler Farm Planned Business Center, and the Calvary Bible Church campus. These districts continue to grow within the framework of specific development plans.

Areas identified as future mixed-use developments include the Bridgewood Golf Course, which would be suitable for residential, commercial and recreational uses, and the west Neenah stone quarries, which if abandoned, would be suitable for reclamation to business and light industrial development.

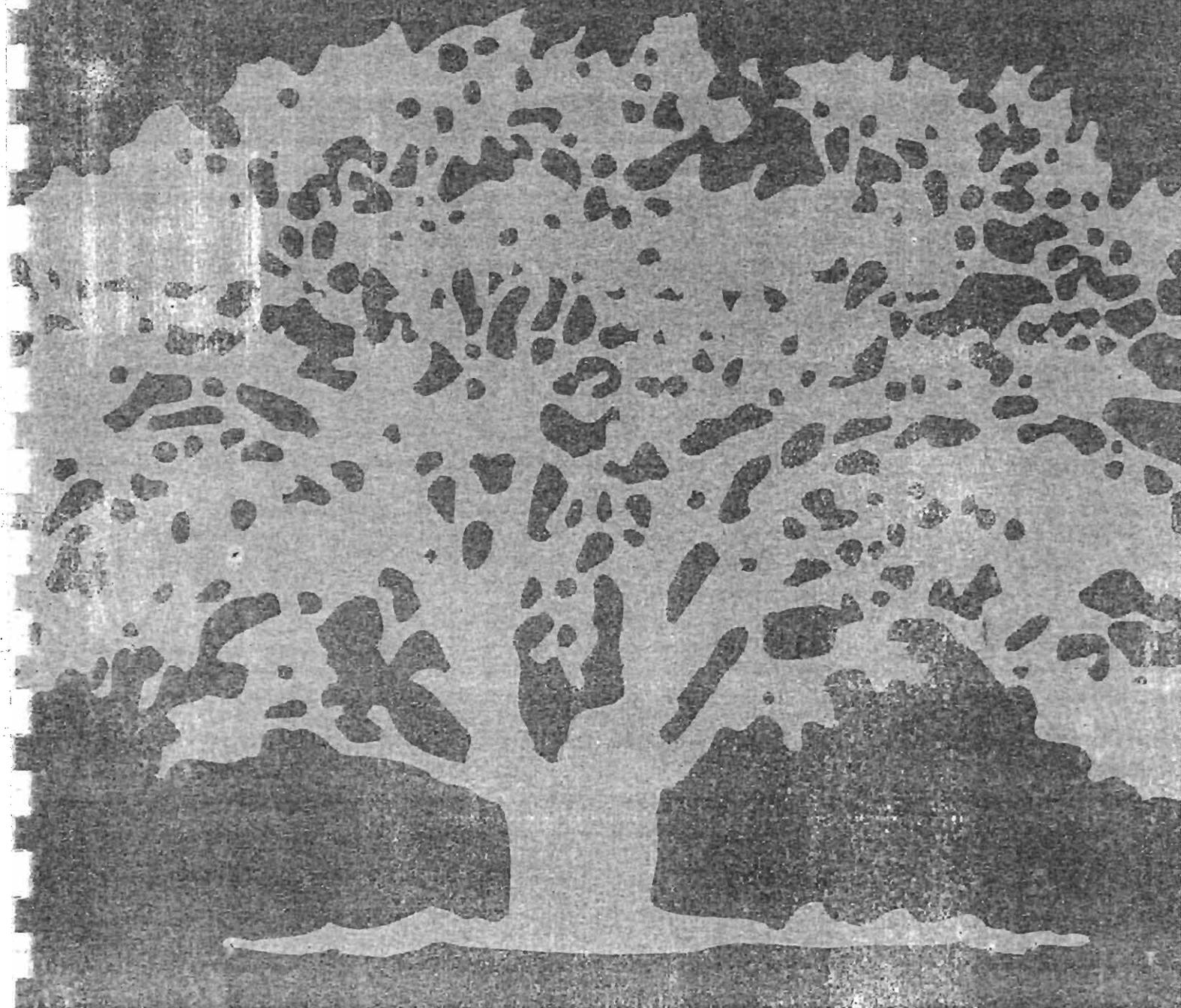
Environmentally Sensitive Areas – Includes areas where development is restricted and controlled by local, state, and federal shoreland, wetland, and floodplain ordinances to maintain flood control and preserve water quality, wildlife habitat and open space.

The City of Neenah should establish progressive resource protection standards to be followed when new neighborhoods are developed to insure that natural features function to both enhance the value of adjoining property and continue their environmental purpose.

Future Streets – Includes future street locations as identified on Neenah's Official Map, which reserve right-of-way for arterial, collector and local street extensions.

The Official Map should be reviewed and updated on an annual basis to insure that adequate right-of-way in the proper locations and configurations is reserved to meet long-term transportation needs of the area.

Transportation Plan



TRANSPORTATION PLAN

INTRODUCTION

The transportation chapter of the Vision 2020 Comprehensive Plan provides a plan for the safe and efficient movement of motorized and non-motorized traffic. A well-planned street system provides routes of sufficient design and capacity to transfer people, goods and services throughout the community, which is essential for orderly growth and development. Routes for non-motorized travel to activity centers throughout the community promotes alternative means of travel and provides environmental benefits for everyone.

The Transportation Plan provides guidance for making future street location decisions, offers street design and access guidelines, and identifies priorities for future capital improvements budgets. Implementation of the Plan should be coordinated with actions and programs of the East Central Wisconsin Regional Planning Commission and the Wisconsin Department of Transportation (WisDOT).

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The overall goal of the local transportation system should be to achieve a safe, efficient and environmentally sound means for personal mobility and community growth. To realize Neenah's vision for the year 2020, the following strategic actions should be pursued. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Design and develop a street system that provides mobility, safety, and convenience while preserving neighborhood integrity.
- Encourage land development patterns that will maintain the capacity and efficiency of existing streets.
- Implement access control regulations along major streets to facilitate smooth traffic flow and safety.
- Encourage pedestrian and non-motorized travel as viable alternatives for both commuting and mobility.
- Provide cost-effective and convenient public transit.
- Reduce and avoid mobility barriers for the elderly and disabled.

NEENAH 2020 TRANSPORTATION PLAN

The Transportation Plan provides an analysis of conditions and recommendations in the following areas: Streets and Highways of Special Concern, Street Design Standards, Future Streets, Pedestrian and Non-Motorized Transportation, and Public Transit. The Plan incorporates recommendations from the *Fox Cities Urbanized Area Long-Range Transportation/Land Use Plan, July 1997*, authored by the East Central Wisconsin Regional Planning Commission.

STREETS AND HIGHWAYS OF SPECIAL CONCERN

The following recommendations concern projects along selected streets and highways that the City should address as it strives to accomplish the vision for the year 2020.

- **Main Street**

Main Street serves as a primary route between U.S. Highway (USH) 41 and the downtown. With an average daily traffic count of 14,000 vehicles, it serves businesses, manufacturing plants and institutional uses in the downtown area. The efficiency of Main Street has steadily diminished over the years as vehicle/train conflicts have increased at its railroad crossing. The planned railroad overpass, scheduled for completion within the next three years, will eliminate this conflict and ensure continued economic growth in the heart of the community.

In addition to travel delays at the railroad crossing, the deteriorating surface condition of Main Street has restricted traffic capacity and has increased safety concerns through this corridor. Road improvement work has been delayed in anticipation of the overpass project, which will also involve the reconstruction of Main Street from Wisconsin Avenue to Green Bay Road.

The ability to access USH 41 from Main Street is critical to the economic health of the community. Off-bound only access is now offered at the USH 41/Main Street interchange. On-bound and off-bound access to USH 41 is currently available to Main Street via the Lake Street/County Trunk Highway (CTH) PP interchange. The WisDOT plans to close this access interchange as part of the reconstruction of the USH 41/441/10 interchange. *If this closure occurs, additional improvements should be considered for Main Street in order to handle increased traffic volumes and turning movements at the Green Bay Road intersection. The cost of these improvements should be included as part of the USH 41/441/10 interchange reconstruction project.*

- **Winneconne Avenue/County Trunk Highway JJ**

The land surrounding Winneconne Avenue west of USH 41 is expected to redevelop as a commercial area. In addition, the opening of the West Side Arterial (CTH CB) at the Pendleton Road intersection is expected to add to the traffic volumes along this street segment. *To accommodate these changes Winneconne Avenue, between USH 41 and Pendleton Road, should be upgraded to a four lane urban section and access control restrictions should be*

implemented. A center turn lane should be considered between USH 41 and Tullar Road. Pedestrian and non-motorized transportation features should also be considered for this area.

- **Cecil Street**

Cecil Street is one of just three uninterrupted routes that allow cross-town travel in an east-west direction. Travel along this street is frequently interrupted by railroad crossing activity. Steps have recently been taken by Wisconsin Central, Ltd., in cooperation with the City of Neenah, to reduce the number of crossing conflicts. Among the changes made were self-imposed restrictions on switching times to avoid peak traffic periods, and the movement of some switching activities south of the city. These changes have helped, however, road blockages are a continued source of frustration for many drivers and a growing concern to business owners in the South Commercial Street Business Corridor.

Options should be explored to reduce or eliminate the Cecil Street railroad crossing conflict, including the removal of additional switching functions and the limitation of switching to off-peak travel periods. Ultimately, a cost-benefit analysis may be advisable to determine the feasibility of an overpass at this location.

The Cecil Street/South Commercial Street intersection should be reviewed for additional right-of-way needs as redevelopment projects occur at this location in the future.

The Cecil Street/Green Bay Road intersection should be reviewed for additional turning lanes if traffic volumes continue to increase at this intersection.

- **Breezewood Lane/Bell Street Overpass**

The highway overpass at the USH 41/Breezewood Lane interchange has exceeded-capacity limits at peak travel periods, resulting in traffic delays, high accident potential, and increased driver frustration. Steps have been taken by both the City of Neenah and the WisDOT to relieve some of this traffic congestion. The City has installed secondary access points to Southpark Industrial Center. Schultz Drive and Towerview Drive now provides access to Southpark from CTH G, offering a convenient east-west route for those who can reach their destination points from USH 45, CTH A, or the USH 41 frontage roads. A right turn lane has been constructed on Bell Street at the Industrial Drive intersection to promote better traffic flow. The WisDOT constructed an additional traffic lane at the USH 41 southbound exit to relieve vehicle stacking problems on the highway and to reduce the signal time needed to clear out vehicles turning left to travel east on Bell Street. The City has assumed control over the timing of all traffic signals on the Breezewood/Bell overpass. This has insured better timing sequences through this corridor.

In the future, when better signalization timing can be accomplished at the overpass, the City should construct a second left turn lane on Industrial Drive at the Bell Street intersection to reduce vehicle stacking in the industrial park.

To further relieve pressure on the overpass, and to improve access for planned industrial development areas south of CTH G, new half-interchanges should be constructed at the USH 41/CTH G intersection and at the USH 41/CTH GG intersection. The interchange at CTH G would provide an on and off ramp for southbound traffic on USH 41. The interchange at CTH GG would provide an on and off ramp for northbound traffic on USH 41. These highway improvements have been identified in the East Central Wisconsin Regional Planning Commission's Long-Range Transportation/Land Use Plan, which makes them eligible for funding consideration by the WisDOT.

The City should also monitor proposed changes to the surrounding regional transportation network to protect against further impacts on the overpass. As an example, Winnebago County has announced plans to reconstruct CTH A from Oshkosh to Neenah. One of the alignment proposals for this project relocates the highway to intersect with Schultz Drive at CTH G. This alignment if approved, would negatively impact the flow of traffic through Southpark Industrial Center, and would potentially create new capacity problems at the Breezewood/Bell overpass. This alignment should not be supported, and other alternatives should be thoroughly reviewed so all impacts, both positive and negative, are identified before any project is authorized.

In addition to vehicle traffic, the Breezewood/Bell overpass was identified by the Neenah Trails Task Force as a future route for non-motorized travel (Appendix III). *A pedestrian overpass structure is planned and should be constructed to provide a safe east-west route for non-motorized travel through the city.*

- **Breezewood Lane**

The portion of Breezewood Lane west of Tullar Road has deteriorated to a point that the surface condition of the road is impeding safe traffic flow. The reconstruction of this street segment has been identified by the East Central Wisconsin Regional Planning Commission as the top ranked project in the Fox Cities area for Surface Transportation Program (STP) funding eligibility. Jurisdiction over this road segment is shared by the City and the Town of Neenah. *This jurisdictional issue must be resolved so that adequate right-of-way can be obtained, utilities can be installed, and ultimately, that the street can be reconstructed as an urban section.*

- **Green Bay Road**

Green Bay Road serves the major community shopping district in the Fox Point area. As the business district has grown, traffic problems have increased. The large number of ingress/egress points serving the businesses along this corridor cause traffic flow and congestion problems, leading to diminished safety levels and high accident occurrences. *The City should develop a program to encourage the consolidation of driveways on Green Bay Road, between Cecil Street and Winneconne Avenue, as a means to promote better access control and safer driving conditions.*

The City should plan for the construction of double left turn lanes at the Green Bay Road/Winneconne Avenue intersection before the year 2020.

- **North Commercial Street**

This street segment, designated in the state highway system as STH 114, is planned for reconstruction in 2003-2004. Limited areas of on-street parking have been maintained along the 300 block of North Commercial Street, where a core of retail and service businesses rely on its availability for their success. Traffic volumes on North Commercial Street are nearing capacity limits and if sustained volume increases continue, congestion problems may arise. With this in mind, the reconstruction project is expected to result in the removal of this parking resource, unless the City agrees to fund a portion of a modified project that would preserve it. If it becomes necessary to remove the remaining on-street parking, replacement off-street parking spaces will have to be created.

- **South Commercial Street (Winneconne Ave. to Wisconsin Ave.)**

This street segment, designated in the state highway system as STH 114, is scheduled for reconstruction in 2000.

- **South Commercial Street (South of Winneconne Avenue)**

This street is currently functioning within its design parameters. *Capacity issues should continue to be monitored as land use and redevelopment changes occur along this corridor.*

- **County Trunk Highway A**

Winnebago County is exploring the reconstruction and possible realignment of CTH A. This highway is a main route between Oshkosh and Neenah and is a key traffic feeder into the city. *Realignment options should be considered carefully for their impacts on the city's transportation network and economic vitality.*

- **Lake Street/County Trunk Highway PP**

The WisDOT is planning to close the USH 41/CTH PP interchange as part of the reconstruction of the USH 41/441/10 interchange. The City of Neenah must be involved early on in any planned changes to this interchange to gauge its effects on the health of the downtown, traffic impacts to Main Street and Green Bay Road, and the overall impacts to the community's transportation network.

- **Key Linkages**

Three incomplete/discontinuous street segments need to be completed to complement the local transportation network. *Castle Oak Drive, on the city's south side, should be installed between Industrial Drive and CTH A.* This street segment is necessary to provide a non truck-route access point to Southpark Industrial Center and to help alleviate congestion on the Breezewood

Lane overpass. *Industrial Drive should be extended south to CTH G.* This street is the primary access point to Southpark Industrial Center. The completion of the road to CTH G will provide a needed access point from the south. The street is also mapped to extend further south to a future intersection with CTH A. *Pendleton Road, between Cecil Street and CTH JJ, and between Breezewood Lane and Whippoorwill Circle should be installed.* The completion of this street is needed to stabilize traffic patterns in surrounding neighborhoods and to reduce unnecessary travel distance.

STREET DESIGN STANDARDS

Future local streets should be built at a 30' to 34' width when the street will not function as a neighborhood collector, or as a main travel route to a school, park, commercial area or other key destination point. These streets should be designed within a minimum 60' right-of-way.

The majority of Neenah's main traffic routes have had their mobility levels impacted by private property access points. The streets being most impacted are those along commercial corridors. On various segments of Green Bay Road, Commercial Street, and Winneconne Avenue, mobility has become restricted due to inappropriately positioned drive openings, vehicle turning movements have increased, queuing problems have occurred, and accident rates have risen. While this problem is difficult to address in older developed areas, measures should be taken to control access locations in newly developing areas and within redevelopment project areas.

Access control restrictions should be implemented along arterial streets to limit the distance between driveway openings to a minimum of 200 feet. Driveway spacing along minor arterial streets should be a minimum of 185 feet. Driveways in low density residential developments should not be allowed direct access onto arterial streets. These standards should also apply to the separation of road intersections along arterial and minor arterial streets.

FUTURE STREETS

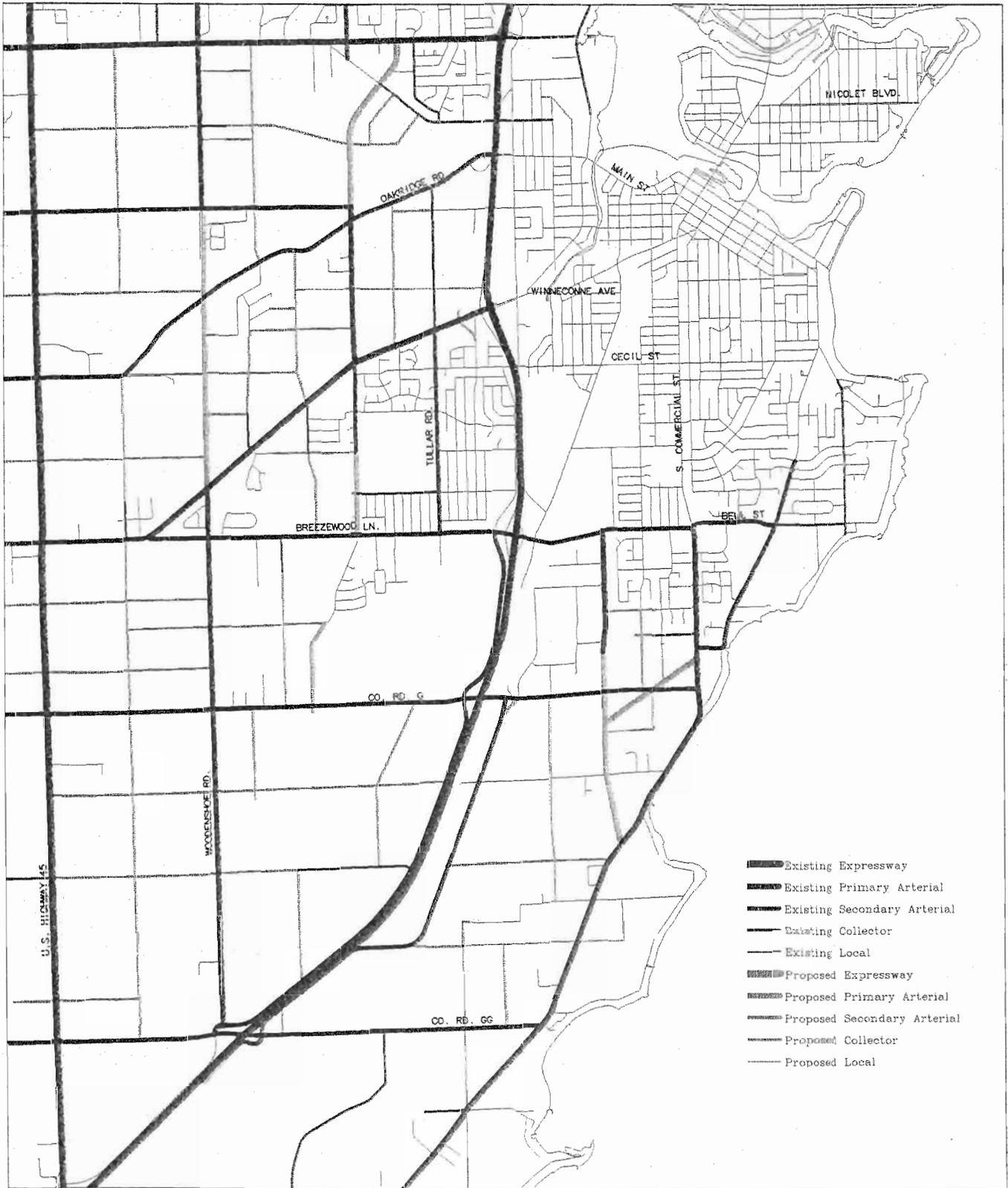
As the city continues to grow outward, new streets and extensions of existing streets will need to be added to the local transportation system. A plan for future street locations is identified on Neenah's Official Street Map (Figure B1). The Map reserves right-of-way for future arterial, collector and local streets outward three miles from the municipal limits. Reservations are spaced according to expected street function to insure east-west and north-south continuity across the planning area. Environmental limitations such as floodplains and wetlands are taken into consideration when designating future street routes. *The Official Street Map should be reviewed and updated on an annual basis, insuring the reservation of adequate street right-of-way in the proper locations and configurations to maintain an efficient transportation system through the year 2020.*

PEDESTRIAN AND NON-MOTORIZED TRANSPORTATION

While private automobiles make up the largest share of the travel market, walking, bicycling, and rollerblading provide important transportation and recreation functions. The advancement of a more health-conscious society has prompted growing interest in non-motorized forms of travel.

FIGURE B1

OFFICIAL STREET MAP



Sites that have traditionally been automobile destination points now also serve those interested in walking and biking.

Sidewalks provide an important function in offering safe pedestrian circulation within neighborhoods. Sidewalks in newly developing areas of the city are required on arterial and collector streets, along school routes, along streets adjoining schools and parks, and along other streets determined to be hazardous to pedestrians. Several areas of the sidewalk system within the older, developed portions of the city do not meet this standard and are highlighted in (Figure B2).

Sidewalks of five (5) foot minimum width should be located on both sides of all arterial and collector streets, along designated school routes, and adjacent to all parks and schools. This standard should apply to both existing and future streets.

The *Parks, Open Space and Trails Plan* and the *Neenah Trails Task Force Report* (Appendix C) provide detail on the development of a trail system for non-motorized users. The planned system will serve as a recreational route and also as an alternative means of transportation. By encouraging non-motorized travel, and including adequate facilities for this purpose in street construction projects, the community will benefit by reducing traffic congestion, reducing dependence on fossil fuels, lowering air pollution levels, and promoting a healthy lifestyle.

Implementation and development of the Neenah Access Trails should continue in order to provide a safe, alternative form of transportation throughout the city.

PUBLIC TRANSIT

Public transportation in Neenah, including fixed-route bus service and specialized service to people with disabilities, is provided through contractual arrangement by Valley Transit, a City of Appleton agency. Ridership on the fixed route system has steadily declined over the years. This decline can be attributed to a number of factors, including lower gas prices, rising personal incomes, availability of reasonably priced parking, and a shift of business and residential areas to outlying urban areas. Despite the ridership declines, there remains a segment of the population that depends on bus service for basic transportation. Paratransit ridership on the other hand, has increased. Through a contract with Medi-Vans, Inc., door to door transit service is available to persons with disabilities, in compliance with the requirements of the Americans with Disabilities Act.

The Cities of Neenah and Menasha also offer a subsidized fare taxi service for persons 60 years or older who are retired, and for persons under 60 years with special needs. Under contracted services from a private provider, eligible riders receive discounted fares for trips taken in the area. The program has benefited from a funding agreement with Valley Transit, which allows for the use of Federal and State transit aids to supplement local costs.

Valley Transit and the East Central Wisconsin Regional Planning Commission recently completed a cooperative study, the *Fox Cities Transit Development Plan*, which analyzed

management and operations aspects of the current transit system and identified areas that might benefit from changes. Among the recommended changes to the bus system was a proposal to form a Metropolitan Transit Cooperative, which would allow more input from all municipalities sharing the Valley Transit service.

While changes are needed for public transit to remain a cost-effective travel alternative in the future, the City should continue to support this transportation option and promote its use by the general population.

REGIONAL TRANSPORTATION FACILITIES

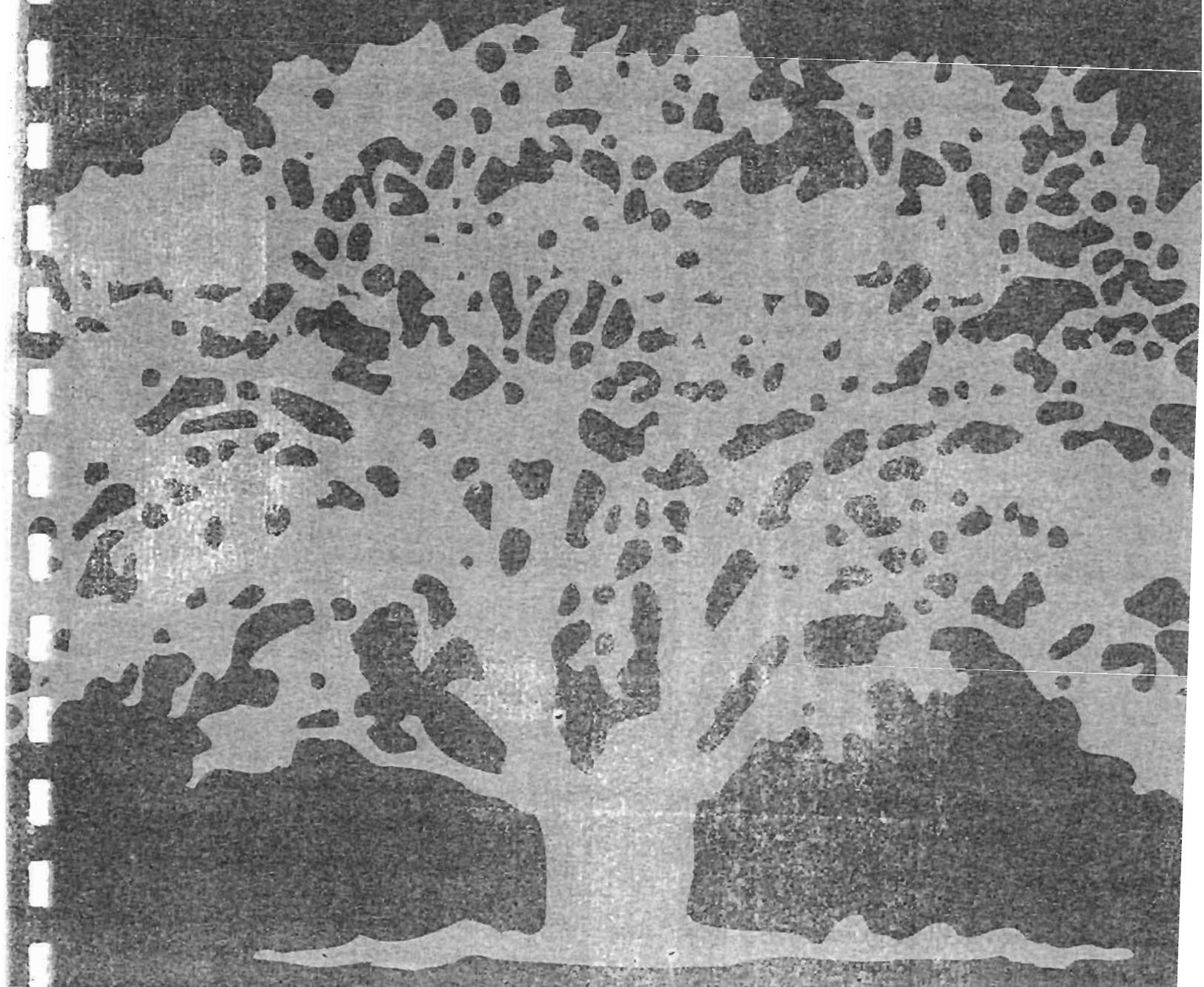
Neenah is served by two regional airports, both located within 15 miles of the city. Outagamie County Airport, Appleton and Wittman Regional Airport, Oshkosh, provide nationwide jet service connections and overnight parcel express service. Wisconsin Central Ltd., provides commercial rail service through the core of the community's business corridor. Freight car pooling service is headquartered at the Neenah rail yard. Over 45 common carriers provide local, regional and nationwide trucking service for area businesses.

FIGURE B2

SIDEWALK DEFICIENCIES



Utility Systems Plan



UTILITY SYSTEMS PLAN

INTRODUCTION

This chapter of the Vision 2020 Comprehensive Plan is intended to guide the provision of a safe and ample water distribution system and a network of sanitary and storm water disposal systems that will serve the community into the future. Along with a well-planned street system, the local utility network provides the foundation for land planning decisions related to the location and timing of development for future residential, commercial and industrial areas. Success in developing an efficient, cost-effective utility system lies in the ability to develop a plan for future growth, and then to expand and improve the utility system to support and foster that growth. The Utility Systems Plan addresses utility needs within the Neenah 2020 Planning Area, which has been defined as that area extending outward from the current City limits south to CTH GG, west to USH 45, and north to STH 150 (Figure A1). This plan is complemented by the *Fox Cities Sewer Service Area Plan*, prepared by the East Central Wisconsin Regional Planning Commission.

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The overall goal of the local utility system should be to provide services in a manner that will promote efficient, cost-effective, and orderly growth and development. To realize Neenah's vision for the year 2020, the following strategic actions should be pursued. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Direct the extension of utility systems to suitable areas that can be most efficiently and economically served.
- Protect environmentally sensitive areas from premature or inappropriate types of development.
- Provide improved public utilities in areas of the city with outdated and deteriorating systems.
- Encourage the use of natural surface water storage and detention facilities to control storm water run-off.
- Consider all options in promoting the fair and equitable distribution of costs and benefits for future utility system extensions.

NEENAH 2020 UTILITY SYSTEMS PLAN

The Utility Systems Plan provides an analysis of conditions along with recommendations in the following areas: Water Supply System, Sanitary Sewer Collection System, and Storm Sewer System.

WATER SUPPLY SYSTEM

The Neenah Water Utility has recently completed a multi-million dollar upgrade of the Water Treatment Plant, bringing the facility into compliance with the Federal Clean Water Act while insuring capacity for future growth. Capacity at the treatment facility is 12.0 million gallons per day (MGD), with peak demands reaching 8.0 MGD. Population estimates and industrial growth projections suggest that further expansion of the treatment plant may be needed in the next 10 to 15 years. This expansion, estimated at a cost of \$1.25 million, would boost the capacity of the facility to 17.0 MGD.

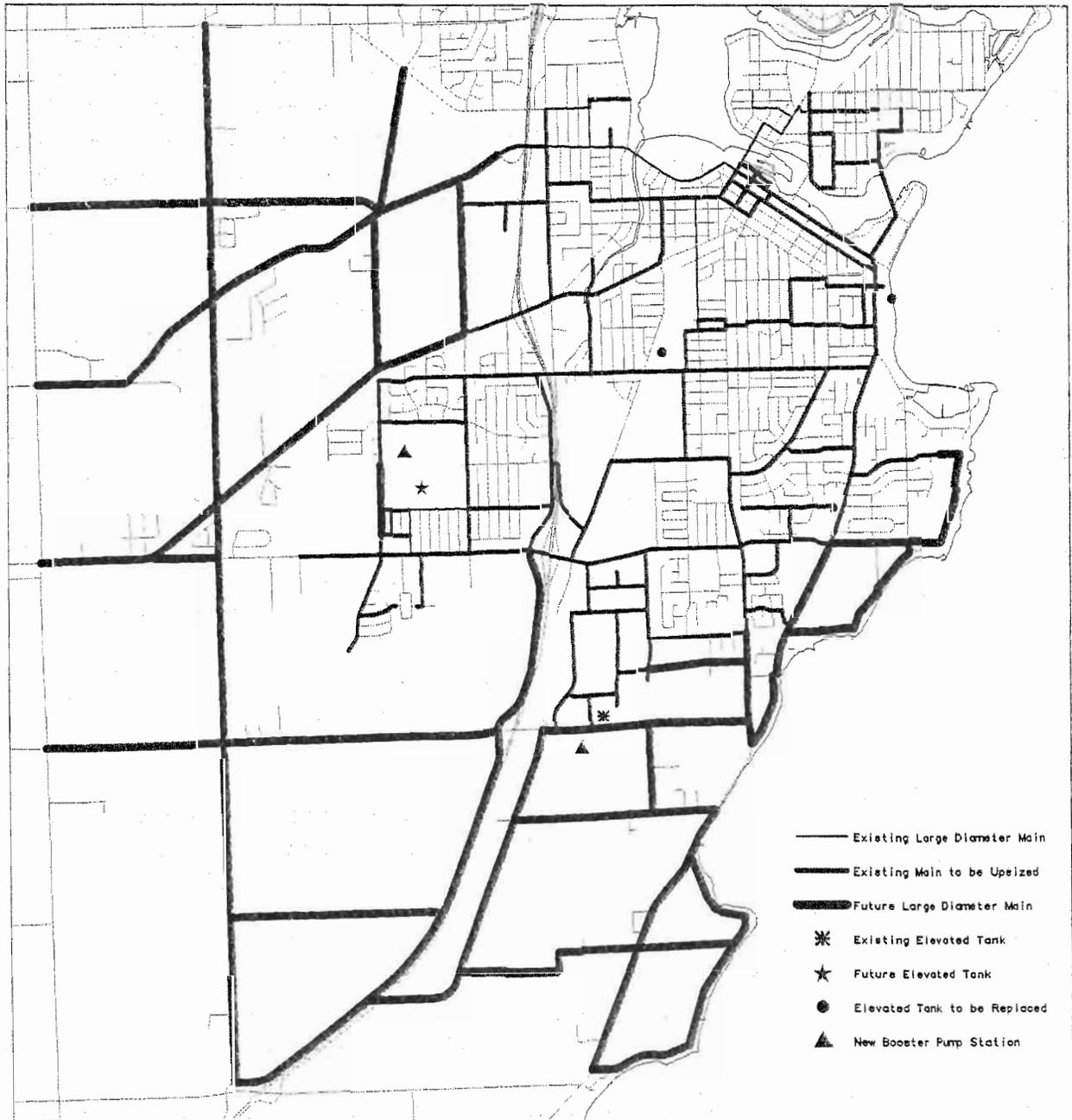
It is also likely that new U. S. Environmental Protection Agency/Wisconsin DNR regulations will be enacted in the next five years governing cryptosporidium. Cryptosporidium is a parasite that on rare occasion, has contaminated public water systems. Its presence poses a dangerously high public health risk. As a result of the expected regulatory changes, additional construction could be required at the Water Treatment Plant. Preliminary estimates for this construction are \$12.0 million for the existing plant, and \$17.0 million if the construction were sized for an expanded 17.0 MGD plant.

The current water distribution system is well-positioned to handle future demand. Up-sizing of some water mains may be necessary to insure adequate service and fire protection in select areas (Figure C1). The elevated water tank located at the Water Treatment Plant is also nearing its life expectancy and has been identified for replacement within five years. As the city continues to expand outward, improvements to the following principal components of the distribution system will be required:

- **Southpark Industrial Center Booster Pump** -- As city expansion extends south to Muttart Road, a booster pump will be required to provide sufficient fire flows to this industrial area. The estimated cost of this pump is \$250,000.
- **Memorial Park Elevated Water Tank** -- As residential growth continues west of Pendleton Road, a new water tank will be needed in the vicinity of Memorial Park to provide adequate water pressure to new neighborhoods. The tank will be needed once development has extended 0.5 mile west of Pendleton Road. The estimated cost of this structure is \$750,000.
- **Memorial Park Booster Pump** -- This pump will be installed along with the Memorial Park Water Tank. It will provide pressure capable of serving areas west to STH 45. It is estimated to cost \$250,000.

FIGURE C1

WATER DISTRIBUTION SYSTEM



- **S. Park Avenue Elevated Water Tank** -- This existing tank is expected to exceed its design life by the year 2005. The tank will be replaced at this location, maintaining service to east Neenah. It is estimated to cost \$500,000.
- **Cecil Street Elevated Water Tank** -- This existing tank is expected to exceed its design life by the year 2020. The tank should be replaced at that location to maintain service to south Neenah.

SANITARY SEWER COLLECTION SYSTEM

Neenah's sanitary sewer collection system of interceptors, mains, force mains and lift stations has sufficient capacity to serve projected growth through the year 2020. The development of the existing system was guided in part by the 1967 document "*Sanitary Sewer Extensions for Outlying Areas, City of Neenah*", which was prepared by Donahue and Associates, Inc.. The plan was later updated in 1972. Since that time, the city has grown outward to the geographic limits of this plan. The Neenah Department of Public Works has recently identified sanitary sewer system needs within the expanded Neenah 2020 Planning Area, including delineation of service areas, analysis of sewer depths, main extension needs, and future lift station locations. Seven future service areas have been identified, as illustrated in (Figure C2). A discussion of needs and characteristics within each area follows.

- **Rock Ledge Lane Service Area**

The extension of the Rock Ledge Lane sewer main will serve vacant lands west of Tullar Road and north of Oakridge Road. The main, which passes under USH 41, may have to be enlarged using a pipe bursting method in order to accommodate this service area, which is expected to develop with a mix of commercial, industrial and residential uses.

- **Cecil Street Service Area**

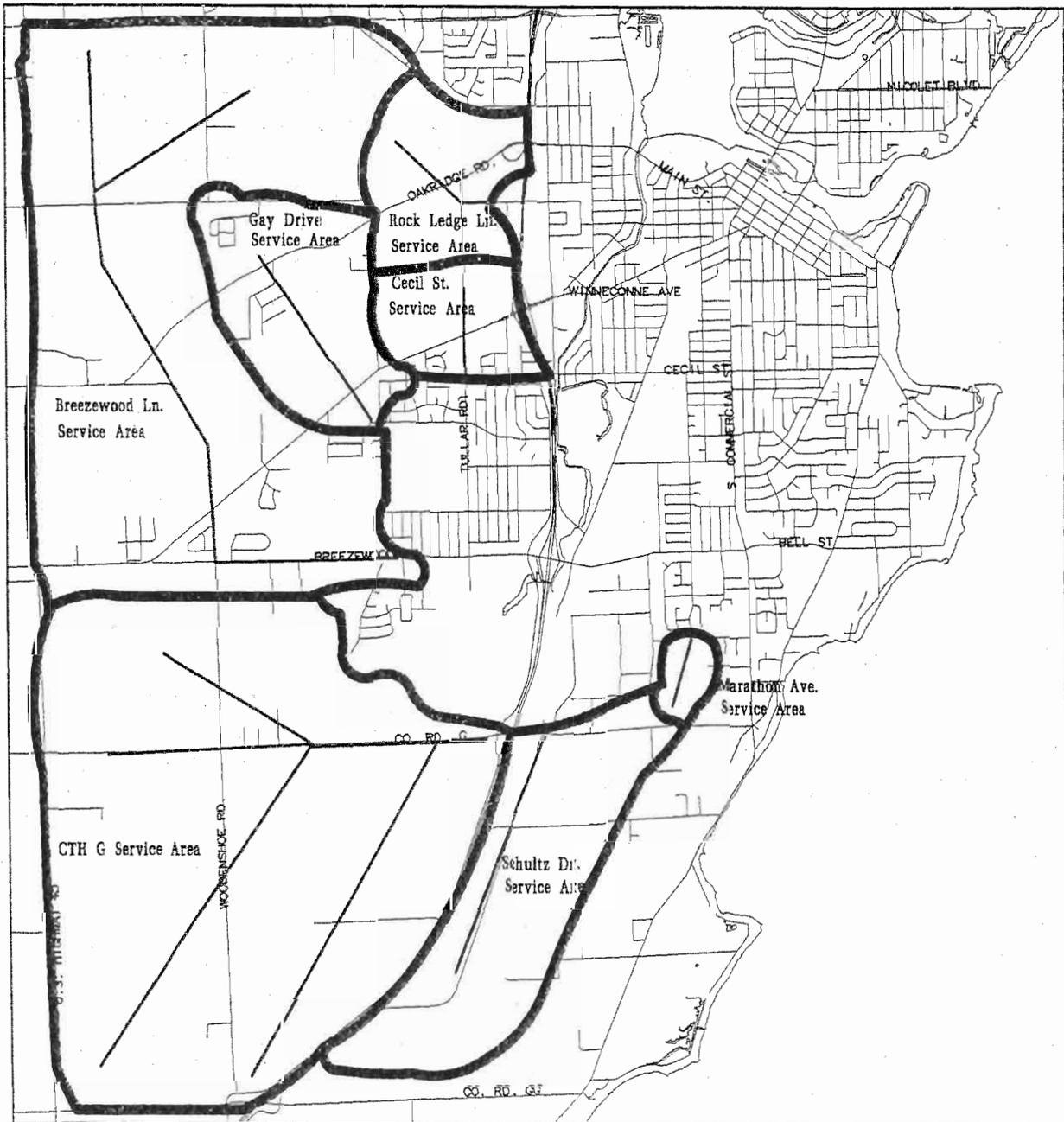
Sewer extensions between Cecil Street and Winneconne Avenue/CTH JJ, along both Tullar Road and Meadow Lane, will serve existing development and expected redevelopment along the Winneconne Avenue corridor as far west as Pendleton Road. This area is expected to undergo a transition from rural mixed-use development to commercial/multifamily development over the next 10-20 years. The extension of this gravity sewer system will not occur until more land area is annexed to the City of Neenah.

- **Gay Drive Service Area**

The extension of the Gay Drive main sewer will continue a gravity feed system that is expected to serve vacant acreage and some existing developments north to Larsen Road. This area is expected to develop with low density residential neighborhoods.

FIGURE C2

SEWER EXTENSION PLAN



- **Breezewood Lane Service Area**

The extension of this 21" main sewer will serve approximately 3.0 square miles of area, providing significant acreage for residential and neighborhood commercial growth. The main extension will serve vacant lands and scattered existing developments west to STH 45 and north to Larsen Road. This service area is expected to undergo intense development pressure through the year 2020. However, the provision of utilities will depend on the resolution of annexation issues that have historically slowed the urbanization of the area.

- **County Trunk Highway G Service Area**

This service area will require the replacement and extension of an existing 15" gravity sewer main near Bergstrom Road with a 24" main. The new main will be installed at a depth sufficient to serve the entire service area with gravity feed sewers, avoiding the need for costly lift stations. The vacant lands within this area are expected to develop as residential west of the Neenah Slough while the area east of the Slough will support industrial growth.

- **Schultz Drive Service Area**

The extension of this gravity feed main sewer will serve existing industrial development, vacant acreage and some existing residential development. The service area is bound by USH 41 on the west and a natural ridge line on the east. The main could be extended south to within 0.5 mile of CTH GG. Industrial development will be the predominant use in this service area.

- **Marathon Avenue Service Area**

The vacant land that makes up this small area will be served by the extension of the Marathon Avenue main sewer. Residential development is the anticipated land use.

Similar to many Wisconsin municipalities, the City of Neenah's ability to provide an efficient utility system that can meet market demands in a cost-effective manner is being hampered by jurisdictional conflicts and annexation laws that are outdated and ineffective in promoting planned urban growth. Without the enactment of sweeping legislative changes that are more favorable toward greater municipal control over planned growth areas, *it may be in the best interest of both the City and adjoining Townships to reach boundary/service agreements.* Where such agreements have been reached in other communities, both cities and townships are afforded the ability to provide for planned, orderly growth and cost-effective provision of services while taking measures to prevent urban sprawl.

Sanitary sewer discharges are collected and treated at the Neenah-Menasha Sewage Treatment Plant. The plant was last remodeled in 1987. This upgrade was intended to provide enough capacity to serve the area to the year 2002. However, rapid residential and industrial growth within the total service area of the plant is likely to maximize capacity by the year 2000. *The City of*

Neenah should take proper measures to prepare for its fair share of the financial contributions that will be required for the planned upgrade.

The discharge of large quantities of clear water to the Sewage Treatment Plant reduces treatment capacity and increases operating costs. The City of Neenah has undertaken an aggressive program to identify and eliminate sources of inflow and infiltration. An annual budget of between \$150,000 to \$200,000 is provided to address this problem. By continuing to eliminate transportation of clear water to the Plant, expensive reconstruction and remodeling can be postponed, resulting in an overall cost savings to the City.

STORM SEWER SYSTEM

Proper storm water management contributes to better flood protection, run-off and erosion control, surface water quality, improved fish and wildlife habitat, and continuing wetland and stream bed protection. Modern storm water management practices now include both traditional pipe discharge directly into streams and lakes, and innovations like natural and semi-natural retention basins, natural drainage courses, open drainage ways, and on-site retention structures. These facilities have been documented to not only reduce peak run-off flows, but to improve overall water quality, with removal of suspended solids by up to 80%, and reduction in nitrogen and phosphorous levels by up to 50%. These quality enhancements lead to better water clarity, improvement in plant and wildlife diversity, and reductions in the proliferation of algae growth.

An effort has begun to enact state legislation that would require municipalities to obtain storm water discharge permits. As part of this permitting procedure, storm water management plans would be required. Currently only Milwaukee and Madison have been affected by this type of legislation. It is reasonable to assume that Neenah will be subject to similar regulations before the year 2005.

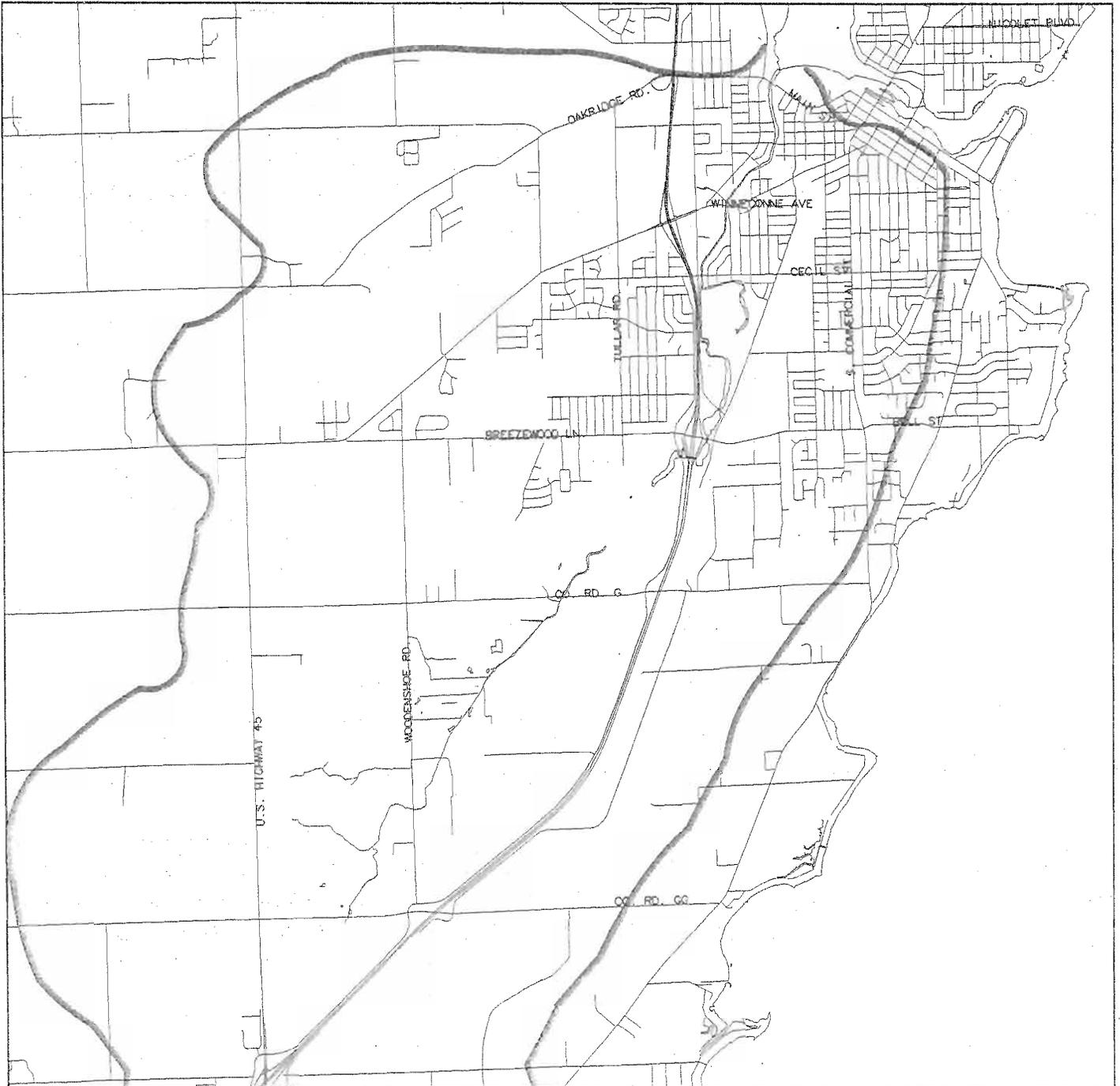
The City of Neenah does not have a comprehensive storm water management plan. The development of this type of detailed plan would help to insure orderly growth while avoiding localized flooding problems that are common in the city. It would also prepare the City for the possibility of state-mandated storm water management regulations. The primary focus of this storm water plan would be the Neenah Slough Watershed (Figure C3). This largely undeveloped area crosses multiple political boundaries and affects hundreds of property owners.

