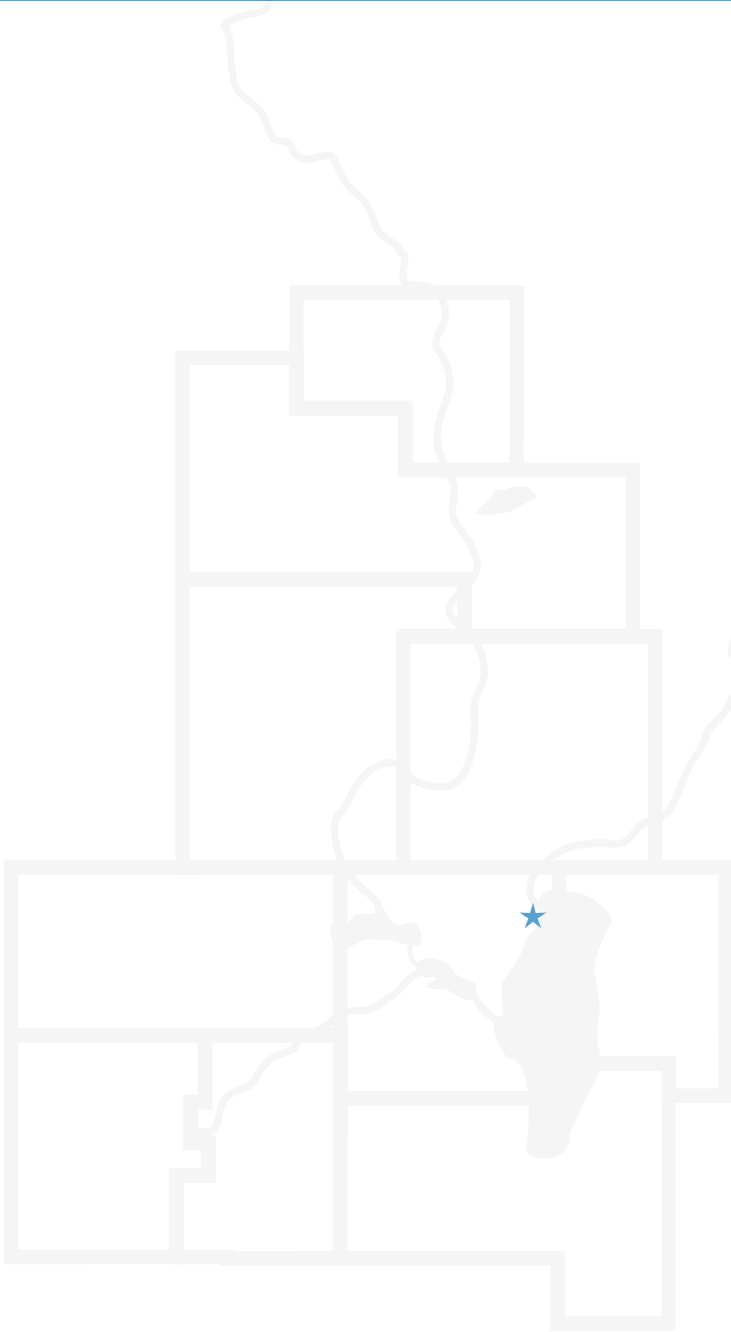


# City of Neenah

## Comprehensive Plan Update 2040

### Volume Two: Existing Conditions Report



**Draft**  
**June 2017**

**Comprehensive Plan Update 2040**  
**Volume Two: Existing Conditions Report**

**City of Neenah**  
**Winnebago County, WI**

**Draft June, 2017**

Prepared by the  
East Central Wisconsin Regional Planning Commission



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## ABSTRACT

TITLE: CITY OF NEENAH COMPREHENSIVE PLAN UPDATE 2040  
VOLUME TWO: EXISTING CONDITIONS REPORT

CONTACT: Kathleen Thunes, P.E., Principal Planner, ECWRPC  
Brad Schmidt, AICP, Deputy Director, Department of  
Community Development & Assessment City of Neenah

AUTHORS: Kathleen Thunes, PE. Principal Planner/Community  
Development  
Todd Verboomen, Associate Planner  
Kolin Erickson, Planner  
Sarah Van Buren, Associate Planner/Economic Development  
Joe Huffman, Planner  
Tyler DeBruin, GIS Assistant

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This report describes the existing conditions for the City of Neenah, Winnebago County, WI.