The City should develop a comprehensive storm water management plan for the Neenah Slough Watershed. Because of the complexity of working on an entire watershed, an effort should be made to concentrate detailed analysis and recommendations to an area within two miles of the current municipal boundaries. Winnebago County should also be encouraged to continue its lead position in coordinating the preparation and implementation of a plan for the greater watershed.

At a minimum the storm water management plan developed by the City should accomplish the following:

FIGURE C3

NEENAH SLOUGH WATERSHED

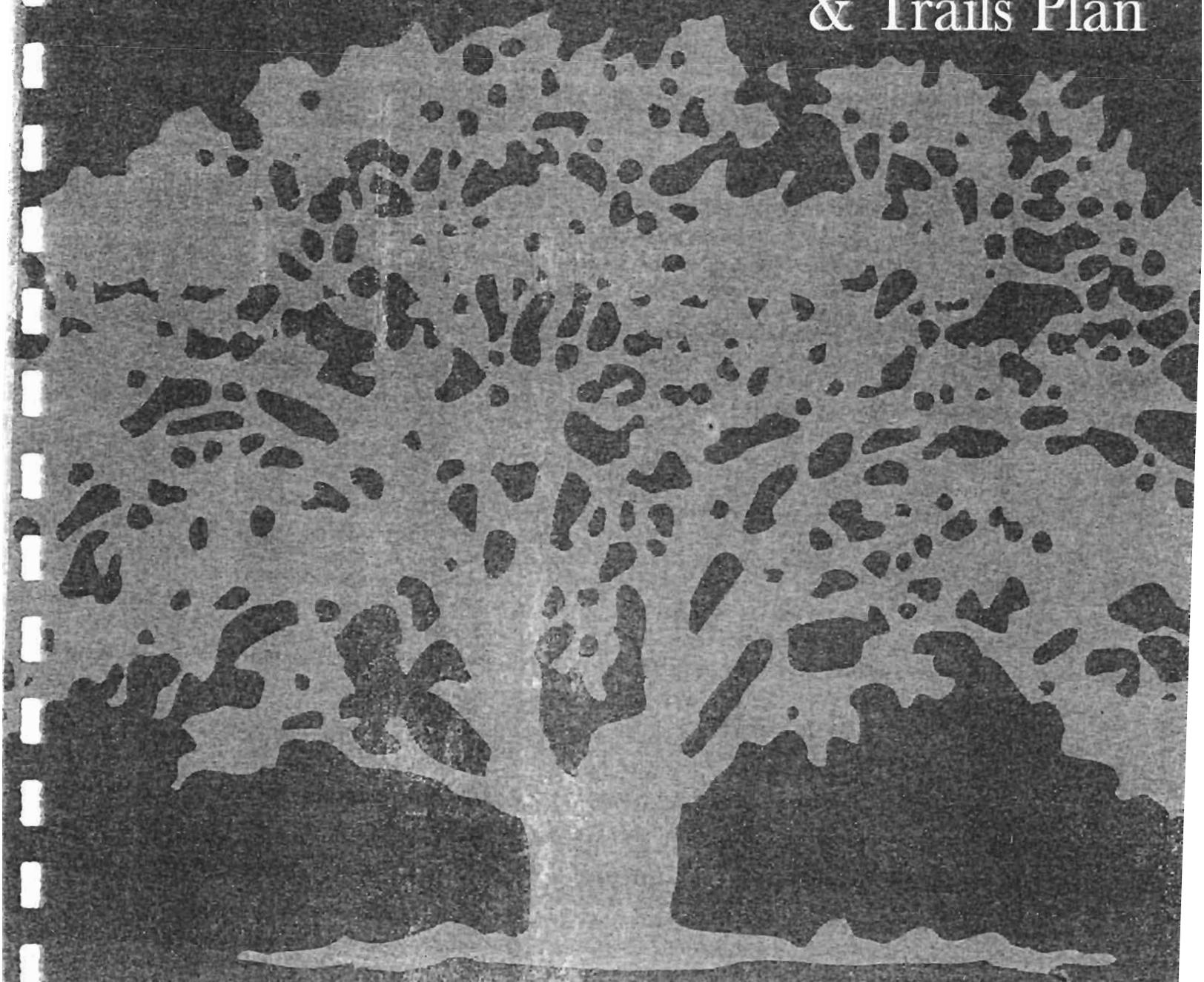


- Coordinate future storm sewer improvements with the City's long-range planning program.
- Prescribe methods for estimating the size and location of future storm water retention structures.
- Identify natural retention and storm water storage areas, and groundwater recharge areas that should be preserved.
- Evaluate potential uses of natural retention and storm water storage areas as recreation and open space enhancements.

In addition to the preparation of a storm water management plan for the Neenah Slough Watershed, *the City should also establish a policy requiring on-site storm water retention for commercial, industrial, and large scale multifamily residential developments.*

The City has recently begun research on the feasibility of creating a special utility district as a way to fund capital and operating costs related to storm water management. District structure would be modeled around comparable entities created in the City of Appleton and the Town of Grand Chute. Such a district would provide the means, on a user fee basis, to assign costs of infrastructure, operations, and maintenance of storm water facilities based on levels of run-off contributed to the system. The district would fund the purchase of drainage corridors and other environmentally sensitive areas for the purpose of maintaining natural detention/retention capabilities. It would also fund costs associated with compliance under future EPA clean water regulations.

Parks, Open Space,
& Trails Plan



PARKS, OPEN SPACE, & TRAILS PLAN

INTRODUCTION

This chapter of the Vision 2020 Comprehensive Plan provides a plan for the development and enhancement of the City of Neenah's park system. It details the City's intentions regarding parks, open space, and trails projects. The plan will be used to:

- Guide the development of the parks system
- Preserve environmentally sensitive areas and unique natural areas
- Guide the location of future parks and trails
- Guide the enhancement of the present park system
- Coordinate with the land use plan
- Improve the quality of life in existing and future neighborhoods
- Accomplish the aims of the Neenah 2020 Vision Report

The plan applies to lands within the city and those areas outside of the corporate limits that are expected to develop as part of the city by the year 2020. It is complemented by the Park and Recreation Commission Five-Year Plan, and the City's Annual Operating Budget and Capital Improvements Program.

THE VISION FOR INTEGRATED GREENSPACES

The Neenah 2020 Vision Committee offered the following vision of Neenah's future parks, open space and trails system.

Residents of Neenah will enjoy the benefits of an integrated greenspace system that features traditional parks and open space areas, public waterfront development, and a series of trails, paths, lanes, and routes for non-motorized travel through the community and to points beyond.

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The Neenah 2020 Vision Committee identified the following strategic actions related to parks, open space areas and trails to be pursued as the community strives to attain its vision for the year

2020. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers throughout the community. Integrate this local system with a larger regional network, and educate the public on the benefits of its use.
- Select and reserve future park locations now so new neighborhoods will develop around them.
- Promote our parks and recreation system, and support new activities and facilities that will meet the diverse needs and interests of all age groups.

ANALYSIS OF CONDITIONS

The *Community Profile & Conditions Report, November 1995* (Appendix I), summarized current conditions, issues, and future trends related to the overall park system. A more thorough analysis follows.

The Neenah Park and Recreation Commission evaluates the adequacy of existing park acreage and the need for expansion of facilities by applying two accepted recreation standards. The first standard requires geographic distribution of park facilities community-wide. This standard states that every home should be within 0.5 mile of a neighborhood park, 1.5 miles of a community park and 10 miles of a major urban park. Figure A1 demonstrates that Neenah's parks are generally well-positioned to meet these location criteria. The locations of Riverside Park, Southview Park, and Memorial Park provide complete coverage for community park services. Memorial Park is also classified as a large urban park, providing service to the entire community without exceeding the 10 mile service radius. Open space and playground facilities at local public and private schools within the city also supplement neighborhood recreational demand. The most apparent deficiencies are the lack of a neighborhood park in the northwest area of the city, bordering Main Street between Green Bay Road and Lake Street, and the south central residential area bounded by Commercial Street, Marathon Avenue, Cecil Street and Byrd Avenue.

The second standard utilizes "Level Of Service" (LOS) standards to evaluate the recreational needs of the community. This method of evaluation is a needs driven, facility based, land measured formula that allows each community the flexibility to articulate its own menu of specific recreation activities and uses. Once the desired level of each activity is determined, through an objective review and first-hand knowledge of the community, the number of facilities and minimum amount of space needed can be calculated. This standard is helpful in identifying any facility shortages for both individual parks and the entire park system.

The *Park and Recreation Open Space Plan, 1998*, used the LOS standard to evaluate the current park system. Based on this evaluation, the following projects were identified: basketball courts at Baldwin, Quarry and Washington Parks will address neighborhood deficiencies; a new sledding

hill is warranted for the southeast quadrant of Neenah, and off-street trails are in demand throughout the city. Also, growing interest in frisbee golf, in-line hockey and a dog exercise area may warrant the development of such special use facilities in the near future.

Evaluation of the community's park system against these standards yields clear conclusions as to what improvements and additions are needed. Analysis is complicated however, when considering that changing lifestyles are producing a trend away from interest in organized recreation programs to activities that can be enjoyed at times most convenient to the individual or family. It can be expected that there may be a reduced demand for the facilities and programs traditionally found in parks, and an increase demand for facilities found in special use parks like the Family Aquatic Center, Bill Miller Park, the Neenah Access Trails System, Wilderness Park, the new skateboard park and the anticipated dog exercise facility at Arrowhead Park. In view of current conditions and future trends and forecasts, the following park and open space needs should be addressed:

- Develop new park facilities to serve planned neighborhood growth areas to the southwest and northwest of the current city limits.
- Expand existing neighborhood parks that are undersized or that provide substandard access or visibility. Baldwin, Columbian, Cook, Douglas, Fresh Air, Island, and Laudan Parks are smaller than the recommended size of 5 acres.
- Provide park facilities for existing neighborhoods that are under-served, particularly in the northwest and south central areas of the city.

NEENAH 2020 PARK SYSTEM PLAN

The Park System Plan provides specific recommendations on the provision of park lands, trails and natural areas. Implementation of these recommendations will help to insure the development of a complete park and open space system that meets the needs of the community through the year 2020. The plan provides recommendations in the following areas: Proposed Parks, Trails Systems, and Natural Areas.

PROPOSED PARKS

Future park acquisitions are recommended in the Plan to insure adequate provision of park and open space areas within the City of Neenah through the year 2020. The recommended acquisitions will correct deficiencies in existing parks, add park facilities in under-served neighborhoods, and provide appropriate facilities for future growth areas. Table 4 and (Figure A1) describe and illustrate the general location, size and type of park improvements recommended for each acquisition. This will guide the City in its efforts to acquire parkland ahead of development, allow flexibility for the exact location of the park, and avoid inflated land costs.

**TABLE 4
FUTURE PARKLAND ACQUISITIONS**

GENERAL LOCATION	TYPE	SIZE	PURPOSE
East of Main St./Green Bay Rd. Intersection	Neighborhood	5 acre minimum	Satisfy existing deficiency
SW of Cecil St./Marathon Ave. Intersection	Neighborhood	5 acre minimum	Satisfy existing deficiency
NW of Oakridge Road and CTH CB	Community	25 acre minimum	Satisfy existing deficiencies and serve future growth area
SE of CTH G/CTH A Intersection	Neighborhood	5 acre minimum	Serve future growth area
SW of CTH G/Neenah Slough Intersection	Community	25 acre minimum	Serve future growth area
Near CTH G/Woodenshoe Road Intersection	Neighborhood	5 acre minimum	Serve future growth area
Laudan Park	Neighborhood	Increase toward 5 acre minimum	Satisfy existing deficiency
Green Park	Neighborhood	Increase toward 5 acre minimum	Satisfy existing deficiency
Cook Park	Neighborhood	Increase toward 5 acre minimum	Satisfy existing deficiency
Douglas Park	Neighborhood	Increase toward 5 acre minimum	Satisfy existing deficiency
Baldwin Park	Neighborhood	Increase toward 5 acre minimum	Satisfy existing deficiency

TRAIL SYSTEM

This section summarizes the findings contained in the Neenah Trails Task Force Report (Appendix III), which provides a detailed plan for a comprehensive trail system within the community.

While completing its task, the Neenah 2020 Vision Committee identified a need for trails and routes to accommodate a growing number of bikers, joggers, walkers, and roller bladers. In April 1997, the Neenah Common Council created a Trails Task Force to develop a plan for a comprehensive trail system. After ten months of work, the Task Force presented its report and plan for a system of on-street routes and off-street trails to the City Council. The report contains the following major recommendations:

- *Implement a 25-mile system of on-street routes to meet current demand.*

- *Implement street engineering changes necessary to facilitate the on-street routes.*
- *Develop 7 miles of off-street trails in a systematic approach, to be scheduled for implementation through the City's Capital Improvements Program.*
- *Implement policy changes needed to encourage the development of the trails network.*
- *Develop a marketing and education program to encourage the use of the trails in a safe manner.*

The Task Force prepared a map of specific locations where both on-street routes and off-street trails should be developed (Figure D1).

After an extensive public review and comment period, the Common Council, in May 1997, approved implementation of the first phase of the trails system. Implementation of the system, formally named the Neenah Access Trails, began that summer. The 20 miles of on-street routes that make up the first phase have been designated with signage and some of the more heavily traveled streets have been striped with non-motorized travel lanes. Off-street trails implemented as part of the first phase were the Bill Miller Trail, which was opened in 1996, and the Walnut Street Trail which was opened in 1998.

The City should continue to implement future phases of the Neenah Access Trails as proposed by the Trails Task Force. Specific locations and timelines for implementation of the system should be included in the City's Capital Improvements Program. The City should implement the policy changes identified by the Task Force to encourage the development of trails, and should also continue its efforts to educate persons on the safe use of the system. Efforts should also continue toward the development of trails which would connect to locations and facilities outside of the city, such as Winnebago County's WIOUWASH Trail, the proposed West Side Arterial Trail, and trails and routes in Oshkosh and throughout the Fox Cities.

NATURAL AREAS

The location of wetlands, floodplains, woodlots, stream corridors, environmentally sensitive areas and unique natural areas are identified in Figure A1. These sites perform many important functions including wildlife habitat, groundwater recharge, storm and flood water management, drainage, erosion control, and water treatment. Their inclusion as part of the park system can increase the number of open space vistas, nature trails, wildlife viewing areas, and passive recreation opportunities, while protecting the environment. The linear nature of these areas can also be an asset when trail linkages are desired between traditional park facilities. These areas are often difficult to develop due to environmental regulations and natural impediments of the site. Therefore, land values are often far below that of adjoining developable property, making acquisition for park purposes much more feasible.

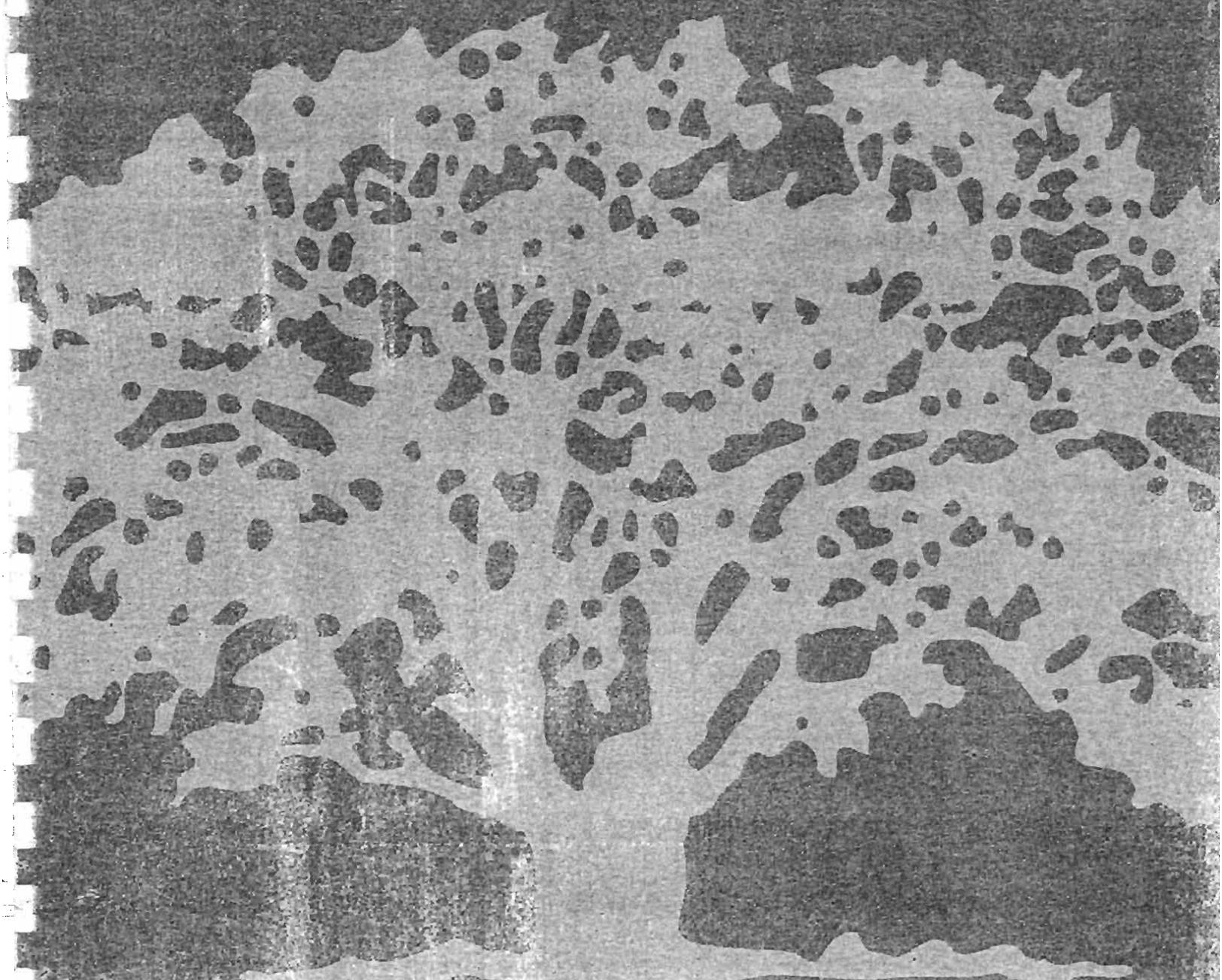
The City should take measures to insure the preservation of these natural areas. Where it is feasible, these areas should be targeted for acquisition and inclusion as part of the park and open space system, particularly when these areas are threatened by urban development.

FIGURE D1

NEENAH ACCESS TRAILS SYSTEM



Economic Development Plan



ECONOMIC DEVELOPMENT PLAN

INTRODUCTION

This chapter of the Vision 2020 Comprehensive Plan provides guidance for attaining economic progress through growth in jobs, tax base, and capital investment. While cities, counties and states can stand the periodic ups and downs of business cycles, failure to sustain economic growth over the long term inevitably leads to decline and disinvestment. For communities that are positioned to create jobs, build skills and adapt to innovation, the global marketplace of the 21st century will offer opportunity for broad economic growth and community prosperity.

The City of Neenah's economic development efforts of the past fifteen years have been successful in attracting new and expanding businesses to the community, helping to drive the growth of the local tax base and the creation of quality jobs. Resourceful planning for the community's economic future will be needed to continue economic growth on a sustainable basis.

A VISION FOR ECONOMIC & EMPLOYMENT OPPORTUNITIES

The Neenah 2020 Vision Committee offered the following vision of Neenah's economic future.

Neenah will be a thriving community, attuned to, and succeeding in, the global economy. The community will provide an environment for business to grow and prosper. A balanced mix of industrial, commercial, retail, service, and "at home" jobs will provide a full range of employment opportunities.

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The Neenah 2020 Vision Committee identified the following strategic actions related to economic development to be pursued as the community strives to attain its vision for the year 2020. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Maintain a strong, diversified economic base that can provide steady employment with quality jobs for all.
- Actively promote the community as a good location for business growth.
- Provide the public infrastructure needed to support economic growth in the community.

- Encourage continuing education in the workplace through employer commitment to, and investment in, the local labor force.
- Develop the tourism potential of the community's rich heritage and water resources.

ECONOMIC ANALYSIS

Neenah's 1980 Comprehensive Plan recommended a series of actions to be taken by the City in order to "achieve balanced economic growth in the community." Those recommendations and the programs that were subsequently initiated, formed the foundation for the City's current economic development activities. Efforts have been made to both revitalize older commercial districts and promote quality, controlled business and industrial development in new growth areas. Activities have focused both on capital investment projects such as infrastructure improvements, site redevelopment assistance, and industrial land development, and community marketing and promotion programs designed to support the expansion of local businesses and the attraction of companies new to the area. This comprehensive economic development approach has been recognized by Moody Investors Service as a key factor in fueling local economic growth and building financial strength.

Neenah has built a strong economic base, supported by a good business mix. Ranked as one of the 50 largest manufacturing centers in the nation, the local economy is led by prominent companies dealing in paper products, printing, electronics, flexible packaging, cast metals, insurance, finance, and health care.

**TABLE 5
MAJOR CITY EMPLOYERS, 1997**

Employers	Number of Employees
Plexus Corporation	2,097
Kimberly-Clark Corporation	1,616
Menasha Corporation	1,166
Theda Clark Medical Center	1,108
Neenah Foundry	920
Neenah Joint School District	715
American National Can Company	531
P. H. Glatfelter Company	429
LaSalle Clinic	263
Bergstrom Corporation	231
Eggers Industries, Inc.	230
Fort James Corporation	225
Associated Bank	144

Source: City of Neenah

Neenah has a labor force of 15,532 persons. The local labor force has grown by more than 2,300 persons over the last 10 years.

**TABLE 6
LABOR FORCE GROWTH, 1990-1997**

1990	1991	1992	1993	1994	1995	1996	1997
13,200	13,400	13,900	14,600	15,202	15,400	15,500	15,532

Source: Wisconsin Department of Workforce Development

Over 39% of all local jobs are in the manufacturing sector. An additional 30% of jobs are in the service industry, led by health care occupations. Retail/wholesale trade employees account for 17% of local jobs, with the remainder of jobs evenly distributed among finance/insurance/real estate, transportation/communication, and construction businesses. Although manufacturing jobs continue to dominate the local employment pool, there has been a steady increase in service sector jobs over the last decade. This trend, which parallels national trends, is expected to continue over the next 20 years.

**TABLE 7
LOCAL EMPLOYMENT BY INDUSTRY, 1990**

Classification	Percent of Labor Force
Manufacturing	39.5%
Retail/Wholesale Trade	17.7%
Services	29.1%
Finance/Insurance/Real Estate	5.1%
Construction	3.9%
Transportation/Communication	4.7%

Source: U.S. Bureau of the Census

Neenah's 1992 per capita income of \$18,892 ranked it fourth highest among Wisconsin cities. Between 1980 and 1990, local per capita income grew 33% faster than the per capita income of the Appleton-Neenah-Oshkosh metropolitan statistical area.

**TABLE 8
PER CAPITA INCOME, 1980-1990**

	1980	1990	% Change
Neenah	\$13,434	\$16,129	20%
Metro Area	\$10,652	\$12,244	15%

Source: Wisconsin Department of Revenue

Another indicator of local economic wealth has been developed by the private publication *Sales & Marketing Management*. The publication has developed a wealth indicator termed effective buying income (EBI), which is defined as personal income less personal tax and non-tax

payments. Effective buying income measures market potential within a community. Neenah's 1996 EBI of \$38,829 was 2% higher than the metropolitan area and 15% higher than the Wisconsin median. Between 1985 and 1996, Neenah's EBI increased 46%.

**TABLE 9
MEDIAN HOUSEHOLD EFFECTIVE BUYING INCOME, 1985-1996**

1985	1990	1995	1996
\$26,654	\$30,683	\$36,681	\$38,829

Source: *Sales and Marketing Management*, "Survey of Buying Power"

Economic policies of the City are attracting firms to local commercial and industrial sites, helping to drive tax base growth. Over the last 10 years, the equalized value of the local tax base has grown an average of 6.5% annually.

**TABLE 10
CITY EQUALIZED VALUE GROWTH, 1988-1997**

Year	Equalized Valuation
1988	\$651,866,000
1989	\$685,362,700
1990	\$728,789,500
1991	\$771,322,000
1992	\$825,676,300
1993	\$894,646,600
1994	\$980,346,000
1995	\$1,052,207,000
1996	\$1,089,102,400
1997	\$1,151,584,200

Source: City of Neenah

Strategically located in the Fox Cities metropolitan area, Neenah contributes to and benefits from a regional economy that consistently rates high in national rankings for growth and stability. *Fortune Magazine* has voted the metro area one of the top six mid-sized regions in the nation for economic growth. *Sales & Marketing Management* named the Fox Cities one of the top ten mid-sized markets in retail sales. In an entrepreneurial study conducted by Cognetics, Inc., the metro area was rated the third best market of its size in the nation for business development. In a recent study to determine the economic strength of the nation's 313 metropolitan areas, POLICOM Corporation, an independent economics research firm, ranked the Fox Cities in the top performance quartile. The same study evaluated the quality of economic growth based on pay rates for new jobs created within the last 10 years. The evaluation graded the percent of new jobs that paid a starting wage higher than the average starting wage in the county. The study concluded that any area with a rating of 30% or higher is producing a "net economic gain" in new jobs. The Fox Cities area achieved a rating of 37%, second only to Madison for all Wisconsin metropolitan areas.

The City's active and aggressive role in economic development, fiscal planning and community growth has been supported through tax increment district financing. A total of six tax increment districts have been created in the city, designed to support industrial park development, downtown redevelopment, and revitalization and growth in a neighborhood business corridor.

INDUSTRIAL DEVELOPMENT INITIATIVES

Southpark Industrial Center

Faced with the fact that there was no vacant land available for industrial expansion in the community, the City of Neenah developed Southpark, beginning in 1982, to capture capital investment, job creation and tax base growth that would otherwise have occurred elsewhere. Southpark is a 300 acre planned business center, located at the U.S. Highway 41 (USH 41) and Bell Street interchange.

Tax Increment District #1 was created in 1982, to support the initial development of Southpark. It allowed the City of Neenah to purchase land, develop public infrastructure, and sell prime industrial sites to private businesses. By 1992, this district had accumulated over \$31,000,000 of new property tax base value, was free of outstanding debt, and was closed out 10 years ahead of schedule. A total of 36 businesses, employing 1,444 people (831 new jobs) are located in this portion of Southpark.

Tax Increment District #3 was created in 1988, to support the first expansion of Southpark Industrial Center. City investment in land and improvements was completed in 1998. This district has generated \$17,150,000 of new property tax base value. It became debt free and was closed out in 1998, twelve years ahead of schedule. A total of 16 businesses, employing 1,600 people (1,450 new jobs), are located in this portion of Southpark.

Tax Increment District #6 was created in 1997, to support the second expansion of Southpark Industrial Center. Over \$2.0 million of public investment in land and improvements are planned. The district is expected to create \$17.6 million of new property tax base value through its maximum life period of 23 years. It is projected that the district will become debt free and could be closed out as early as 2006, thirteen years ahead of schedule. To date, 9 acres have been sold to support a manufacturing operation that will employ 75 people (all new jobs).

The City's initiative to develop Southpark Industrial Center has been rewarded through rapid development and high value gains in tax base and jobs. It provides the best example locally of the value and importance of the public sector becoming an economic development partner for community benefit. With the fast-paced growth that has occurred, and with continuing interest from businesses seeking opportunities for expansion in the city, additional lands for industrial development will be needed. Over the past 15 years, the annual average absorption rate for industrial lot sales in Southpark has been 17.4 acres per year. Were this level of activity to continue over the next 22 years, an additional 380 acres of platted industrial land would be needed.

COMMERCIAL DEVELOPMENT INITIATIVES

The City of Neenah's commercial development objectives have been to reinvest in and revitalize existing business districts, while providing opportunities for new planned commercial centers.

Downtown Neenah

Economic reality is such that reinvestment and redevelopment in a central business district is more costly and faces more regulatory complications than new development at the urban fringe. Without a commitment of public participation, a community potentially faces two problems: the central core of the city deteriorates and its tax producing capacity diminishes, while the urban fringe sprawls outward, placing a burden on public utilities and services. In the early 1980's, the City of Neenah recognized that it had an essential role to play in downtown redevelopment, by helping to overcome the excessive costs of site development, demolition, infrastructure, parking facilities, and environmental work.

Tax Increment District #2 was created in 1984, to support the redevelopment and revitalization of Neenah's downtown. It enabled the City of Neenah to participate in what became a nationally recognized public-private partnership to revitalize and stabilize the historic downtown. City investment in infrastructure improvements was completed in 1989. Since redevelopment began, this district has accumulated \$6,050,000 of new property tax base value. The district became debt free and was closed out in 1998, six years ahead of schedule.

Tax Increment District #5 was created in 1993, to stimulate additional redevelopment, revitalization and commercial growth in the central business district. Over \$3.0 million in public investments are planned to support private development activities that will provide new tax base growth. This district has created \$12,300,000 of new property tax base value, spurred by the construction of two seven-story office towers and the renovation of the downtown hotel. Private investment to date is in excess of \$10.0 million. Based on current projections, this district will become debt free and could be closed out in 2012, three years ahead of its maximum life schedule.

By investing in downtown redevelopment, the City made the central business district attractive for the private sector to construct improvements that have since resulted in better land use patterns, creation of new jobs, and growth of the tax base. The two downtown Tax Increment Districts combined have attracted 17 new businesses and have created over 600 new jobs. Development opportunities remain which if acted on, could anchor further tax base and job growth in the downtown. Sustaining the health and vitality of the downtown is the development challenge for this business district. Maintaining a good business mix of retail and service providers, while securing additional tax base and jobs at some development "opportunity" sites are key parts of the economic development agenda in the downtown. Continuing public investment in redevelopment assistance, infrastructure improvements, and parking will be needed to maintain a strong central business district.

South Commercial Street Business Corridor

Like many older commercial districts, the South Commercial Street corridor had experienced little in the way of significant new real estate investment in recent years. Growing competition from outlying community and regional shopping centers threatened the health and vitality of this neighborhood district. Concerned with the long-term effect that the decline of this neighborhood could have on the community, the City of Neenah implemented a plan to promote the revitalization of the district by aiding in the redevelopment of key opportunity sites, while fostering the growth of quality commercial development at its southern edge.

Tax Increment District #4 was created in 1992, to stimulate redevelopment, revitalization, and planned growth in this strip commercial district. Over \$2.0 million in public investments are planned to support private development activities that will provide new tax base growth. This district has created \$17,200,000 of new property tax base value, spurred by over 20 development projects. Private investment to date is in excess of \$16.0 million. A total of 8 new businesses have started up in the district, and 50 new jobs have been created. Based on current projections, this district will become debt free and could be closed out as early as 2003, eleven years ahead of schedule.

This business corridor continues to face the challenge of maintaining a strong neighborhood shopping district presence. There is a delicate balance to be reached of sustaining existing core businesses in older parts of the district while directing new development opportunities at the growing southern edge of the corridor. Proactive corridor planning and updated zoning techniques appear to have addressed many of these concerns.

Doty Island Business District

A redevelopment partnership with Doty Island business and property owners has resulted in significant reinvestment and revitalization. Once a neighborhood commerce center, the Island has been in transition to a community service and health care area for many years. Several quality developments in recent years have enhanced the attractiveness of the Island as a prime location for business and residential projects.

A new Doty Island Redevelopment Plan, completed in 1998, provides focus on future development priorities and opportunities (Appendix IV). The interest level of the private sector for new projects on the Island is increasing, and the City should position itself to be a partner to insure that progress will continue.

Fox Point/Green Bay Road Business District

The Fox Point/Green Bay Road area is a major community shopping district, offering a variety of retail goods and services. Strategically located along the USH 41 corridor, the area has traditionally served a market area that encompasses the city and surrounding townships. While the district has continued to attract new development projects, two older retail shopping centers have suffered from declining condition and high vacancy rates for extended periods in recent years. Both centers have suffered the effects of regional retail competition and absentee out-of-

state ownership. The declining condition of these centers has diminished the strength of the entire shopping district. However, recent ownership changes at both of these sites have prompted announcement of plans for aggressive new investment and tenant recruitment efforts. These projects, combined with other revitalization initiatives are needed for this district to regain a competitive position in the retail market and to sustain the neighborhood tax base. While this business district is developed primarily in retail uses now, it potentially could be strengthened and large vacancies could be reduced if other uses such as office and professional service were also added.

Main Street Business District

The Main Street business district, extending from the central business district to Lake Street, is a strip commercial development. Limited land expansion opportunities, aging structures, mixed-uses, and increasing traffic disruption from vehicle/train conflicts at the Main Street railroad crossing have all combined to diminish the vitality of this district. The planned construction of the Main Street overpass, scheduled for 2001, will claim many of the commercial properties in the district. However, this transportation improvement should present opportunities for redevelopment of an expanded downtown district. Issues of land use, street design, parking, and infrastructure must be addressed to insure a quality project. The City of Neenah is completing a development plan for central Neenah to address these issues and to establish priorities for prospective public and private investment.

ECONOMIC DEVELOPMENT TOOLS

The role of government in economic development is often viewed from the perspective of the actions taken at the federal and state levels, where legislative and tax policy changes are promoted for their positive impact on the business climate. However, successful economic development begins locally, where government initiatives and programs directly impact business expansions, relocations, and start-ups. Every community has different needs to be met and resources to be applied in meeting their long-term economic growth goals. In the competitive environment in which economic development decisions are made, local government must establish its role in regard to the allocation of time, energy, and investment of public funds that will be made to capitalize on business and industrial development opportunities. This section describes some of the primary economic development tools available to Wisconsin municipalities.

Tax Increment Financing

Wisconsin's Tax Increment law provides a means for municipalities to undertake managed public projects, such as industrial park development and business district revitalization, which require significant investment in public improvements. The law allows municipalities a seven year period to make necessary project investments to accomplish the economic development objectives of the district. During the life of the district (23 years maximum), tax revenues generated by new private development and other growth are applied by the municipality to pay

the public costs of the project. When all project costs are paid off, the TID is dissolved and all subsequent tax revenues generated are distributed to all taxing entities.

Tax increment financing stimulates and promotes orderly development of new taxable value that otherwise might not occur. The law also recognizes that since investing municipalities must assume the full risk, they are entitled, within a prescribed time period, to receive all new tax revenues of the TID as the source of paying off their public investment costs. All taxing entities then receive future benefits from the expanded tax base generated as a result of the municipality's investment in the TID.

As described earlier in this report, the City of Neenah has taken an active role in economic development through the investment opportunities provided with tax increment financing. It remains as one of the few tools available to a municipality to insure that public investment in economic development is made in a financially feasible manner, and that the benefits of the investment are distributed fairly to the affected area, and ultimately to the community as a whole.

Industrial Revenue Bonds

Industrial revenue bonds (IRBs) provide financing for the construction, expansion, and equipping of manufacturing facilities. These bonds are intended to serve as an incentive to businesses to undertake capital investment projects that will provide new jobs and expanded tax base. IRBs are municipal bond issues. Municipalities lend their name but not their credit to the sale of the bonds. The bond proceeds are issued to the applicant business, which is responsible for all payment obligations. The bonds generate a lower interest rate than taxable issues because the interest earned on IRBs is exempt from federal taxation, thereby offering businesses a convenient low rate, long term financing package unlike most conventional loans.

The City of Neenah has been an active partner in the issuance of IRBs to local manufacturers. During the last 25 years, over 45 IRBs have been issued in the City's name.

Business Improvement Districts

State legislation passed in 1984 authorized municipalities, in cooperation with the business community, to create one or more Business Improvement Districts (BID). A BID allows the businesses within the district to develop, manage, maintain, and promote the district, and to establish an assessment method to fund these activities. The money needed for the operation of a BID is generated through a special real property tax assessment, agreed to by the district owners, and levied by the municipality. A BID allows business people to take the initiative in planning for the economic future of their district. Businesses and property owners are given the ability to determine for themselves what their needs are and permits them, through the self-imposed tax, to raise capital to fulfill those needs. The fact that the BID is an assessment against real property insures that all beneficiaries of BID programs participate in their funding.

Activities commonly funded by BIDs in other Wisconsin communities have included:

Advertising	Design Assistance	Design Plans
Event Marketing	Infrastructure	Training
Parking Programs	Snow Removal	Management
Street Lighting	Marketing	Signage
Streetscape	Maintenance	Business
Recruitment		

support its marketing and promotion program, and has secured loans to aid in the purchase of land for the development of Southpark Industrial Center.

Neenah is an active member of Metro Marketing, a business attraction organization comprised of the municipalities, organizations, and utility companies interested in the economic growth of the Fox Cities metropolitan area. By combining the marketing resources of its member organizations, Metro Marketing is able to present a strong, unified message in attracting new businesses to the metro area. The group utilizes media advertising, direct mail campaigns, industry call trips, and trade shows in carrying out its marketing program.

Other Economic Development Tools

The City has directed other economic development programs to insure continued growth in the community. The Small Business Loan program is a revolving loan fund, which offers low cost, fixed rate financing to small, growing companies that are creating new jobs in Neenah. Qualified borrowers may obtain loans to finance a portion of the cost of fixed asset projects such as real estate acquisition and machinery and equipment purchase. Funds are issued as a companion, secondary loan to conventional financing from a private sector lender. To date, loans have been issued to 14 companies, who have combined to create over 70 new jobs.

The City is currently participating in a targeted Doty Island exterior facade improvement program, designed to improve the condition and appearance of historic properties along North Commercial Street. In cooperation with the Doty Island Development Council, Future Neenah, Inc., and property owners, this program will secure the future of these properties in the context of a redevelopment and revitalization agenda for the Island. The program is being planned to establish the groundwork for future application of similar pooled-funding efforts in business districts city-wide.

ECONOMIC DEVELOPMENT PLAN RECOMMENDATIONS

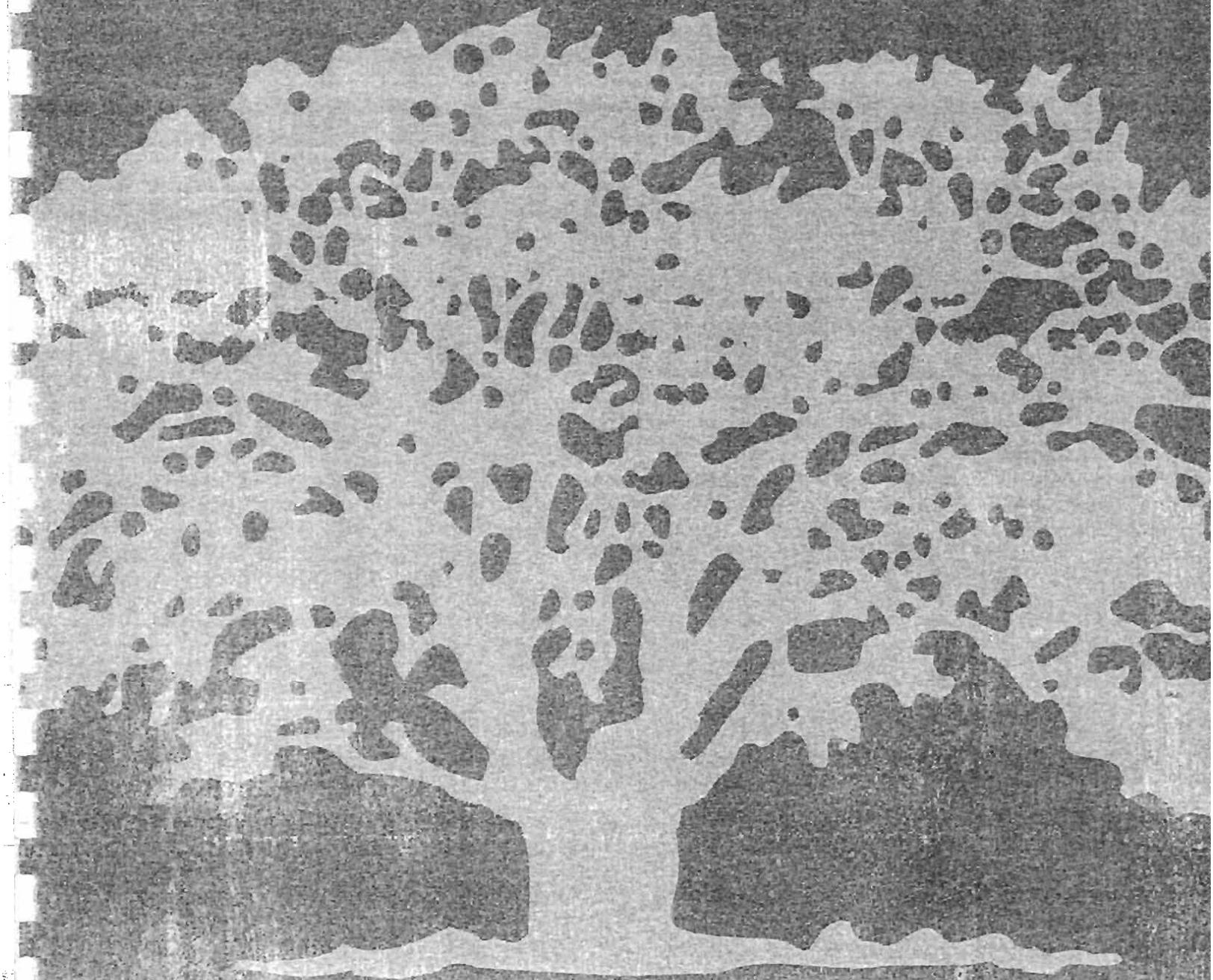
For balanced economic growth to continue, the City must remain an active partner in economic development. The following economic development plan recommendations provide direction and establish priorities for future initiatives:

- *Continue the commitment to a comprehensive economic development marketing and promotion program, with the main focus on retention and expansion of local companies, along with the attraction of companies new to the area, and the development of start-up businesses.*
- *The City should continue to support and participate in cooperative regional marketing efforts for the recruitment of industrial and service business prospects from outside the region and/or state.*
- *The City, working in cooperation with private development partners, should pursue development of a strategy and recruitment program to more fully develop the retail market of the community.*

- *Support public and/or private development of additional land for future business/industrial parks in areas designated for this type of use on the City's future land use map. Target areas should be along the USH 41 corridor, bordering the east and west frontage roads, and in the CTH JJ corridor, near the Pendleton Road/Westside Arterial area.*
- *Support the development and expansion of new commercial areas that are compatible with the City's future land use map and that can meet neighborhood and community needs.*
- *Sustain and improve the vitality of all business districts. Many target sites offer great potential for tax base and job growth if they can be successfully redeveloped. A public sector role in activities such as site acquisition and property assembly may be needed to overcome excessive costs associated with redevelopment projects.*
- *Establish an interest rate buy-down program or some other pooled funding arrangement, utilizing Community Development Block Grant funds, to assist exterior facade and sign improvement projects within business district redevelopment areas.*
- *Utilize Tax Increment financing, where feasible, as a means to accomplish development and revitalization objectives throughout the city.*
- *Create a Tax Increment District on Doty Island. Given the scale and magnitude of some potential projects, a TID could provide the means for public investment to be made in future redevelopment projects.*
- *Initiate a district improvement partnership with business and property owners in the Fox Point/Green Bay Road corridor. Projects in this business district could range from traffic improvements, to land acquisition, rehabilitation financing, site redevelopment assistance, and corridor beautification.*
- *Support creation of a Business Improvement District (BID) in downtown Neenah as a way to equitably fund programs for the management, maintenance, and promotion of the central business district.*
- *Promote a planned, controlled redevelopment/expansion of the downtown west toward the Main Street overpass area. Establish land use, urban design and zoning standards that will accommodate expansion while integrating new development with the existing bordering residential neighborhood.*
- *Maintain a Small Business Loan revolving fund to assist small, growing companies that are creating new jobs in the community.*
- *Encourage the conversion of residential uses located within core business areas to commercial use in order to strengthen the market and identity of these business neighborhoods.*

- *Recognize tourism as a substantial economic opportunity, and support community events, festivals, waterfront and water access activities, and those community landmarks that can develop the potential visitor market.*
- *Work cooperatively with secondary and post-secondary educators in identifying those education and job-training needs that must be met to maintain a well-trained workforce for the information and technology age.*

Housing Plan



HOUSING PLAN

INTRODUCTION

This chapter of the Vision 2020 Comprehensive Plan provides a plan for action that can be undertaken by both the public and private sectors to insure quality, affordable housing is available to all households. Neenah's residential neighborhoods constitute over 35% of the developed land and over 65% of the total tax base value of the city, making them a valuable asset to maintain and improve. The process of planning for housing development requires detailed study of demographic and market conditions since the effects of changing age profiles, household sizes, income levels, and employment trends directly impact the demand for varying types of housing. This plan is complemented by two other documents, *Housing Market Analysis for the City of Neenah, WI, 1992*, prepared by Mooney LeSage Consulting, Ltd., and the *City of Neenah Consolidated Plan, 1995-2000*, prepared by the City of Neenah as part of its Community Development Block Grant Program. Both documents provide detailed housing market data and analysis, and recommendations for insuring provision of quality, affordable housing in the future.

THE VISION FOR LIVING AND WORKING NEIGHBORHOODS

The Neenah 2020 Vision Committee offered the following vision of Neenah's residential community.

Our future neighborhoods will feature a mix of housing types, corner commercial centers, and integrated open space areas, allowing residents to interact through home, work, and recreation activities. Yet, these new neighborhoods will maintain an identity with, and be connected to, the greater Neenah community.

The economic vitality of our older neighborhoods and business areas will be assured through our long-standing tradition of ongoing, continuous improvement and preservation.

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The overall goal for housing development in Neenah should be to maintain and preserve the quality of existing neighborhoods and to encourage provision of an adequate supply and choice of housing for all residents. To realize Neenah's vision for the year 2020, the following strategic actions should be pursued. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Promote and encourage the development of innovative programs and projects that can provide affordable housing for low and moderate income households and for persons with special needs.
- Create a plan for future neighborhoods to develop with a cluster of uses (residential, commercial, and recreation) that function together.
- Provide for mixed-use residential neighborhoods that offer a variety of housing types, especially for a growing senior population.
- Adopt appropriate zoning standards to insure effective management of emerging trends in the development of clustered-use neighborhoods, mixed housing developments, and work-at-home properties.
- Promote continuous improvement and preservation of the community's established neighborhoods.
- Support rehabilitation and renovation of the community's older housing stock.

NEENAH 2020 HOUSING PLAN

The *Community Profiles & Conditions Report, November 1995* (Appendix I), summarized conditions, issues, and future trends related to housing development in Neenah. A more thorough analysis and plan recommendations follows.

AFFORDABLE HOUSING

The need to provide affordable and adequate housing was identified in 1995 as a priority issue in the Fox Cities by the Partnership Project, a collaborative partnership of organizations dedicated to meeting the basic human needs of the metropolitan area. The group's research revealed that a shortage of affordable housing exists in all communities of the Fox Cities, and not enough new affordable housing is being produced to meet needs. Developing programs and projects that can provide affordable housing for low and moderate income households and for persons with special needs is a continual challenge. Several key demographic and market trends emphasize this point:

- Local estimates of the number of affordable housing units needed in Neenah is 1,300 units (Table 11). This includes the needs of both rental and owner households based on cost burden versus income, living in substandard housing, or living in overcrowded conditions.
- Historically low vacancy rates for both owner and rental units limits the choice of affordable housing for lower income households.

- Growth rates of both one and two parent families are much lower in Neenah than elsewhere in the Fox Cities, suggesting in part, greater difficulty in finding the appropriate type and price of housing.
- There are more lower income households that can only afford low cost rental housing than there are units available in the affordable price range. Over 50% of all households with very low incomes report difficulty finding affordable units to rent. Families seeking subsidized housing currently have to wait up to two years for placement in an affordable unit.
- The number of people in the 20-24 year age group is declining faster in Neenah than in the rest of the Fox Cities, suggesting in part, that limited choices in affordable housing cause fewer households to move into the city or cause them to move out when their needs change.

TABLE 11
AFFORDABLE HOUSING NEEDS, 1997

TYPE OF NEED	ESTIMATED UNITS
Renter/Small Family/Cost Burden > 30% of Income	225
Renter/Small Family/Cost Burden > 50% of Income	97
Renter/Small Family/Housing Defects	2
Renter/Small Family/Overcrowded	19
Renter/Large Family/Cost Burden > 30% of Income	23
Renter/Large Family/Cost Burden > 50% of Income	22
Renter/Large Family/Housing Defects	2
Renter/Large Family/Overcrowded	29
Renter/Elderly/Cost Burden > 30% of Income	134
Renter/Elderly/Cost Burden > 50% of Income	97
Renter/Elderly/Housing Defects	2
Renter/Elderly Overcrowded	1
Owner/Cost Burden > 30% of Income	399
Owner/Cost Burden > 50% of Income	226
Owner/Housing Defects	9
Owner/Overcrowded	13
TOTAL	1,300

Source: City of Neenah

- Requirements for de-institutionalization and trends toward community integration of persons with special needs is creating increased demand for affordable housing for these clientele.
- The fastest growing age group in the future will be those over 60 years old, creating a demand for affordable retirement housing suited to households on fixed incomes.
- Future employment and earnings projections forecast that the greatest number of new jobs created will be in the retail and service industries, which traditionally pay low wages. If true, this trend toward declining wage earnings will create greater demand for moderately priced homes and rental units.

There are currently 337 units of subsidized housing in Neenah that serve low income families and the elderly.

Section 8 rental housing is provided by two private management companies. Roofree, Inc. operates the Neenah Court Apartments, a 24-unit family housing project, made up of 2 and 3 bedroom units. Dominion Management, Inc. operates 31 units of scattered-site 2 and 3 bedroom family apartments, and two 60-unit elderly housing complexes.

Registered Homes, Inc. operates 72 units of family housing, consisting of 2 and 3 bedroom units. This project was developed under the federal Section 236 program.

Franciscan Ministries, Inc. (FMI) owns and operates Assisi Homes, a 38-unit elderly housing complex. All are one bedroom independent living apartments. FMI also owns and operates Villa St. Clare, a 40-unit facility for the frail elderly. This facility, made up of efficiency and one-bedroom units, offers meals and other features such as an emergency response system, and assisted bathing facilities. Some units are set aside for occupancy by lower income persons.

The Winnebago County Housing Authority (WCHA) administers public housing programs in the City of Neenah. WCHA currently manages 12 units of public housing. Constructed in the early 1990's on scattered sites throughout the city, these are large family residences with 3, 4, or 5 bedrooms. Most are side-by-side duplexes, though two are single family units with 4-5 bedrooms. One is a handicapped accessible unit. The vacancy rate in these units has been less than 1%.

WCHA also administers rental certificate and voucher programs for low income families. Countywide, 280 certificates and 50 vouchers are provided as payment assistance to qualified households. The certificates and vouchers are applied against the difference between 30% of the tenant's adjusted income and the fair market rent of the unit they occupy. WCHA also promotes resident initiatives such as encouraging homeownership through training and assistance programs, recommends consumer credit counseling where appropriate, offers housekeeping training, and makes information and referrals about subjects such as parenting and domestic abuse.

To meet forecasted needs for affordable housing, the City should continue to explore and promote all available programs that can lead to an increased supply of units in the local market.

New, affordable units will need to be constructed. Existing housing should be rehabilitated to maintain a supply of standard older units. Rental assistance and homebuyers assistance initiatives should be continued. Increased focus on providing housing for a growing senior population will be needed. Besides adding to the supply of housing, programs that provide in-home nutrition and health care should be expanded. Changes to the Zoning Code should be explored to accommodate multi-generation/extended family living arrangements that are designed to care for elderly family members within single family residences.

The City should pursue and become an active partner in regional ventures that promote affordable housing solutions for the entire Fox Cities metropolitan area.

Special attention must be given to the needs of the frail elderly who can no longer live alone. Neenah's upper age ranges are growing. Between 1980 and 1990, the number of people aged 65 to 74 increased 12%, and those over 75 years of age increased 24%. The needs of the frail elderly include accessible housing, assistance with household and personal care, nutrition sites and home delivered meals, companionship, home health care, skilled nursing care, transportation, and day care outside of the home. *Actions should be taken to address the needs of a growing frail elderly population through both supportive in-home care programs and the development of additional specialized needs housing facilities.*

SPECIAL NEEDS HOUSING

Housing for people with special needs is growing in demand. The needs of people with physical, mental or developmental disabilities, those in substance abuse recovery programs, those with AIDS and related diseases, or those who are homeless must be addressed as the community plans for housing programs to the year 2020.

The Winnebago County Departments of Social Services (DSS) and Community Programs (DCP), and United Cerebral Palsy, Inc. (UCP), work jointly to serve those with physical, mental or developmental disabilities. UCP estimates that countywide, over 40 people with physical disabilities are in need of supported housing.

DCP has identified 32 people countywide in need of placement in housing designed to serve those with mental disabilities. Clientele have needs that are both short term and long term. The short term needs consist of individuals coming from institutional care settings who need transitional housing before being integrated into the community. The average length of stay is 10 days, after which an intermediate facility is provided to gain independent living skills. Longer term living arrangements include Community Based Residential Facilities (CBRFs) and the "apartment living" program. The "apartment living" program provides supportive services to individuals so that they may remain in the community. DCP and the Neenah-Menasha Chapter of the Alliance for the Mentally Ill serve individuals with mental illness, and their families. Currently, their clients live in a variety of housing types, including institutions, group homes, room and board establishments, supported and non-supported rental units, and with family members. For those able to live semi-independently, low-income apartments with support staff available is the living arrangement of preference. Housing affordability is a key concern to this population segment

because they usually have limited incomes, received through either public assistance and/or low paying jobs.

DCP also maintains waiting lists of housing and services for the developmentally disabled. DCP reports that there is a growing gap between demand and supply for housing to meet the needs of this clientele. When elderly parents are no longer able to care for their developmentally disabled adult children, placement outside the home becomes increasingly difficult. DCP estimates that over 25 placements will need to be made within the next five years. The agency also projects that public funding will be insufficient to meet this need.

DCP reports that persons who complete inpatient treatment for alcohol or other drug abuse have difficulty finding housing that is affordable and appropriate. Low-cost housing is difficult to obtain, especially for single individuals. DCP is only available to provide short term housing for these individuals. The agency estimates that 20 single-room occupancy or efficiency apartments could be used by clients in Neenah.

The community should promote the development of new units or the conversion of existing units that can accommodate those with disabilities. Appropriate changes to the Zoning Code should be considered that would allow non-traditional housing arrangements designed to accommodate those with special needs.

Community leaders and housing and service agencies should join together to lobby for more state and federal support for special needs housing projects to insure that mandates for mainstreaming and de-institutionalization are sufficiently funded so that individuals in need receive required levels of supportive care and assisted housing assistance.

HOMELESS NEEDS

No matter how responsive local housing markets may be, there are service gaps that prove difficult to fill. Addressing the needs of the homeless is one such gap in the Fox Cities. Accurate counts on the number of homeless persons in Neenah are difficult to determine; however, agencies most directly involved with this segment of the population report growing caseloads of people with immediate needs for housing and those who are the fringe homeless. In 1996, 106 persons with previous Neenah addresses were provided emergency shelter through various agencies. Growing waiting lists for assisted housing placement, increases in area emergency shelter populations, and increased social and economic problems resulting from chronic unemployment and limited income indicate a continued need for a housing "safety net" within which household situations can stabilize and improve.

The Task Force on Homeless - Progress Report, February 1990, reported that 75% of the area's homeless population has reached that condition as a result of financial problems -- unemployment, underemployment, lack of education and training, lack of child care, and other related problems that cause at-risk individuals and families to lose their housing, including severe mental illness, alcohol and other drug abuse cases, women and youth fleeing domestic violence, and AIDS and related diseases. The remaining 25% of the homeless are considered transient. An associated

group of fringe homeless persons are also making requests for assistance from area social service agencies. This group may be finding temporary housing outside of formal shelter facilities, but they remain at-risk if more permanent solutions to their problems cannot be found. In many cases, these individuals stay with family or friends until their situations are resolved and affordable housing is secured.

At this time, City residents who become homeless are served by the facilities and services of Emergency Shelters, Inc. of Appleton. The City supports this facility through the annual Community Development Block Grant funding allocation process. Vouchers for emergency housing are also distributed by the Neenah Police Department, and other forms of assistance are also available through social service agencies in the area.

The City should support efforts to address homeless needs from a more regional, multi-county approach. However, at some point in the future, the community will have to determine whether an emergency shelter should be provided locally. Continued development of transitional housing, which provides a step between emergency shelter care and long-term affordable housing, should be encouraged as a way to reduce the number of fringe homeless households.

NEW HOUSING DEVELOPMENT

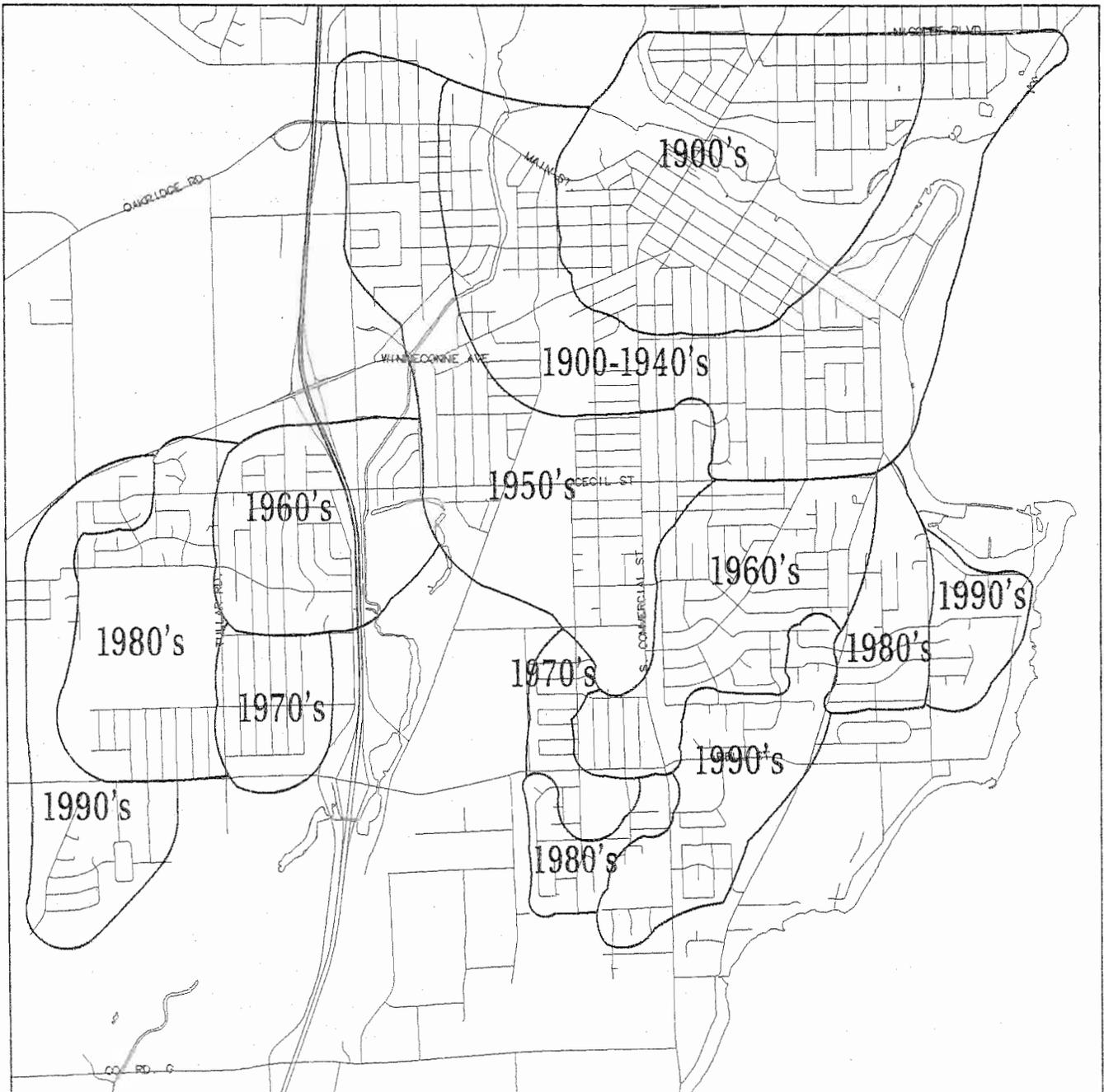
Since 1980, a number of key demographic and market changes have been occurring that affect long term planning for new housing development. Key among them are the following:

- Average household sizes are decreasing and household formation rates are exceeding general population growth rates by a 3:1 margin. This trend toward smaller households will continue in the future, creating a demand for additional housing units at a level in excess of what population growth rates alone might suggest.
- While traditionally more than 70% of the households in Neenah have owned their residence, there will be a shift toward more rental housing as the population ages.
- Since the 20-29 year age group will experience the greatest loss in numbers, there will be fewer first-time homebuyers in the market.
- The projected shift to lower paying jobs will affect all age groups. Young singles may share quarters or live with their parents for a longer period of time. Families may by-pass traditional home ownership for rental housing, condominiums, or income producing owner-occupied duplexes.

Neenah's residential neighborhoods have grown outward in a concentric pattern from the downtown and Doty Island areas (Figure F1). The community experienced modest growth rates until the 1950's and 1960's, when many large neighborhoods were developed and the municipal boundaries were extended as far west as Tullar Road and as far south as Bell Street. Growth slowed again in the 1970's and early 1980's as national economic conditions, local sewer extension restrictions, and a diminishing supply of vacant lots combined to depress the housing

FIGURE F1

RESIDENTIAL NEIGHBORHOOD GROWTH



construction market. Since 1990, the pace of development has increased again, with an average of 105 new housing starts annually. Neighborhood development is extending to the south and southwest.

Future growth areas for residential neighborhoods will be to the south and west of Breezewood Lane and to the west of Pendleton Road. These areas are all within the Neenah Slough Watershed and contain some natural features that contribute to flood water protection, surface water quality, fish and wildlife habitat, and wetland and stream bed protection in the greater Neenah area.

The City should establish progressive resource protection standards to be followed when new neighborhoods are developed, thereby insuring that natural features function to both enhance the value of adjoining property and continue their environmental purpose.

As endorsed by the Neenah 2020 Vision Committee, *the City should encourage the development of mixed-use cluster neighborhoods that effectively combine residential and commercial uses while retaining extensive open space areas.* Such neighborhoods are aesthetically appealing, reduce sprawl, preserve natural resource areas, and reduce the costs of public infrastructure. They also provide more opportunities for non-motorized travel.

The City's Zoning and Subdivision Codes should be revised as necessary to accommodate the mixed-use neighborhood concept. Code revisions should also be made to maximize opportunities for infill development in older parts of the community.

The City should also promote flexibility in new construction design to accommodate the expected trend toward non-traditional households and extended family living arrangements.

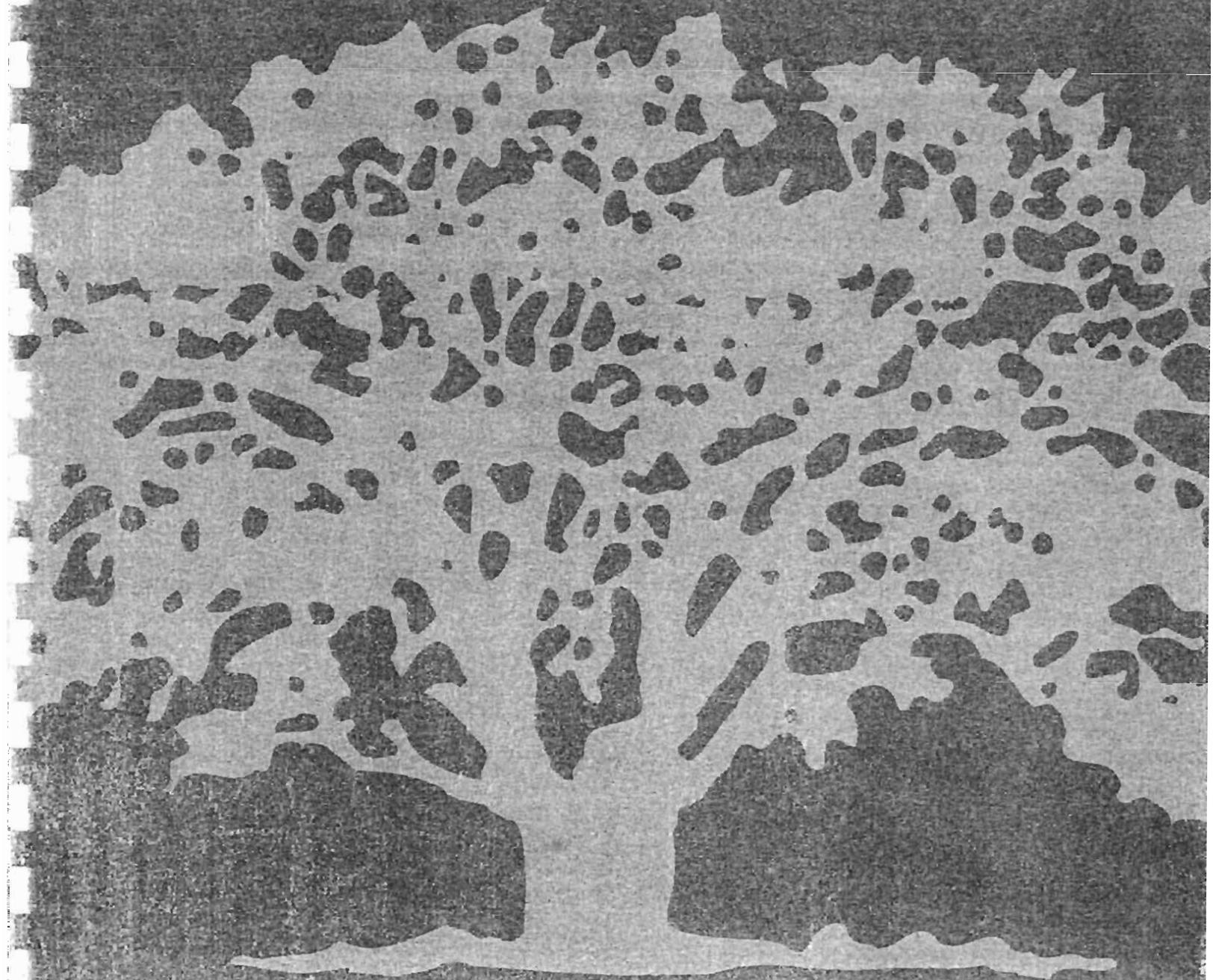
HOUSING PRESERVATION

Preserving the community's older residential neighborhoods has been a long-standing practice of the City of Neenah. The Housing Rehabilitation Program has been assisting homeowners and rental property owners with preservation improvements since 1978. A total of over \$2.0 million in federal and state grant funds has been distributed in the form of grants and loans to over 300 households, making the city's older housing stock structurally and mechanically sound, energy efficient, and more affordable for low and moderate income residents.

The following recommendations should be pursued to assist in the goal of preserving the community's housing stock:

- *Continue the funding and operation of the City's Housing Rehabilitation Program.*
- *Maintain and improve the public infrastructure in existing neighborhoods to insure reliable service and to encourage private investment and pride in ownership.*
- *Maintain effective Housing Code enforcement practices to insure safe and sanitary housing conditions for all.*

Community Image Plan



COMMUNITY IMAGE PLAN

INTRODUCTION

This chapter of the Vision 2020 Comprehensive Plan provides guidelines and recommendations for enhancing the natural and architectural appearance and the aesthetic appeal of the community. Our community's image is made up of the collection of impressions an individual gains from the people, the architecture, the natural environment, and the general appearance of the city. To those who live here, a positive image creates a sense of place and civic pride, and instills the confidence to reinvest in and maintain properties and buildings. To those who visit, their first impression of the community shapes their long term opinions and perceptions of Neenah.

Each community has a unique and distinct character, formed from the cultural, economic, and political experiences that over time have shaped its identity. Neenah's image and identity can be traced to its founding fathers, a group of eastern businessmen who saw this as a place of beauty and opportunity. They envisioned that the city would grow and prosper through development of an industrial center driven by the water power of the Fox River, through the preservation of the natural beauty of the area, and through a commitment to dynamic community leadership. The actions, aspirations, and experiences of our founders and of those who followed have combined to create the modern day image of our city. Our sense of place has been shaped not only by people and events, but by the spaces, places, and buildings of the city that have formed the quality of life and culture we enjoy and are comfortable with.

The Community Image Plan focuses on the actions that can be taken to enhance the physical image of the community so that Neenah is positioned to grow and prosper into the 21st century. Unlike the past, when cities flourished because of their location in relation to water, roads, rail, raw products, or population centers, tomorrow's cities will be innovation and place dependent. The product of the future will be information and knowledge. Cities will either innovate and build on their strengths and quality of life, or they will decline. Community appearance and aesthetic appeal, protection of the natural environment and water resources, neighborhood preservation, and quality urban design will all be essential components of a planning and growth process that can sustain Neenah's economic health and enhance its quality of life.

THE VISION FOR A COMMUNITY IMAGE

The Neenah 2020 Vision Committee offered the following vision of a community image for Neenah.

Neenah will convey a positive image and identity to those who live and visit here. By sustaining our tradition and heritage, and focusing on our natural environment and water resources, residents will share a sense of place and belonging, and our community will be a favored destination for discerning tourists.

STRATEGIC ACTIONS NEEDED TO REALIZE THE VISION

The Neenah 2020 Vision Committee identified the following strategic actions related to community image to be pursued as the community strives to attain its vision for the year 2020. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Implement a “Community Greening” program to enhance the city’s image and appearance. Activities should include beautification of the entrances to the city, development of small pocket parks and focus areas, public art forms, tree planting programs, and enhancement of natural areas.
- Create and sustain a positive community image by supporting festivals and celebrations, culture, and neighborhood events.
- Promote the concept of a “city center”, a focal point where the community can gather together.
- Establish progressive environmental resource standards to be followed by groups and individuals involved in the development of the community.
- Promote and support social, cultural, and recreation activities that will integrate people of all ages, races, and ethnic origin into the social fabric of the community.

NEENAH 2020 COMMUNITY IMAGE PLAN

This is the first comprehensive community image plan for Neenah, although the concept has been practiced by the City over the years through the Zoning Code, Sign Code, site plan and plat reviews, project plan reviews for planned developments, community wayfinding signs, tree planting programs, development of the Neenah Access Trails system, historic preservation efforts, and neighborhood redevelopment programs. Most recently, through funding support provided by Future Neenah, Inc., the City was presented with a beautification study for Neenah (Appendix V). The report provides a visual assessment and design study of our aesthetic environment, especially at the entrances to the city. It identifies several beautification projects and initiatives that could be carried out to improve Neenah’s image and appearance.

The Community Image Plan provides analysis and recommendations in the following areas: Community Entrances, Natural Environment, Signage and Street Graphics, Historical/Architectural Heritage, Public Art, and Urban Design.

COMMUNITY ENTRANCES

Neenah has a wealth of positive physical images that attract both residents and visitors to them, including Lake Winnebago and the Fox River, waterfront parks, historic neighborhoods, museums, and public art. Unfortunately, most of these attributes are destination points arrived at after traveling significant distances along corridors that extend from the major entrances to the city at U.S. Highway 41 (USH) 41. The Neenah Beautification Study presented a design plan on how to extend the quality of these positive visual features into all areas of the city, especially along the entrance corridors. A summary presentation of the findings and recommendations from that study follow.

The approaches to Neenah along USH 41 are dominated by the visual clutter created from a proliferation of billboards and prominently sited pole signs at individual businesses that abut the highway. This cluttered environment seems to conflict with the idea of appealing visually, to a large customer base, since it is not physically possible to read and retain all of the messages conveyed by these signs.

The direct entry points to the city from USH 41 are limited to three locations. They go unannounced other than standard highway exit signs. It is difficult to make an effective community welcoming message on the highway. A more effective location would be at the ends of the entry points, off the highway where travel speeds, available space and cost components are more favorable.

The main entry corridors into the city are along Breezewood Lane/Bell Street, Winneconne Avenue, Commercial Street, and Main Street. Depending upon the corridor traveled, these routes pass by residential, commercial, industrial and open space areas. Perhaps the most negative element along these corridors is the preponderance of overhead utility lines, which create visual clutter and also limit opportunities to beautify the streetscape. Some commercial areas lack visual quality due to excessively large pylon signs, absence of site landscaping and buffering treatments, and poorly sited service and loading areas. Newer industrial areas have received attention to visual quality through architectural design, proper building siting, and signage and landscape treatments.

The City has established a community wayfinding sign program to direct visitors and residents to key destination points in the community. Designed with an attractive visual image and common theme, these directional signs are being installed along major community entrances, in a pattern outward from the downtown area.

The following recommended actions should be pursued as part of a comprehensive program to enhance the image and appeal of the city, as viewed from the major community entrances:

- *Maintain the current ban on the construction of new billboards. Enforce the removal of existing billboards as they become vacated.*

- *Work with the WisDOT to promote greater use of standard general motorist services signs in lieu of billboard advertising along USH 41.*
- *Adopt a new Sign Code to control the size and location of signs facing USH 41 frontage.*
- *Require the underground installation of all electric, telephone and cable utility lines in new development areas. Pursue a plan to promote the burial of existing overhead lines, with prioritization of areas based on visual significance and sensitivity. Coordinate the effort with a terrace tree planting program.*
- *Work in cooperation with the WisDOT and private sector partners to develop a USH 41 right-of-way planting program at the approaches to the city.*
- *In cooperation with private sector partners, implement a community welcoming feature at the key entry points to the city. The project would consist of a uniform welcoming message sign, with landscaping and lighting features as appropriate.*
- *Complete the implementation of the community wayfinding sign program. Used in conjunction with other aesthetic and visual enhancements along the major corridors, these signs serve to direct travelers to key destinations, and also could help overcome some of the visual and geographic separation of city neighborhoods due to the location of USH 41.*
- *Encourage a tree planting program along major road corridors, recognizing appropriate species and placement.*
- *Work in cooperation with business and property owners along entry corridor commercial districts to develop effective neighborhood beautification and urban design improvement programs.*

NATURAL ENVIRONMENT

Neenah has a rich natural resource base consisting of major waterways and shorelines, wetlands and environmental areas, parklands, and fish and wildlife habitat. The area's waterways and natural beauty attracted the earliest settlers here, and despite the urbanization of the last 100 years, remain as one of our community's finest assets.

The following actions are recommended to ensure the preservation of Neenah's natural environment:

- *Establish progressive environmental resource standards that will insure the protection of natural features. Develop an environmental assessment review process for use in reviewing the impacts of development projects proposed at the edge of key natural features. Assessment factors to be considered would include the impact on land and water*

resources, biological features and habitat, human and scientific interest issues, and transportation and energy impacts.

- *Continue on-going regulatory control over wetlands and floodplain areas, shoreyard protection areas, and other environmentally sensitive areas.*
- *Investigate recreational opportunities on or adjoining community waterways that would offer greater public access and enjoyment while protecting this resource as our finest natural amenity. Seek to increase the area of the community's waterfront that is accessible to the public for passive recreation and enjoyment.*
- *Initiate the proposed urban forestry program. The initiative is designed to address the long term care of urban trees with a program of proper maintenance, removal and planting. The City should also remain actively involved with the Arbor Day Foundation, promoting activities that educate the public about the benefits of trees in an urban setting.*

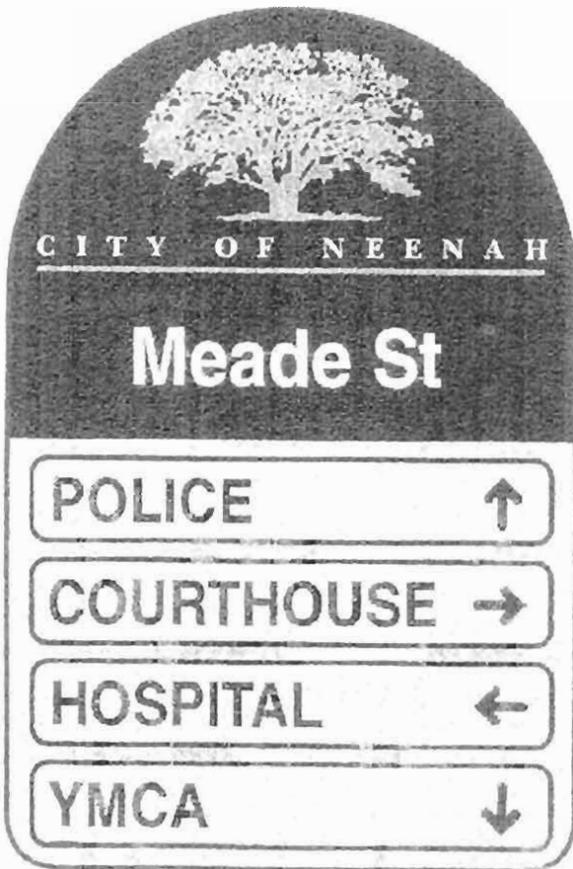
SIGNAGE AND STREET GRAPHICS

Signs can provide some of the most interesting and creative visual images in the urban landscape, but also can create some of the most negative elements when a proliferation of too many oversized signs clutters the streetscape. Recent trends would indicate that attitudes and perceptions toward the real value of sign advertising are changing. Retail and service marketing studies show that superior architecture, design and landscaping attracts shoppers. The sign industry is also discovering that bigger is not always better and is now concentrating its efforts on promoting signage programs which focus on color, texture, and graphic appeal that better suits the urban landscape.

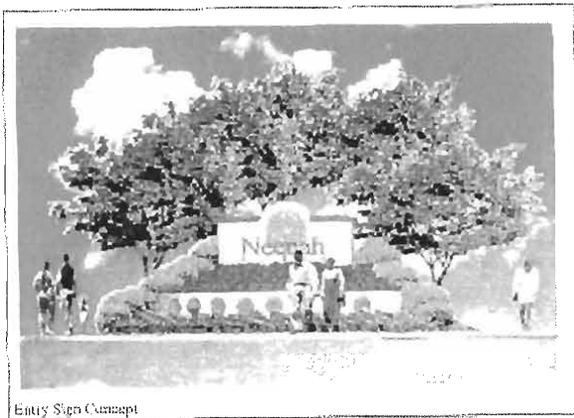
As it does for private business, signage can also most quickly convey a unified community image. Many people develop an image of a community from experiences gained while traveling along its streets and sidewalks. An effective community signage program can visually link the neighborhoods and districts of a city together in a manner that creates a unified image.



Neenah has undertaken a number of unifying signage initiatives in recent years designed to promote a positive image and to make travel through the city easier for residents and visitors. In 1997, the City adopted a new official logo by re-introducing an evolutionary design of Neenah's Old Council Tree. This long-time community icon represents a history and tradition that makes it unique for use as a City logo. The logo design and accompanying color scheme is well-suited for use in other signage and identity applications.



The backbone of the City's signage program is the community wayfinding system, which directs people to key destinations as they travel along the city's major road corridors. These directional signs are being installed in a pattern radiating outward from the downtown area. They will also be a key component in the effort to overcome the visual and geographic division of the community along the USH 41 corridor.



Entry Sign Concept

A prototype community welcoming sign has been developed for use at key entry points to the city. The design of this signage element will complement the community wayfinding signage that is being installed along major traffic corridors.



The on-going development of the Neenah Access Trails, a community-wide system of routes, trails and lanes designed to promote safe travel for non-motorized users, has presented another opportunity for effective signage that conveys a unifying and positive image. The design of an artistically drawn “N”, for Neenah, also conveys an image of a trail or path. This identifier is used on all trail signage and is prominent in all marketing and education materials.

Street graphics are also being effectively used to present a unified image for local business districts. The Downtown and Doty Island business communities have successfully incorporated street banners into their streetscape designs. While these graphic displays create unique identities for their neighborhoods, they also complement and add colorful variety to a broader city image.

The following actions are recommended to strengthen the street graphics component of Neenah's beautification effort:

- *A new City Sign Code should be adopted that regulates street graphics in a more comprehensive and balanced manner. In particular, the new code should establish maximum sign panel size based on location-related factors such as travel speed and viewing distance.*
- *In conjunction with the adoption of a new Sign Code, the City should prepare a street graphics handbook that can be used by property owners and the sign industry to select signage that is attractive, functional, and appropriate for the streetscapes of Neenah.*
- *All business districts should be encouraged to incorporate street graphics as part of any plans to portray a unified image.*

HISTORICAL/ARCHITECTURAL HERITAGE

Neenah's historically and architecturally significant buildings and sites reflect the rich heritage that defined and shaped the community. Both public and private initiatives have been undertaken to protect and enhance this heritage through the preservation and interpretation of these buildings and sites.

The Neenah Landmarks Commission was created in 1986 to oversee the protection, enhancement and perpetuation of buildings, sites, and districts that represent elements of the city's cultural, social, economic, architectural, political, and engineering history. The Commission focuses its efforts on identifying properties for local landmark designation, reviewing proposed exterior improvements at designated properties, and promoting the community's heritage to residents and visitors.

- *The City should continue to regard the preservation and promotion of historically and architecturally significant buildings and sites as an important component in maintaining the image and character of Neenah.*
- *The City should support the efforts of the Neenah Landmarks Commission and other local preservation groups. To insure broader community understanding and acceptance of the need to preserve Neenah's history, a comprehensive preservation strategy should be developed to better define common goals, roles, and responsibilities of all interested groups, individuals, and property owners.*

PUBLIC ART

Quality public art can create its own sense of place, and when properly positioned, can be a stimulus for further community improvement. The *Playing In The Rain* sculpture, located at Riverside Park, has quickly become a community landmark that draws residents and visitors year-round. The success of this project points to the potential for other public art ventures in the

future. Steps that should be taken if there is interest in encouraging the placement of additional public art in the community include:

- *Selection guidelines and an approval process should be established in advance and used as both marketing and management tools.*
- *A broad-based selection committee should be established that can represent a variety of viewpoints and interests when selecting projects, sites, and artists.*

URBAN DESIGN

Recognizing the important role that community beautification will play as cities work to maintain strong economic positions in the next millennium, the benefits of introducing urban design review in municipal planning and zoning programs should be considered. Traditional planning and zoning techniques have proven over time that they may be effective at screening out the worst kinds of development, but cannot be depended on to produce the best that developments have to offer. Design review gives a community an opportunity to look at development projects on a more comprehensive scale, where elements such as building siting, neighborhood setting/context, architecture, appearance, site amenities, landscaping and signage are viewed and approved as an entire package. The process allows the community to accentuate and enhance what makes it unique and to insure that those core values and desired qualities are met through future development.

Communities that have successfully implemented design review typically use consensus development and public advocacy in building the ordinances, guidelines, and procedures that make up their urban design programs. Through citizen-based design assessment, determinations are made as to what the desired community character should be. Based on the results of this consensus-building process, a design review ordinance and guidelines can be constructed that fairly represent the community's expectations of its desired future environment.

Design review can be prescribed through a number of means, including the Comprehensive Plan, the Zoning Code, the Subdivision Ordinance, the Sign Code, the Landscape Standards Ordinance, and a Design Review Ordinance. Supplemental materials to the Design Review Ordinance typically include development standards and guidelines manuals, and a developer's design manual. Design review is broadly oriented, encouraging creative application of design principles. It expands development choices rather than limiting them by prescribing different solutions to meet general criteria. It also promotes collaboration and accommodation through the design process.

Neenah has been practicing many forms of urban design in recent years, with positive results. The adoption of the Zoning Code's Community Health District and Planned Development District standards have successfully guided quality development of the Theda Clark Medical Center campus expansion and the Mahler Farm mixed-use neighborhood. Adoption of the Landscape Standards ordinance is another positive step toward achieving quality community design. These tools of the City demonstrate that unlike more traditional zoning controls, design

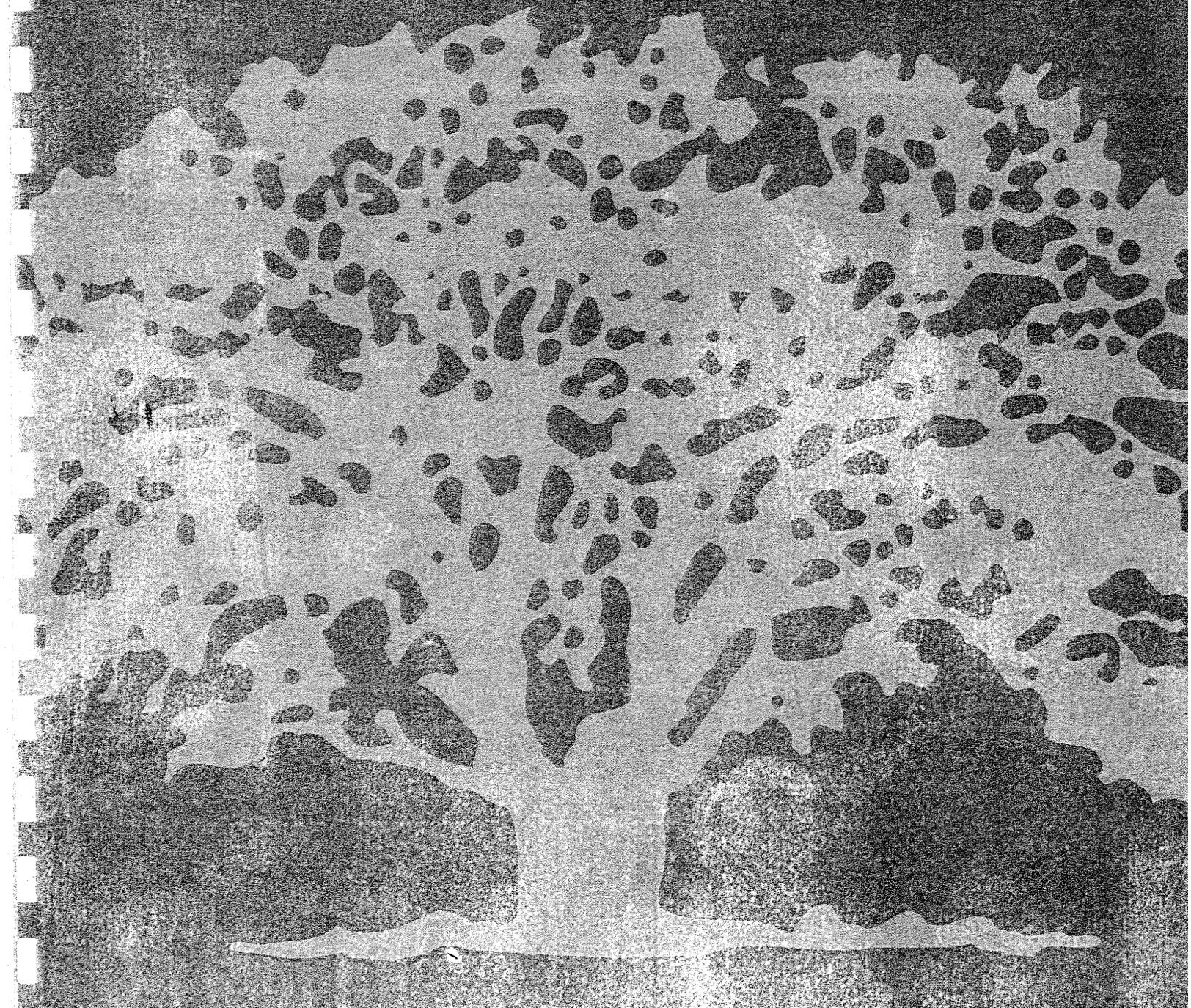
review principles can be both prescriptive enough to insure that a positive place will be the end result, while being flexible enough to encourage design and technological innovation.

The work of the Neenah 2020 Vision Committee established a foundation for integrating additional components of urban design review along the way to achieving our community vision. *The City should explore the level of interest in using design review more fully in its development approval process. If the concept is deemed acceptable and worthwhile, citizen advocacy techniques should be employed when preparing new ordinances and standards.*

Recognizing the value of urban design in creating a quality community, the following actions should be considered by the City:

- *The City should continue a strong, comprehensive Site Plan Review approval process for new and expanding development projects.*
- *The City should direct new commercial and industrial areas to develop in nodes or clusters rather than as strip developments. Future developments should be subject to both site and design review approvals to produce quality projects that meet the desired community character.*
- *The City should encourage the development of mixed-use cluster residential neighborhoods that are built at a pedestrian scale and that retain extensive open space areas. Neighborhoods should be developed with individual identities but which also reinforce the overall image and character of the community.*
- *Multiple family housing developments should be designed in a cluster concept so that linear arrangement of buildings is avoided. Berming, landscaping and signing features should be employed to create attractive developments that can integrate into mixed-use neighborhoods.*
- *The character of the city's residential and business neighborhoods should be preserved. The City should rigorously enforce property maintenance and nuisance codes to enhance the attractiveness and quality of all areas in the community*

Appendices



APPENDIX I

Neenah 2020
W I S C O N S I N

COMMUNITY PROFILE
& CONDITIONS REPORT

November 1995



INTRODUCTION

Good planning for the future begins with an evaluation of current conditions and anticipated trends. The *Community Profile and Conditions Report* provides answers to two key questions: 1) Where are we now? and 2) Where are we going? The report provides in summary form a demographic profile and an evaluation of community characteristics in the areas of housing, land use, transportation, natural resources, utilities, parks and open space, and community image. The report is meant to provide quick reference to current conditions, recent development activity, factors affecting future growth, problems and opportunities, and planning and development issues.

It is designed to serve as a key information source for the Vision 2020 Committee as it develops a common vision for Neenah in the year 2020. It will also lay the foundation for further research and review by the Plan Commission and Department of Community Development in developing an action plan of recommendations, strategies and policies.

COMMUNITY OVERVIEW

The City of Neenah is recognized by both those who live and visit here as a friendly, spirited "hometown", where life is safe, comfortable, and secure.

The land area now known as Neenah was first explored by the French in 1634. The settlement that grew here became known as "Neenah" (native for "water") in 1844, became "Winnebago Rapids Village" in 1856, and finally was incorporated as the "City of Neenah" in 1873.

Neenah's rich heritage is intricately linked to the Fox River, which flows through the community. Settlers were attracted to the river for its powerful water source, which they harnessed for manufacturing lumber, flour, and paper and pulp products. As a navigable waterway linking Lake Winnebago with the Great Lakes and the St. Lawrence Seaway, the Fox River was instrumental in developing the Neenah area into a major manufacturing, service, and commercial center. By the turn of the century, Neenah had become nationally prominent as a prosperous and stable community.

In Neenah's early days a group of industrialists and merchants created a common vision and shared an entrepreneurial spirit that brought great wealth to the community. These individuals and those who followed them, began a tradition of giving back to the community to further the quality of life for all. The Rec Park Swimming Pool, the Neenah Public Library, Theda Clark Regional Medical Center, Pickard Auditorium, the Bergstrom-Mahler Museum, Whiting Boat House, Shattuck Middle School Field House, and several local parks are the products of local benefactors.

The area remains economically vibrant today. The metropolitan Fox Cities, an area extending from Neenah to Kaukauna, is now Wisconsin's fastest growing urban center. Median household income is nearly 10% higher than either the State's or the nation's, yet the overall cost of living is typically 3% below the national average.

Ranked as one of the 50 largest manufacturing centers in the nation, the area economy is led by prominent companies dealing in paper products, printing, electronics, flexible packaging, cast metals, insurance, finance, and health care. With a workforce that boasts of a 90% high school graduation rate, employers benefit from intelligent, hardworking employees. National companies report that their local operations are 25%-30% more productive than similar facilities around the country.

The area is repeatedly recognized in national surveys as one of the country's best small city areas for economic growth and a quality living environment. *Fortune Magazine* voted the area one of the top six mid-sized regions in the nation for economic growth potential in 1991. A 1993 study in *Sales and Marketing Management* ranked the Fox Cities among the top ten mid-sized markets in retail sales nationally. For the past three years, a nationwide entrepreneurial climate study conducted by Cognetics, Inc. has rated the Fox Cities area among the top 10 markets of its size for new business development.

Over the past 10 years, the City of Neenah has experienced steady, managed growth through annexations and internal development. Over 645 acres of land were annexed for development between 1985 - 1994. Annual construction activity has topped \$40 million for each of the past three years. Residential construction activity has been strong, the result of carefully planned subdivision development. The local tax base has grown by an average of over 6% annually over the past ten years, the result of local economic development efforts designed to create investment, tax base growth, and job creation in industrial and commercial districts.