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## **CHAPTER 1**

# **ISSUES AND OPPORTUNITIES**

## CHAPTER 1: ISSUES AND OPPORTUNITIES

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## CHAPTER 1: ISSUES AND OPPORTUNITIES

### INTRODUCTION

The Issues and Opportunities chapter provides information regarding the socioeconomic conditions and growth patterns within the City of Neenah. This information aids in defining existing problems and identifying available socioeconomic resources. Changes in population and household characteristics combined with existing development patterns and policy choices will determine how well the City of Neenah will be able to meet the future needs of its residents and the 14 comprehensive planning goals established by the Wisconsin Legislature.

### INVENTORY AND ANALYSIS

The following section provides an inventory and assessment of demographic and economic trends as required by Wisconsin's Smart Growth legislation. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates, some areas and subjects must be compared with caution or not compared at all.

#### Population Trends

##### *Historic Population*

***The City of Neenah experienced a significant gain in population between 1960 and 1970, followed by a more moderate rate of population growth between 1980 and 2010*** (Table 1-1 and Figure 1-1). Between 1960 and 1970, the City of Neenah grew by about 27 percent (26.8%). This was followed by a population loss of about two percent (-2.1%) during the next decade (1970 to 1980). Since 1980, the City has experienced a steady growth in population, increasing by 3.5 percent during the 1980's, 5.5 percent during the 1990's and 4.1 percent during the 2000's.

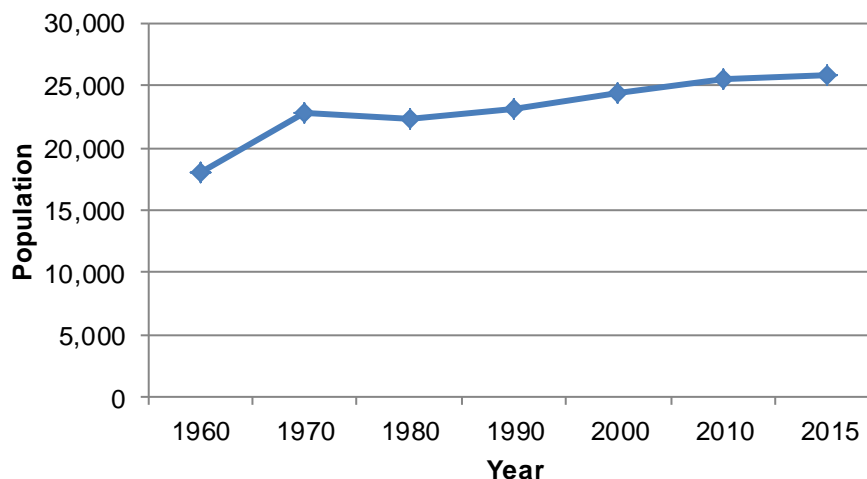
**Table 1-1: Historic Population Growth, 1960 to 2015**

	1960	1970	1980	1990	2000	2010	2015
<b>City of Neenah</b>	<b>18,057</b>	<b>22,902</b>	<b>22,432</b>	<b>23,219</b>	<b>24,507</b>	<b>25,501</b>	<b>25,871</b>
Winnebago County	107,128	129,946	131,772	140,320	156,763	166,994	168,526
Wisconsin	3,951,777	4,417,821	4,705,642	4,891,769	5,363,675	5,686,986	5,753,324
		Percent Change 1960- 1970	Percent Change 1970- 1980	Percent Change 1980- 1990	Percent Change 1990- 2000	Percent Change 2000- 2010	Percent Change 2010- 2015
<b>City of Neenah</b>		<b>26.8%</b>	<b>-2.1%</b>	<b>3.5%</b>	<b>5.5%</b>	<b>4.1%</b>	<b>1.5%</b>
Winnebago County		21.3%	1.4%	6.5%	11.7%	6.5%	0.9%
Wisconsin		11.8%	6.5%	4.0%	9.6%	6.0%	1.2%