The outlook for continued growth in Neenah is good. Residential demand is high and opportunities to bring more acreage into development are as plentiful now as they have been in the last 20 years. Over 600 acres of land will soon be accessible for annexation and municipal infrastructure development. These tracts could supply land for development to the year 2020, offering choice lots in a wide range of price, size and location.

Commercial construction should continue to be strong, with opportunities for in-fill and redevelopment projects, and development of planned neighborhood business centers in new growth areas.

For the past 10 years, industrial growth in Neenah has been fueled by a combination of new development in Southpark Industrial Center and an impressive parade of major plant

addition projects community-wide. When a planned expansion of the Park is completed, the community will be well-positioned to absorb growth for another 5 - 10 year period.

The forecast of continued growth and prosperity for Neenah and the Fox Cities is a confidence shared by a majority of area businesses, according to the 1995 Business Outlook Survey, conducted by the Fox Cities Chamber of Commerce and Industry. Of the more than 200 firms surveyed, the following findings were made:

- . 91% of the firms rate the economic vitality of the Fox Cities as good or excellent.
- . 98% of the firms believe that the Fox Cities area is a much better place to live and work than in similar sized metropolitan areas in the U.S.
- . 92% of the firms believe that the Fox Cities area is a much better place to do business in than in similar sized metropolitan areas in the U.S.

DEMOGRAPHIC PROFILE

The City of Neenah is a stable and prosperous community, supported by a good business mix. Being located centrally within the economically vibrant Appleton-Oshkosh metropolitan area, there are numerous employment opportunities both within and outside the city. Neenah has established a tradition of promoting planned, orderly development in balance with continuous reinvestment in older neighborhoods, which has resulted in a steady, manageable rate of growth. At the same time, a professional approach to attracting new businesses and quality jobs has been a key factor in fueling strong economic growth and building the City of Neenah's financial strength.

Population

The City of Neenah's population grew by 3.5% between 1980 and 1990, compared to 9% for the metropolitan area as a whole. Growth in the city was limited early in the 1980's when sewer moratoriums restricted the ability to develop new residential subdivisions. The pace of growth accelerated after the lifting of the sewer bans in the mid-80's.

The most notable demographic trend that has and will continue to affect local planning is the dramatic change in household composition. Since 1970 the average number of persons per household has declined 24%, from 3.36 to 2.56 in 1990. Despite that decline, the total number of households has increased at a pace three times that of population growth. Between 1980 and 1990, the number of households in the city increased from 8,112 to 9,024, or a rate of 11%. This occurrence accounts for the levels

of land development, business growth, and housing production that have occurred at a pace far greater than what might be expected from modest population growth of fewer than 800 persons over 10 years.

For current programming and future planning, the changes in household formation will prove more significant than just looking at population projections alone since demands for service, housing, and land resources is based more on household units than it is on persons.

Understanding the reasons for these opposing trends involves first tracking the impacts of the "baby-boom generation" over the last 40-50 years, as it has moved through the youth and childbearing years, and now nearer toward retirement age, and then analyzing the rapid growth of the "non-traditional" household. The result of such a review would reveal that Neenah, like most other midwestern communities, is experiencing two major changes in its demographic profile: 1) It is experiencing its greatest growth in age sectors that are past childbearing years, and its greatest declines in age groups under 10 years of age and those between 20-29; and 2) Smaller households are growing at such a rapid pace that by the year 2005, the number of couples without children will exceed the number of two parent households.

Given these trends, it is projected that population growth will continue at around a 4% rate to the year 2000, while the number of households will grow by 15% during the same period. Population growth will level off and could even decline by the year 2020, the result of a dramatically smaller age group in the childbearing years, and increasing mortality rates among the baby-boom generation.

Economy

Neenah's economy is led by prominent companies dealing in paper products, printing, electronics, flexible packaging, cast metals, insurance, finance, and health care. This recession-proof economic base has produced over 2000 new jobs since 1990, while maintaining an average annual employment rate of under 5.0%.

More than 39% of the jobs in Neenah are manufacturing-related, paying better than \$10.00 per hour. An additional 30% of the community's jobs are in service businesses, led by health care occupations. Neenah's per capita income grew 33% faster than did the metropolitan area's as a whole. With a per capita income of over \$16,000, Neenah ranks as having the fourth highest such figure among major Wisconsin cities.

Median household effective buying income provides a measure of market potential within a community. Neenah's 1993 level of \$38,805 was 8.3% higher than the Wisconsin median, and 10.7% higher than the national median.

As a result of the high levels of capital investment made by business and industry and by residential investors, Neenah has built a strong economic base. Over the last 10 years, the equalized value of the local tax base has grown by an average of over 6% per year.

A strong local economy like Neenah's is not without challenges for the future. It will be important to promote increasing diversification so as to avoid the threat of local recessionary effects. The impact of more national and international ownership of local firms is not entirely understood at this time, but is likely to affect the strength and stability that has always been a trademark of industry here.

Finally, the projected changes in the composition of the workforce will directly impact the economic strength of the area, and the relative wealth of households. The greatest number of new jobs over the next 10 years will be created in sectors that traditionally pay the lowest wages (retail trade and services). Based on today's dollar, jobs paying less than \$6 per hour will increase by 13%, while jobs paying more than \$6 per hour will decrease by 6%.

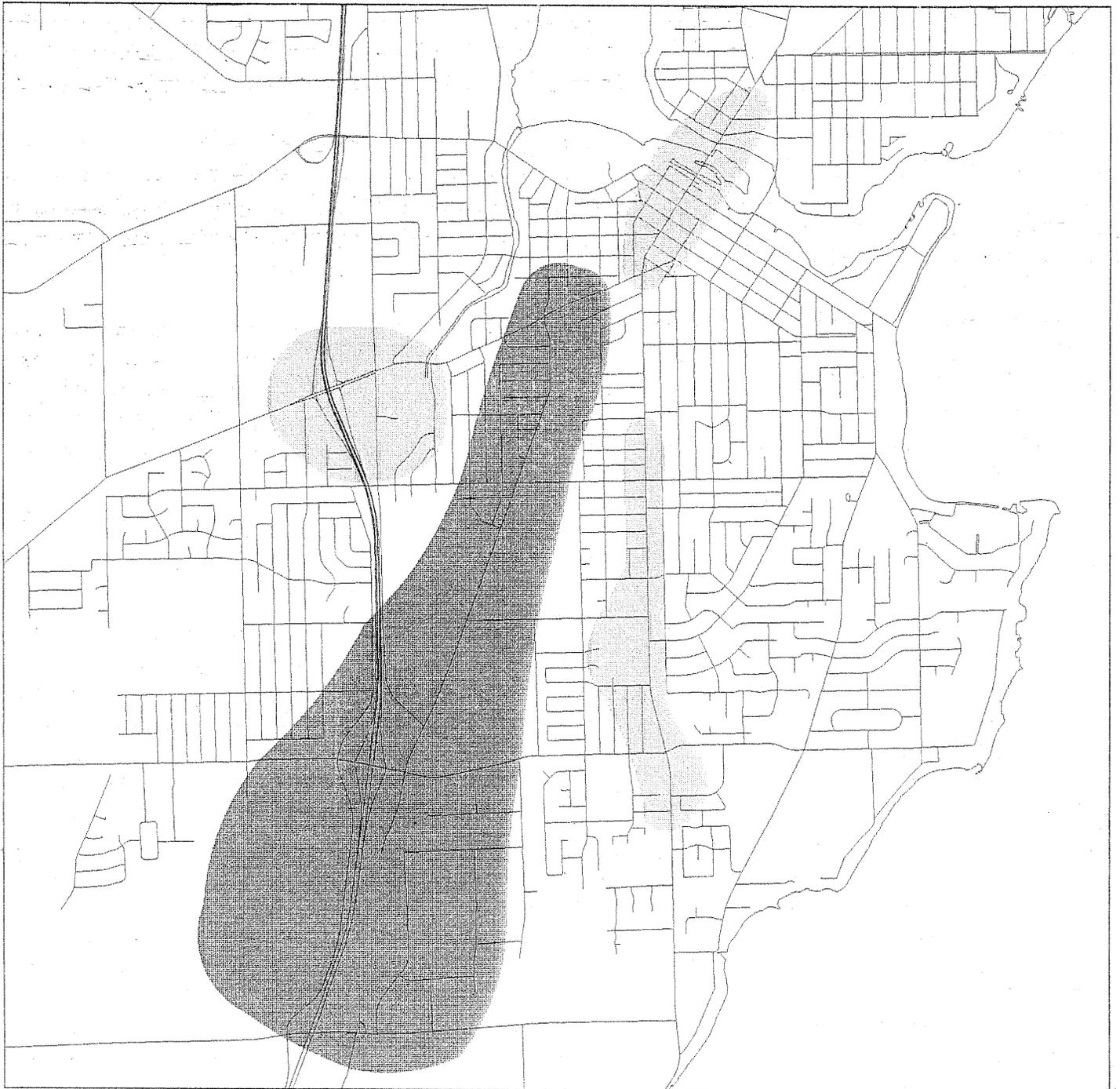
LAND USE

The City of Neenah has experienced steady, managed growth through the years. Growth has been shaped and directed by the water resources which create natural borders on the north and east edges of the city. A generalized map depicting the pattern of land use development is presented in Figure 1. The predominant land use in the community is residential, which historically began in a few core neighborhoods surrounding the Central Business District and Doty Island, and then spread outward. In the past 40 years, newer large neighborhoods have developed to the south and west as tracts of undeveloped land have been annexed. Business districts have grown to meet the outward expansion of neighborhoods. Industrial development has for the most part been centered around transportation and power sources--first the Fox River, then the railroad lines, and more recently easy access to U.S. Highway 41.

Vision 2020 Planning Boundaries

The planning area which will be studied for the staging, timing, and type of development to the year 2020 coincides with the 3-mile extra-territorial jurisdiction of the City of Neenah. This boundary reaches to Country Highway GG to the south, U.S. Highway 45 to the west, and Jacobsen Road to the north. While a large portion of these lands currently are within the jurisdictions of adjoining townships, the planning boundaries fairly represent the area that could be expected to be converted to or impacted by urban development over the next 25 years.

FIGURE 1



Industrial
Commercial

NEENAH LAND USE PATTERNS

**Summary of Neenah Urban Growth
1980-1994**

Number of Annexations	44
Acres Annexed	929
Population Annexed	154
Square Miles Added	1.452
Acres of Subdivision	386.81
Number of New Lots	912
New Single-Family Houses	836
New Duplex Units	136
New Multi-Family Units	776
Total New Dwelling Units	1748
Population Increase	1672
Ave. Annual Rate of Population Growth	0.95%
New Commercial Valuation	\$45M
New Industrial Valuation	\$73M
New Residential Valuation	\$121M
Total New Valuation	\$239M
Mile of New Street	19.1
Miles of Reconstructed Street	53.24

Residential Neighborhoods

Neenah has many fine residential neighborhoods, that offer a wide variety in the style, size and value of housing. Many of Neenah's oldest neighborhoods still offer some of the best and highest quality housing in the city. Areas on the east end of Doty Island and in the East Wisconsin Avenue and Riverside Park area were the neighborhoods of some of the early industrialists and merchants, who built sizable mansions and lived by the ideals of home, school and church. Neighborhoods immediately surrounding these areas have provided smaller scale, affordable housing. As homes have aged and declined in value, some conversion to rental housing or redevelopment to new uses have occurred closer to the downtown and Doty Island business districts.

The Doty Island neighborhood has experienced many changes in use over the decades, with a recent trend toward health care and human services providers. Older residential areas have been cleared for some of these new uses. While these changes have been disruptive while in progress, the results have produced balanced business growth while stabilizing adjoining residential neighborhoods.

Post-war growth quickly moved westward beyond U.S. Highway 41 and flourished for 30 years, prompting public investments there in schools and parks. Today, a well-rounded neighborhood, offering a wide choice in housing, from single family homes and condominiums to apartments complexes, has developed. More recently, growth has slowed on the west side of the city, the result of reaching the limits of annexed land that can be served with public infrastructure. The most noticeable development gap in this neighborhood has been the lack of a neighborhood commercial area. Future planning should address appropriate locations for such a use to develop.

Southeast Neenah absorbed large amounts growth from the mid-1950's to the early 1970's. Limited development opportunities stifled growth for the next 20 years. Finally in 1990, the Mahler Farm area was annexed, opening up over 200 acres of land for neighborhood growth. This area had long been intended to supply growth opportunities for the city, but development had been delayed many more years than had been expected. Today, the area is developing as a quality, planned neighborhood, with the potential to produce over 350 new single family homes, more than 100 units of varying types of multiple family housing, and neighborhood based commercial development within a 20 acre business park. This neighborhood will serve as a vital growth area for the city for many years to come.

Future residential growth will most likely shift again to the west side of the community where large tracts of land, totalling nearly 600 acres, are edging closer to the public infrastructure of the City. While growth will be staged over many years, development of this magnitude will require careful planning to incorporate proper transportation systems, open spaces, local business service areas, and neighborhood school facilities. The siting of areas for multiple family growth must also be considered.

Population and household growth projections would suggest that as many as 840 new single family homes will be added to the housing stock by 2005, absorbing over 350 acres of currently undeveloped land at the urban fringe. Additionally, projected demand for 560 new multi-family residential units will absorb over 50 acres.

Commercial Development

The City's retail and commercial activity is diversified and located throughout the community due to strong land use and zoning control. Development has generally been

centered within four business areas--Doty Island, the Central Business District, the South Commercial Street corridor, and the Green Bay Road/Winneconne Avenue area. More recently, a planned business neighborhood has begun development at the southern rim of the city on the Mahler Farm

Given the size of the community and the regional market strength of the Appleton area, all of Neenah's business areas face the same threats to sustaining healthy, vital districts, and all have had to adapt to new development strategies to remain competitive. Recognizing the value that local businesses bring to the economy, and their importance to the long-term viability of the community, the City of Neenah has formed active partnerships with the private sector to improve local business districts.

Doty Island has undergone a transition from being a center for merchant trade, to being a neighborhood business area, to becoming a center for health care and human service providers. At the same time, urban growth and changing traffic patterns in the Neenah-Menasha area have caused an increase in vehicle travel on Commercial Street and First Street. The City of Neenah is working with business owners to improve parking and access as a means to stabilize and improve this commercial neighborhood.

Neenah's Central Business District has received national acclaim for its innovative and integrated approach to management and funding. A successful partnership between the City of Neenah, the Future Neenah Development Corporation, and property owners managed to upgrade parking and other infrastructure, preserve the unique historic character of the district, and enhance the competitiveness of downtown merchants. Over the last 12 years, more than \$2.0 million of private investment has been made, raising aggregate property values by more than \$1.0 million, and reducing retail vacancies from 23% to under 4%. This commitment to improvement has spurred additional new development in the district, including the construction of 2 seven story office towers.

The South Commercial Street Business Corridor is viewed as an "at-risk" neighborhood. This strip business neighborhood, which spans an area of over 2 miles, faces risks not only from other districts in the city and region, but also from growth at its own outer perimeter, which has shifted some key business away from the core to sites nearer growing neighborhoods. The City of Neenah has joined with businesses in the area to implement programs which aim to redevelop key sites in the district and promote reinvestment and tax base growth. While several successful development projects have been completed, particularly commercial projects in the Commercial Street/Winneconne Avenue neighborhood, and housing development in the southern end of the district, opportunities for greater profit in other metropolitan area locations has hampered attempts to spur developer interest at key sites in the central part of the corridor.

The Green Bay Road/Winneconne Avenue business neighborhood is Neenah's largest shopping area, featuring two grocery stores, one major discount retailer, and more than 25 other retail, service and eating establishments. Continuing opportunities for growth exist along the Green Bay Road corridor, as older obsolete residential and commercial uses give way to larger scale ventures. Opportunities will eventually spread along Winneconne Avenue west of U.S. Highway 41, when this area annexes to the City and secures public utility connections. City involvement in this business area has centered around improving traffic conditions within a very intense retail/service corridor which is automobile dependent. Attention has also been given to beautification efforts through a partnership that was responsible for tree planting along the terraces of Green Bay Road.

Industrial Development

Early industrial development was centered around the Fox River, then moved southward along the railroad corridor. Over the past 15 years, new growth has been centered in Southpark Industrial Center, located just off Bell Street at the U.S. Highway 41 interchange. In the late 1970's, Neenah's available land for industrial growth was scarce, and interest to develop new property for sale was limited. With a planning objective to ensure that the community sustained its economic position, and seeking a means to encourage capital investment, job creation, and tax base growth, the City of Neenah undertook the development of Southpark, a 200 acre planned business center. Since first being brought into the market in 1983, over 45 companies have moved into Southpark Industrial Center, making it one of the premier business parks in the Fox River Valley. Today, over 2,000 people are employed by the companies located there. The park has been expanded once, and a second addition is planned. Upon the sale and development of all the lands in these expansion areas, Southpark will have limited opportunities for further growth.

Future land use planning must consider appropriate locations where industrial growth should occur. Given emerging land use patterns and infrastructure capabilities, areas to the southwest of the current City limits and to the west around former and current stone quarry operations would be possible locations for such development.

HOUSING

Maintaining quality residential neighborhoods and providing an adequate supply and choice of housing for all residents has been a long-standing goal of the City of Neenah. Housing planning is a dynamic process, where the effects of changing age profiles and household sizes, income levels and employment trends directly impact the demand for varying types of housing. Over time, the composition of the housing stock actually can affect which types of households will stay in or move to the community.

In 1992, the City of Neenah completed a community housing study designed to identify trends and needs of the local market. The study concluded that while Neenah has a solid base of lots available for new construction and a good supply of existing single family homes and rental units in the mid-range of prices, projected demographic and economic changes over the next 10 years suggest that more development of larger single family homes, affordable rental units, and retirement housing will be needed.

Changing Trends

- Since 1980, a number of key demographic changes have been occurring that are affecting housing planning:
- Household formation rates have outpaced population growth rates by a margin of 3:1 as "non-traditional" households (ie single persons, couples without children) have grown rapidly. Between 1980 and 1990, the average household size decreased from 2.74 to 2.56 persons per household. As a result, the demand for additional housing units has been at a level far beyond what population growth would suggest. This trend toward smaller households will continue in the future. It is estimated that by the year 2005, the number couples without children will exceed the number of two parent households.
- While traditionally more than 70% of all households in Neenah own their home, there will be a shift toward more rental housing as the population ages and seeks affordable retirement housing.
- Age groups that are having the greatest difficulty finding homes in Neenah are lower income families with children; those in the 20-24 age group; and those who are ages 45-54 with older children.
- More than 50% of the rental households with no children can afford to pay more than what most units in Neenah rent for, suggesting that the market could support more upper-end rental housing.

- There are more lower income families that can only afford low cost rental housing than there are units in the affordable price range, suggesting that the market could absorb more low cost/subsidized units for young families and retired persons on fixed incomes.

Future Forecast

Forecasted needs and trends in Neenah's housing market for the next ten years reveals the following major findings:

- The age sectors that will grow the fastest will be those over 60, followed by those between 45-54 years of age. The greatest losses in age sectors will be among those under 10 years of age and those between 20-29.
- Housing to suit the needs of a growing retirement age population will be in high demand.
- More larger single family homes will be needed to support those aged 45-54 with older children.
- As the 45-54 age group moves up to newer housing, more smaller homes will come onto the market for sale. Since the 20-29 age group is projected to decline, there will be fewer first-time homebuyers in the market. Consequently, there will be less need for the development of new smaller homes.
- The demand for as many as 1400 new housing units could be possible. Actual housing starts could be significantly lower if targeted needs are not met, especially the development of more retirement housing (apartments, duplexes, and condominiums).
- Future employment and earning trends will directly affect the housing market. The greatest number of new jobs created will occur in sectors that traditionally pay the lowest wages (ie service and retail trade). The changing demographic profile would indicate that with a decrease in younger age groups, these lower paying jobs will be filled by more older workers. As a result, those persons will not be able to afford the type of housing that their counterparts did 10-20 years ago.
- In general, the shift to lower paying jobs will affect all age groups. Young singles may share quarters or live with their parents for a longer period of time. Families may bypass traditional single family home ownership for rental housing or income producing owner-occupied duplexes. Consequently, while overall demand in the market may be for larger single family homes, declines in average wage earnings also could create demand for moderately priced homes and/or rental units.

TRANSPORTATION SYSTEMS

Neenah's transportation system plays a key role in the development of the community by providing the means for the movement of people and goods.

Street Network

The heart of Neenah's transportation system is its street network. This interconnecting system of arterials, collectors and local streets allows for movement from private residences to neighborhood destinations, employment centers, and points beyond. The historic development of the street system was influenced by area bodies of water, which presented natural obstacles to access and mobility. Later, man-made barriers further challenged the ability of the street system to operate efficiently. The development of railroad lines created north-south travel conflicts, some of which remain today. U.S. Highway 41 is an obstacle to east-west traffic flow, as it allows only five crossings in a three mile stretch.

The street network is centered around key cross-town corridors, which carry large volumes of traffic on a daily basis. Major east-west routes are Main Street/Wisconsin Avenue, Winneconne Avenue, Cecil Street, and Breezewood Lane-Bell Street. Major north-south routes include Green Bay Road, Commercial Street, and Oak Street/First Street.

All of the major east-west routes have been challenged by the movement of railroad traffic through the community. Main Street functions as a major entrance to the downtown and as a truck route for area industry. As many as 14,000 vehicles per day travel this street. Long-standing automobile and railroad conflicts have occurred at the crossing along Main Street. A planned overpass, scheduled for completion by the end of the decade, will alleviate this conflict and ensure continued economic growth in the community.

Winneconne Avenue is now designated as the primary entrance to the core of the city. Access along this street was greatly improved with the construction of a railroad overpass in the early 1980's. The street carries an average of 15,000 vehicles per day.

Cecil Street is a centrally located corridor that extends from the east to the west ends of the city. It carries an average of 9,500 vehicles per day. With the rapid increase in activity at the Wisconsin Central switching yard, rail crossing delays are becoming more common. The effects of this conflict in the long-term are not completely clear, but concerns have been raised from businesses and property owners in the South Commercial Street Business Corridor that if motorists seek other east-west routes, the vitality of this business district could be in jeopardy.

Breezewood Lane - Bell Street anchors the southern rim of the City. The route carries 10,000 - 15,000 vehicles per day over various segments. Given its location at the edge of urban development, traffic volumes can be expected to increase in coming years.

The major north-south routes through the community are challenged by the issues of vehicle mobility versus private property access. Green Bay Road carries up to 17,500 vehicles per day. It exhibits typical commercial strip problems of limited controls on access, which create turning movement, acceleration, and queuing problems.

Commercial Street is the main north-south corridor in the City. It originates at Doty Island and extends through the center of the community and southward to Oshkosh. The portion north of Winneconne Avenue, which is part of the State Highway 114 corridor, carries over 20,000 vehicles per day, making it the heaviest traveled street segment in the city. Design capacity is being approached at these volumes. The street will be reconstructed by the end of the decade, with minor widening where possible to relieve some of the capacity pressure. The Doty Island portion of the street is being most seriously impacted by traffic from Commercial Street. Traffic volumes are increasing and on-street parking is being removed. The City of Neenah is developing replacement off-street parking in this business neighborhood in anticipation of removing all street parking in the future. Businesses and property owners on the Island have on-going concerns over the impact the heavy traffic volumes will have on efforts to sustain the vitality of this neighborhood.

Oak Street - First Street extends from Doty Island to serve the east half of the city. Over 11,000 vehicles travel the northern section daily. Traffic entering and leaving the community health district area on the Island directly impacts this street's function. At the time of the expansion of the health district by Theda Clark Regional Medical Center, improvements were made on First Street to maintain safe travel conditions. The alignment of the First Street and East North Street intersection has been subject to some criticism over the turning and access restrictions it has created. The alignment was deemed necessary to balance future traffic volumes with safe movement on and around Doty Island.

The local street network must be designed to accommodate and serve future development as the community grows outward. Among the streets currently planned or partially installed that will increase in use and function are Pendleton Road at the west edge of the city, and Castle Oak Drive at the south edge. Pendleton Road will be a four lane street which will serve as a collector for expected residential development in the area. It will also feed into the Westside Arterial, which will extend north of Winneconne Avenue on the current alignment of Pendleton Road. Castle Oak Drive will extend from residential neighborhoods eastward to Commercial Street. Located near Lakeview School, it will function in a manner similar to how Peckham Street operates today.

Public Transportation

The transit-dependent segment of the population is served by public bus and taxi service. Valley Transit bus service to Neenah consists of a local, radially configured route, and a connecting route to other Fox Cities communities. Over 50,000 rides are provided annually on the local route. Over the past 5 years, ridership has declined by 20%, while local funding for the service has increased by 60%. With the forecast of reduced future federal funding and increased regulatory oversight, Valley Transit has contracted for the preparation of a future cost effective funding and service delivery plan. It appears that new options for providing needed transportation services will be sought.

Lift-equipped buses and paratransit service for elderly and disabled riders is also provided by Valley Transit.

The Cities of Neenah and Menasha, with funding support from Winnebago County and the State of Wisconsin, contract with a private vendor for delivery of reduced-fare taxi service for residents 60 years of age and older. This popular program provides over 24,000 rides annually for basic shopping, medical, and social trips.

Pedestrian and Bicycle Transportation

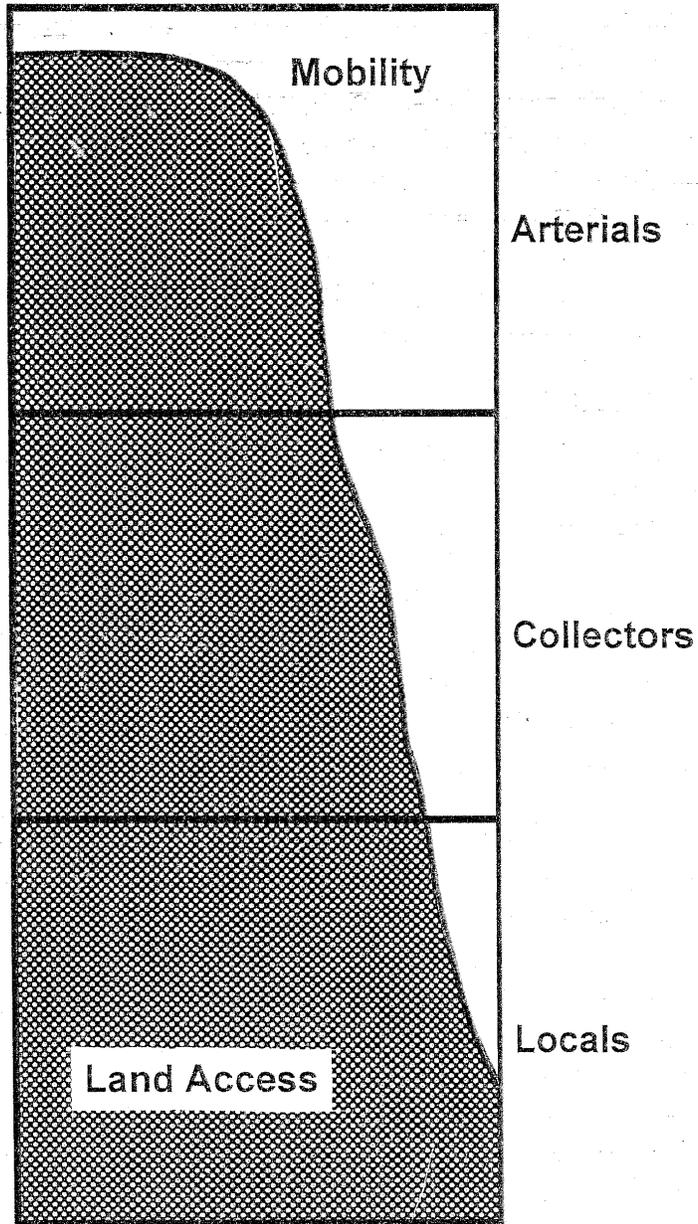
Pedestrian facilities consist of a sidewalk system located throughout the city. Sidewalks in newly developing areas are required along school routes, adjoining school and park properties, on major streets, and in areas determined to be hazardous to pedestrians.

There are currently no officially designated urban bicycle routes or off-street trails in the City. The first designated off-street multi-use recreation trail is being developed as part of the Bill Miller Park and Trail in the Mahler Farm Subdivision. Given the lack of a trail system in the community, and in response to demand for safe biking routes, the Neenah Common Council has directed that a Task Force research and recommend a system of on-street recreation pathways as part of the update of the Comprehensive Plan. Greenway/recreation trail planning is being done in many communities throughout the Fox Cities. As urban growth continues, the preservation of recreation corridors will become a priority development issue. Ultimately, the development efforts of individual communities should be combined to provide interconnecting routes throughout the region.

Future Issues

In general, Neenah's existing transportation system has capacity to handle expected growth to the year 2020. The exception may be North Commercial Street, where capacities are nearly being exceeded now.

FIGURE 2



Functional Classification
System of Roadways

Streets and highways are typically classified based on the degree to which they satisfy one of two functions: mobility and accessibility. Under ideal conditions, the mobility function is best carried out along an access restricted highway, such as USH 41. At the opposite end of the scale is the need to plan for streets that will provide access to adjoining land uses. Local streets that wind through residential neighborhoods, provide the highest level of accessibility, with driveways every 50 feet to 75 feet. Figure 2 illustrates the functional classification of streets and the optimal levels of mobility and accessibility that should be planned for each type.

To ensure the proper mix of classified streets, the City of Neenah maintains an Official Street Map. This map extends over an area outward three miles from the City limits. Existing and planned streets are categorized according to the functional classification system. By mapping in this manner, adequate right-of-way is being reserved now to prevent construction in what will be a future street corridor.

The City's street design standards for new streets are minimal in scope, resulting in access/mobility conflicts along some major streets. In addition to creating traffic delays and driver confusion, these segments generally experience the highest accident occurrence. Improved design standards that address access restrictions and regulate adjoining land uses are needed.

Review of the City's design standards for local streets is also needed. The City requires a 37 foot wide local street, which is larger than what many communities require. Reduced widths of 32-34 feet would still provide adequate capacity for local street traffic volumes and the sporadic parking typically found on these types of streets. A reduced width standard should be also be considered for its contribution to lower traffic speeds, reduced hazard to pedestrians and bicyclists, lower cost of construction and maintenance, and less snow removal and storm water runoff.

NATURAL RESOURCES AND ENVIRONMENT

Protecting, preserving, and restoring waterways and land resources has been one of the area's greatest challenges, dating back to the earliest settlers. This environment, which has contributed so much to our lives and fortunes, now exists in a delicate state, dependent on responsible management practices for continued function and benefit.

Water Resources

Lake Winnebago, Little Lake Butte Des Morts, the Fox River, and the Neenah Slough make up the water resource pool in the Neenah area.

Lake Winnebago, Wisconsin's largest inland lake, provides year-round recreational opportunities. The lake is also the source of the City's municipal water supply. Water quality continues to improve, the result of a reduction in nutrient in-flows, and an increased awareness of the environmental risks of misuse. Today, the biggest threat to the lake is the intrusion of the Zebra Mussel and other exotic aquatic species. The rapid growth cycle and efficient water filtering capabilities of the Zebra Mussel poses the threat of sterilizing the lake, thereby upsetting its ecological balance.

Little Lake Butte Des Morts lies downstream of Lake Winnebago, and forms a portion of the north boundary of the city. This shallow-bed lake has experienced many water quality problems, most notably the high concentration of PCB-laden sediments. Efforts are underway to remove or encapsulate the sediments to eliminate them from the ecosystem.

Despite these environmental problems, the lake is a popular boating spot, and is a key link in regional efforts to create a Fox River water heritage corridor.

The lower Fox River, which flows from Lake Winnebago to the Bay of Green Bay, separates the mainland of the city from Doty Island. This powerful water source formed the foundation for the growth of the manufacturing base in Neenah and the Fox River Valley. In the earlier years, less sophisticated treatment and discharge practices created poor water quality conditions in this river system. However in the last 30 years, through aggressive clean-up efforts, the river has experienced one of the more dramatic water quality improvements in the nation. Today, a delicate balance of industrial, boating and sport fishing activities co-exist. The quality improvements that have been accomplished have created new challenges to the river--balancing a renewed interest in high value waterfront development with growing community interest for creating more public access and greenway corridors along the shoreline.

The Neenah Slough travels from the southwest corner of the city northward, where it flows into Little Lake Butte Des Morts. This eutrophic stream carries contaminants from upstream agricultural lands, from storm sewer outfalls, and from construction site runoff and industrial discharges. Most of the lands adjacent to the Slough are held in private ownership, thereby limiting public access to this natural waterway.

Environmental Land Resources

The major environmental land features in Neenah include wetlands, floodplains and shoreland buffer areas. These features perform many functions, including stormwater drainage, floodwater storage, pollutant entrapment, groundwater recharge, and wildlife habitat. They also enhance the urban aesthetics by providing desirable greenspace. These areas are primarily located along the shores of Lake Winnebago and the Neenah Slough. As a group, they are designated as "environmentally sensitive" by the East

Central Wisconsin Regional Planning Commission. No sewer development is allowed to encroach into these areas.

UTILITY SYSTEMS

The physical well-being of the community is dependent upon the provision of a safe and ample source of water and a network of sanitary and storm water disposal lines. The growth of the city has been directed by the arrangement of water and sewer lines. As the community has grown, additional trunk lines have been added to both systems and treatment, distribution, and discharge capacities have been increased. Future growth and development will be dependent upon the ability to expand the infrastructure in an efficient and cost effective fashion.

Water Supply System

Lake Winnebago is the source for Neenah's municipal water supply. The treatment plant, located at South Park Avenue and Fairview Avenue, was originally built in 1890. Several additions and remodeling projects have been completed since then, including the current multi-year upgrade, which when completed in 1997, will bring the plant into compliance with the Federal Clean Water Act and will ensure capacity for future growth.

The water plant has current capacity for 12.0 million gallons per day. Capacity will be increased to 16.0 million gallons per day by 1997. Average daily use is 5.0 million gallons per day. A looped-line distribution system provides water at consistent pressures to both residential and business customers. Plans are in place to add a new 500,000 gallon elevated tank in Southpark Industrial Center in 1998. An additional 500,000 gallon elevated tank is planned near Memorial Park when growth further west requires added pressure and capacity.

As a result of the aggressive maintenance and upgrading of the treatment plant and the distribution system, it is projected that sufficient capacity exists to meet demand through the year 2020.

Sanitary Sewer System

The City of Neenah's sanitary sewer system provides collection and discharge to the regional Neenah-Menasha Treatment Plant, located on Doty Island in Menasha. The plant was originally constructed in 1938. A major addition and upgrade project was completed in 1987. Given the rapid rate of growth in the area, the plant is already nearing design capacity. Expansion will be needed by the year 2000.

An extensive network of interceptors, mains, and lift stations provide service from individual properties to the treatment plant. Regular inspection and maintenance programs have kept this system in good operating condition. Interceptor lines and lift stations are oversized to accommodate growth through the year 2020.

Provision of sewer service to new growth areas is regulated by the Department of Natural Resources, through Sewer Service Area Plans adopted and administered by the East Central Wisconsin Regional Planning Commission (ECWRPC). The process involves assigning growth acreage allocations, based on population projections, to the jurisdictions served by the regional treatment plant. ECWRPC attempts to balance reasonable growth projections against treatment plant capacities, while promoting a compact, cost-effective development pattern in the urbanized Fox Cities area. This system of allocation for sanitary sewer extensions has been hotly debated among the communities in the area for the last 10 years. Concerns have been raised that the allocations assigned to some service areas are not sufficient to meet demand, and that the process fails to adequately manage proliferation of urban sprawl problems around some of the more rapidly developing areas of the Fox Cities. On-going disagreements over the effect of the allocation on growth opportunities in both cities and adjoining townships are also common.

Clear water inflow and infiltration is an on-going maintenance concern of the sewer system. The discharge of large quantities of clear water to the treatment plant reduces capacity and increases operating costs. The City of Neenah is undertaking a major initiative to locate and eliminate sources of inflow and infiltration. Several problem areas have already been identified and corrected.

While the backbone sewer system has sufficient capacity to the year 2020, the City of Neenah needs an updated sewer extension plan. The current plan was adopted in 1967 and updated in 1972. The City has since grown outward to the geographic limits of the old plan. A new plan would identify the most cost-effective method for serving future development while avoiding unplanned sewer extensions. The plan would identify the best sequencing of future extensions and would give direction on the desired density/type of land uses in particular growth areas.

Storm Sewer System

Storm water runoff in Neenah is collected and discharged to Lake Winnebago, the Fox River, Little Lake Butte Des Morts, and the Neenah Slough. While the present system handles most routine storm water events and seasonal runoff, some areas of the City occasionally experience localized flooding. As more farmland is converted to urban uses, water runoff captured by the storm sewer system is increasing while system capacity is diminishing.

The City of Neenah has no comprehensive storm sewer plan. Because of the complexity and lasting impacts of the system, such a plan will be a critical tool to ensure orderly, planned growth in the future. The plan should identify the most efficient and cost-effective means to serve development. The use of natural and man-made retention areas and natural drainage corridors should also be explored.

PARKS AND OPEN SPACE

The City of Neenah has established itself as a community committed to the development of a variety of parks, open space and recreation facilities for its residents. The existing park system is comprised of 20 facilities, geographically dispersed throughout the community (See Figure 3). These facilities serve a diverse cross-section of residents interested in a broad spectrum of recreational opportunities.

The following profile and analysis summarizes the information contained in the 1993 *City of Neenah Park and Recreation Plan*.

Park Development Standards

Communities plan for park facilities based on generally accepted standards. The use of standards provides a means to evaluate and gauge the adequacy of facilities, and ensures proper mix and geographic distribution. The standards evaluation process is based on the classification of park facilities by type and function. Neenah's parks are classified based on the following categories:

- **Neighborhood or Playground Park:** These parks provide an opportunity for residents of a neighborhood to enjoy an open space facility within walking distance of their homes. These parks generally serve a 1/2 mile radius, and provide small play areas, playground equipment, athletic fields and courts, open space, picnic areas and passive activity areas.
- **Community Park:** These parks offer a mix of active and passive recreational opportunities for the entire community. They are generally much larger than neighborhood parks and provide more facilities, including large playfields for organized leagues. An appropriate service area is a 1.5 mile radius.
- **Large Urban Parks:** These parks often provide the same opportunities as a community park, but are designed to serve the entire community in addition to being the site of regionally significant events.
- **Special Use Parks:** These parks are designated based on some special feature or facility not commonly found at a typical park. Examples within Neenah include Recreation Park, which is home to the community pool; Wilderness Park, which is a large wetland complex; and Shattuck Park, which provides a deep-water boat launch.

FIGURE 3



■ Schools
■ Parks

NEENAH PARK AND SCHOOL SITES

Inventory

The City of Neenah owns and maintains 20 park facilities that offer 248 acres of recreational opportunity. An inventory of these facilities follows:

Park	Type	Size (Acres)
Arrowhead	Function Awaiting Soil Analysis	19.5
Baldwin Park	Neighborhood	2.90
Bill Miller Park/Trail	Neighborhood	5.00
Columbian Park "The Green"	Neighborhood	1.60
Cook Park	Neighborhood	1.80
Doty Park	Neighborhood	9.75
Douglas Park	Neighborhood	4.30
Fresh Air Park	Neighborhood	1.68
Island Park	Neighborhood	2.50
Kimberly Park	Special Use - Lake Access	3.50
Laudan Park	Neighborhood	2.00
Memorial Park	Large Urban	100.00
Quarry Park	Neighborhood	5.00
Recreation Park	Special Use - Community Pool	8.33
Riverside Park	Community	19.85
Shattuck Park	Special Use - Boat Launch	1.60
Southview Park	Community	27.40
Tolverson Corner	Special Use - Open Space	8.50
Washington Park	Neighborhood	11.50
Wilderness Park	Special Use - Wetland/Wildlife Area	19.45

In addition to the park and greenspace facilities provided by the City, 11 public school facilities provide an estimated 70 acres of playground equipment, tennis courts, basketball courts, baseball, football, and soccer fields, running tracks and large open areas. Even though access is restricted to those facilities, they do play an important part in meeting the outdoor recreational needs of the community. The following is a survey of these facilities and the estimated outdoor recreation area provided:

School Site	Open Spaces (Acres)
Coolidge	3.00
Hoover	2.50
Kensington Soccer Fields	3.00
Lakeview	4.65
Roosevelt	1.25
Taft	2.25
Tullar	4.25
Washington	0.70
Wilson	1.00
Horace Mann Middle School	2.50
Shattuck Middle School	16.90
Neenah High School (Armstrong Campus)	28.00

Based on established standards, Neenah's parks system compares favorably, with 10.50 acres of land per 1,000 persons. By standards, the park system has acreage shortages in neighborhood and community facilities. If special use parks and school grounds are included in the comparison, the system comes much closer to meeting the standards:

<u>Park Type</u>	<u>**Acres Provided</u>	<u>*Acres Provided Per 1,000 Population</u>	<u>Acres Recommended Per 1,000 Population</u>
Neighborhood	48.03	1.99	2.50
Community	47.25	1.96	3.00
Large Urban	100.00	4.15	5.00
Special Use	33.38	1.38	n/a

*Based on January 1, 1995 population of 24,104.

**Arrowhead Park is not represented in these figures.

Trail System

A 1992 community survey conducted by the City Park and Recreation Department revealed that interest and demand for trail development in Neenah is very high. Of the top five items that respondents stated should be added to the local parks system, three related to trail development (bike trails/routes, walking trails, jogging paths). Consequently, the Park and Recreation Commission has identified trail development as a top programming priority.

Neenah's first trail, the Bill Miller Park and Trail, is an integrated greenway within the Mahler Farm subdivision. This one mile trail is currently under construction, and is expected to open in early 1996. It will provide a paved surface to be enjoyed by rollerbladers, bicyclists, runners, and walkers. It could also serve as a model for the expansion and construction of similar trail systems within Neenah.

Another potential trail system that could be explored would be along the Neenah Slough. The City currently owns two access points along the Slough, at Washington Park and Baldwin Park. The remaining land needed to make up a trail would have to be obtained through easements and/or direct purchase.

Future Trends

The Park and Recreation Commission has identified future parkland acquisition as its top priority. Discussions have been conducted with the Neenah Plan Commission on the best means to incorporate park planning into the process of reviewing specific subdivision plans, to ensure integration of greenspaces in new neighborhoods.

Planning and development of trail systems to serve the community and points beyond will also continue in the future. The growing demand for trails to accommodate biking, jogging, walking, rollerblading, cross-country skiing and other activities is a result of changing lifestyles. Not only are persons becoming more health and fitness conscious, more demands on what formerly was leisure time have produced a shift away from participation in organized recreation leagues to activities that can be enjoyed at times most convenient to the individual or family.

COMMUNITY IMAGE

Community image is the combination of the many impressions an individual gains from the people, the architecture, the natural environment and the general appearance of a city. The physical image of our city carries tremendous importance in the development of a quality community. To those who live here, an attractive community creates a sense of place and civic pride, and instills the confidence to reinvest in and maintain individual properties. To those who visit, their first impression of the community shapes their long term opinions and perceptions of Neenah.

A formal Community Image Plan for Neenah has never been prepared, although the aims of one have been practiced for a number of years through regulatory standards of the Zoning, Subdivision, and Sign Codes, site plan and plat reviews, landscaping guidelines, tree planting programs, wayfinding signs, historic preservation efforts, and neighborhood redevelopment programs.

The appearance of the community furthers the quality of life. Among the main reasons that people have moved to or stayed in Neenah is the attraction of the physical attributes of the community: its lakes and rivers; quiet, tree-lined streets; well-preserved older neighborhoods; inviting public places and spaces (Riverside Park, Doty Park, Memorial Park, the Kimberly Point Lighthouse, the Old Clocktower, and the *Playing in the Rain* sculpture are good examples).

Among urbanists and futurists that are projecting what life may be like in 21st Century cities, most agree that a quality community will sustain a sense of place and belonging for its residents. Neenah is taking steps toward that purpose with several key initiatives.

A community wayfinding signage program has been initiated. Designed with an attractive visual image and common theme, directional signs are being installed in a pattern radiating outward from the downtown area. This multi-phase project will provide signage to direct visitors and residents to key areas and destinations in the community.

The Future Neenah Development Corporation, a private not-for profit community organization, has established community beautification as a priority project. In cooperation with the planning efforts of the City of Neenah, the FNDC has engaged a private consultant to evaluate the community's physical landscape and to recommend a program of activities that could create and sustain a positive visual image. This study will address beautification issues that could have community-wide impact. Specific attention will be given to developing strategies for beautifying the five major entrances to the city and the adjoining business and residential neighborhoods.

Community image has also been promoted through the sponsorship of local festivals and events. CommunityFest, Jazz Fest, Street Ball Challenge, The Farmers Market, and the Fox Cities Marathon offer opportunities for residents to celebrate together the reasons why we like to live here.

PLANNING ISSUES

The following are the major land use planning and development issues that have been derived from an analysis of the *Community Profiles and Conditions Report*. The issues and challenges offered should be addressed in the comprehensive planning process as the community prepares for the year 2020.

Changing Demographics: How will a changing and aging population affect community planning for facilities, services, and housing?

Economy: What steps should the community take to provide a diversified economic base that can succeed in the new global market? What will be the impact of increased national/international ownership of local companies?

Housing: What measures should be taken to provide the proper mix of housing types to meet the needs of changing households and age structure?

Future Neighborhoods: How will land use planning and service delivery be affected by the trend of clustered, mixed-use neighborhoods?

Planned Growth: How will the community continue to balance the promotion of new growth areas while sustaining healthy older neighborhoods?

Industrial Growth: In what locations within the 2020 Planning Area should future industrial growth occur?

Fringe Area Growth: What constraints must be removed to ensure that all future growth within the 2020 Planning Area is orderly and well-designed? What should be done to improve the working relationship with adjoining townships?

Traffic: What steps should be taken to improve traffic circulation throughout the community? Will the community accept street design standards that promote safer access to and from commercial properties? What street design standards should be incorporated into residential neighborhood planning?

Surface Water: What obstacles must be overcome to improve the quality of our surface water resources? How can we maximize recreational opportunities along and on our water resources?

Utilities: What factors will affect the ability to provide efficient and cost-effective sewer and water extensions to future growth areas? How can the capacity of the existing storm sewer system be improved?

Pedestrian and Bike Routes: What must the community do to develop a comprehensive system of multi-use recreation pathways?

Community Beautification: How should planning policies and development review standards be modified to incorporate beautification into the project approval process? What steps should be taken to enhance the appearance of the city's entrances and main traffic corridors?

Table 1
Population Trends, 1960-1995

	1960	1970	1980	1990	1995
Neenah	18,057	22,902	22,432	23,219	24,104
Metro	231,900	276,948	291,369	317,650	334,000

Source: U.S. Census Bureau
Official Population Estimates, Wisconsin Dept. of Admin.

Table 2
Average Number of Persons Per Household

	Neenah	Metro	State
1970	3.36	3.41	3.22
1980	2.74	2.79	2.75
1990	2.56	2.60	2.61

Source: U.S. Census Bureau

Table 3
Population by Age Group, 1980, 1990, and 2000 (Projection)

Age Group	1980	1990	% Change 1980-1990	2000	Projected % Change 1990-2000
Under 5	1,684	1,855	10%	1,366	-26%
5-9	1,718	1,941	13%	1,495	-23%
10-14	1,985	1,724	-13%	1,632	-5%
15-19	2,225	1,431	-36%	1,790	25%
20-24	2,009	1,421	-29%	1,805	27%
25-34	3,606	4,368	21%	3,402	-22%
35-44	2,512	3,481	39%	3,463	1%
45-54	2,309	2,265	-2%	3,397	50%
55-64	1,967	1,898	-4%	2,381	25%
65-74	1,366	1,530	12%	1,829	19%
75 and over	1,051	1,305	24%	1,554	19%
Total	22,432	23,219	4%	24,114	4%

Source: U.S. Census Bureau, East Wisconsin Reg. Planning Commission,
Mooney LeSage Group.

Table 4
Households by Type, 1980 & 1990

Household Type	1980	1990	% Change
Single Person	1,831	2,257	23%
Couple w/out Children	2,240	2,620	17%
Couples w/Children	2,895	2,651	-8%
Single Persons w/Children	538	698	30%
Other Households	608	798	31%
Total	8,112	9,024	11%

Source: U.S. Census Bureau

Table 5
Housing Units By Type, 1980, 1990, 1994

Type	1980	1990	1994
Total Units	8,310	9,261	9,372
Owner-Occupied	5,667	6,058	6,227
Homeowner Vacancy Rate	1.1%	1.1%	1.1%
Renter-Occupied	2,445	2,966	3,156
Rental Vacancy Rate	2.1%	2.1%	2.1%

Source: U.S. Census Bureau, City of Neenah

Table 6
Population and Household Projections
2000-2020

Year	Projected Population	Projected Households
2000	24,114	10,378
2005	24,210	---
2010	24,138	---
2020	23,776	---

Source: East Central Wisconsin Regional Planning
Commission, Mooney LeSage Group.

**Table 7
Labor Force Profile**

	City of Neenah		Metro Area	
	Labor Force	Unemployment Rate	Labor Force	Unemployment Rate
1990	13,200	4.0%	166,700	4.3%
1991	13,400	5.1%	175,700	5.3%
1992	13,900	4.7%	182,100	4.9%
1993	14,600	4.5%	202,900	4.2%
1994	15,202	4.6%	211,268	3.9%

Source: Wisconsin Department of Industry, Labor, and Human Relations.

**Table 8
Employment By Industry
City of Neenah 1990**

Classification	Percent of Labor Force
Manufacturing	39.5%
Retail/Wholesale Trade	17.7%
Services	29.1%
Finance/Insurance/Real Estate	5.1%
Construction	3.9%
Transportation/Communication	4.7%

Source: U.S. Census Bureau

**Table 9
Per Capita Income, 1980 and 1989**

	1980	1989	% Change
Neenah	13,434	16,129	20%
Metro Area	10,652	12,244	15%

Source: Wisconsin Dept. of Revenue

**Table 10
Median Household Effective Buying Income
1987-1993**

	1987	1990	1993
Neenah	28,818	30,683	38,805
Wisconsin	26,318	28,792	35,849

Source: Sales and Marketing Management, "Survey of Buying Power".

Table 11
Major Employers, 1994

Company	Produce/Service	Employees
Plexus Corporation	Computer Products Mfg.	1,980
Kimberly-Clark Corporation	Paper Products	1,873
Theda Clark Regional Medical Center	Health Care	1,350
Menasha Corporation	Printing & Container Mfg.	1,065
Neenah Foundry Co. Inc.	Cast Metal Products	959
American National Can Co.	Flexible Pkg. & Carton Mfg.	680
Neenah Joint School Dist.	Education	679
P.H. Glatfelter Co.	Paper Products	426
Bergstrom Corporation	Hotel, Auto Sales & Service	302
James River Corporation	Plastics & Paper Mfg.	300
LaSalle Clinic S.C. of WI	Health Care	280
City of Neenah	Municipal Government	233
Eggers Industries, Inc.	Wood Products	195

Source: City of Neenah

Table 12
City Equalized Value Growth
1985-1994

Year	Equalized Valuation
1986	619,076,979
1987	625,135,631
1988	651,866,000
1989	685,362,700
1990	728,789,500
1991	771,322,000
1992	825,676,300
1993	894,646,600
1994	980,346,000
1995	1,052,207,000

Source: City of Neenah

APPENDIX II

Neenah 2020
W I S C O N S I N

Community Opinion Survey Results

November 1995



NEENAH COMMUNITY OPINION SURVEY RESULTS

A. Please indicate your opinion on the following issues.
(Check one answer for each issue.)

	Strongly Agree	Agree	Disagree	Strongly Disagree
1. More job opportunities are needed in Neenah.	18%	61%	20%	2%
2. Residents are well-informed about City government activities and issues.	3%	54%	33%	10%
3. City involvement in attracting new businesses and jobs should be continued.	29%	63%	7%	1%
4. The condition of housing in your neighborhood has declined in the past 5 years.	7%	17%	59%	17%
5. Crime is becoming more of a concern to you and your family.	46%	45%	7%	1%
6. Entrances to the City should be made more attractive.	13%	43%	39%	5%
7. Recreation trails for bikes, rollerblades and walking are needed in Neenah.	34%	44%	19%	4%
8. There are adequate retail shopping opportunities in Neenah.	5%	36%	37%	22%
9. More restaurants are needed in Neenah.	25%	39%	31%	5%
10. The City should investigate providing more services jointly with adjoining townships and/or the City of Menasha to be more efficient and to save money.	29%	54%	14%	4%
11. The City of Neenah should provide expanded public health services to more people who have a financial hardship.	17%	42%	34%	6%
12. There is a sufficient amount and variety of rental housing in the community.	11%	67%	19%	4%
13. City government is doing a good job of preparing Neenah for the future.	7%	72%	16%	6%
14. Senior citizens are provided with an adequate level of health care services.	6%	67%	24%	3%
15. Streets throughout the City are generally in good condition.	3%	72%	17%	8%
16. Neenah is growing at a comfortable pace.	5%	81%	11%	3%

		Strongly Agree	Agree	Disagree	Strongly Disagree
17.	Providing public bus service in Neenah is important.	17%	61%	19%	3%
18.	Senior citizens are well-served with social/recreational facilities and programs.	4%	66%	27%	3%
19.	Air and water quality is better now than it was 10 years ago.	5%	69%	21%	5%
20.	City-sponsored recreation programs and activities are affordable and accessible.	9%	79%	10%	2%
21.	City parks are conveniently located near your neighborhood.	21%	72%	6%	1%
22.	An adequate amount of public parking is available in the downtown.	6%	67%	21%	6%
23.	Railroad crossing delays at Main Street affect you and your family regularly.	35%	24%	33%	7%
24.	Railroad crossing delays at Cecil Street affect you and your family regularly.	47%	27%	22%	4%

B. We would like to know if you support or oppose each of the following ideas or projects which the City of Neenah may promote or participate in.
(Check one answer for each idea.)

		Strongly Support	Support	Oppose	Strongly Oppose
25.	Continued City-assisted redevelopment of deteriorating business and residential areas.	17%	67%	13%	3%
26.	More landscaping along major streets.	9%	46%	41%	4%
27.	Continued City development of Industrial Parks.	14%	67%	16%	4%
28.	Continued City funding for new parkland acquisition.	12%	53%	31%	4%
29.	Continued public bus transportation even if the City's cost increases.	8%	53%	32%	7%
30.	Provide City funding to build and operate a Senior Citizens Center.	13%	54%	28%	6%
31.	Provide City funding to assist in creation of a Teen Activity Center.	22%	48%	26%	4%
32.	Provide periodic hazardous waste disposal service.	28%	65%	6%	1%
33.	Continue historic preservation initiatives	13%	65%	20%	2%

**C. Please rate each of the following City services or facilities.
(Check one answer for each service or facility.)**

*I am willing to pay more to
improve this service.
(Check One)*

	Good	Fair	Poor	Don't Know	✓ Yes	✓ No
34. Garbage and recyclable pick-up.	80%	17%	3%	0%	<u>18%</u>	<u>82%</u>
35. Leaf and brush pick-up	50%	34%	14%	2%	<u>19%</u>	<u>81%</u>
36. Snow removal from City streets.	43%	35%	20%	2%	<u>25%</u>	<u>75%</u>
37. Sidewalks adequately located for safe travel in the City.	61%	31%	6%	2%	<u>18%</u>	<u>82%</u>
38. Public bus transportation.	38%	28%	5%	29%	<u>17%</u>	<u>83%</u>
39. Maintenance and appearance of the City's parks.	80%	18%	1%	1%	<u>21%</u>	<u>79%</u>
40. Neighborhood Watch and other crime prevention programs.	24%	34%	19%	24%	<u>53%</u>	<u>47%</u>
41. City recreation programs.	53%	31%	5%	12%	<u>27%</u>	<u>73%</u>

D. Please answer the following questions about yourself. This information will be used only to compare people's answers. It will not be used to identify you in any way.

Look at the map on the right. In which of the numbered areas of the City do you live?

- | | | | |
|------------|------------|------------|------------|
| 1. Area #1 | <u>8%</u> | 4. Area #4 | <u>26%</u> |
| 2. Area #2 | <u>16%</u> | 5. Area #5 | <u>16%</u> |
| 3. Area #3 | <u>16%</u> | 6. Area #6 | <u>18%</u> |

What is the age of the "head" of your household?

- | | | | |
|-------------|------------|------------|------------|
| 1. Under 25 | <u>2%</u> | 3. 46-65 | <u>28%</u> |
| 2. 25-45 | <u>47%</u> | 4. Over 65 | <u>24%</u> |

Do you have children (under age 19) living at home?

- | | | | |
|--------|------------|-------|------------|
| 1. Yes | <u>41%</u> | 2. No | <u>59%</u> |
|--------|------------|-------|------------|

APPENDIX III

Neenah 2020
W I S C O N S I N

TRAILS TASK FORCE REPORT

February 1997



Recent trends have indicated people are becoming more health and fitness conscious while at the same time additional demands are being made of their time. This has produced a shift away from participation in organized recreation leagues to activities that can be enjoyed at times most convenient to the individual or family. As a result, there is a growing demand for trails to accommodate biking, jogging, walking, rollerblading, cross-country skiing and other activities in response to these changing lifestyles.

The interest in developing a trail system within Neenah first became apparent as a result of a 1992 community survey conducted by the Parks and Recreation Department. Of the top five items that respondents stated should be added to the local parks system, the following three related to trail development -- bike trails/routes, walking trails and jogging paths. The 1996 Neenah Community Opinion Survey supported this finding by indicating a 78% approval rating for the development of trails. The need to develop a comprehensive trail system plan was further crystallized in the report of the Vision 2020 Committee which stated the following:

Residents of Neenah will enjoy the benefits of an integrated greenspace system that features traditional parks and open space areas, public waterfront developments, and a series of trails, paths, lanes and routes for non-motorized travel through the community and to points beyond.

In response to this "vision", the Trails Task Force was formed. The Task Force is comprised of eleven City residents who represent both a broad geographic and special interest cross section of Neenah. The report that follows is the result of the Task Force's effort to bring vision to reality.

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NEENAH TRAILS TASK FORCE MEMBERS

GLENN BRILL

SCOTT BROWN

TED GALLOWAY

TERRY GANT

HAROLD GINKE III

TOM JENSEN

PAUL MYERS

PAUL OLSON

GINNY SUECHTING

LYNN WHITE

CITY STAFF:

CHRIS HAESE

GERRY KAISER

RECOMMENDATIONS

The Neenah Trails Task Force recommends the following:

- The implementation of the recommended policy changes to further encourage the development of a trails network
- The implementation of the proposed on-street trails in prompt order to address the current demand for these types of trails and to continue to build support for an overall trail system
- The implementation of those on-street changes necessary to facilitate the on-street trail system
- The development of off-street trails in a systematic approach by outlining a schedule of implementation in the Neenah Capital Improvements Program budget
- The development of a marketing and education program to encourage the use of the trail in a safe manner

BACKGROUND

TRAIL ROUTE SELECTION

The primary goal of the Trails Task Force was to develop a system of trail routes through the City, both on-street and off, that would provide the residents of Neenah a safe means to enjoy non-motorized travel for both recreational and transportation purposes.

The Task Force initiated the planning of the trail system by first identifying destinations of non-motorized travel. The areas people travel include: schools, public parks, employment centers, and commercial areas. Using this information, each of the Task Force members provided their "vision" of a trail system, in map form, that would serve the non-motorized traveler. These maps were compiled and tabulated. The routes selected by the majority of the Task Force were transferred to a master map. With few exceptions, the routes selected fell within one or two blocks of the identified destination areas and also met the minimum spacing guidelines of having a trail within a 15 minute walk of every home in Neenah.

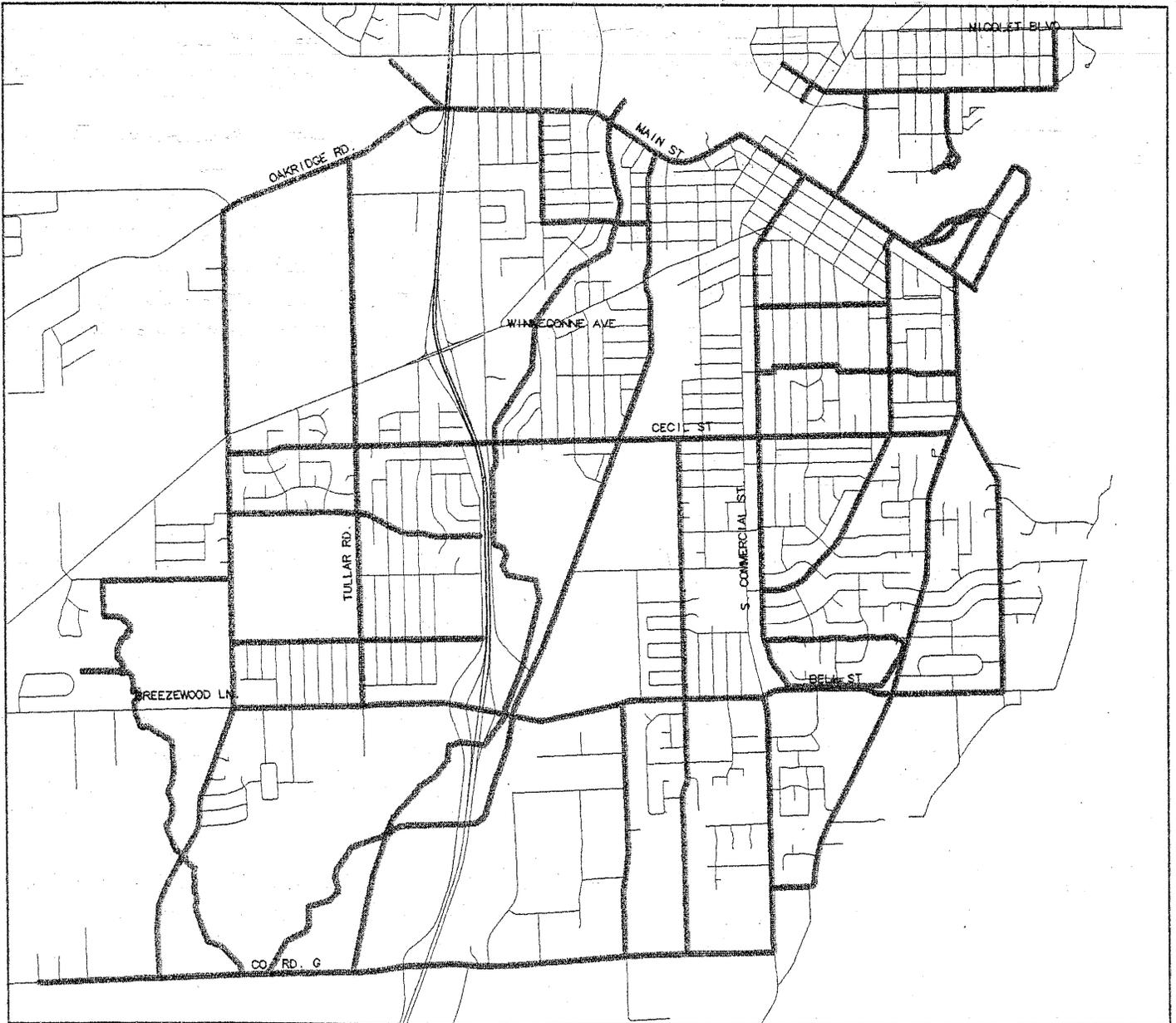
On-street routes were evaluated using a scoring matrix of street width, traffic volumes and traffic speeds to determine a comfort level (or safety level) for an on-street trail user. If the proposed trail segment met the minimum level, or if improvements could be made such that its comfort level could be raised, the street was designated as an on-street trail route. If the evaluated street segment did not meet the minimum comfort level, and could not be improved such that it would meet the level, the street segment was removed from consideration as a trail route.

Off-street trails were also identified as part of the "vision" process and were included on the master map. Evaluation was limited to a cursory review since more detailed analysis will be required to determine the exact location, design, costs, funding sources and overall feasibility of each off-street trail segment.

The end result of this effort is the recommended Neenah Trails Map which follows. The map represents approximately 25-30 miles of on-street routes and 5-10 miles of off-street trails.

FIGURE D1

NEENAH ACCESS TRAILS SYSTEM



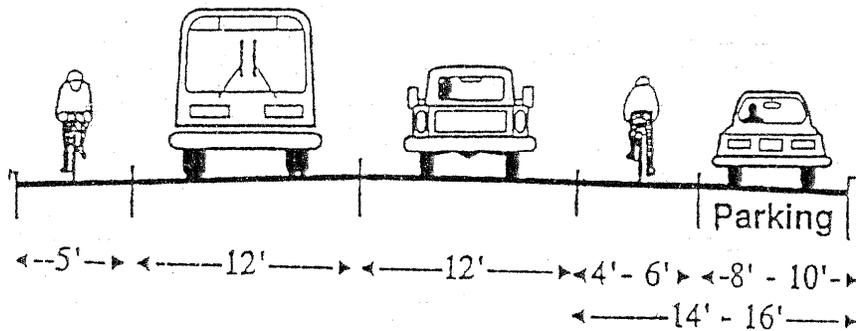
DEVELOPMENT STANDARDS

The Trails Task Force recommends the following set of design criteria be utilized and met whenever possible in the development and implementation of a trail system throughout Neenah. The criteria take multiple user types, skill levels, and most importantly safety, into consideration.

Minimum Width

On street trails that allow users to flow with traffic should provide a minimum width of 5 feet. The 5 foot width should be free of drainage grates, longitudinal joints, or other impediments. When on-street parking is allowed, a combination parking/trail area should have a minimum width of 14 feet from the curb face to the vehicular travel lane (see diagram "A"). On-street trails flowing against traffic should not be encouraged.

Diagram "A"



Off-street trails can be constructed to function as a two-way route. They should have a minimum width of 10 feet. In locations where wheeled traffic is expected to be low and pedestrian traffic will only be occasional, the width can be reduced to eight feet.

Vertical Clearance

Both on-street and off-street trails should provide a minimum vertical clearance of eight feet.

Slope

A 5% maximum slope allows for a relatively flat trail which can be utilized by most skill levels. On-street trail slopes will be determined by the street grade.

Stopping/Sight Distance

The stopping and sight distance minimum are dependent on grades and design speeds of each trail segment, however, in almost all cases, a minimum of 125 feet should be provided.

Lighting

Off-street trails should have sufficient lighting to adequately illuminate a majority of the trail. Existing street lighting should be sufficient to illuminate most on-street trails, however, each trail route should be evaluated for additional lighting needs.

Spacing

The location of multi-use trails should be such that each Neenah home is within a 15 minute walk, or 1/2 mile from a designated trail. In addition we should strive to implement trails on all of Neenah's collector and arterial streets when conditions allow.

Sidewalk

On-Street trails should be paralleled with a sidewalk system to accommodate non-wheeled travel.

Striping

Striped on-street trails should be delineated with a pavement stripe of at least eight inches in width.

DEVELOPMENT COSTS

The cost to develop a trail segment varies considerably between an on-street trail segment and one that is built off-street (See Table I). The on-street trail is much easier and less costly to implement because necessary infrastructure is already in place. Frequently, the only item that needs to be added to an on-street trail is signage and perhaps lane striping when it is warranted. With these two items, the overall cost to implement a striped, on-street trail is approximately \$1000.00 per mile.

An off-street trail is more difficult to implement due to the construction costs involved. A ten foot wide trail would cost approximately \$11.00 per foot for construction costs, \$1.00

per foot for signage and miscellaneous costs, and another \$10.00 per foot if lighting is required, making the overall cost \$22.00 per foot or \$116,160.00 per mile of off-street trail. The cost for an off-street trail could increase considerably if land acquisition is required, however, the Department of Natural Resources has a favorable record in providing up to 50% of the cost for both trail construction and land acquisition. There has also been some indication of financial support for these types of trails from local citizens and the private sector.

TABLE I

On-Street Trail Development Costs -- per mile of trail		
Signage & Misc. items - \$0.07 per foot		\$369.60
Striping - \$0.12 per foot		<u>\$633.60</u>
Total		\$1003.20 per mile
Off-Street Trail Development Cost -- per mile of trail		
Signage & Misc. items - \$1.00 per foot		\$5280.00
Construction - \$11.00 per foot	\$58080.00	
Lighting - \$10.00 per foot		<u>\$52800.00</u>
Total		\$116,106.00 per mile

In addition to development costs, the maintenance of the trail facilities also needs to be considered. The costs of an on-street trail would typically be insignificant as most of the maintenance is handled through regular street maintenance, however, the level of maintenance may have to be increased to insure a safe surface for non-motorized travel. Off-street trails on the other hand would require additional expense in the form of additional man hours for snow removal during the winter months.

IMPLEMENTATION

POLICY REVIEW

The Trails Task Force recommend the following ordinances or policies be modified as follows to encourage the development of trails throughout Neenah:

Subdivision Ordinance

The Neenah Subdivision Ordinance should be modified to encourage owners and developers of subdivisions to include off-street and on-street trails within the proposed development. The land area for off-street trails should be eligible for dedication to the City and the value of such land applied towards the required subdivision fee. Trail linkages should also be encouraged as part of the subdivision plat approval by being identified at the time of preliminary plat approval. Streets designated for future sidewalks should also be constructed in such a fashion that they can accommodate a parallel on-street trail.

Zoning Code

The Neenah Zoning Code regulating commercial, multifamily and industrial developments should be modified to require ancillary facilities for non-motorized travel in high density multifamily developments, restaurant sites, retail centers and work centers.

Capital Improvements Program - Public Works

Streets proposed for construction or reconstruction should be evaluated for their potential as on-street trail routes. All arterial and collector streets should be constructed with adequate width to accommodate on-street trails and pedestrian walkways. Pavement materials and construction practices should be such that they encourage the use of these new streets as trail routes.

Public Works Department - Operations

The annual street sweeping program should place a higher priority on those streets designated as on-street trails. These routes should be the first to receive sweeping in the spring of each year. Additional maintenance may also be required to insure a safe surface for the non-motorized user.

Sidewalks

Sidewalks should be an integral part of a trail system, particularly adjacent to on-street trails. However, conditions of safety, traffic volumes, street width, traffic speeds, esthetics, environmental issues, and street function should all be considered before the sidewalks are implemented

ON-STREET CHANGES

The following improvements are needed to implement the trail network as proposed by the Trails Task Force.

Bayview Road

When this street is reconstructed in 1998 or 1999, a 37 foot wide street should be constructed from S. Park Avenue to Kensington Road. On-street parking should be prohibited to allow for the striping of two five foot bike lanes. Sidewalks should also be installed at this time. The street segment south of Kensington Road should be constructed as a 42 foot wide street to accommodate on-street parking on the west side of the street along the Kensington Soccer Fields.

Bell Street

The existing concrete medians should be removed from S. Commercial Street to Industrial Drive to allow for the striping of two six foot bike lanes. The medians at those intersections with traffic signals can remain to assist pedestrian crossing across Bell Street and to provide a secure location for the existing traffic signals. Two five foot bike lanes should be striped from S. Park Avenue to S. Commercial Street. From Industrial Drive to the proposed pedestrian overpass, an off-street path of at least five feet in width should be constructed along the north side of the street. From the proposed overpass to Gillingham Road, a minimum five foot path should be constructed and from Gillingham Road to Tullar Road a minimum 10 foot off-street paved trail should be constructed.

Breezewood Lane

This street is planned to be reconstructed from Tullar Road to Pendleton Road in 1999. At the time of reconstruction, a 57 foot wide street should be constructed to allow for two 12 foot travel lanes, two striped five foot bike lanes, and a large center median. Sidewalks should also be installed on both sides of the street at this time.

Cecil Street

An overlay is planned in 1997 for that portion of Cecil Street lying between S. Park Avenue and S. Commercial Street. On-street parking should be removed on one side of the street between Congress Street and Maple Street, and the centerline should be shifted to allow for the striping of two five foot bike lanes. Two five foot bike lanes should also be striped from Henry Street to Tullar Road. That portion of Cecil Street between Tullar Road and Pendleton Road should be monitored for the future possibility of removing on-street parking on one side of the street.

Harrison Street

An overlay between Bell Street and Jewelers Park Drive is planned for 1998 and a reconstruction is planned between Jewelers Park Drive and Fairwood Avenue for the same year. This overall section of street should be constructed as a 37 foot wide street to accommodate two six foot striped bike lanes. That portion of Harrison between Cecil Street and Winneconne Avenue should also be striped for two bike lanes. The portion between Winneconne Avenue and Main Street should be monitored to determine the impact to non-motorized travel as a result of the proposed Main Street Overpass.

Lakeshore Drive

Reconstruction of Lakeshore Drive is planned between 1999 and 2001. The possibility of an off-street pedestrian facility should be reviewed and considered at that time. Lighting should also be reviewed along this trail segment.

Main Street

Wide curb lanes and sidewalks should be included as part of this planned 1999 reconstruction and overpass project.

Maple Street

The stop sign at Maple Street and Orange Street should be changed to require Orange Street traffic to stop and Maple Street traffic to flow as the through street.

Marathon Avenue

Two five foot bike lanes should be striped on this street from Cecil Street to Bell Street. Striping south of Bell Street should be considered when Marathon Avenue is extended south of Castle Oak Drive.

Oak Street (Wayne Bryan Bridge)

The current striping on the bridge should be removed and replaced to allow for two four foot bike lanes and two 11 foot traffic lanes. Options for a separated non-motorized crossing should also be explored.

S. Park Avenue

On-street parking should be removed on one side of this street to allow for the striping of two five foot bike lanes. Sidewalks should be constructed along the entire stretch of street to complete the existing network.

Pendleton Road

This street, from Apple Blossom Drive to County Highway G should be constructed as a 57 foot wide street to allow for two 12 foot travel lanes, a striped five foot bike lane on the east side, a large center median and a 10 foot wide off-street trail along the west side. Sidewalks should also be installed on the east side of the street at the time of construction.

MARKETING & EDUCATION

The Trails Task Force recognized early in the development stages of this report the need to develop a plan to encourage the use of the proposed trails and to familiarize both users and non-users of the rules and etiquette associated with the use of a trail system. As a result, a public-private partnership is being formed between the City of Neenah, Future Neenah Inc. and other private firms to carry forward the marketing and educational needs of the proposed trail system.

FUTURE TRAILS

West Side Trail -- This proposed trail would utilize a scenic environmental corridor as it travels in a northwest direction from County Highway G and the Neenah Slough to Woodside Court. From Woodside Court a short extension to the east will bring the trail to Pendleton Road and the City's Memorial Park. Along its two mile route the trail will pass near the site of a proposed elementary school along Pendleton Road, the City's recently acquired west side park and the Town of Neenah's Keating Park. The trail may also provide access to other trails in this new west side park.

Neenah Slough Trail -- The trailhead would be at the junction of Main Street and the Neenah Slough and extend southwest along the Slough Corridor. The trail would pass through Washington Park, Baldwin Park and the Fox Point commercial district as it continues along the slough towards the Bell Street Overpass. From the overpass the trail would continue through an environmentally sensitive and very scenic area to the proposed County Highway G trail and the West Side Trail. The trail could also be extended from the north trailhead to Arrowhead Park and/or south of County Highway G where it could continue along the Neenah Slough. The issues involved with the implementation of this four mile length of trail include the difficulty with physically locating a trail along Bridgewood Golf Course and Jewelers Park Drive; gaining support of multiple property owners along the route, particularly north of Washington Park; and, providing a safe passage over the Bell Street Interchange.

Harrison Street - County Highway G Trail -- This trailhead would begin at the southerly terminus of Harrison Street, south of Bell Street. The trail would extend along an existing rail spur under State Highway 41 to the west side of Bergstrom Road. From this point the trail would continue to parallel the rail spur behind the P.H. Glatfelter and Menasha Corporation facilities eventually extending south to County Highway G. The trail could then link with the West Side Trail, the proposed County Highway G Trail or with the Neenah Slough Trail. The trail could also provide a linkage to the on-street trails planned for the South Park Industrial Center. Issues involved with the development of this trail may include the support of the Wisconsin Central Railroad, the State Department of Transportation and area industry. The overall length of this trail is approximately one mile.

Walnut Street Trail -- This trail will be constructed in 1997 in conjunction with the reconstruction of Walnut Street. The trail will begin at the northerly terminus of Maple Street (an on-street trail route is planned for Maple Street) and extend north to Wisconsin Avenue. The majority of the trail will lay within City owned right-of-way, while the last block between Doty Avenue and Wisconsin Avenue is owned by the Valley Inn Hotel. The overall length of this trail will be approximately 1/3 of a mile.

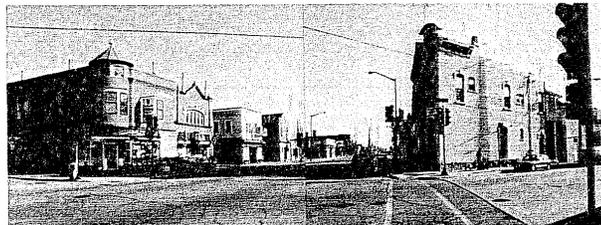
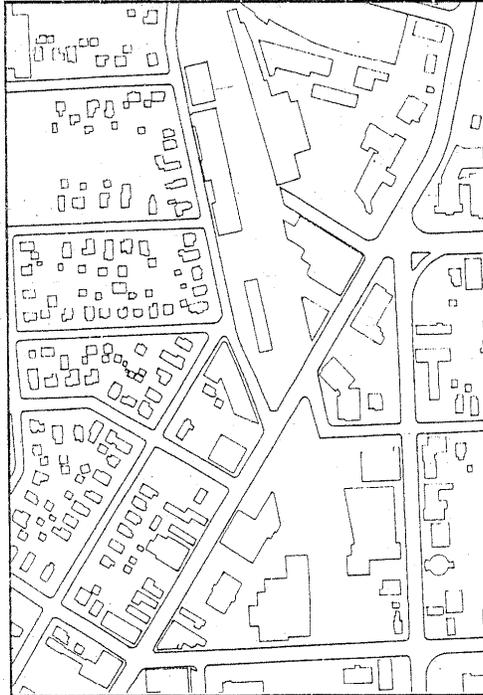
County Highway G -- This trail would extend along County Highway G from the current City limits to Winnebago County's WIOUWASH Trail. The on-road trail would provide a safe route for users wishing to access the popular county facility. The development of this trail segment would require at a minimum, the cooperation of Winnebago County.

West Side Arterial -- The West Side Arterial extending from Outagamie County to County Highway JJ at Pendleton Road is planned to have an off-street trail paralleling its route. By implementing the proposed Pendleton Road trail within the City, residents should have safe and easy access to the West Side Arterial Trail and the destinations along its route. A key to the success of this trail will be the implementation of major segments within the Towns of Neenah and Menasha.

County Highway A -- Winnebago County is planning a reconstruction of County Highway A from Oshkosh to County Highway Y. Along with this reconstruction, the County is also considering a road realignment between Oshkosh and Neenah. Regardless of the outcome, a feasibility study of a possible trail system along its route will be considered in the planning and design process. The implementation of a trail along this corridor will provide Neenah residents a safe and scenic route to points of interest south of Neenah as far as Oshkosh.

APPENDIX IV

DOTY ISLAND REDEVELOPMENT PLAN



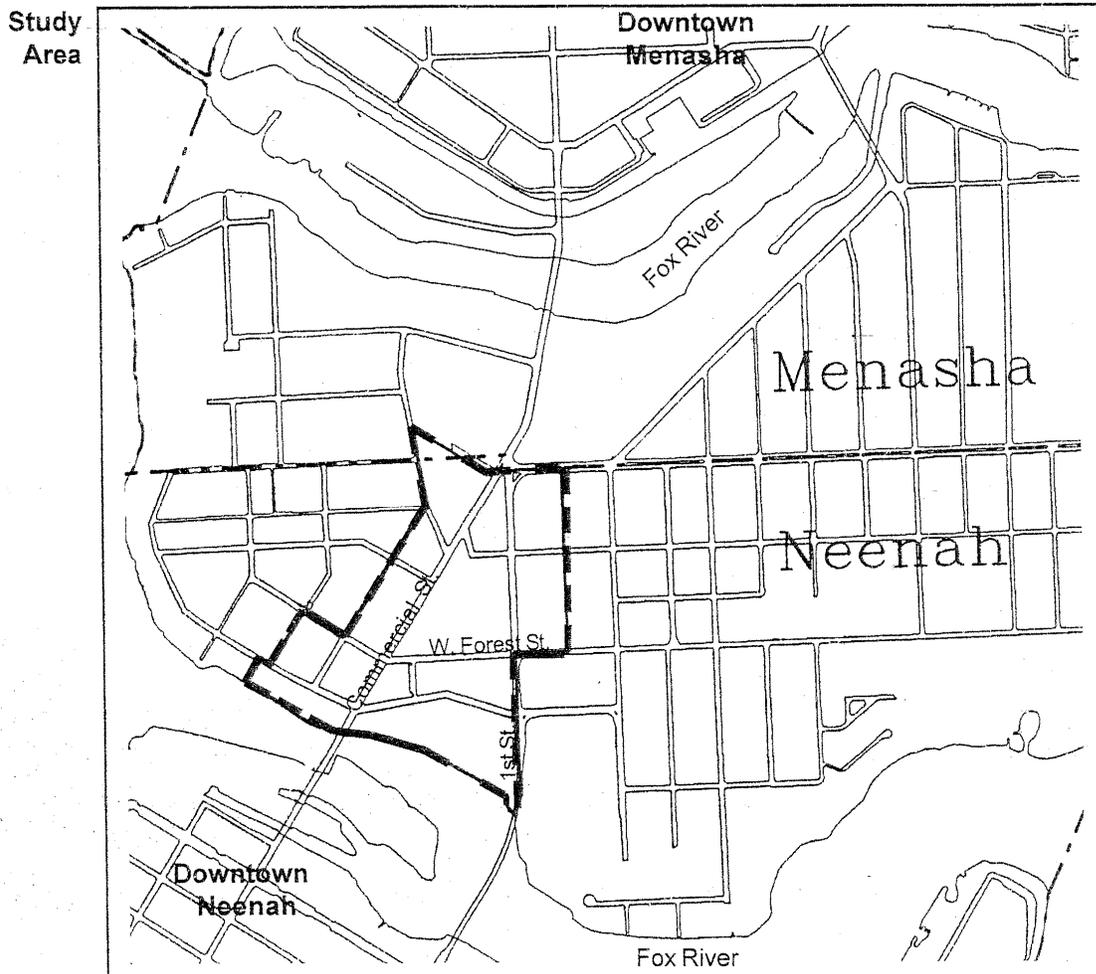
CITY OF NEENAH

January 1999

CREATING OPPORTUNITY

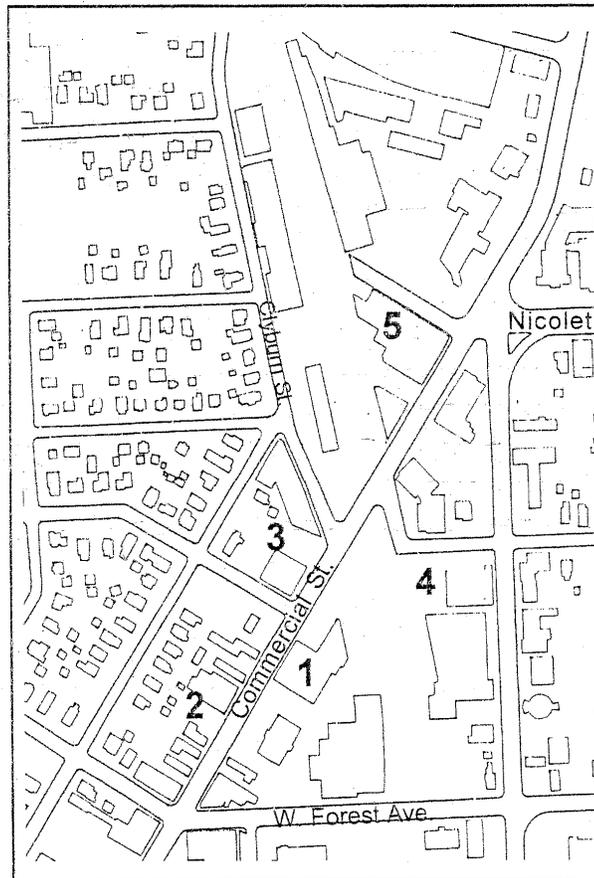
This report outlines and illustrates redevelopment opportunities on Doty Island. The Planning and Design Institute, Inc. and Hurtado Consulting LLC were hired by the City of Neenah to evaluate selected sites for redevelopment potential. The project team prepared options for the City based on input from city staff, Doty Island Development Council members, Doty Island residents, Menasha and Neenah officials and Neenah residents. An Economic Feasibility report accompanies this document.

Doty Island has a rich history of commercial activity, health care excellence and quality neighborhoods. The Island is located between downtown Neenah and downtown Menasha. It is separated from the main land areas of Neenah and Menasha by branches of the Fox River and Lake Winnebago to the east. The project sites are located on the two major arterials of the Island, Commercial Street which is a state highway, and First Street. Wisconsin Central Railroad has a line through the Island, which is adjacent to most of the study sites.



The goal of this project is to target a few sites for redevelopment that will serve as catalyst projects for future development. Creating a “destination” place is key to establishing an identity for Commercial Street. Doty Island has two significant businesses which bring over 1,000 people to the Island each day; Theda Clark Medical Center and the YMCA. Capturing these regional and local residents is critical to the success of the commercial and retail uses.

Doty Island



Sites

The City of Neenah selected five critical sites based on current conditions — vacant land or buildings, traffic and parking issues, image and proximity to other critical sites. They are:

1. Ludwig building/site
2. West side of Commercial Street between West Forest Avenue and High Street
3. West side of Commercial Street between High Street and Clyburn Street
4. Island Foods site
5. Remick Trucking building and Menasha Corporation storage buildings located off of Sanford Street

The PDI team evaluated each site in terms of existing buildings, circulation and parking, redevelopment opportunity, market issues and impacts, and proximity to other redevelopment sites. Input was gathered from City staff, committee members, Future Neenah, Inc., interviews with key property owners and a survey sent to Doty Island businesses and residents. Key issues raised in the interviews and surveys are summarized below (detailed results of the survey are located in the Appendix). Those interviewed included:

1. Terry Bomier – real estate broker
2. Craig Fink – DIDC member and Island resident
3. Mowry Smith – DIDC member and Island resident
4. Dick McCrory – DIDC member and Island resident
5. Bill Breider – YMCA Executive Director
6. Dr. Howard Kidd – LaSalle Clinic
7. Jim Hemes – DIDC member and Island alderman
8. Frank Stilp – retired real estate broker, business owner and Island resident

9. Fritz Wildeman – business owner
10. Mike Brazee – business owner and Island resident
11. Bill Mattes – alderman and Plan Commission member

Critical Site Issues

Site 1 — Ludwig Building

- may be difficult to restore, depends on the developer
- not practical for housing rehabilitation – too expensive
- office commercial possible with retail on first floor
- historical character along Commercial Street should be considered
- parking needs are critical and depend on the building use

Sites 2 and 3 — Commercial Street

- future status of reconstructing STH 114 (Commercial Street) – a tentative date of 2003-2004 has been established for this reconstruction project. When the Dept. of Transportation reviews the current conditions they will probably recommend four travel lanes and no parking on the street or limited parking.
- 16,000+ vehicles a day travel on Commercial Street
- truck traffic and access on and off of the street is critical
- overall identity of the area needs to be improved
- status of Jr. Achievement building uncertain
- relocation costs for existing commercial tenants and residential lots need to be studied

Site 4 — Island Foods

- manufacturing buildings on First Street will remain manufacturing
- Island Foods site may be better utilized as commercial due to the proximity to the manufacturing buildings and the railroad unless a significant buffer is established between the building and the manufacturing to the south
- contamination may be present on the Island Foods site (and further south) due to the gas station which was located to the north of the site

Site 5 — Neenah/Menasha

- possible expansion and/or parking for the hardware store
- site should serve as the gateway into Doty Island commercial district
- traffic congestion occurs when a train is going through the Island
- parking with the church may be shared

Overall Issues

- Identity for the Island needs to be enhanced
- Cleanliness and maintenance of sidewalks and streets is a concern
- Cohesive parking areas needed which have clear access points onto Commercial Street are needed
- Green space should be considered which provides a civic image for the Island
- Development recommendations should be compatible with downtown Neenah
- YMCA has 6,700 members with 1,000 visitors each day — this is a strong customer base for recommended uses

- Buffer along the railroad is needed
- Connection between Island Foods site and Commercial Street is critical for the success of that site

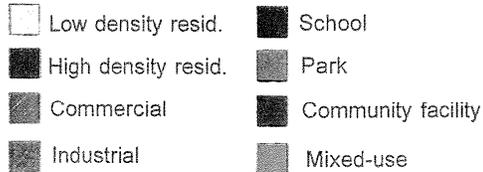
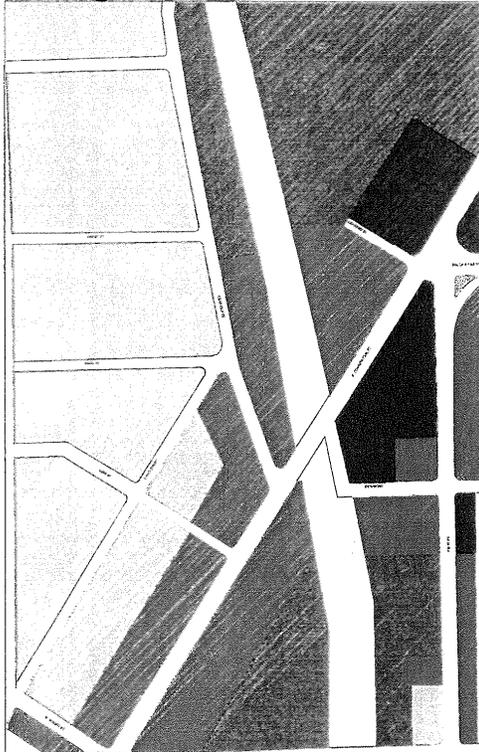
Suggested Uses

- Deli, small grocery store or large grocery store with liquor and upscale merchandise
- Restaurant(s) for breakfast, lunch and dinner
- Service commercial: dry cleaner, copy place, video store
- Offices (brings customers)
- Specialty shops
- Condos along the river (out of site area)
- Trail system along the river which could be connected into the shopping area

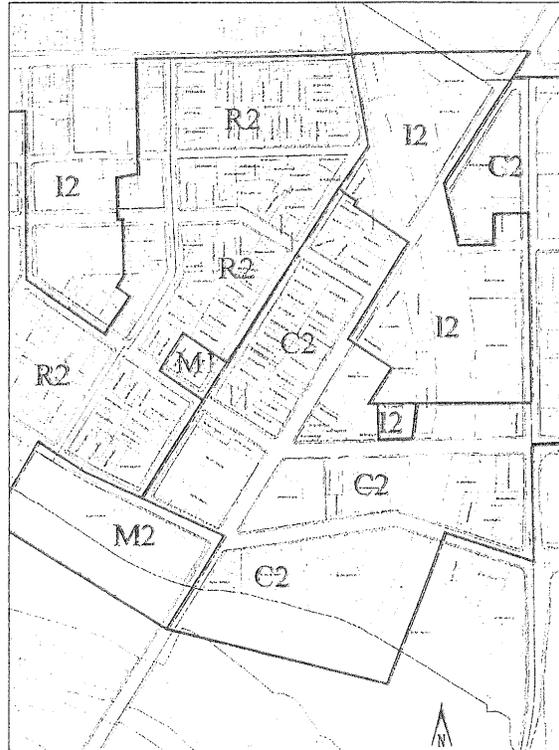
EXISTING CONDITIONS

The Land Use map indicates the current uses on the five properties being studied, as well as surrounding uses. It is important to evaluate the sites in order that the recommended uses are compatible with the neighborhood, maintain or increase the property values and create an identity for Doty Island. As shown on the map, all the sites are currently zoned either C-2 Central Business District or I-2 General Industrial District. Proposed land uses are shown at the end of each option, zoning will remain the same unless otherwise noted.

Existing Land Use



Existing Zoning



- Districts:
- R-2 Two Family Residence
 - C-2 Central Business
 - M-1 Multi-family Residence
 - M-2 Multi-family Residence
 - I-2 General Industrial

DEVELOPMENT OPPORTUNITIES

Doty Island has several **historic buildings** which have been restored or will be in the future; these structures assist in developing the identity of the “Main Street” environment along Commercial Street. Retaining these buildings adds to the charm and unique character of the Island. Development recommendations are also responsive to the **existing businesses** in the district which may be better served in a new building or location. Current businesses can remain or be relocated into one of the proposed buildings; phasing of the plan is dependent on market conditions. **Parking** and vehicular access onto Commercial Street (STH 114), are simplified and made safer. A **bike trail** is developed along the railroad right-of-way and should link to the developments, existing Island parks and the Fox River.



Historical Buildings along Commercial Street

The following pages represent the two options which integrate various alternatives. Some of the earlier alternatives are located in the Appendix. The development strategies are outlined as individual sites to emphasize they can be phased over time or be built all at once. The market will determine the rate of absorption. Options are presented to provide alternatives for the developer, as well as the City. Each option has adequate parking to accommodate the current and future uses surrounding the sites.

Option A

In response to public input, option A includes a community grocery store as the anchor tenant of a “commercial district.” This district will serve as the destination point on Doty Island. The district includes existing commercial and mixed-use buildings, the grocery store and new commercial/retail buildings for existing and new businesses. The street image is enhanced to provide a strong identity and add value to surrounding properties.