Source: U.S. Census, 1960-2010, WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates

Since 1960, the historic population growth rate in the county has been higher but has somewhat mirrored the growth rate experienced by the City. A significant growth in population during the 1960's (21.3%) was followed by a flatter growth rate during the 1970's (1.4%). Between 1980 and 1990 growth increased (6.5%), then just about doubled again between 1990 and 2000 (11.7%). During the 2000's, the population of the county (6.5%) continued to increase at a faster rate than the City. In comparison, the state grew significantly, but at a slightly lower rate during the 1960's (11.8%), and has been a little less subject to the larger ups and downs in growth rate.

**Figure 1-1: Historic Population Growth, 1960-2015**



Source: U.S. Census, 1960-2010, WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates



Recent estimates from the WDOA indicate that the population of the City is continuing to grow and at a faster rate than county and the state. **Between 2010 and 2015, the population in the City of Neenah is estimated to have grown by 1.5 percent or 370 people, outpacing the estimated growth in the county (0.9%) and the state (1.2%).**

### Population Forecast

Population projections can provide extremely valuable information for community planning but have particular limitations. Population projections are typically based on historical growth patterns and the composition of the current population base. To a large extent the reliability of the projections is dependent on the continuation of past growth trends. Continued population growth will result in an increase in demand for services and land consumption.

**Table 1-2: Components of Population Change, Winnebago County**

Year	Numeric Change			Percent Change		
	Natural Increase	Net Migration	Total Change	Natural Increase	Net Migration	Total Change
2000-2010	5,907	4,324	10,231	3.8%	2.8%	6.5%
2010-2020	5,581	4,475	10,056	3.3%	2.7%	6.0%
2020-2030	5,001	6,629	11,630	2.8%	3.7%	6.6%
2030-2040	3,377	1,073	4,450	1.8%	0.6%	2.4%

Source: WDOA, Vintage 2013

According to the WDOA, natural increase (births minus deaths) had slightly more of an influence on population increase in Winnebago County during the 2000's, than net migration (number of people leaving an area subtracted from the number of people coming into an area). It is assumed that natural increase will continue to have a slightly higher impact on population growth during the 2010's, while migration will play a larger role in population change during the 2020's as the population ages (Table 1-2). Table 1-3 presents population estimates through 2040. **According to the WDOA, the City of Neenah is expected to grow by 13.6 percent (3,469 people) between 2010 and 2040.** This increase is less than the Winnebago County (15.7%) and Wisconsin (14.1%).

**Table 1-3: Population Estimates, 2010-2040**

Municipality	2010	2015	2020	2025	2030	2035	2040	Percent Change 2010-2040
<b>City of Neenah</b>	<b>25,501</b>	<b>26,010</b>	<b>26,990</b>	<b>27,810</b>	<b>28,520</b>	<b>28,870</b>	<b>28,970</b>	<b>13.6%</b>
Winnebago County	166,994	169,925	177,050	183,230	188,680	191,710	193,130	15.7%
Wisconsin	5,686,986	5,783,015	6,005,080	6,203,850	6,375,910	6,476,270	6,491,635	14.1%

Source: WDOA, Wisconsin Demographic Services Center, Vintage 2013 Population Projections

## Population Density

Population density reflects the degree of urbanization of a community as well as the impacts on demand and cost effectiveness of the provision of urban services. Population density is calculated as the number of people per square mile of land area excluding surface water.

**Table 1-4: Population Density, 2000 and 2010**

Municipality	2000			2010		
	Land Area Sq. Miles	Pop	People per Sq. Mile	Land Area in Sq. Miles	Pop	People per Sq. Mile
<b>City of Neenah</b>	<b>8.25</b>	<b>24,507</b>	<b>2,971.7</b>	<b>9.23</b>	<b>25,501</b>	<b>2,762.8</b>
Winnebago County	438.58	156,763	357.4	434.49	166,994	384.3
Wisconsin	54,310.1	5,363,675	98.8	54,157.8	5,686,986	105.0

Source: U.S. Census, 2000, 2010. ECWRPC, 2013

**From 2000 to 2010, the overall population density of the City of Neenah decreased from 2,971.7 persons per square mile in 2000 to 2,762.8 persons per square mile in 2010** (Table 1-4). While Winnebago County and the state increased in population density over this same time period. According to the U.S. Census, the City of Neenah experienced about a square mile increase in land area between 2000 and 2010, probably as a result of annexations. Since the population density decreased, it is likely that areas recently annexed into the City remain mostly undeveloped during that time.