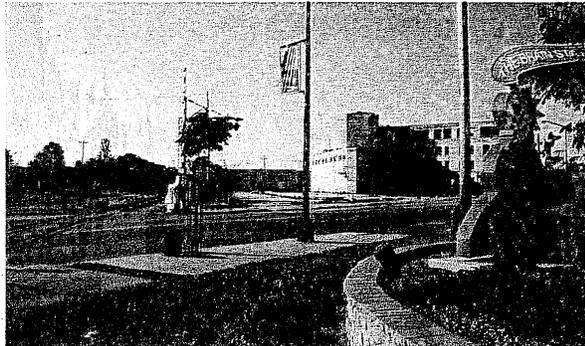
Ludwig building

Site 1 — Office Space or Mixed-Use

The Ludwig building is remodeled to only include the 4-story portion of the building. It provides a strong presence on Commercial Street and helps to define the character along the street. An additional office or retail building is added north of the Ludwig building to

maintain the street edge and reinforce the gateway into the commercial district from the north. A landscaping feature enhances the intersection of Hewitt Street, Clyburn Street and Commercial Street. Parking is behind the buildings with a connection to the Concord site; this provides better circulation and an alternate entrance/exit to the parking.

Parking lot north of the Ludwig building and railroad crossing where the new road alignment is proposed.



The realignment of Hewitt Street provides clear access into the commercial district, continues and simplifies the existing street grid, and serves as a gateway into the commercial development. Discussions with the railroad will need to occur in order to pursue this new configuration.



Looking south on Commercial Street where a parking plaza and commercial district are proposed.

Site 2— Commercial, Retail and a Parking Plaza

The parking plaza and related commercial development provide adequate parking for the grocery store and surrounding uses and provides tenant space for the existing commercial businesses located on the site. The **street edge** is maintained with the following:

- open air pavilions for selling seasonal merchandise or parking under
- street trees with a fence.

The north pavilion should be located across the street from the Ludwig building and the southern pavilion should be located across the street from the buildings on the east side of Commercial Street so they create an entrance into the landscaped area of the district. Additional landscaping is encouraged in front of the Concord Building.

The **parking plaza** incorporates paving patterns to reinforce the vehicular and pedestrian circulation paths. Two pedestrian paths are created that provide connections from Commercial Street, through the parking lot and buildings, to the neighborhood. Small pedestrian courts are located between the buildings for outdoor seating or plantings.

Pedestrian-scaled lighting is located throughout the parking lot, with the pedestrian paths being emphasized.

A significant setback and landscaping along **Bond Street** provides a transition into the neighborhood. The buildings should include windows and detailing that respond to the residential structures. Service vehicles should deliver in the front.

This development option requires the removal and relocation of several commercial and residential buildings.



Street edge along Commercial to be maintained with the proposed grocery store.

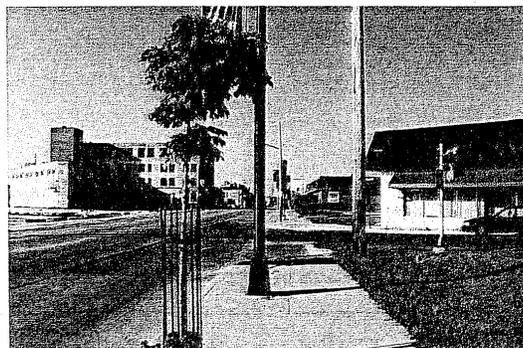
Site 3 — Grocery Store

Over 80% of survey respondents want a grocery store on Doty Island. Option A includes a community grocery store, 47,000 square feet, serving Doty Island and parts of Neenah and Menasha. Option B presents an alternative grocery size should the market not support a large grocery store.

The grocery store is designed to:

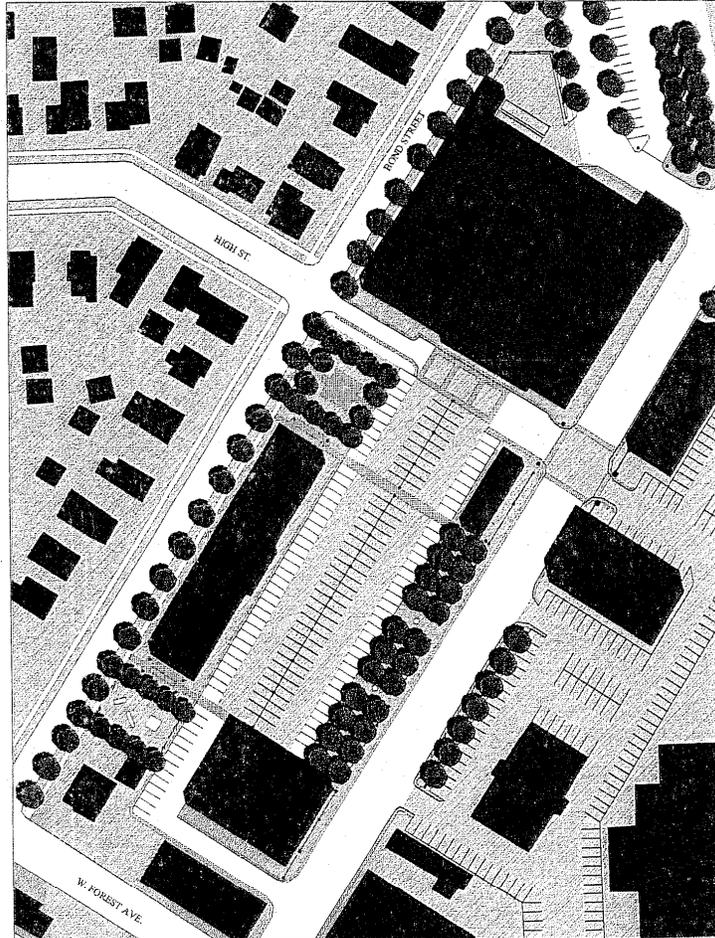
- maintain the street edge along Commercial Street
- create a landmark feature at the intersection of Commercial and Clyburn Streets
- provide easy access for service but buffer this area from surrounding uses with a fence and garden
- provide main entrance off the “parking plaza”
- respond to the residential character of Bond Street with landscaping and architectural features such as windows and/or detailing which do not appear as a blank wall

Looking south on Commercial Street at Clyburn — the grocery store and other proposed development on the east side of the street will create a “gateway” into the commercial district.



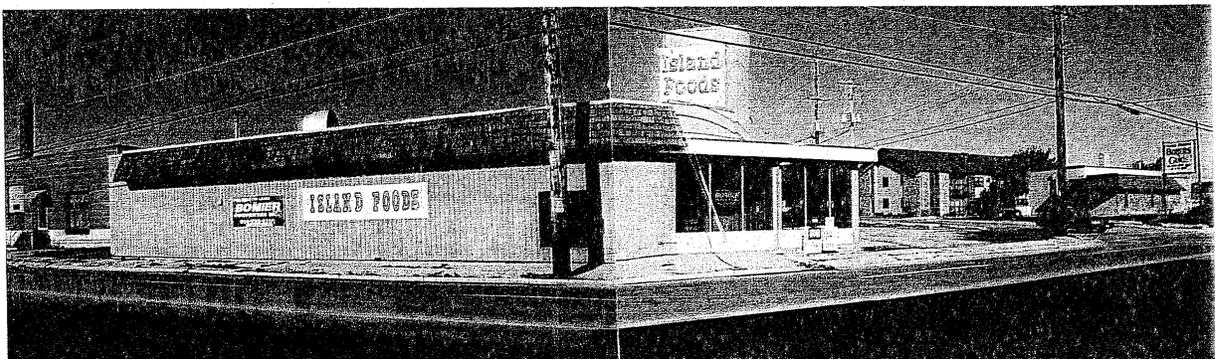
This development requires the removal of two commercial buildings and two residential buildings.

The following option illustrates additional park space (small tot lots or gardens) that may be incorporated if the market does not immediately support new commercial development.



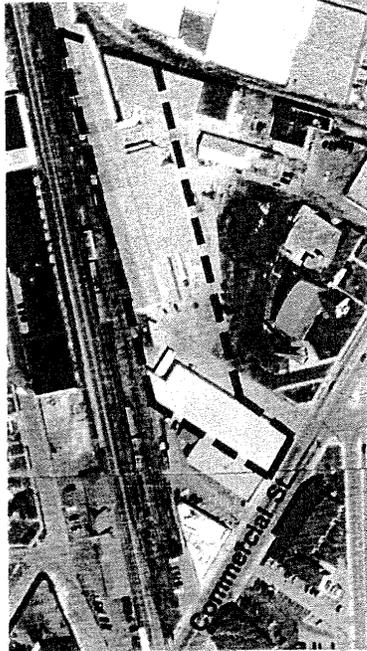
Site 4 — Commercial or Residential

The Island Foods site has two alternatives dependent on the market. The two buildings could be commercial office with a garden between them and parking to the south OR they could be residential buildings with the parking lot and landscape creating a buffer from the manufacturing site.



Existing Island Foods store

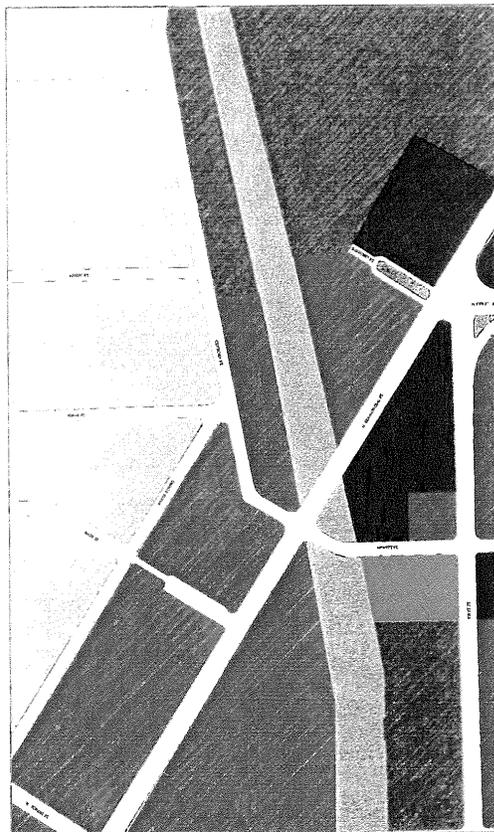
Site 5 includes several buildings which are not located on Commercial Street.



Site 5 — Expanded Hardware Store and Parking

This site serves as the entrance into Neenah and terminates Nicolet Boulevard, therefore the building should be a landmark. If the business continues to grow, Ace Hardware may need expansion room in the future. Our plan illustrates how this site can accommodate a large building with a feature at the corner. Sanford Street is the entrance to the parking lot which serves the hardware store, church and existing warehouses. Circulation remains open to the current parking lot for service and additional parking for the music store. Since the church and hardware store have different parking demands the parking lot can be shared.

Proposed Land Use Option A

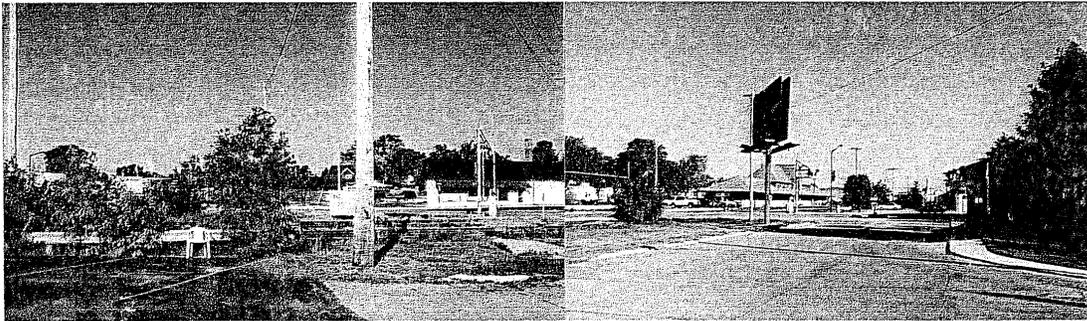


Option B

A “town green” provides the focus for Option B. Proposed buildings reinforce the public space and provide several development opportunities for existing and new businesses. Buildings are smaller in this option, including the grocery store, which provides an alternative for land owners and developers should the market only absorb a few businesses the first couple of years. This option requires less acquisition of residential properties.

Site 1 — Office Space/Mixed-Use

This option is the same as Option A except for the landscaping being added along the street edge to reflect the green space of the “town green.” The realignment of Hewitt Street is also included since this connection provides better circulation and identity for the surrounding sites.



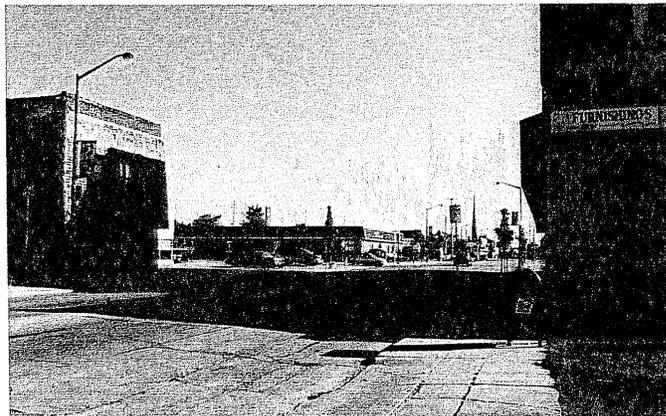
Location for new Hewitt Street alignment.

Site 2— Commercial, Retail and a “Town Green”

The green space provides a place for activities and creates an identity for the commercial district. The location of the green space allows High Street to remain and is reinforced by the four buildings on each side. Paving patterns shall occur at key pedestrian crossings.

The **street edge** along Commercial Street is maintained with the following:

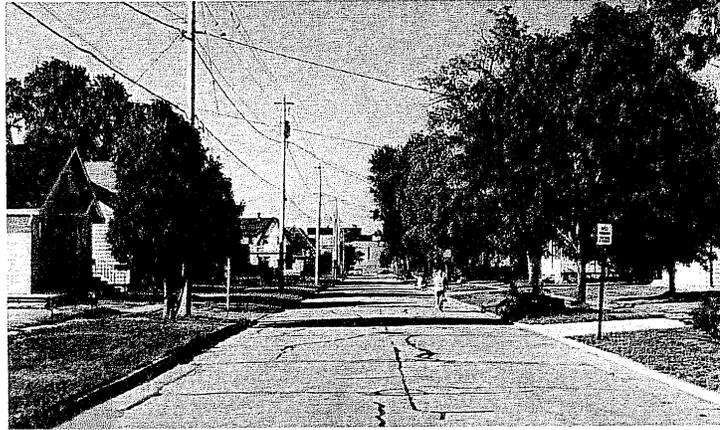
- buildings at the sidewalk edge
- open air pavillions for selling seasonal merchandise or parking under
- landscaping along the public space and along the east side of the street.



Looking north on Commercial Street where the new commercial buildings and green space are proposed.

A fence and landscaping buffer the commercial development from the remaining residential properties. The parking lots are linked together by a travel lane to provide easy and safe circulation between parking areas. Additional spaces are located in front of the buildings surrounding the green space. Pedestrian-scaled lighting is located throughout the parking lots.

Bond Street



Many of the residential properties are maintained on **Bond Street** with additional landscaping included to provide a transition into the neighborhood. Parking lots along Bond Street are also screened with a decorative fence.

This development option requires the removal and relocation of commercial and residential buildings.

Site 3 — Grocery Store and Additional Commercial

Over 80% of survey respondents want a grocery store on Doty Island. This option includes a neighborhood grocery store, 15,500 square feet, serving mainly Doty Island and visitors to the Island. The store is smaller than the one presented in Option A to provide the City an alternative should the market not support a large community grocery store. This still allows the residents an opportunity for a deli and other food service without requiring a large-scale building.

The grocery store and additional commercial buildings are designed to:

- maintain the street edge along Commercial Street
- create a landmark feature at the intersection of Commercial and Clyburn Streets
- provide a visual termination as you travel west on Hewitt Street -- the building can stand alone or have an outdoor plaza for seating on its east side
- reinforce the entrance into the green along High Street
- establish an “edge” along the side of the green.

This development requires the removal of two commercial buildings and two residential buildings.

The following option illustrates how a larger grocery store (30,000 square feet) can be accommodated while still including the green space. The green space becomes an irregular shape in order to connect the two parking areas.



Site 4 — Commercial or Residential

The Island Foods site again has two alternatives dependent on the market. The building could be commercial office with a green space along First Street and parking to the south OR it could be residential with the parking lot buffering it from the manufacturing site. The park space transitions between the residential neighborhood to the east and the commercial district.

Site 5 — Expanded Hardware Store, Commercial and Parking

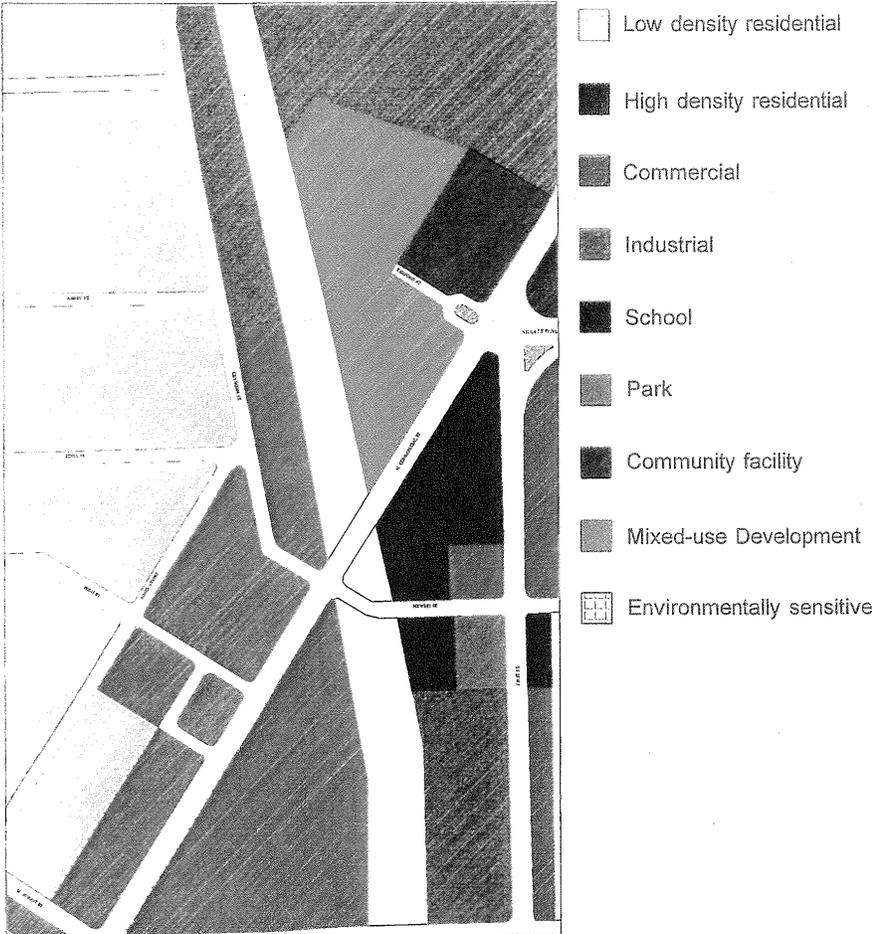
This site serves as the entrance into Neenah and terminates Nicolet Boulevard, therefore the building should be a landmark. Our plan illustrates how this site can accommodate a large building with a feature at the corner. The building could be for a large expansion of the hardware store, a new tenant or several tenants. Key features shall include windows along Commercial Street, loading in the back and an entrance which is easily accessible from the parking lot.

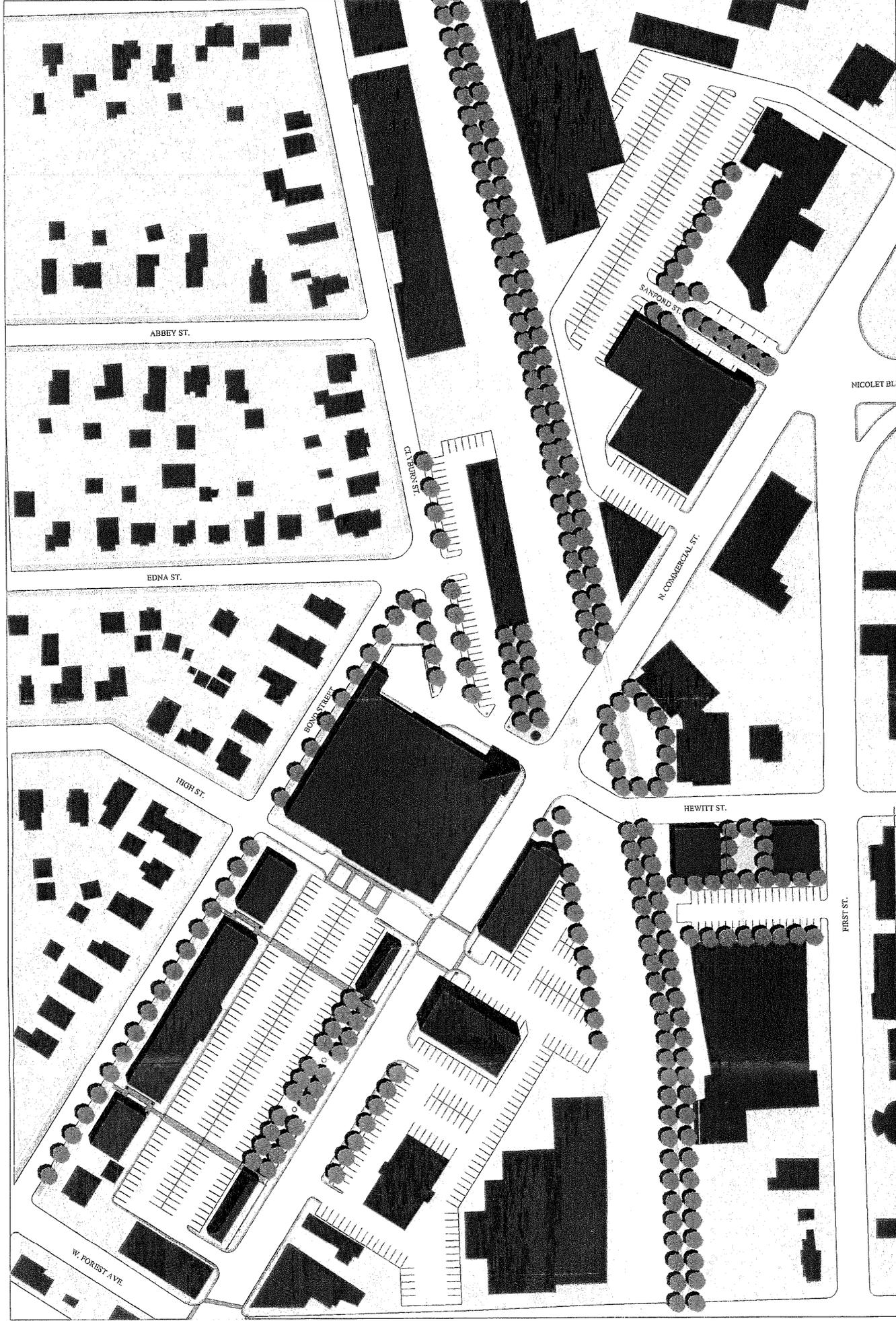
Sanford Street is the entrance to the parking lot which serves the hardware store, church and proposed office. The proposed building at the back of the site would best be used for office space since it does not have a presence on Commercial Street.

Proposed Zoning Change

The only change in zoning that may be required is for the hardware store and proposed commercial building.

**Proposed Land Use
Option B**

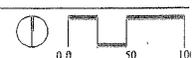


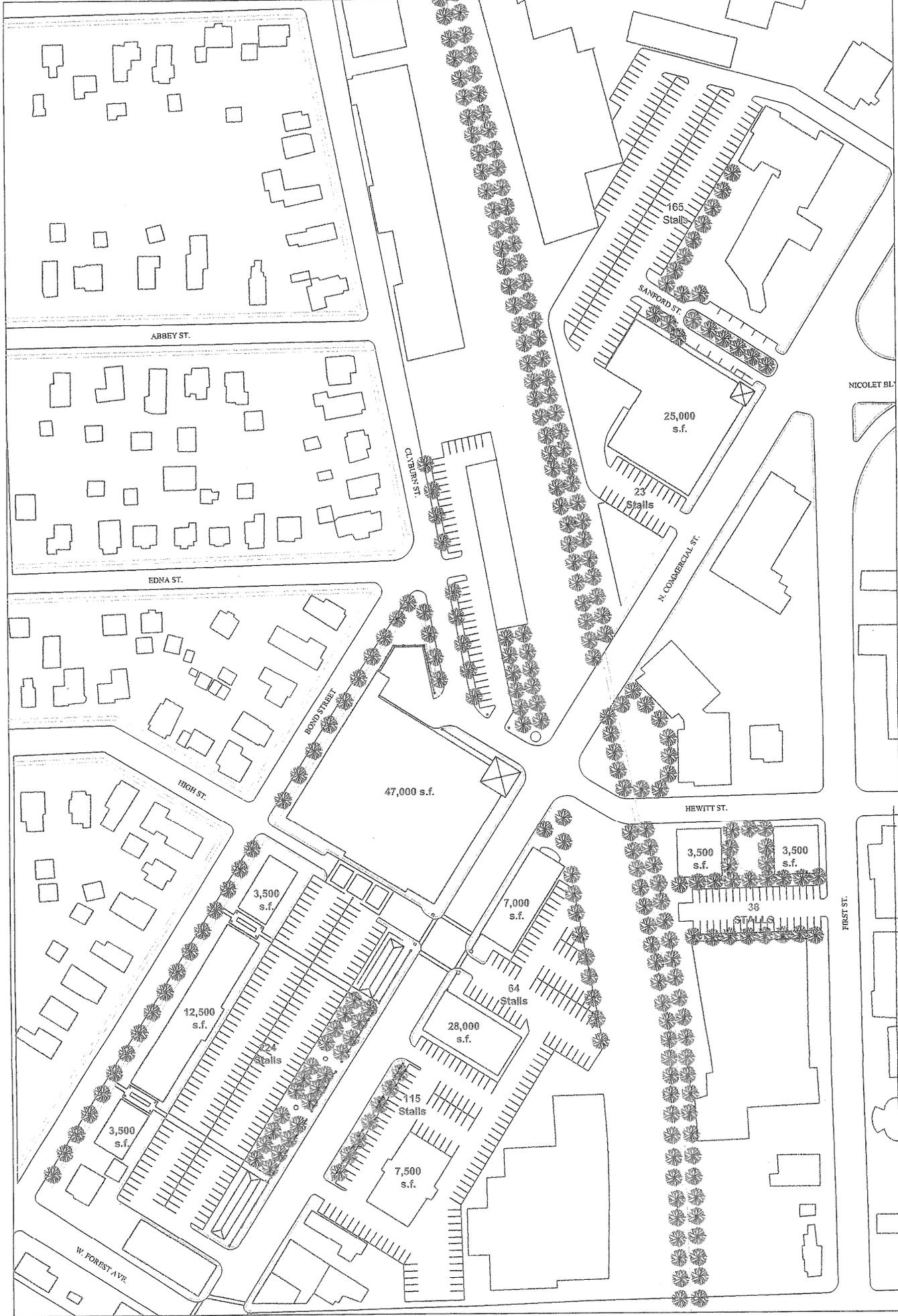


DOTY ISLAND DEVELOPMENT PLAN

OPTION A
 NOVEMBER 11, 1998

PLANNING AND DESIGN INSTITUTE, INC.
 231 EAST BUFFALO • MILWAUKEE WI 53202 • 414 271 2545





DOTY ISLAND DEVELOPMENT PLAN

OPTION A - Building s.f. and Parking
 NOVEMBER 11, 1998

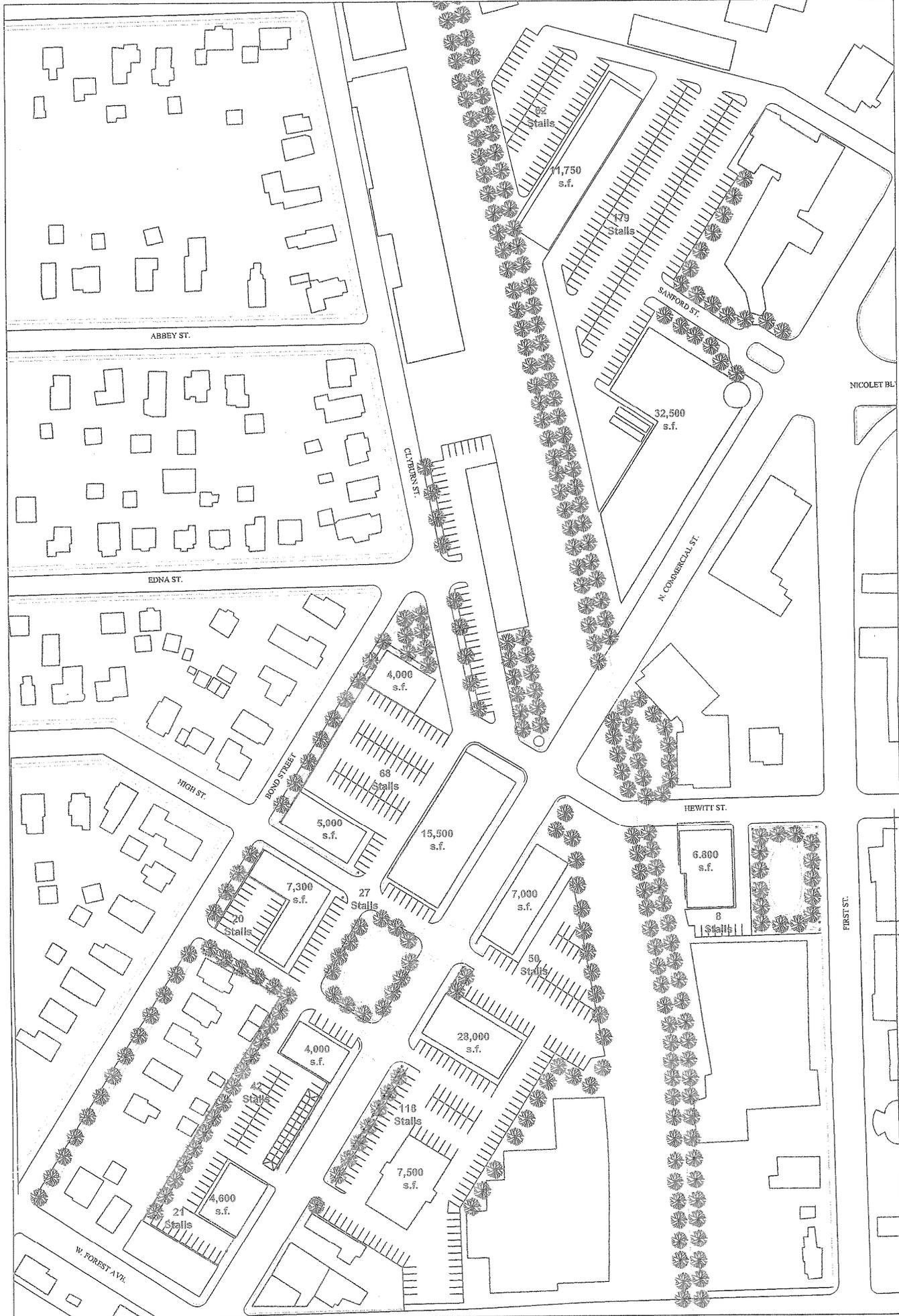


DOTY ISLAND DEVELOPMENT PLAN

OPTION B
 NOVEMBER 11, 1998

PLANNING AND DESIGN INSTITUTE, INC.
 231 EAST BUFFALO • MILWAUKEE WI 53202 • 414 271 2545





DOTY ISLAND DEVELOPMENT PLAN

OPTION B - Building s.f. & Parking
 NOVEMBER 11, 1998

DOTY ISLAND REDEVELOPMENT PLAN

Analysis of Market Conditions

January 1999

Introduction

Planning and Design Institute and Hurtado Consulting, LLC prepared an analysis of market conditions on Doty Island and a preliminary analysis of costs and revenues associated with several redevelopment projects on the Island using Tax Increment Financing. This information was developed using sources and other information deemed to be reliable but accuracy cannot be guaranteed. It was prepared for management use only as a means of determining a course of action for redevelopment of Doty Island. It should not be used for any other purpose.

Discussions about future development on Doty Island must begin with an understanding of the current market forces surrounding Doty Island.

Four questions must be asked and answered in order to develop a sound basis for assessment of future development and business activity.

- What is the nature of the existing businesses and how are they doing financially?
- What is the nature of the commercial real estate market in the area?
- What forces are influencing the value of land, development and rents on Doty Island?
- What kind of development is occurring in the surrounding area(s)?

With this information, the committee, planners, developers and others can work to develop a sound plan for the future of Doty Island that ensures reasonable expectations of continued prosperity in those businesses and a commercial area that remains active, vibrant and an asset to the City of Neenah.

This report addresses these questions and provides a set of recommendations and guidelines for development of raw land and expectations for new businesses that fill openings in existing commercial spaces.

Materials contained in this report are founded almost entirely on information gathered from business owners and other persons knowledgeable about real estate market conditions in the Doty Island project and persons interested in the redevelopment of the Island.

- Planning and Design Institute, Inc. (PDI) and Hurtado Consulting, LLC conducted phone and in person interviews with real estate brokers, land owners, property managers and key residents in the project area to determine current market conditions in the commercial real estate market. Surveys were also sent to all DIDC members.

The Nature and Financial Performance of Existing Businesses

Overall, Doty Island has experienced a loss of retail and commercial activity over the past five to ten years. Private businesses, including the Island's last remaining grocery store, are being replaced by institutional, (primarily health care related service providers), governmental social service or private businesses that can afford to pay relatively low rents. Most customers come from the City of Neenah. There is at least anecdotal evidence that property is being sold at prices below current assessed values. Although Commercial Street is a major thoroughfare, commercial establishments continue to prefer locations closer to the outskirts of the City of Neenah.

Local market service area. Survey results and a visual inspection of the project area indicate the businesses mainly serve a local market. The majority of customers come from Neenah and Menasha. Exceptions may occur for certain professional service businesses like medical clinics or county service facilities. Theda Clark Medical Center serves a regional market in the State of Wisconsin.

Generally stable business and residential occupancy. Survey responses indicated that a substantial portion of the businesses and residents have a long tenure on the Island. Only 13% of the respondents were there less than 5 years. Conversely, a high proportion of the residents, 35%, lived there more than 20 years. Most respondents to our survey said they had no plans to move their homes or their businesses.

On the other hand, business occupancy rates in Doty Island are not optimal. Visual inspection of the study area indicated numerous vacant businesses or buildings used for lower uses than they were capable of handling.

Business owners and residents seem generally satisfied with their location. We surveyed a number of business owners to determine their general satisfaction. The survey asked questions about store size, location, feeling about the building itself, opinions on parking supply, maintenance of the building and parking lot and opinion about surrounding neighborhood conditions.

The majority of respondents were satisfied with their location and liked being part of Doty Island. Beyond general location, opinions of business owners were measured on a five-part scale from "Very Good" to "Very Bad". The respondents' opinions can best be characterized as follows:

- A majority rated their opinion about **store size** "Very Good" or "Good"
- A Majority rated their opinion about **location** on the Island as "Good"
- A majority of them thought the **building** itself was "Good" to "Fair"

- A majority of respondents thought **parking supply** was “Very Good” to “Fair”. Ten Percent of the respondents thought parking supply was “Bad” or “Very Bad”. When we probed, we discovered the overall supply of parking is reasonable but there are areas that may need more parking. For example, the grocery project on Commercial Street would not be feasible without assembly of land for parking and providing spaces that are more convenient. See proposed design for this project.
- A majority of them thought signage and **street traffic** as “Good” to “Fair”.
- A majority categorized the conditions of the **surrounding neighborhood** as “Very Good” to “Fair”
- A majority rated the **identity** of Doty Island as “Good” to “Fair”. This was one of the few negative responses received concerning the location and market conditions.
- More than half the respondents indicated that the **quality of life** on Doty Island has improved or remained the same over the past 5 years.

Sales are strong enough to support existing businesses. Business owners were asked how their businesses were doing. Approximately 86% responded either “Very Good” or “Good”. The absence of considerable business turnover, combined with general opinions about their businesses, indicates the sales are strong enough to provide an adequate return on investment for the owners and business operators.

Nature of the Real Estate Market in Neenah Doty Island Area

Rents in the area for retail space were determined by interviews with business owners and brokers familiar with the area. Land values were determined by inspection of assessment records in the project area and by conversations with real estate professionals familiar with the real estate market in the Doty Island area. Their responses were based on market rents and recent comparable listings or sales in the area.

- Improved land is valued at approximately \$1.00 per square foot for commercial use.
- Retail rents are approximately \$6.50-\$8.00 per square foot. (Triple Net).
- Office commercial rents for Class A space are approximately \$13.00 to \$18.00 per square foot (Triple Net).

Forces Influencing Land Values and Development in the Doty Island

- **Residential development/population growth is flat; income is mixed with some well above average and some below average.**
- **Large tracts of land are not available.** Doty Island is one of the older sections of the City of Neenah and was fully developed decades ago. Moreover, considerable development of land for commercial use is taking place in the city-edge.
- **There is limited access across and through Doty Island.** Commercial Street is the major thoroughfare through the Island and is a State Highway. Interviews with residents, business owners and city staff indicate it is not the preferred route of most travelers in the Neenah-Menasha area because of congestion from paper mill truck traffic and the availability of divided highway routes on the city's edge.
- **Considerable attention has been recently focused on redeveloping downtown Neenah.** The City has made several improvements in the area and a local development organization, Future Neenah, Inc., has been working hard to attract private investment in the downtown and sustain its vitality.
- **Quality of life perceptions.** Survey respondents indicate that several items affect the quality of life on Doty Island. A majority of respondents indicated the importance of "neighborhoods" and "parks/natural amenities" as having the greatest influence of quality of life. Other significant responses included "traffic", "shopping" and "public services".

Implications for Future Planning and Development

Evidence indicates activity in the Doty Island real estate market has fallen from historical levels. Comments from landowners and property managers indicate a weaker real estate market exists in Doty Island compared to several years ago. Disinvestment has occurred as businesses relocated to the urban fringe or ceased operation. Most properties are maintained well enough to prevent major code violations but are not kept in top condition. Issues brought up by most respondents included:

- lack of a grocery store on the Island.
- traffic safety and congestion on Commercial Street.
- lack of identity and signage for Doty Island.
- lighting and landscaping needed for the image of Doty Island, and incorporate identification of the stores so customers can find them.
- future reconstruction of Commercial Street and how traffic and parking is affected.

These comments, while of concern to those planning for the overall long-range well being of Doty Island and the community, are themselves indicative of healthy real estate markets. The residents and business owners recognize there is a problem and have begun to articulate needs for improvement. Survey responses show strong support for city investment in public improvements on Doty Island. Their responses to the survey indicate a strong desire to remain on the Island and improve conditions. The business owners are concerned about attracting more customers (as any business owner can be expected to want) but they are not voicing concerns for public safety or rebuilding crumbling infrastructure. They are talking about improving conditions so they remain prosperous in the long run. The problem is one of taking the commercial and retail market to a higher level of activity, rents and property values.

Comments from developers active in the area indicate industrial, office-commercial and retail development are occurring on the urban edge. These developments, when viewed with projects taking place in surrounding communities like Menasha, further indicate the general health of the real estate market. They also indicate the previously mentioned competitive challenge to future prosperity on Doty Island.

Forward planning should initially assume land costs of \$1.00 per square foot, retail and commercial rents of \$7.00 - \$8.00 per square foot (Triple Net). This may be on the low end of the range but we believe it is prudent to understate likely financial returns from any investment in this area. So doing provides a margin of safety in planning, helps increase the chances of pleasant surprises and decreases the chances of unpleasant surprises.

Forward planning should anticipate slowly increasing land values and rents over time. Given the market conditions and the factors influencing them, we see little reason to expect a decline in retail activity. With apparent relatively stable retail activity, the value of land and the building rents are likely to slowly increase at a lower rate than many other parts of the City. Such values and rents are, of course, sensitive to overall economic health in the country, interest rates and rates of inflation; all of which are well beyond the control of a local municipality.

Reinvestment in existing properties will be necessary to sustain current land values and rents. Despite efforts of property owners, investment by Theda Clark Medical Center and others, the fact remains Doty Island is one of the oldest parts of the city. Its central location is an asset but the size of its stores is much smaller than those currently developed in other locations. Competition from big-box retail on the urban fringe will continue to draw customers away from the Doty Island businesses. Head-on competition will most certainly fail. Similarly, head-on competition with downtown stores will also fail in that success in one area will cause disinvestment in the other area. Existing retail areas can combat these forces by establishing a market niche that serves the local market for commercial and service retail and creating a sense of special "place" which customers enjoy visiting and shopping.

Retaining and enhancing a sense of neighborhood with vital public and private neighborhood services is important to enhancing the quality of life on Doty Island. Survey respondents indicate services such as a grocery store, restaurant and video store, are important to them. In other communities, we have learned the critical importance of a sense of community to attracting private commercial investment and encouraging reinvestment. There is a strong sense of community among Doty Island residents and business owners that can be used as a strong foundation for successful redevelopment.

A mix of office commercial, retail and some residential will benefit the Doty Island. We start with the belief that Doty Island is best developed as a community shopping area rather than a regional shopping area. With that in mind, retail operations aimed at this market will provide the highest rents. But there is a limit to how much retail can be absorbed in the study area without affecting business in the existing stores. There is also a practical concern that there are few parcels of the size big enough to develop another shopping center. Finally, we believe the City of Neenah and the Doty Island Development Council must be concerned with overall quality of life and sustainability of development on Doty Island and larger community. An over-concentration of retail will not do that. We believe several high-quality catalytic projects will help redefine the image of Doty Island, attract higher rent-paying businesses and attract further private investment. But these projects will not just happen because of a redevelopment plan. Public investment is necessary for land assembly, relocation, and provision of parking in certain deficient areas and redevelopment assistance to close any financing gap between project needs and the ability of private capital markets to finance them.

We also surveyed residents and local merchants to get their assessment to determine the type(s) of new business (es) or uses they wanted to see on the Island. Their responses are generally consistent with our recommendations. One exception appears to occur in Residential. We are recommending residential development but not along Commercial Street. Our survey questions directed exclusively at merchants and business owners dealt with business issues and excluded questions about residential, so the findings are not inconsistent. Merchants we did interview were supportive of residential development on Doty Island. Merchant responses are shown on the following page:

(A **bold** option means most of the respondents included this use)

<input checked="" type="checkbox"/> offices	<input checked="" type="checkbox"/> retail: food
<input checked="" type="checkbox"/> residential — multi-family	<input checked="" type="checkbox"/> retail: clothing
<input checked="" type="checkbox"/> recreational	<input checked="" type="checkbox"/> retail: convenience
<input checked="" type="checkbox"/> industrial	<input checked="" type="checkbox"/> restaurants
<input type="checkbox"/> other	

Conversely, we also asked them what types of businesses or uses they did not want to see on Doty Island. Their responses are shown below: (a **bold** option means most of the respondents included this use)

<input type="checkbox"/> offices	<input type="checkbox"/> retail: food
<input type="checkbox"/> residential	<input checked="" type="checkbox"/> retail: clothing
<input type="checkbox"/> recreational	<input type="checkbox"/> retail: convenience
<input checked="" type="checkbox"/> industrial	<input type="checkbox"/> restaurants
<input checked="" type="checkbox"/> other-multi-family housing	

Customer-centered suggestions imply a mix of public and private improvements to Doty Island.

We asked “How do you think public money should be spent on Doty Island?” The significant responses are shown below.

- traffic improvements (31%)
- recruit new businesses (52%)
- enhancing Doty Island image (40%)
- streetscaping (40%)
- TIF District for business improvements (42%)

The Redevelopment Challenge

Analysis has shown that the real estate market is generally well-functioning for those businesses that remain on Doty Island. Closer inspection reveals, however, these businesses are the survivors of larger trends in the overall real estate market in the Neenah-Menasha area. Residents desire a higher level of services from retail and commercial businesses on Doty Island.

The challenge is, therefore, how to attract and retain new businesses that will provide the desired services. Land is not particularly plentiful and is often not configured in the size

or shape desired by current commercial users. Buildings are available but they, too, suffer from functional obsolescence. Sale prices and building rents are not particularly attractive to developers. It is possible to develop a property and attract a rent paying tenant but the question is whether that rent will be adequate to provide the necessary return on investment for new development.

Preliminary comments indicate the real estate market will not support a number of new developments and improvements without some form of assistance. To attract investment and increase its popularity and make it well patronized, some form of public-private arrangement, most likely using Tax Increment financing, will be necessary.

Experience has shown that large-scale public-sector dominated projects seldom produce the benefits they were intended to produce. The active participation and discipline of private market forces will increase the chances of success. Use of Tax Increment Assistance should focus on providing necessary assistance to make a private sector initiated deal work. Often, it means assembling necessary land. Other times it requires financial assistance. In such cases, we recommend approaching a deal on a gap-financing basis. Simply put, this strategy entails maximum participation by the private sector with public assistance being limited to closing any financing "gap" that may exist.

Care must also be taken to avoid projects where the gap is too large. Other cities have discovered the consequences of financing too large a gap. In such cases, the financed project may succeed, but the deep subsidy required causes distortions in the local real estate market and causes private unsubsidized developments to suffer financial loss. The City of Milwaukee learned this painful lesson in the 1980's. Overly aggressive financing of downtown office buildings caused several existing buildings to go into receivership and caused high vacancy rates in the overall supply of office space downtown.

The contemplated strategy of the City of Neenah and the Doty Island Redevelopment Council is to extend the opportunity for Tax Increment District financial and public improvement assistance to developers or business owners that come forward with privately financed investment and lending that creates high value commercial and retail development on Doty Island. Five possible areas have been identified.

We strongly endorse that strategy as a cost-effective way to attract private investment in Doty Island and create more commercial and retail activity. To that end, we have prepared several possible redevelopment projects that meet the needs of the Island residents.

In the next phase of our work, we will assess the potential costs of public and private improvements indicated in the recommended plan for Doty Island; indicate which could be financed privately, publicly or jointly; determine the extent of any financing gaps that need be filled; and, suggest means by which those gaps may be filled.

Summary Findings

City of Neenah Proposed Tax Increment District for Doty Island Redevelopment

- District Name:** Doty Island Redevelopment Tax Increment District.
- Location:** See Map
- Size:** See Map
- Purpose:** To eliminate blighted, old and unused buildings along Commercial Street through a combination of existing building rehabilitation, and new construction on assembled land.
- To provide commercial and retail outlets on Doty Island, particularly a grocery store for Island residents and those living off the Island but nearby.
- To attract private non-institutional investment to a formerly vibrant commercial area of Neenah.
- Proposed Costs:** Total project costs are approximately \$3.1 million incurred over a four-year period. This amount is based on Option A. Option B is approximately \$3.0 million in total project costs. Funds will be used for site acquisition and preparation for redevelopment, parking improvements and financial assistance to private developers and investors. Three individual projects are included in this TID proposal plus general public improvements intended to give Doty Island a unique identity in the marketplace that enables it to better compete for development. A fourth contemplated project generates net expenditures greater than the estimated revenue producing capacity of the proposed District.
- Two options have been prepared. Differences between the options are explained below.

Project 1. Ludwig Building: Renovation of a former warehouse building located at 329-405 Commercial Street. The City of Neenah will assist in the costs necessary to demolish a portion of the existing building, repave the parking lot and renovate the remaining 25,000-sq. ft. building for mixed-use development. The City of Neenah, under this project, will also

assist in the costs necessary to develop a new approximately 7,000-sq. ft. retail building along Commercial Street.

Project 2A. **Grocery Store:** The City of Neenah will acquire most of the land and structures located in the blocks bounded by Commercial-Bond-Clybourn and Forest Streets. Ten existing residential properties will be acquired. Existing structures will be demolished and the land will be assembled into a larger parcel offered to a developer(s) of a 47,000 sq. ft. grocery store and 20,000 sq. ft. of retail shops.

Project 2B. **Grocery Store:** The City of Neenah will acquire most of the land and structures located in the blocks bounded by Commercial-Bond-Clybourn and Forest Streets. Five existing residential properties on Bond Street will be acquired. Existing structures will be demolished and the land will be assembled into a larger parcel offered to a developer(s) of a grocery store and retail shops. Part of the development cost includes construction of a public plaza that is assumed to be dedicated to the City of Neenah when built. Total contemplated redevelopment will be approximately 40,000 -sq. ft. with 15,000-sq. ft. being the grocery store and 25,000 sq. ft. of other retail shops.

Project 3A. **Island Foods:** Demolition of the former Island Foods Grocery Store and reconstruction of two approximately 3,500 sq. ft. commercial office or mixed use buildings. The City of Neenah will assist in the costs necessary to complete this project.

Project 3B. **Island Foods:** Demolition of the former Island Foods Grocery Store and reconstruction of 6,000 sq. ft. commercial office or mixed use buildings. The City of Neenah will assist in the costs necessary to complete this project. The project costs include construction of a small plaza that is assumed to be dedicated back to the City of Neenah at completion.

Project 4. **Remick Trucking site:** This project was ranked behind the others in priority. When the feasibility analysis was done, it was discovered that, under current conditions and assumptions, redevelopment of the Remick Trucking site was economically infeasible.

Non-Project Costs: Commercial Street, State Highway 114 is planned to be rebuilt in approximately five years. Costs associated with the rebuilding will be undertaken by the State of Wisconsin. It will be necessary for City Officials to inform State DoT officials of desires for roadway

alignment, lighting and landscaping that conforms to others in this district.

We are also recommending that Hewitt Street be realigned for better traffic flow and safety. This will be relatively expensive and will involve negotiations with owners of the railroad for changes in their right-of-way. That project is not included in this TID project.

Project Financing: \$3.1 million of General Obligation Debt issued by the City of Neenah.

Relocation: The acquisition of up to ten residential properties and thirteen businesses is required under this plan. This will require fair compensation and relocation assistance under Chapter 32 Wis. Stats.

Economic Feasibility:

Option A

Under Option A, the total cost of public improvements is \$3,072,374. These funds will be expended over a four-year period.

Total revenues from property tax increments are projected to offset the total project costs including all financing costs and lost (imputed) interest from city funds that would otherwise be available for reinvestment.

This district is expected to create \$11,314,637 in new tax base through its maximum life (23 years).

Based on projected expenditure and revenue levels, all costs associated with this District are projected to be repaid in the 23rd year of the District. The margin of safety in these projections strongly suggests a go-slow approach and further suggests partnership with a developer(s) and tenants before creation of the District and expenditure of public funds.

Option B

Under Option B, the total cost of public improvements is \$2,963,840. These funds will be expended over a four-year period.

Total revenues from property tax increments are **not** projected to offset the total project costs including all financing costs and lost (imputed) interest from city funds that would otherwise be

available for reinvestment. We conclude that under current market conditions, the proposed improvements do not generate sufficient revenue to cover the required public costs.

Please refer to the schedules shown for Option A and B on succeeding pages.

The above-mentioned conclusions are based on several critical assumptions. Variance from these assumptions could have a material effect on the performance of the District. The critical assumptions are listed below:

- The base equalized value of this District is estimated to be \$3,300,000.
- Annual property value growth in the District is assumed to be 3%.
- Taxable value of the land is assumed to be the amount of each project that is supportable by private investment. It is further assumed that assessment will equal the value of development costs supported by private investment.
- The combined tax rate is assumed to be \$27.67 per \$1,000 of assessed value. No changes in mil rate are anticipated over the life of the District.
- The City of Neenah's reinvestment rate, for purposes of calculating imputed interest, is assumed to be 4% per annum.
- It is assumed that notes issued by the City of Neenah will have a ten-year term at 5% interest. Level debt service payments are assumed with the first payment beginning in the year following the issuance of debt.
- Other material assumptions are shown in three individual project data sheets that underlie the TID Feasibility analysis. Individually, they may withstand some variation but only if corresponding and offsetting variation occurs within that project. For example, lower rents must be offset by equivalent present value reductions in development costs.
- There will usually be differences between projections and actual results because events and circumstances frequently do not occur as expected and those differences may be material. We have no responsibility to update this analysis for events and circumstances occurring after the date of this report.

The Proposed TID boundaries and the annual fiscal effects of these TID funded projects are shown in Attachments to this report.

Conclusions

Preliminary analysis of the market and of the contemplated redevelopment projects shows that both options will prove challenging from a fiscal break-even standpoint. Option A breaks even in the 23rd year. Option B shows a carry-forward negative balance in the 23rd year. This is not a complete surprise. Tax Increment funded projects are typically risky. If the real estate market were functioning at levels that attracted and retained the desired level of development, there would be no need for a TID.

Nonetheless, we believe there is ample evidence of opportunities for redevelopment. Like any large project, the first-cut numbers almost always are revised to make a project work financially. Those possibilities exist in this project but it cannot be done, we believe, without a partnership between the public and private sector. We further believe that anticipation of redevelopment after land has been acquired and sites have been cleared will produce disappointing results. A more pro-active approach is required. Doty Island has fallen from serious consideration by developers and prospective tenants and business owners. A market is there and services are needed but the people that develop properties are unaware of it. The same is generally true for business owners and entrepreneurs looking for a place to locate their businesses.

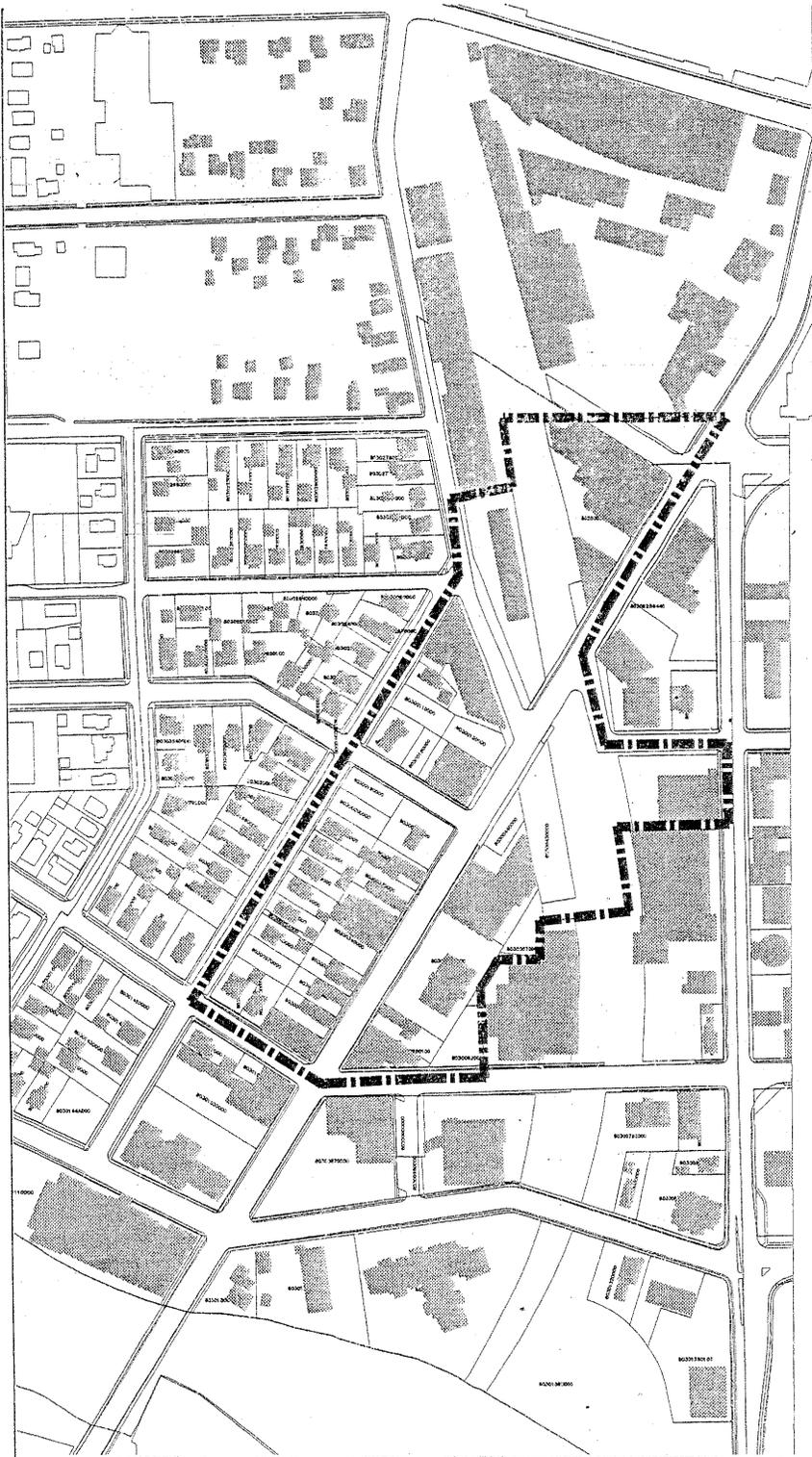
As next steps, we recommend the following:

- Review and refine the information in this report; develop a clear strategy for the City's participation in any TID financing and public improvements.
- Hold a series of meetings (breakfasts are usually a good time) with potential developers, entrepreneurs and business owners to inform them of the City's and DIDC's interests in redevelopment and participation in financing of public improvements and redevelopment assistance.
- Approach the proposed buyers of the Ludwig Building, learn their intentions and see if there is value in working with them to make the Ludwig Building a showcase project that will attract other development.
- Continue to refine the cost estimates, look for ways to lower project expenditures through scope changes and seek alternative sources of funding for cost items.
- Once potential developers have been identified, work with them to arrive at a mutually beneficial deal for redevelopment.

Doty Island Development Plan

Proposed Boundaries-

Tax Increment District



DOTY ISLAND DEVELOPMENT PLAN - Proposed TID

PLANNING AND DESIGN INSTITUTE, INC.
231 EAST BUFFALO • MILWAUKEE WI 53202 • 414 271 2545

Neenah, Wisconsin
NOVEMBER 11, 1998

APPENDIX V

Neenah Beautification Study

Summary Report

July 1997

Neenah Beautification Study

Prepared for:

Mr. Randall L. Stadtmueller
Executive Director
Future Neenah, Inc.
121-1/2 W. Wisconsin Ave.
Neenah, WI 54956-0896

414-722-1920

Prepared by:

Ken Saiki Design
Landscape Architects
303 S. Paterson St. suite 1
Madison, WI 53703

608-251-3600

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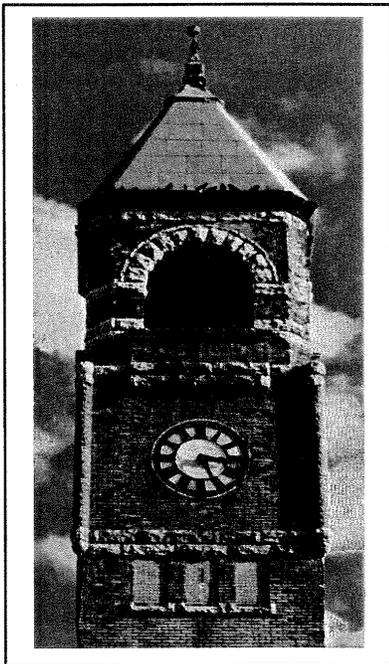
Neenah Beautification Study

Preface

This is an executive summary of a visual assessment and design study for the community of Neenah, Wisconsin. This project was initiated by Future Neenah, Inc. It has supported spin off projects currently underway; including revised city logo, an entry sign prototype, a trails initiative, and other redevelopment efforts.

The purpose of this study is to provide an outsider's impression of the aesthetic environment and identify opportunities for improvement. The primary focus was on main vehicular entry sequences to the City from Highway 41. Entry sequences were not destination specific, but emphasis was given to downtown and other commercial areas.

The study methodology is unscientific. It is based on observations, impressions, and comments from City and Future Neenah, Inc. staff. The study's recommendations have not been tested by public input or debate, and are not officially endorsed by the City of Neenah.



Neenah Beautification Study

Background

The City has a wealth of positive visual resources. The lake and riverfront, parks, buildings, both historic and contemporary, downtown streetscape, public art and many other components make for a beautiful city. Most of these attributes are not presented to visitors unless they stumble upon them. The challenge to the community is to extend the quality of the positive visual environment into all areas of the City. Enhancing the visual quality is particularly important in the corridors traveled by the most people. In Neenah, this is the Highway 41 corridor.

The tools that may be used in the beautification process can be modeled after the good examples found in the community. This will build upon the unique character of the community aesthetic and maintain a sense of place.

The beautification study was developed while the community was engaged in a visioning process, Neenah 2020. The visioning process has articulated fundamental core values of the community. These core values are restated below, emphasis added.

...value being a community that is safe and secure and where all citizens respect and care for each other.

...value the importance of being a community that is friendly, open and **inviting**.

...value being a cohesive community, **where civic pride is apparent**.

These value statements clearly identify objectives that can be addressed with attention to the aesthetic environment.

Entry Sequence

The entry sequence can be divided into four components. The **approach**, is the segment of the experience immediately before arriving at an entry point. The **entry point** is commonly identified by a sign or form of announcement signaling a welcome or arrival. The **entry corridor** should be a travel path where the visual quality of the experience remains constant, or improves as the user travels on to their **destination**.

The entry sequence is commonly designed to influence or affect visitors. Neenah has a challenging entry issue in that Highway 41 bisects the community, separating east from west both physically and visually. Priority should be given to creating stronger linkages from east to west. These linkages should be established visually and functionally.

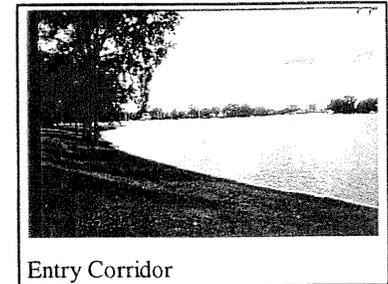
In discovering the City of Neenah, we found only one entry sequence that had all of the requisite elements. Unfortunately, this entrance sequence is not available to everyone, and is not a commonly used route into the City. The **approach** begins on Lake Winnebago, moving north toward the mouth of the Fox River. The shore is occupied by park space and lakefront homes, presenting a high quality visual experience. The **entry point** occurs as one turns past Kimberly Point Park. There lies the only "Welcome to Neenah" sign that we found in the community. The **entry corridor** moves along Doty Park, Riverside Park, Shattuck Park, Island Park and the visitor experiences the downtown skyline in the distance. The City displays other assets of the community such as the Theda Clark Medical Center development.

This entry sequence could be used as a conceptual model in developing the other more commonly used entry

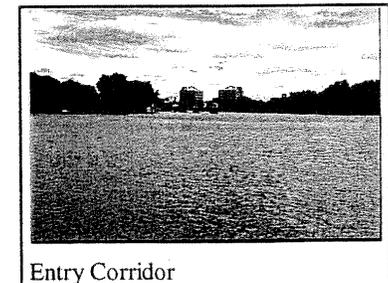
sequences to the City. The visual quality, the welcoming statement, and the positive visual entrance corridor to a destination are elements and qualities that could be emulated.



Existing Entry Sign



Entry Corridor



Entry Corridor

Neenah Beautification Study

Approach

The most common entry sequence to the City involves the Highway 41 corridor. In contrast to the water approach, this approach more closely resembles a figurative "drive through the yellow pages", than an appropriate approach to the City. The predominance of billboards as a main visual feature creates two main problems. First, overall visual clutter, as these billboards compete for attention. Even given the size, contrast and lighting, it is not physically possible to understand and retain all of the messages the billboards are trying to convey. Adding one more message, something about the City of Neenah, would only exacerbate the situation. Secondly, making this message large and vivid enough to be noticeable might not result in an image that would be complementary to the City.

Business development along the highway does not generally contribute positively to the visual environment. This seems to conflict with the idea of appealing, visually, to a large customer base. These businesses use large, prominently sited signs to compete for attention from the highway, although there is no direct access. Signs have limited impact, from an advertising or identity point of view. A more effective technique would be to develop the visual environment on a comprehensive scale, incorporating the architecture and site development as part of the image. Recognizing the Highway 41 corridor as a front door to these facilities might alter siting decisions particularly relative to service and delivery, building entrances and other architectural features, parking lot organization and landscaping.

The Plexus Corporation development is a good example of projecting a "front door" image to the highway. Even though the facility has a loading dock on the highway side of the building, screening and attention to

landscaping minimizes the view into the service area and minimizes the impact on the overall positive appearance.

The Highway 41 approach to Neenah is not without its positive elements. Golf courses and waterfront provide relief and contrast to the string of retail developments along the highway. A stronger emphasis on open space and landscape in right-of-way improvements and adjacent land use can build toward a visual continuity

The visual quality of this area is affected most by privately controlled development. Because of this, significant visual improvement for this zone will require a policy based approach, not only public space enhancements. The study presents a series of possible policy recommendations for consideration.

- phase out billboard locations as possible
- work with Wisconsin D.O.T. to promote use of standard general motorist services signs for these businesses
- develop a city sign ordinance to control the size and location of signs facing the highway
- develop and implement a parking lot screening ordinance
- develop a right-of-way fence planting program to increase plantings along the corridor. This should include a fundraising component.

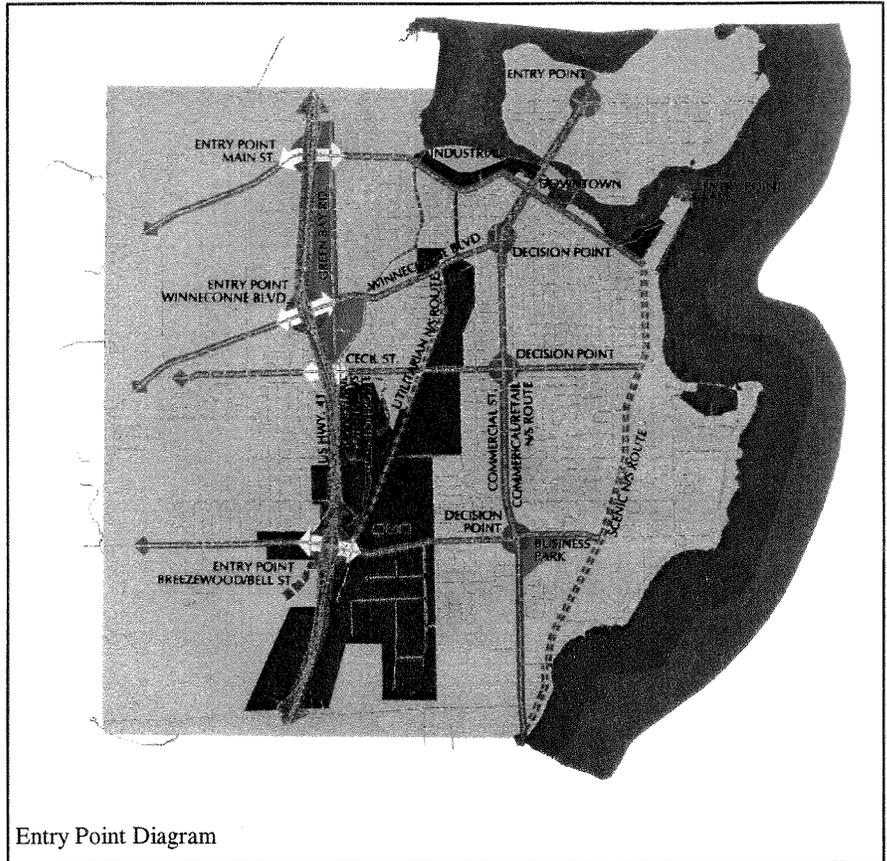
Neenah Beautification Study

Entry Point

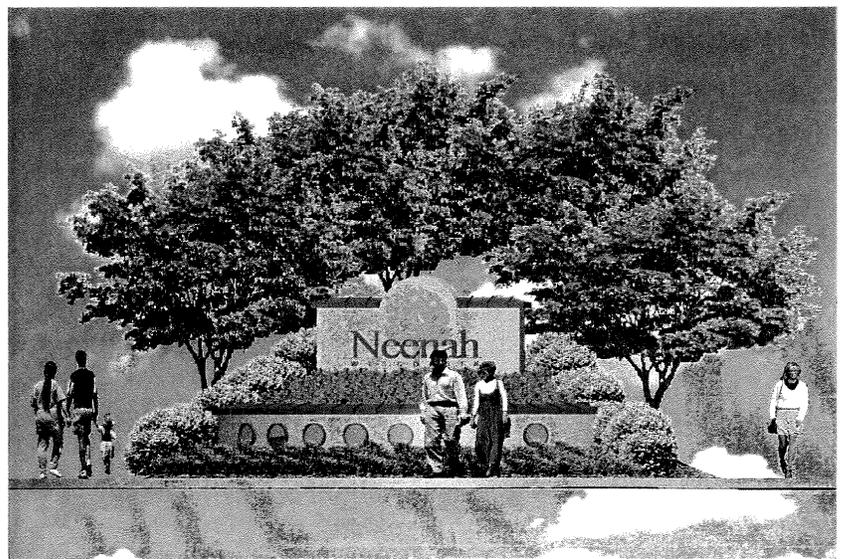
The Highway 41 corridor is limited to three entry points to the City. These entry points go unannounced other than standard highway exit signs. The ability to make a statement, at highway speed and scale, has been discussed. Its potential is limited. To balance the need to communicate a short welcoming message with the size required, based on travel speed, cost and space available, it is advisable to provide the message component of the entry point off of the highway system. This will also allow for more detail in the message and a more attractive installation.

The plan diagram shows the entry interchanges on the Highway 41 corridor, and potential sites for welcoming signs. The nature of the welcoming message should be crafted so as not to suggest that areas west of Highway 41 are outside the City. The diagram suggests an enhanced treatment of the four local linkages under the Highway 41 corridor. This would consist of local street right-of-way plantings, Highway 41 right-of-way plantings and landscape, lighting, sign and architectural enhancements for adjoining properties. The objective in these improvements would be to strengthen the visual impact and presence of the east-west corridor to balance the impact of Highway 41.

An addition, this project involved the design of a prototype welcoming sign. This sign is intended to utilize the forthcoming official City of Neenah logo. A site has been identified at the intersection of Winneconne Ave. and Commercial St. The conceptual rendering of this sign, incorporates local service organization emblems and landscape development.



Entry Point Diagram



Entry Sign Concept

Neenah Beautification Study

Entry Corridor

Primary entry corridors from exit ramps off of Highway 41 include the Bell Breezewood corridor, the Winneconne, Commercial St. corridor and the Main St. corridor. These routes pass by residential, commercial, retail industrial, open space and other land uses.

A negative element within these corridors is the preponderance of overhead utility lines. This study recommends considering a program of relocating utility lines underground. This can begin with new development and with a prioritization of significant existing areas. The cost for relocation is very high. Requiring underground utilities in new development is critical to minimizing long-term costs.

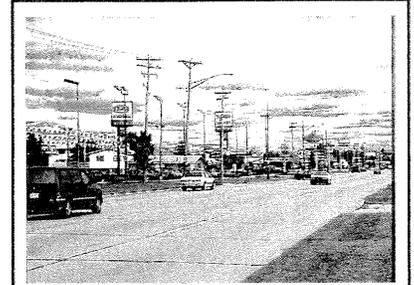
Interestingly, commercial and retail developments tend to be the visual "bad neighbors" along these entry corridors. Poorly sited or unscreened service and loading areas, overly large pylon signs, large, unscreened, undifferentiated parking lots and a general absence of planting all contribute to low visual quality. Lack of attention to architecture, large building elevations lacking detail or character are also contributors.

By contrast, industrial facilities tend to be more attractive in most respects. This includes proper siting of loading, better architecture and building materials, planting, signs and parking development.

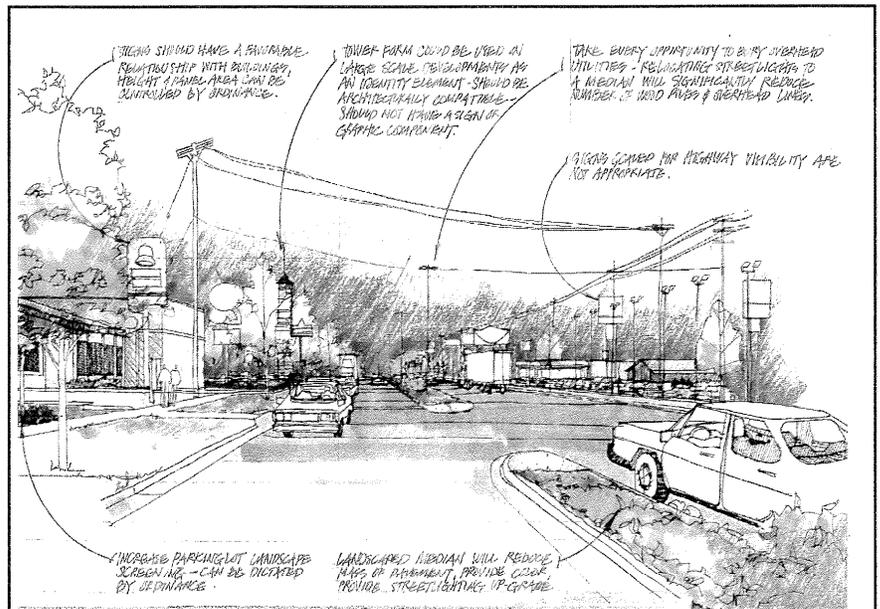
Visual quality can be regulated to a certain degree. In looking at major contributing factors, attention to parking and signs could be effective. These issues are discussed in more detail.

Good examples drawn from the community include two gas stations on Commercial St., which include good building design, attention to planting and signs and screening of parking.

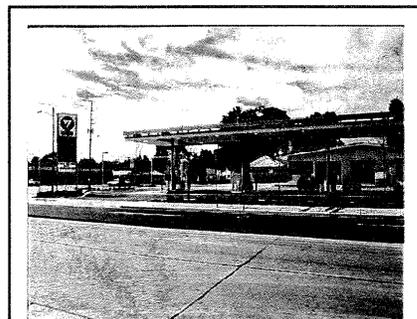
The entry sequence culminates at the destination. The destination component becomes yet another sequence, signified by another entry point. For most destinations, this entry point is identified by a sign and occupied by parking. Improvements and control of signs and surface parking can have tremendous impact on the visual environment.



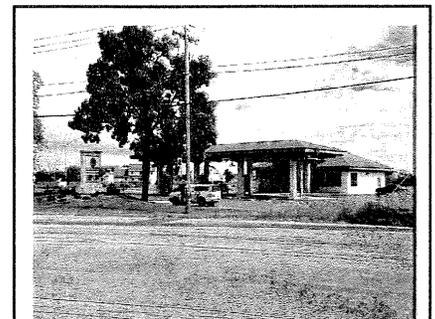
Green Bay Rd



Green Bay Road



S. Commercial St.



S. Commercial St.

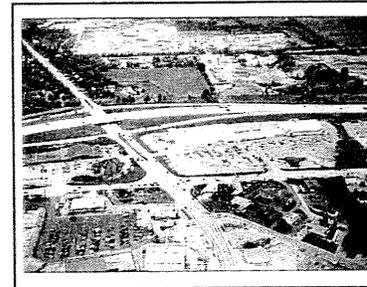
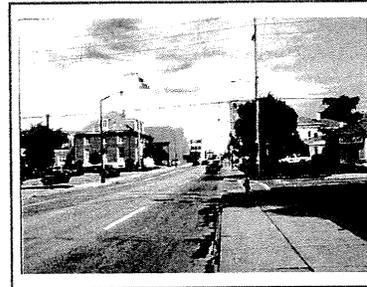
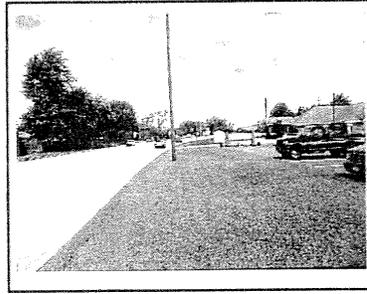
Neenah Beautification Study

Parking

Parking is an integral and ubiquitous part of the urban fabric. Parking lots can be a detrimental component in the visual environment. Large, uninterrupted areas of pavement detract from visual quality, and create circulation problems. Safety problems are created where parking abuts sidewalks. It is in the public interest to control or guide the development of surface parking for safety and aesthetic reasons. This is of particular concern in relation to the entry sequences to the City.

Recent developments can be used as design models for addressing surface parking. These include the gas stations at the corner of Commercial and Bell St. and the corner of Commercial and Cecil. While it may be beneficial to be able to point to positive models in the community, in this case, stricter controls in the form of city ordinances are indicated and recommended.

It is common practice for local governments to establish parking lot development and screening ordinances. This ordinance can address parking layout, storm water drainage, lighting, landscaping and other screening. This study strongly recommends adopting a parking lot ordinance for the City of Neenah.



Neenah Beautification Study

Signs

Signs can be some of the most interesting visual features in the urban environment. Signs can also be the most negative elements. The competition for attention has led to escalation in size, resulting in the proliferation of billboards and oversized sign panels.

Guidelines have been developed for type and size in relation to viewing distance and duration of view. These guidelines should be used to establish maximum sign panel size in relation to travel speed and distance on the primary address street of the business. Municipal regulation of street graphics and signs is common practice. Examples of sign ordinances have been provided to City staff.

Neenah Beautification Study

Implementation

Some of the issues identified in the beautification study can be addressed through improvements within publicly held lands such as road right-of-way and parks. Many can be addressed through new public policy. At the time of this report, a major constraint on implementation is financial. Public funding sources are diminished. Beautification projects may need to be funded in large part through private fundraising. Therefore, it is important that the initial projects be successful to maintain interest and build momentum for future phases.

Initial projects should be prioritized by potential of success and by low cost of implementation. The following opportunities have been identified.

- Recreational Trails System
- Entry Sign Prototype
- South Commercial St. Retail Redevelopment
- Walnut St. Railroad Corridor Redevelopment

The Recreational Trails System offers a generally non-controversial project that has potential, albeit limited, for funding through grant programs. It has the ability to be implemented in small phases through private fundraising, if necessary. A recreational trails system also addresses the need to provide stronger linkages for the local community.

Since the completion of this study, a trail system has been implemented, with additional phases to be considered in the future.

An entry sign system also represents a non-controversial, low cost project that can be implemented in phases. Entry signs may be good candidates for private contributions.

It may be possible to investigate the site plan for a South Commercial St.

retail redevelopment. This process could take advantage of timing of renewed interest in the area and assistance from the City to assemble and "repackage" the development to achieve and illustrate some of the concepts of the Beautification Study. This could include parking lot organization and screening, setbacks to buildings, signs and streetscape improvements.

Walnut Street and the abandoned railroad right-of-way, south of Doty Ave., is an area where a number of issues could be addressed. The redevelopment of this area could be an early demonstration project for beautification efforts. This could include surface parking with appropriate screening and landscaping, a spur of a future recreational trail system, and spatial and functional interaction between public space, public institution and private development.

Public policy development, parking lot screening, exterior sign controls, lighting controls, entry corridor design districts, can all be part of a comprehensive beautification program. In Neenah, priority should be given to parking lot screening and sign ordinances.

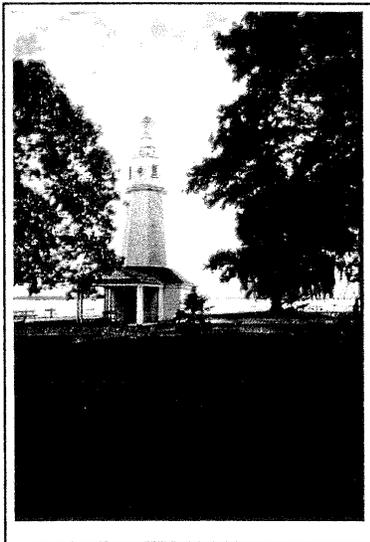
Neenah Beautification Study

Conclusion

The implementation of a Beautification Plan needs to address issues of public relations, timing, funding and political strategy, as well as physical design.

As was stated in the preface, the aspects of consensus development and public advocacy have not been part of this project methodology. The Neenah 2020 visioning process and the strategic planning efforts of Future Neenah, Inc. contribute to building consensus. Continued discussion and expanded participation will heighten awareness and promote visual quality as a community goal.

The concepts and methods of beautification can be translated into public policy. This public policy need not be punitive nor overly intrusive, its results can be part of an enhanced visual environment and quality of life.





M E M O R A N D U M

DATE: December 3, 2009
TO: Mayor Scherck and City Plan Commission
FROM: April Mielke, Deputy Director
RE: Comprehensive Plan Addendum 1 for "Smart Growth" Compliance

Background

The attached Addendum 1 to the City's Vision 2020 Comprehensive Plan (Plan) was prepared in an effort to bring the City's Plan into compliance with Wisconsin's Comprehensive Planning Law, otherwise known as the "Smart Growth Law". To refresh, according to s. 66.1001, Wis. Stats. (enacted in 1999), beginning on January 1, 2010, if a town, village, city, or county engages in official mapping, subdivision regulation, or zoning, those actions must be consistent with that community's comprehensive plan. The Wisconsin Comprehensive Planning Law does not mandate how or where a local community should grow, rather it defines the nine elements that must be addressed in a comprehensive plan, the inclusion of public involvement in plan development, and the process that must be used to adopt such plan. The intent of the legislation is to improve on the amount and quality of communication within and between jurisdictions and lead to more informed decisions with regards to land use.

While the current Plan is very comprehensive in nature and has served its purpose in guiding land use and development in the City of Neenah, it does not contain all the required items as identified in the Smart Growth Law. Therefore, staff completed a detailed analysis of the shortcomings of the current Plan and subsequently prepared Addendum 1 to resolve these items. When the current Plan and Addendum 1 are combined, the result is a Smart Growth compliant plan.

The Plan Commission must adopt Addendum 1 by resolution, while the Common Council must adopt Addendum 1 by ordinance. Please note that since both the current Plan and the new Addendum 1 are reliant on one another to create a Smart Growth compliant plan, staff at the State of Wisconsin Department of Administration advised that the adopting resolution and ordinance reference both documents, not just the Addendum 1.

Once adopted, staff will send copies of the adopted Vision 2020 Comprehensive Plan and Addendum 1 to the Wisconsin Department of Administration (WDOA) for receipt and filing. Please note that the WDOA will not review the plan as it was not developed utilizing planning grant funds. However, the timely and adequate completion of these items by the City is needed to comply with the January 1, 2010 consistency requirement. The risk of not having an adequate, compliant plan in place by that date is that land use decisions made by the City may be subject to legal challenge by individuals who are affected by those decisions.

August 1, 2012 – Page 2

Future Considerations

Per the 'Smart Growth' legislation, a comprehensive plan shall be updated "*no less than once every 10 years.*" As the City of Neenah's most current plan was originally adopted in 1999, a comprehensive plan rewrite or thorough update needs to be completed in the relatively-near future. The City should begin discussing options for this process and begin devising a timetable to accomplish this, as the process is very time-consuming and will likely take approximately 18 months to 2 years (or more) to complete.

Recommendation

The Department of Community Development recommends that the Plan Commission approve Resolution No. 2009-02 adopting the *Vision 2020 Comprehensive Plan and Addendum 1*, including all component plans, maps, tables and appendices incorporated therein, and to recommend that the Neenah Common Council enact Ordinance #1395 adopting the same as the City's comprehensive plan under section 66.1001, Wisconsin Statutes.

ADDENDUM 1

***CITY OF NEENAH, WISCONSIN
VISION 2020 COMPREHENSIVE PLAN***

December, 2009

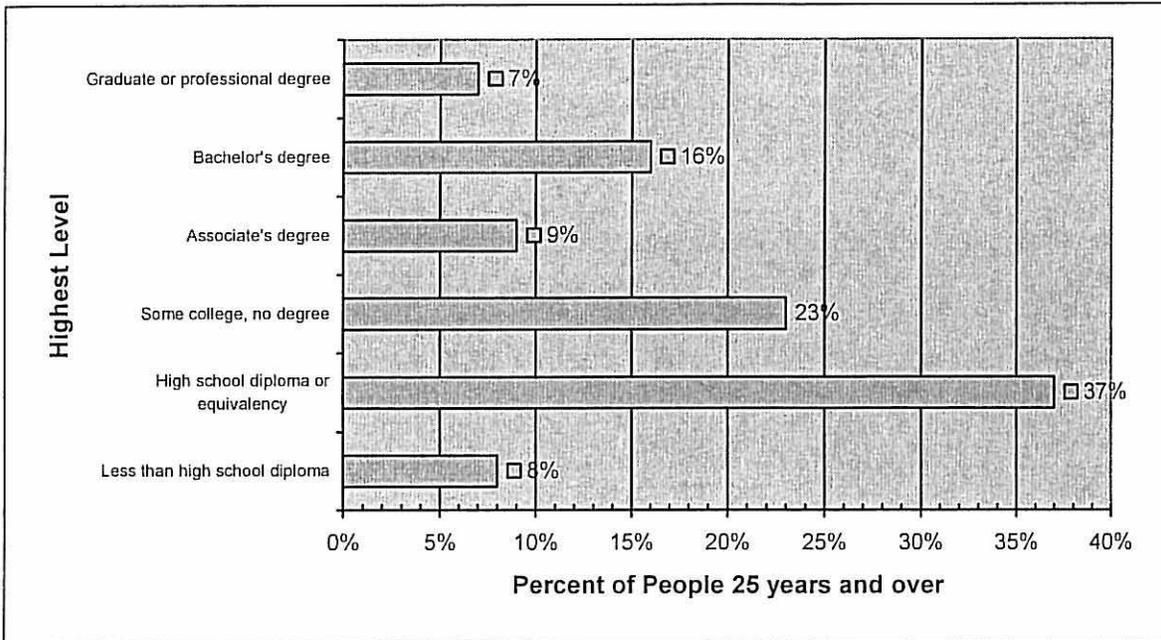
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Section I: Issues & Opportunities

Education Levels

**Figure I-1
Educational Attainment
Persons 25 and Over**



Source: American Community Survey, 2005-2007

Percent high school grad or higher, yr. 1990: 84%; yr. 2000: 89%

Percent Bachelor's Degree or higher, yr. 1990: 20.5%; yr. 2000: 26%

Section II: Housing

Age

**Figure II-1
Year Structure Built**

2000		
	#	%
1990-Mar 2000	1,172	12%
1980-89	940	9%
1970-79	1,634	16%
1960-69	1,853	18%
1950-59	1,729	17%
1949 or earlier	2,845	28%
TOTAL	10,173	100.00%

Source: US Census Bureau - 2000, SF 3

2000 Median Year Structure Built: 1963

Note: Many older homes have been remodeled and kept in good repair, so age alone is not a good measure of housing condition.

Structural Characteristics

**Figure II-2
Units in Structure**

	1990		2000		% Change
	#	%	#	%	1990-2000
1 - detached	6,375	69%	7,119	70%	12%
1 - attached (condo)	176	2%	339	3%	92%
2	1,168	13%	854	8.5%	-27%
3-4	566	6%	542	5.3%	-4%
5-9	317	3%	439	4.3%	38.5%
10-19	350	4%	393	4.3%	12%
20-49	166	2%	319	3.1%	92%
50 or more	104	1%	157	1.5%	51%
Mobile homes	--	--	11	--	100%
Other	39	--	--	--	-100%
TOTAL	9,261	100%	10,173	100%	--

Source: US Census Bureau, 1990 STF 3; 2000 SF 3

Value of Housing Units

**Figure II-3
Value of Owner-Occupied Housing Units**

	1990		2000		% Change
	#	%	#	%	1990-2000
Less than \$50,000	1,673	30%	221	3%	-87%
\$50,000 - \$99,999	3,357	59%	3,872	56%	15%
\$100,000 - \$149,999	384	7%	1,669	24%	335%
\$150,000 - \$199,999	131	2%	592	9%	352%
\$200,000 - \$499,000	117	2%	466	7%	298%
\$500,000 or more	4	0%	64	1%	1,500%
TOTAL	5,666	100.00%	6,884	100.00%	--

Source: US Census Bureau, 1990 STF 3; 2000 SF 3

Median Value 1990: \$58,900

Median Value 2000: \$92,900

Section III: Transportation

Trucking

The existing freight routes and terminals (including truck and rail) in the City of Neenah and surrounding vicinity are shown on Map III-1, *Fox Cities Area Freight Routes and Freight Terminals*.

Water Transport

The City lies along the northwestern shoreline of Lake Winnebago, and also has shoreline along the Fox River. While there are a number of marinas and boat landings on its shores, there are no commercial ferries or cruise lines offering passage on the lake. The City of Neenah is in relatively close proximity to the Bay of Green Bay and Lake Michigan, both of which offer commercial services and ports.

Applicable State & Regional Plans

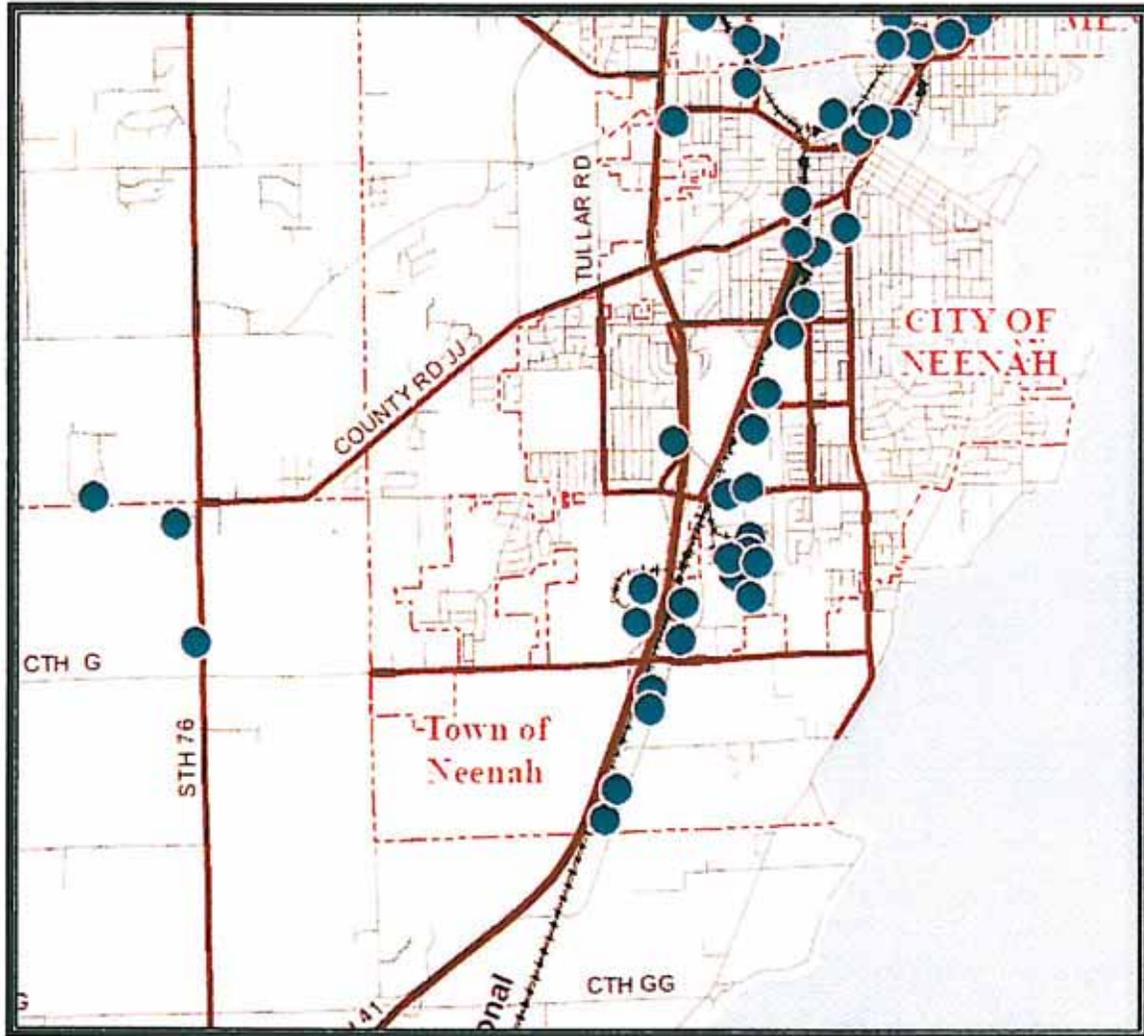
The Wisconsin Department of Transportation maintains several plans with statewide policies and recommendations regarding various aspects of transportation. These plans should be taken into consideration when making future transportation decisions. They include: *Airport System Plan 2020, Bicycle Transportation Plan 2020, Pedestrian Policy Plan 2020, and Highway Plan 2020*. Recommendations pertaining to Wisconsin's rail system are included in the *Wisconsin Rail Issues and Opportunities Report*. These plans are being incorporated into *Connections 2030*, the statewide long-range transportation plan which is currently being developed by the Wisconsin Department of Transportation to address all forms of transportation over a 25 year planning horizon, including highways, local roads, air, water, rail, bicycle, pedestrian and transit.

Several plans also specifically guide decision-making at the county and regional level. The *Fox Cities Urbanized Area Long Range Transportation/Land Use Plan* is the plan prepared for the Fox Cities Metropolitan Planning Organization pursuant to Federal regulations that mandate that regional transportation plans for urbanized areas and air quality attainment areas be updated every five years in order for those areas to be eligible for federal transportation-related funding. Prepared by the East Central Wisconsin Regional Planning Commission (ECWRPC), this plan was adopted in 2005. City staff thoroughly reviewed a final draft of this plan to ensure consistency with local plans. Another plan prepared by ECWRPC is the *Transportation Improvement Program for the Fox Cities and Oshkosh Urbanized Areas, 2007*. The *2006 Winnebago County Comprehensive Plan* (adopted March 2006) covers transportation issues with relevance to the City of Neenah.

MAP III-1

FOX CITIES AREA
FREIGHT ROUTES & TERMINALS

City of Neenah



Source: WisDOT and ECWRPC provided 2000 metropolitan planning area, ECWRPC provided the freight routes and freight terminals, 2005. Calumet, Outagamie, and Winnebago Counties provided the 2004 railroad data and the 2005 centeline, hydrology and municipality boundaries.

- FREIGHT TERMINALS
- FREIGHT ROUTES
- - - RAILROAD TRACKS
- - - MUNICIPALITY BOUNDARIES



Prepared By
EAST CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION-OCTOBER 2005

Section IV: Utilities & Community Facilities

Existing Conditions

Government Facilities

The City of Neenah owns, operates and maintains a number of facilities and buildings, including city hall, two fire stations (shared jointly with the City of Menasha which also owns two), a public library, police department, municipal swimming pool, a museum, a boathouse, and a number of other park and recreation and public utility facilities. For more information about the city visit their web site at <http://www.ci.neenah.wi.us>.