## Age Distribution

The age structure of a population impacts the service, housing, and transportation needs of a community. **In 2010, the median age of City of Neenah residents was 36.7** (Table 1-5). This is younger than Winnebago County's median age of 37.9 and the State of Wisconsin's median age of 38.5. Reflecting state and national trends, the City of Neenah's population has aged slightly since 2000 when the median age was 35.4 years.

**Table 1-5: Percent of Population by Age Cohort, 2000 and 2010**

2000	Under 5	5 to 19	20 to 24	25 to 44	45 to 64	65 & older	Total	Median Age
	Percent	Percent	Percent	Percent	Percent	Percent		
<b>City Neenah</b>	<b>6.9%</b>	<b>22.9%</b>	<b>5.3%</b>	<b>32.0%</b>	<b>20.3%</b>	<b>12.5%</b>	<b>24,507</b>	<b>35.4</b>
Winnebago County	6.9%	23.5%	6.1%	31.9%	20.7%	10.9%	<b>156,763</b>	35.4
Wisconsin	6.4%	22.2%	6.7%	29.5%	22.2%	13.1%	5,363,675	36.0
2010	Under 5	5 to 19	20 to 24	25 to 44	45 to 64	65 & older	Total	Median Age
	Percent	Percent	Percent	Percent	Percent	Percent		
<b>City Neenah</b>	<b>7.1%</b>	<b>20.0%</b>	<b>5.7%</b>	<b>27.6%</b>	<b>27.0%</b>	<b>12.7%</b>	<b>25,501</b>	<b>36.7</b>
Winnebago County	5.9%	19.1%	8.5%	26.0%	27.1%	13.4%	166,994	37.9
Wisconsin	6.3%	20.1%	6.8%	25.5%	27.7%	13.7%	5,686,986	38.5

Source: U.S. Census 2010, DP-1

**The child bearing population (25 to 44) comprised the City’s largest cohort in both 2000 (32%) and 2010 (27.6%).** In 2000, the next largest age cohort in the City was the school age population (5 to 19), while in 2010, it was the baby boom population (45 to 64), 22.9% and 27.0 percent respectively. Reflecting the aging population, the portion of the population in the 45-64, 65 and older cohorts increased between 2000 and 2010 (Table 1-5).

Similar to the City, in 2000, the child bearing population (25-44) comprised the largest age cohort in Winnebago County (31.9%) and the state (29.5%). While the second largest age cohort in Winnebago County was the school age population (5 to 19, 22.9%). In Wisconsin, the second largest age cohort was the baby boomer (45 to 64, 22.2%) and the school age population (5 to 19, 22.2%). Unlike the City, in 2010, the largest age cohort in the county (27.1%) and state (27.7%) was the baby boomer (45 to 64).