The City of Neenah Administration Building/City Hall is located at 211 Walnut Street in downtown Neenah.

Neenah Police Department

The City of Neenah Police Department, located at 2111 Marathon Avenue in Neenah, provides full 24 hour a day public protection service to the community. The 26,800 square foot building was constructed in 1994. The department serves approximately 25,800 residents, patrolling 9.6 square miles, and 132.75 miles of streets. The department is staffed by a chief of police, two captains, seven lieutenants, five sergeants, three investigators, eighteen patrol officers, two police school liaison officers, eight community service officers, one parking officer, one crime prevention officer, one MEG officer, twenty crossing guards and thirteen police techs and/or support staff.

Neenah-Menasha Fire and Rescue Department

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

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

EMS

Emergency Medical Services are provided by Gold Cross Ambulance Service, which also services other communities throughout portions of Outagamie, Calumet and Winnebago Counties. Gold Cross has one ambulance based at Theda Clark Hospital located in Neenah. Another ambulance is based at Saint Elizabeth Hospital in Appleton.

Higher Education

Numerous opportunities exist for higher education in the Northeast Wisconsin Region, including the following:

- University of Wisconsin – Fox Valley, located in the City of Menasha, provides the first two years of liberal arts studies necessary as a foundation to baccalaureate and professional degrees. The campus also offers several bachelor degrees from the campus in collaboration with other “U-W” schools. The school also offers a number of other programs, and is home to the Barlow Planetarium and the Weis Earth Science Museum.
- Fox Valley Technical College (FVTC), located in the Town of Grand Chute, offers over 80 associate degree and technical diploma programs and nearly 120 specialized certificates, and related instruction to 21 apprentice trades, along with several unique programs not offered at other Wisconsin technical colleges. FVTC has a regional campus located in the City of Neenah’s Southpark Industrial Center.
- University of Wisconsin – Oshkosh is the third largest university in the state. It offers 73 associate, baccalaureate and master’s degree programs.
- Lawrence University is a nationally recognized undergraduate college of the liberal arts and sciences with a conservatory of music. Lawrence is located in Appleton, and is approximately 4 miles from Neenah.
- University of Wisconsin – Green Bay is a small- to mid-size university offering both bachelor and graduate degree programs. The school is approximately 45 miles from Neenah.

Other higher education opportunities include:

- ◆ Lakeland College’s Fox Cities Center, located in Neenah’s Southpark Industrial Center
- ◆ Marian College, Fond du Lac
- ◆ Silver Lake College, Manitowoc
- ◆ Concordia University, Appleton

Libraries

The Neenah Public Library is located at 240 E. Wisconsin Avenue in Neenah. The existing library was constructed in 2000. Features of the new facility include a spacious new children’s/youth room, and teen area, the Shattuck Community Room, centralized information and reference desk, a history room and various meeting/conference rooms.

Post Offices

The Neenah Post Office, a full-service post office, is located at 130 W. Franklin Avenue in downtown Neenah.

Cemeteries

The City of Neenah has owned and maintained the Oak Hill Cemetery since 1848. It is the second oldest municipal cemetery in the United States.

There are also a few privately-owned cemeteries located in the community including Greenlawn Memorial Park and St. Margaret - Mary Catholic Cemetery.

Solid Waste Management and Recycling

Garbage is collected weekly by municipal crews. Recyclables are collected curbside on a weekly basis. Items for recycling that can be placed out for collection on a weekly basis are paper items and glass/plastic/other. Brush, tree limbs and other yard waste

(excluding grass clippings) are collected weekly during the spring, then monthly from June through November. There is annual fall leaf collection provided several times during the months of October and November. Large items and metal are collected curbside once every-other month. The City also allows residents to bring all items above and some additional items to the Tullar Road Drop-Off Center.

Solid waste collected by the City is hauled to the Winnebago County Landfill Facility in Oshkosh. Recyclables are transported to the transfer station at the Winnebago County Facility. Once there, they are sorted and the paper recyclables are transferred to Outagamie County while the other recyclables are transferred to Brown County for final processing.

Power Providers

Electric and natural gas services in the City of Neenah are nearly exclusively provided by WE Energies which serves approximately 99% of the properties in the City. Wisconsin Public Service serves the small remainder of property.

Telecommunication Facilities

There are numerous telecommunication providers located in the area that provide a variety of alternatives for conventional, cellular and VOIP telephones services, and dial-up, DSL, and cable internet service. An increasing number of companies are offering Wi-Fi services that cover the community. Businesses and other data-intensive users have access to T-1 or T-3 services. The number of providers for such services allows for a variety of service levels and costs to meet the needs of the diverse customer base.

Health Care Facilities

The major medical facility in the City of Neenah is Theda Clark Medical Center, a 250-bed acute care hospital that has served the community for over 100 years. The facility offers ThedaStar air medical service helicopter, the area's only level II trauma center, single-room maternity suites, and specialty services including a stroke center, rehabilitation facilities, eye center, Aylward Surgery Center and a school of radiologic technology. Also, the Children's Hospital of Wisconsin – Fox Valley operates out of Theda Clark.

Other major medical facilities found in and surrounding the City of Neenah include:

- ◆ St. Elizabeth Hospital, Appleton
- ◆ Appleton Medical Center, Appleton
- ◆ Mercy Medical Center, Oshkosh
- ◆ Aurora Medical Center, Oshkosh

The City's residents are served by over 1,000 area doctors and over 200 dentists which are affiliated with various organizations such as Thedacare, Affinity Health System, Aurora Healthcare, Network Health Plan, Prevea Health Plan, Unity and United Healthcare.

Day Care Facilities

There are numerous choices for day care facilities in the City of Neenah. Per the Wisconsin Department of Children & Families, within the City of Neenah there are 18 group child care facilities with a combined capacity of 997 children, and 12 family child care facilities - each of which can provide care for up to 8 children (combined capacity of 96 children).

Future Needs for Utilities and Community Facilities

Wisconsin comprehensive planning statutes require that the utilities and community facilities element of a comprehensive plan identify the potential future need for the expansion, construction, and/or rehabilitation of existing utilities and facilities. The City of Neenah recognizes that ongoing monitoring of services and facilities is essential to meet ever-changing community needs. Looking toward the future, the demands for service will need to be balanced with the resources of the city to meet its operational needs as well as capital improvements. Future government capital facility and equipment needs (i.e., streets, public utilities, traffic signals, police, fire, park & recreation, city service facilities, cemetery, administration building, library, etc) are detailed in the 2009 - 2013 Capital Improvements Program document (which is updated annually) that is on file with the City's Finance Department.

In addition, the City should continue to support and assist other private and/or quasi-public community utility and service providers (i.e., health care, child care, power and communication utilities, EMS, etc.) with their future growth and expansion in order to continue to meet the needs of the community.

Utilities and Community Facilities Goals and Objectives

The following identifies the goals, objective, policies and/or programs with regards to utilities and community facilities:

- The city shall continue to anticipate and plan for capital improvements and service requirements.
- Continue to provide high quality and cost effective community facilities and services that meet existing and projected future needs.
- Support high level, cost effective service for solid waste, natural gas, electrical, telephone, cable, telecommunications, and other technology providers.
- Monitor the need for new, expanded, or continuation of rehabilitated services and local government facilities.
- Promote effective solid waste disposal and recycling services and systems that protect the public health, natural environment, and general appearance of land uses within the community.

- Support school districts or local community organizations in their sponsorship of child care programs and early development programs.
- The city shall work with local school districts in order to anticipate future service and facility needs.
- Support the development of local health care facilities.
- Provide a level of police, fire, and emergency services that meets present and future needs.

Section V: Agricultural, Natural and Cultural Resources

Metallic and Non-Metallic Mineral Resources

Wisconsin Administrative Code NR 135 required that all counties adopt and administer a Non-Metallic Mining Reclamation Ordinance by June 1, 2001. Cities, towns and villages may choose to adopt an ordinance and administer a program within their jurisdiction at any time. The overall goal of NR-135 is to provide a framework for statewide regulation of nonmetallic mining reclamation. The rule does this by establishing uniform reclamation standards and setting up a locally-administered reclamation permit program. It is intended that NR 135 will contribute to environmental protection, productive end land use, and potential to enhance habitat and increase land values and tax revenues. The City of Neenah has not adopted such an ordinance. East Central Wisconsin Regional Planning Commission (ECWRPC) administers the Wisconsin Statutes, Chapter NR-135, nonmetallic mining reclamation program for Winnebago County (and several other counties in the region).

Groundwater

Neenah residents are not dependent upon groundwater for drinking water supply. Neenah Water Utility's raw water source is Lake Winnebago. The water is treated by lime softening, settling, recarbonation, filtration and granular activated carbon contactors. The water is fluoridated, disinfected with ultraviolet light and sodium hypochlorite, and ammonia is added to help control the disinfection process.

Threatened and Endangered Species

The Wisconsin Department of Natural Resources' (WDNR) Bureau of Endangered Resources maintains a Natural Heritage Inventory (NHI) program. The NHI program is responsible for maintaining data on the locations and status of rare species, natural communities, and natural features in Wisconsin.

According to the NHI, the following rare species and natural communities are found within a few Township/Range locations within the City of Neenah (or adjacent communities that include the same town/range):

Birds

Bald eagle: State Special Concern* species, fully protected

Fish

Lake sturgeon: State Special Concern* species, take is regulated by open/closed seasons

Pugnose minnow: State Special Concern* species, no laws regulating

Banded killfish: State Special Concern* species, no laws regulating use, possession or harvesting

Natural Communities

Wet-mesic prairie

- * Special Concern species are those species about which some problem of abundance or distribution is suspected but not yet proved. The main purpose of this category is to focus attention on certain species before they become threatened or endangered.

Section VI: Economic Development

Desired Business & Industry

Similar to most communities in Winnebago County and the state as a whole, the City of Neenah would welcome most economic opportunities that do not sacrifice community character or require a disproportionate level of community services per taxes gained.

The Fox Cities Economic Development Partnership (FCEDP), a business attraction organization comprised of the municipalities, organizations and utilities interested in the economic growth of the Fox Cities area, has identified five major industry clusters of prominence in the metropolitan area. These industry clusters represent the economic drivers of the region and have the critical mass of manufacturers, supplies and vendors to make these clusters thrive in the Fox Cities. As such, the City should continue to expand on these industry clusters and promote their growth.

The prominent industry clusters are:

- Specialty and Converted Paper and Plastics
- Printing and Publishing
- Commercial and Industrial Machinery and Equipment
- Specialty Food Products and Packaging
- Transportation, Security, and Related Devices

In addition to the desired industry clusters, the City of Neenah should continue to target the following:

- Compatible and complementary businesses in the downtown area such as corporate headquarters and business and support services, home furnishings, specialty retail, and specialty foods and restaurants.
- Businesses that are able to utilize existing structures or sites currently served by utilities and infrastructure. The ability to use these sites prior to developing unserved or underserved sites is much more favorable. Infill development includes reusing "big box" retail spaces and using vacant lots or storefronts.
- Retail businesses that offer retail opportunities to the community such as high-end department and clothing stores and specialty shops are desired in the community.
- Uses that promote the highest and best use of specific properties.

Regional and State Economic Development Partners & Programs

The following provides some general information about some of the available regional and state economic development programs that may apply to the City of Neenah.

Regional

East Central Wisconsin Regional Planning Commission (ECWRPC)

The East Central Wisconsin Regional Planning Commission serves as an Economic Development District for a ten county region. ECWRPC staff provides information for economic development, completes a Comprehensive Economic Development Strategy

Report each year, and partners with local and state agencies to promote planning and development efforts throughout the region.

Fox Cities Economic Development Partnership (FCEDP)

The Fox Cities Economic Development Partnership (FCEDP) is a business development and attraction organization comprised of municipalities, educational institutions, organizations and utilities interested in the economic growth of the Fox Cities area. Its mission is to foster economic development in the Fox Cities by creating and implementing marketing programs that promote the area as an attractive location for business and industry.

Fox Valley Workforce Development Board

The Fox Valley Workforce Development Board, Inc. functions as a catalyst between public and private partnerships. By anticipating and developing solutions for tomorrow, their goal is to achieve an environment of accessible, high quality, efficient and affordable training, and employment opportunities for today.

New North

The New North is made up of 18 counties in northeast Wisconsin. The New North brand unites the region both internally and externally, signifying the collective economic power behind these 18 counties. It is a consortium of business, economic development, chambers of commerce, workforce development, civic, non-profit, and education leaders who are working to be recognized as competitive for job growth while maintaining our superior quality of life. The power of the New North region working together is far greater than one county or one business alone. Players gain more through regional cooperation rather than competing for resources and growth.

Fox Cities Chamber of Commerce

The goal of the Fox Cities Chamber of Commerce is to create a positive economic, political and social climate in the Fox Cities, thereby making it possible for members and the community to grow and prosper.

Fox Cities Convention & Visitors Bureau

The Fox Cities Convention & Visitors Bureau is an economic development organization that strengthens the Fox Cities by attracting visitors in the convention, sports and leisure markets through sales, marketing and destination development.

Fox Valley Technical College

The mission of Fox Valley Technical College is to help individuals reach their potential by providing cost-effective education and training which meets their objectives for employment, continuing higher education, and personal enrichment. Fox Valley Technical College is nationally recognized for innovative and flexible delivery of workforce training. Within the Fox Valley Tech College system is the Venture Center, a unique hybrid linking education, business and economic development to foster business start-up and growth in Northeast Wisconsin and the global markets in which we

participate. The Venture Center provides the foundation for launching and growing a sustainable business.

State

Wisconsin Department of Commerce

The Wisconsin Department of Commerce (WDOC) has several grant programs and services available to communities or businesses within communities. The federally funded Community Development Block Grant (CDBG) program can be used for housing, economic development, and public facility improvements. WDOC also offers many more business assistance and financing programs as well as economic development news and statistics.

Wisconsin Department of Workforce Development

The Wisconsin Department of Workforce Development (DWD) is a state agency charged with building and strengthening Wisconsin's workforce in the 21st century and beyond. The Department's primary responsibilities include providing job services, training, and employment assistance to people looking for work, at the same time as it works with employers on finding the necessary workers to fill current job openings.

Wisconsin Economic Development Association (WEDA)

The Wisconsin Economic Development Association fosters economic development in the state of Wisconsin by providing leadership in defining and advocating economic development initiatives by continually striving to develop the professional practice of economic development.

Weaknesses of the City for Attracting/Retaining Business and Industry

While the City of Neenah has numerous strengths for attracting and retaining business and industry, there are also some challenges it faces in this effort. Such challenges include:

- Limited financial capacity to provide sufficient incentives that are competitive with those which may be offered by other communities.
- Potential for a lack of available sites or facilities in which to recruit a business.
- Timelines/demands of existing projects leave little time for the limited staff to develop new initiatives.
- Accessibility to US Highway 41.

Section VII: Intergovernmental Cooperation (Community Partnerships)

Introduction

The Intergovernmental Cooperation chapter of the Vision 2020 Comprehensive Plan provides guidance on how the City of Neenah can coordinate with other communities and governmental units to promote consistency between their plans and to work cooperatively.

In general, intergovernmental cooperation is any arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve issues of mutual interest. It can be as simple as communicating and sharing information, or it can involve entering into formal intergovernmental agreements and sharing resources such as equipment, buildings, staff, and revenue. It can even involve consolidating services, jurisdictions, or transferring territory. In addition, intergovernmental cooperation results in benefits to all parties involved such as cost savings, early identification of issues thus reducing conflict, addressing of regional issues, consistency, understanding, trust among jurisdictions, and increased benefits to residents.

Today, more than ever, many issues cross-jurisdictional boundaries affecting more than just one community. Our communities are not islands, and we must recognize that the health of our community and the health of our region are interconnected. The Intergovernmental Cooperation chapter is an opportunity to get everyone pulling in the same direction.

Since the City of Neenah has always promoted and fostered cooperation with adjacent municipalities and other units of government, this chapter will identify the existing efforts that are in place and will identify opportunities to build on the cooperation that already exists.

The Vision for Community Partnerships

The Neenah 2020 Vision Committee offered the following vision of community partnerships for the City of Neenah.

Neenah will be recognized for its effective community partnerships, where public entities, the private sector, and community-based organizations work as a team to solve problems and address issues of importance. As a result, the City of Neenah will continue to deliver high-quality, affordable public services through inter-municipal cooperation and effective use of performance-based contracting with the private sector.

Strategic Actions Needed to Realize the Vision

The Neenah 2020 Vision Committee identified the following strategic actions related to community image to be pursued as the community strives to attain its vision for the year 2020. These statements should be viewed as objectives for which specific activities will need to be undertaken until the desired accomplishment is met.

- Cooperate with neighboring communities in the delivery of essential municipal services.

- Advocate fiscal responsibility from all governmental units which have taxing authority within our community.

Identification of Existing Intergovernmental Cooperation Agreements and Initiatives

The City of Neenah is currently involved in numerous formal and informal cooperative efforts which impact a variety of services, such as the following:

Environmental Management

- ◆ The Fox River Steering Committee, a coalition of representatives from Neenah, Menasha, Appleton, De Pere, Wrightstown, Neenah-Menasha Sewerage Commission, and GreenBay Metropolitan Sewerage Commission, monitors PCB levels in the Fox River.
- ◆ Northeast Wisconsin Stormwater Consortium, of which Neenah is an active member, is dedicated to facilitating efficient implementation of stormwater programs locally and regionally that will both meet DNR and EPA regulatory requirements and maximize the benefit of stormwater activities to the watershed by fostering partnerships, and by providing technical, administrative, and financial assistance to members.
- ◆ The Neenah-Menasha Sewerage Commission provides service to the City of Neenah as well as portions of the Town of Menasha Sanitary District, Waverly Sanitary District, the Town of Neenah Sanitary District #1 and the City of Menasha.
- ◆ Winnebago County Solid Waste and Recycling (in consortium with Outagamie and Brown Counties) accepts recyclables and solid waste from the City of Neenah for processing/disposal.

Housing

- ◆ Winnebago County HOME Program funds are made available to eligible city residents through the Winnebago County Housing Authority.

Transportation/Infrastructure

- ◆ Fixed route bus service (and other specialized service) is provided in the City of Neenah through a contractual arrangement with the Valley Transit, a City of Appleton agency.
- ◆ A reduced-fare taxi service for the elderly – Dial-a-Ride – is provided through a partnership with the City of Menasha and Winnebago County.
- ◆ The City of Neenah is a member of the Interactive Network for the Fox Cities consortium (INFOCIS), which will be deploying a regional Wi-Fi network that includes the City of Appleton, City of Neenah, Town of Grand Chute, Outagamie County, Appleton Area School District, Winnebago County and Fox Valley Technical College.

Economic Development/Planning

- ◆ The City of Neenah is a participating member of Fox Cities Economic Development Partnership.
- ◆ The City is a participating member of the East Central Wisconsin Regional Planning Commission, the official comprehensive planning agency for a 10 county area.
- ◆ The City has formed a working partnership with the Winnebago County Industrial Development Board which funds economic development projects through revolving loan funds and also provides grants to the City for economic development initiatives.
- ◆ Fox Cities Convention and Visitor's Bureau promotes various attractions in the city and surrounding area.
- ◆ Neenah's Joint Review Board is made up of representatives from Winnebago County, the Neenah School District, and Fox Valley Technical College.
- ◆ The City of Neenah's Community Development Department works with state agencies, UW-Extension, Winnebago County, East Central Wisconsin Regional Planning Commission and surrounding municipalities on numerous planning and economic development efforts.

Culture and Recreation

- ◆ The City of Neenah has reciprocity agreements for programs, park usage, and municipal use of park equipment with the Cities of Menasha and Appleton.
- ◆ Communityfest is a public-private joint event with the City of Menasha which takes place on or near the 4th of July.
- ◆ The Neenah Public Library is part of the Winnefox Library System that includes thirty public libraries from five surrounding counties.

Public Protection

- ◆ The Neenah-Menasha Fire and Rescue Department was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department. Additionally, Neenah- Menasha Fire Rescue has mutual aid agreements with the Cities of Appleton and Oshkosh, and has an agreement with Winnebago County for hovercraft and other water rescue.
- ◆ The city of Neenah Police Department has a mutual aid agreement for police protection with the Cities of Menasha and Appleton. The department also has an agreement with the Neenah Joint School District for the provision of a police school liaison officer. They also partner with groups such as TRICOM and the YMCA in order to address community concerns and provide education and resources to the community.
- ◆ Tri-Communities Crime Reduction Coalition (TRICOM) is a nonprofit corporation that was formed in January of 1994. The following police agencies participate in TRICOM: Menasha Police Department, Winnebago County Sheriff's Office, Neenah Police Department, and Town of Menasha Police Department.

Finance/Administration and Legal

- ◆ The Cities of Neenah and Menasha adopted an ordinance creating a Neenah-Menasha Municipal Court that became operative May 1, 2002.
- ◆ The Cities of Neenah and Menasha have formed the Joint Cable Television Committee and periodically join forces with the City of Appleton to negotiate franchise payments.
- ◆ The city participates in CVMIC (City, Village Mutual Insurance Company) with 45 other municipalities for liability and workers compensation Insurance.

Annexation and Boundary Agreements

- ◆ The City of Neenah has a thirty-year boundary agreement with the Town of Neenah dated May, 3, 2005.

Health and Education

- ◆ The city's Department of Public Health provides in-school nursing services for the Neenah Joint School District and the parochial school system.
- ◆ The City of Neenah Department of Public Health serves as an "Agent of the State of Wisconsin" for the Department of Health and Family Services (DHFS) for Food Safety and Recreational Licensing.
- ◆ The City of Neenah Health Department is part of the Fox Cities HealthCare Partnership, which also includes Health Officers from the Cities of Menasha, Appleton, and Oshkosh Health Departments, as well as from the Winnebago, Calumet, and Outagamie County Health Departments, and representatives from ThedaCare and Affinity Health Care Systems.
- ◆ The Neenah Department of Public Health currently partners with the following: Alliance for Families, Wisconsin Well Womens' Program Board for Winnebago County, Northeast Region Wisconsin Association of Local Health Departments and Boards of Health (WALHDAB), Winnebago County Tobacco Free Coalition, Fox Valley Public Health Preparedness Consortia, Fox Valley Regional Trauma Advisory Council (RTAC), Fox Cities Community Clinic Public Health Advisory Committee, Fox Valley Health Care Forum for Communicable Diseases, Neenah-Menasha Dental Board, NE Wisconsin Immunization Council, Fox Valley Safe KIDS, NJSD Crises Team, Winnebago County Child Death Review Team, Winnebago Area Mortuary Planning Committee, Winnebago Area Special Needs Populations Workgroup, Winnebago Area Antiviral Distribution Workgroup.

Other Agreements

The city periodically enters into intergovernmental agreements on special issues on an as needed basis.

Relationships with Other Governmental Units

As is evidenced from the list of cooperative agreements/initiatives, the City of Neenah maintains cooperative relationships with various governmental entities at the local,

regional and state levels, and also with the school district and other quasi-governmental bodies. The city also deals with a number of federal agencies, primarily in the areas of transportation and environmental management. The City of Neenah will continue to maintain these positive and mutually beneficial relationships with all local, regional, state and federal units of governments and other associated entities to address existing and future needs.

Identification of Existing and/or Potential Conflicts and Conflict Resolution Process

- The City of Neenah and Town of Neenah Intergovernmental (Boundary) Agreement includes a Dispute Resolution element to resolve any issues that occur in regard to the interpretation and implementation of the agreement.
- When any significant conflict occurs with any other governmental unit or private party, the City of Neenah will attempt to address it through face-to-face and written communication. If initial attempts are not successful, the City will consider other methods, including mediation, arbitration, and other dispute resolution techniques as described in Wisconsin State Statutes 802.12.

Section VIII: Land Use

Existing Land Use

A map of the Existing Land Use of the City of Neenah is provided as Map VIII-1. Figure VIII-1 identifies the acreage of each land use category, along with the percentage of total land use each category comprises in the City.

**Figure VIII-1
Existing Land Use Acreage and Percent of Total Land Area by Land Use Classification**

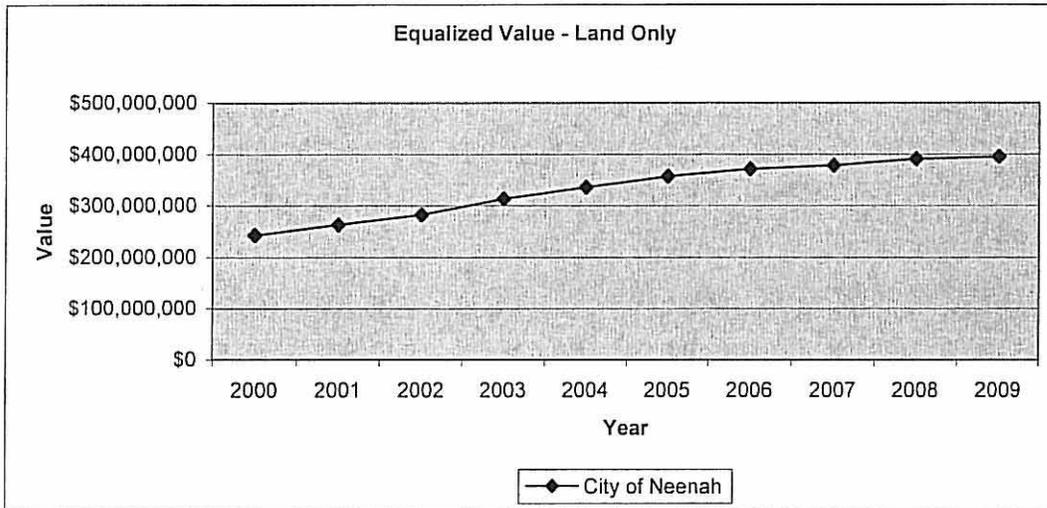
LAND USE	TOTAL ACRES	PERCENT
Single Family Residential	1971	32.1
Farmstead	5	0.1
Multi-Family Residential	134	2.2
Mobile Home Parks	0.5	0
Industrial	425	6.9
Parks / Outdoor Recreation	315	5.1
Camps & RV Parks	0	0
Commercial	408	6.6
Non-irrigated Cropland	227	3.7
Irrigated Cropland	0	0
Planted Woodlots	0	0
Institutional Facilities	264	4.3
Utilities	10	0.2
Unplanted Woodlots	184	3.0
Other Open Land	782	12.7
Transportation	1166	19
Airports	0	0
Water Features	245	4.0
Total Acres	6136.5	100

Source: East Central Wisconsin Regional Planning Commission & City of Neenah Community Development.

Trends in Land Prices

According to Wisconsin Department of Revenue statistics, the equalized value of all real estate land in the City of Neenah averaged a 5.5% increase per year from 1999-2009. This trend, shown in Figure VIII-2, is fairly stable and can be expected to continue.

**Figure VIII-2
Equalized Value – Land Only**



While total equalized value is an indicator of economic well being, it does not provide the level of detail necessary for the City to use in its comprehensive planning efforts. To get a better idea of how land prices are behaving in the residential, commercial, and manufacturing sectors, the City looks to Wisconsin Department of Revenue statistics for "Amount of Economic Change" in those categories. "Amount of Economic Change" includes changes due to market conditions, based on analysis of sales. This statistic also accounts for the effects new construction has on equalized value. This statistic is represented in the "Percent Economic Change" values shown in Figures VIII-3 thru VIII-6 for the City of Neenah and Winnebago County as a whole.

**Figure VIII-3
% Economic Change – Residential Land**

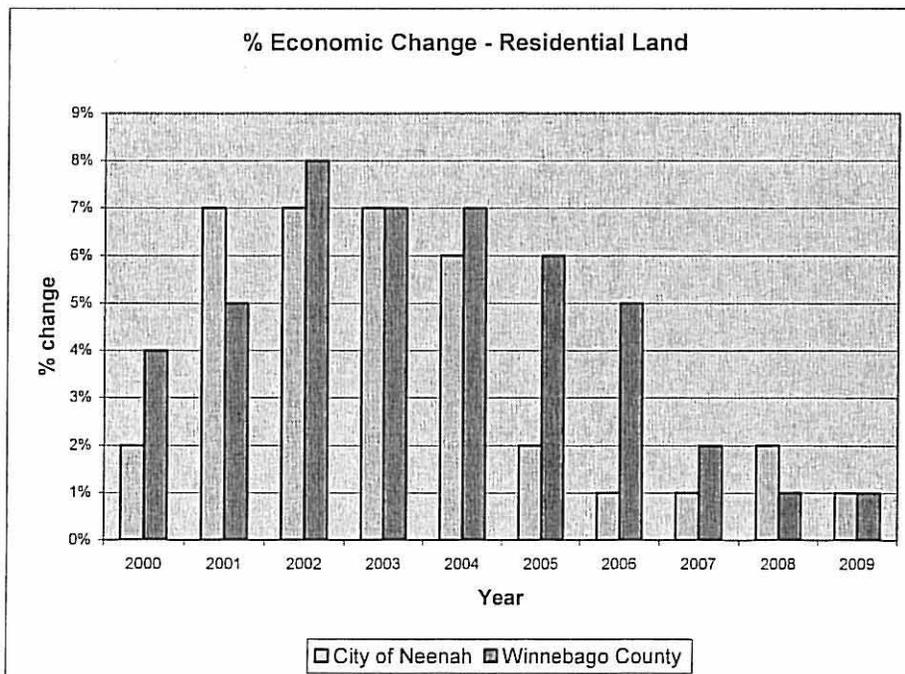


Figure VIII-4
% Economic Change – Commercial Land

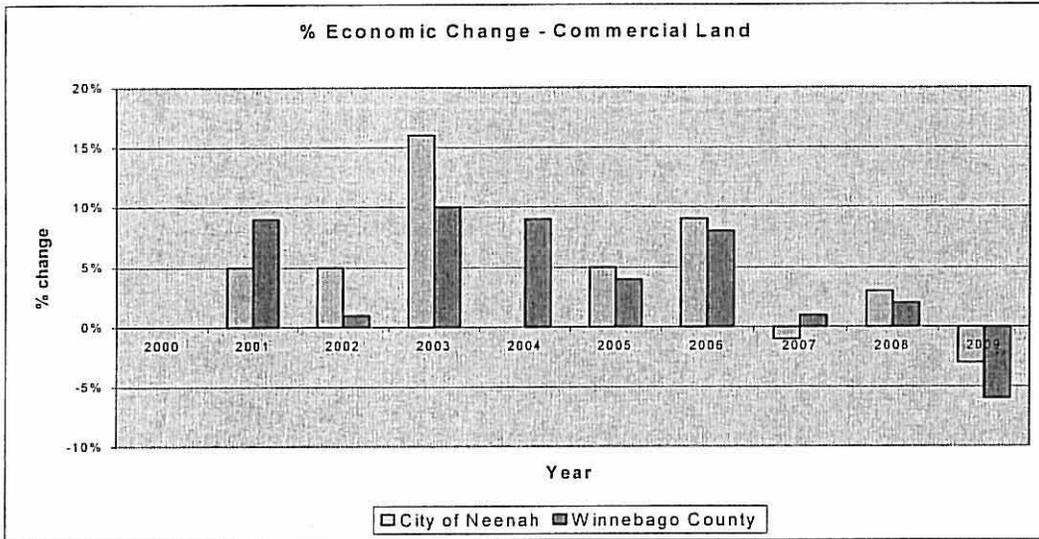
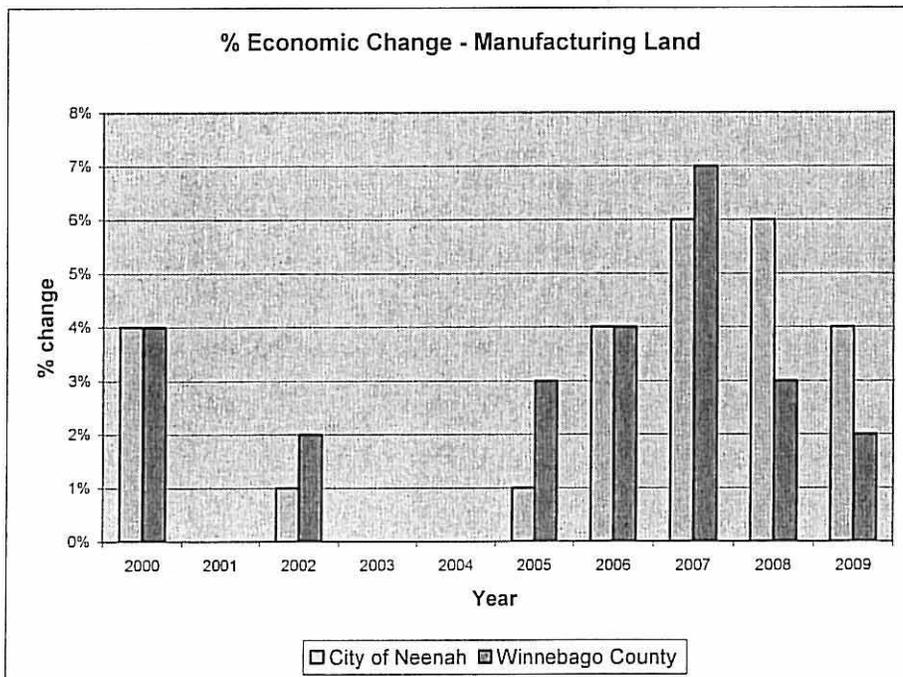


Figure VIII-5
% Economic Change – Manufacturing Land



**Figure VIII-6
% Economic Change – Total Land**

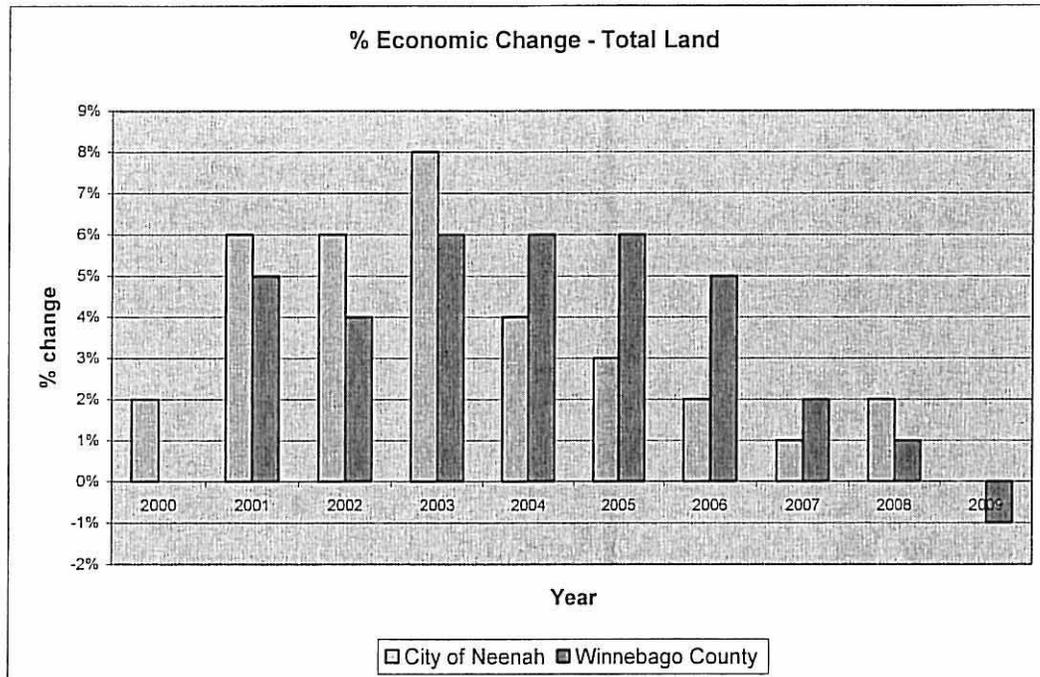


Figure VIII-3 shows that since 1999, Winnebago County as a whole has seen larger Residential Land Economic Change increases than the City of Neenah with the exception of 2001 and 2008. The City of Neenah averaged an increase of 3.6% per year and Winnebago County averaged an increase of 4.6% per year from 2000-2009. Neenah’s percent economic change for residential land peaked from 2001 through 2003, and the percent economic change for Winnebago County was consistent with this, peaking in 2002. The years 2001-2004 were very strong growth years in the City of Neenah and Winnebago County as a whole, then the City of Neenah experienced a considerable drop off in economic change for residential land in 2005 and has not seen this rebound. However, while the percent economic change in residential land is fluctuating, a steady trend of growth is still evident.

Figure VIII-4 shows commercial land in Neenah experienced a significant increase in economic change in 2003 with a 16% increase; the average increase experienced between 2000 and 2009 was 3.7% per year. Commercial land in Winnebago County as a whole was generally more steady during this period. The City of Neenah experienced more erratic economic change in commercial land with zero growth in a couple of the years, 8% or greater growth in other years and declines in the later years.

Manufacturing land (Figure VIII-5) in Neenah experienced robust increases in economic change for years 2006-2009, after having experienced little or no increase during 2000 - 2005. Winnebago County followed a very similar pattern.

Economic change statistics for all real estate land in Neenah and Winnebago County are a reflection of conditions in each of the subsets of land analyzed above. For instance, economic change increases for total real estate land in Neenah spike in 2003, when

there was a substantial economic change for commercial land and residential growth was strong. Total real estate land in both the City of Neenah and Winnebago County as a whole increased an average of 3.4% per year for the years 2000-2009.

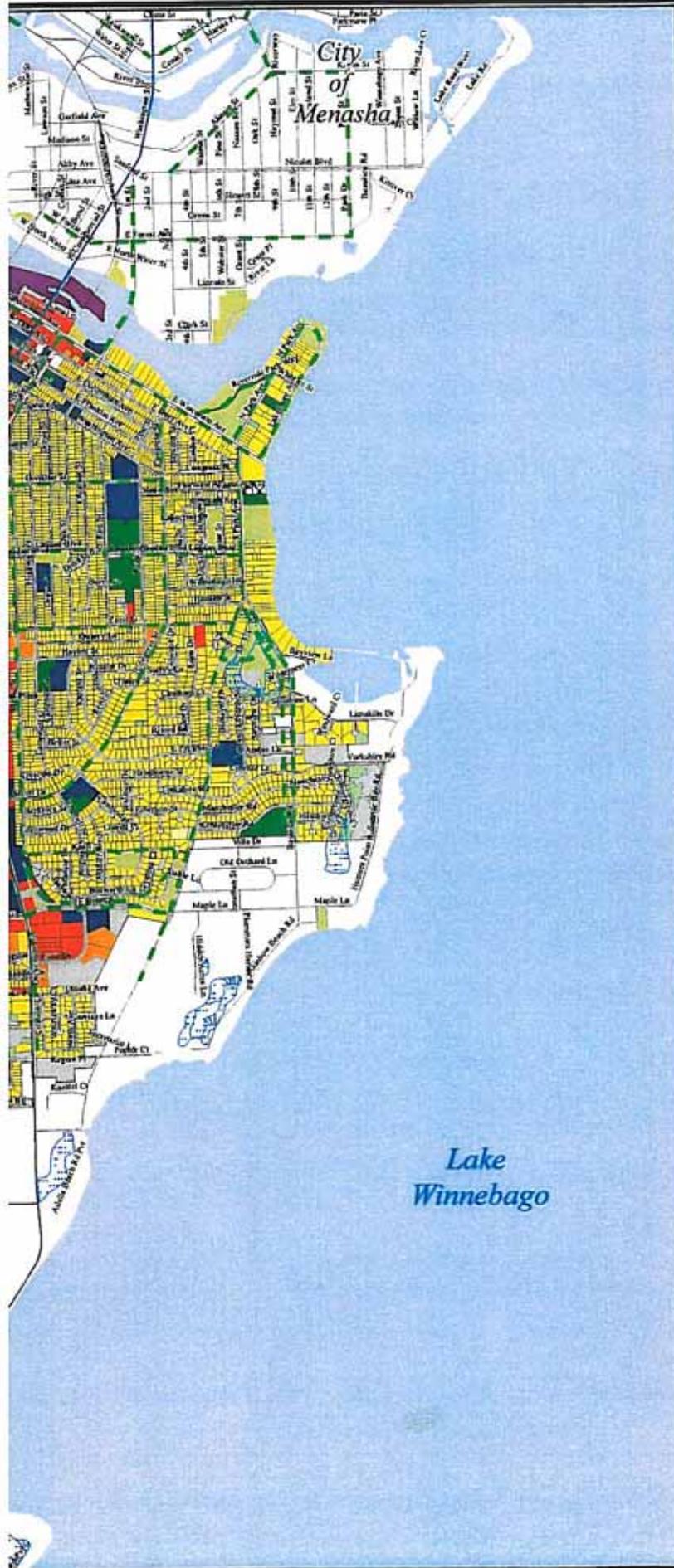
Land Use Acreage Need Projections

The following figure identifies the 20-year projected land use acreage needs (as identified in Section A of the Original Comprehensive Plan document), broken into 5-year increments.

**Figure VIII-7
20-Year Projections for Future Land Use Acreage**

Land Use Type	2005 (acres)	2010 (acres)	2015 (acres)	2020 (acres)	TOTAL (acres)
Single Family Residential	75	75	75	75	300
Multifamily Residential	5	5	5	5	20
Commercial	12.5	12.5	12.5	12.5	50
Industrial	95	95	95	95	380
Parks/Schools/Community Facilities	37.5	37.5	37.5	37.5	150
TOTAL	225	225	225	225	900

City of Neenah Winnebago County, Wisconsin Existing Land Uses 2004



Legend

- Single Family Residential
- Farmsteads
- Multi-Family
- Mobile Home Parks
- Commercial
- Industrial
- Quarries
- Institutional Facilities
- Transportation
- Utilities/Communications
- Non-Irrigated Cropland
- Irrigated Cropland
- Other Ag Land / Pasture
- Water Features
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Airports
- Existing Wetlands
- Existing Trails

Sources: Digital Base Data provided by Winnebago County. Wetlands by the WiDNR, and the Land use from ECWRPC data archives.



Scale in Miles

This data was created for use by the East Central Wisconsin Regional Planning Commission Geographic Information System. Any other use/application of this information is the responsibility of the user and such use/application is at their own risk. East Central Wisconsin Regional Planning Commission disclaims all liability regarding fitness of the information for any use other than for East Central Wisconsin Regional Planning Commission business.

Prepared By
EAST CENTRAL WISCONSIN
REGIONAL PLANNING COMMISSION- SEPT. 2009



Section IX: Implementation

Overview of Regulations and Programs/Actions to be Implemented

The following table identifies a realistic approach to implementing the priorities of the plan:

**Figure VIII-1
Implementation Items by Element and Priority**

Element	Implementation Item	Priority
<i>Housing</i>		
	Amend Zoning & Subdivision Codes to accommodate mixed-use neighborhoods and home occupations.	1
	Explore changes to Zoning Code to accommodate multi-generation living arrangements within single family residences.	2
	Consider changes to the Zoning Code to allow non-traditional housing arrangements for those with special needs.	2
<i>Transportation</i>		
	Adopt new street design standards (60' r-o-w and local streets 30' – 34' wide).	1
	Implement access control regulations along arterial streets.	1
	Review and update the Official Street Map & Sidewalk Map annually.	1
	Implement a 25-mile system of on-street trails and 7 miles of off-street trails.	2
	Develop a marketing & education program for safe use of trails.	2
	Develop a USH 41 r-o-w planting program with the WisDOT.	2
	Upgrade Winneconne Ave. between Lake St and CTH CB with multiple roundabouts.	1
	Construct a second left turn lane on Industrial Drive at the Bell Street intersection.	3
	Construct a pedestrian overpass at Breezewood/Bell.	1
	Construct four roundabouts at the interchange of Breezewood Ln and USH 41 and at adjacent intersections.	1
	Extend Industrial Drive south to CTH G.	2

Utilities/Community Facilities		
	Develop a comprehensive storm water management plan for Neenah Slough Watershed.	1
	Establish policy requiring on-site storm water retention for commercial, industrial and large multi-family developments.	1
	Pursue a plan to promote burial of existing overhead power lines.	3
Ag., Natural and Cultural		
	Implement a "Community Greening" program to enhance City's image and appearance.	2
	Develop a water resource plan.	2
	Establish resource protection standards to protect natural features.	1
	Continue to enhance the City's urban forestry program.	1
	Promote natural corridors throughout the City to protect special habitats and plant life.	3
Economic Development		
	Develop a strategy and recruitment program for the retail market.	1
	Establish an interest rate buy-down program to assist façade and sign projects in the business district redevelopment areas.	2
	Create a TID on Doty Island.	1
	Continue to support and participate in cooperative regional marketing efforts for business recruitment.	1 thru 3
Land Use		
	Revise Zoning and Subdivision Codes to maximize infill development opportunities.	1
	Prepare a street graphics handbook.	2
	Amend Zoning & Subdivision Codes to accommodate mixed-use neighborhoods and home occupations.	1
	Direct Industrial growth south along the east and west sides of USH 41.	1
	Designate land along the Westside arterial corridor (CTH CB) at the northwest edge of the City as light manufacturing/service business.	1

1 = Short Term (0-3 yrs)
2 = Mid Term (4-6 yrs)
3 = Long Term (6 yrs+)

Integration and Consistency

Comprehensive planning legislation requires that the Implementation element describe how each of the nine elements of the comprehensive plan will be integrated and made consistent with the other elements of the plan. Care was taken during the planning process to ensure integration of, and consistency between, the goals, objectives (strategic actions), policies, and recommendations contained in each element of the Comprehensive Plan. The City of Neenah Plan Commission will be responsible for comparing proposals for development that come before it with each element of the Comprehensive Plan. If the review of the development proposal uncovers inconsistencies between the elements, the Plan Commission should consider how the inconsistencies may be resolved and make a recommendation for those changes to the City Council. Over time, the threat of inconsistency between the plan and existing conditions will increase, requiring amendments and/or updates to be made. Likewise, additional plans regarding specific features within the community may also be developed (e.g., outdoor recreation plan, downtown development plan) again creating prospects for inconsistency.

Measuring Progress

The City can use the above implementation chart as a tool for measuring progress by placing checks next to the actions as they are addressed. To ensure the plan is achieving intended results, periodic reviews should be conducted by the Plan Commission and results reported to the governing body and the public.

The Amendment/Update Process

The City of Neenah will consider both major and minor amendments to the comprehensive plan. Minor amendments can be processed at any time during the year. Most of these amendments are to coordinate plan designations with (proposed) zoning. This is a relatively simple and straightforward process which includes public notice and hearings to meet local and state requirements and adherence to the public involvement element of the plan. A major amendment process is to be conducted at least every ten years. The following process for updating the comprehensive plan will be utilized:

- The City of Neenah will review the goals, objectives, and policies of the Comprehensive Plan on a periodic basis.
- It is expected that amendments to the Comprehensive Plan will be needed to address changing conditions and attitudes. For example, the Plan Commission may receive a development proposal for a specific property in the City of Neenah that is inconsistent with the land use shown on the 2020 Land Use Plan map. If the Plan Commission determines that the land use shown in the development proposal is appropriate, an amendment to the text and the map of the Comprehensive Plan will be needed to ensure consistency.
- The entire Comprehensive Plan should be updated every ten years.