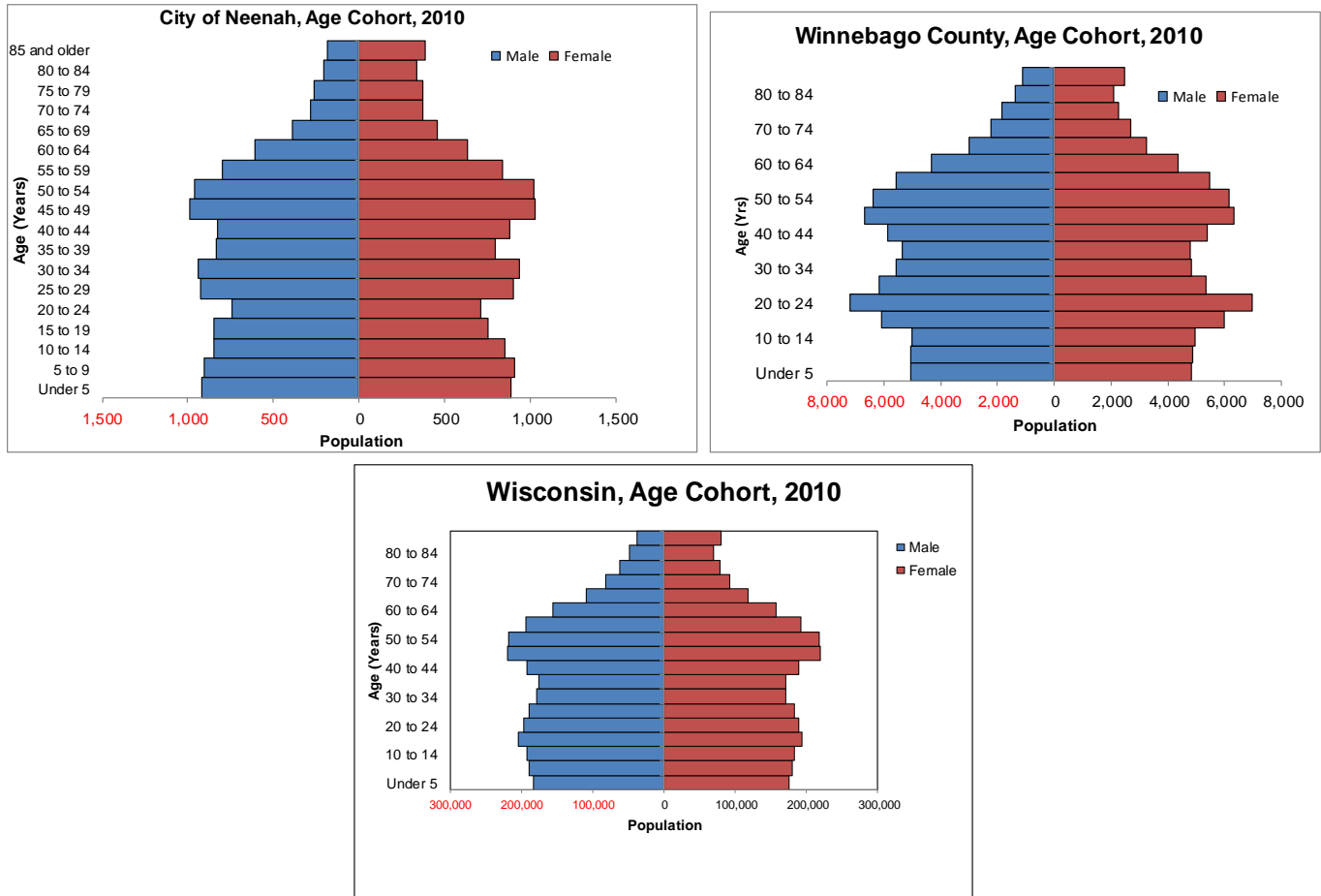
**Table 1-6: Population by Gender, 2010**

	Male			Female			Total	Median Age
	Number	Percent	Median Age	Number	Percent	Median Age		
<b>City of Neenah</b>	<b>12,463</b>	<b>48.9%</b>	<b>35.7</b>	<b>13,038</b>	<b>51.1%</b>	<b>38.7</b>	<b>25,501</b>	<b>37.1</b>
Winnebago County	83,952	50.3%	36.8	83,042	49.7%	39	166,994	37.9
Wisconsin	2,822,400	49.6%	37.3	2,864,586	50.4%	39.6	5,686,986	38.5

*Source: U.S. Census 2010, DP-1*

Females outnumbered males in the City of Neenah and the state in 2010 (Table 1-6 and Figure 1-2). Unlike the state or county, within the City of Neenah the ratio of males to females fluctuated between which gender was in majority, though overall males dominated until the age 35 to 39 age cohort and females dominated from the age 40 to 44 age cohort and above. Within the state, males made up the majority population through the 40 to 44 age cohort, and then the majority varied between male and female until the 55 to 59 age cohort. Females outnumbered males, beginning with the 60 to 64 age cohort. In the county, males tended to dominate until the age 55 to 59 age cohort and females dominated in the 60 to 64 age cohorts and above. The life expectancy of females is longer than that of males and this is reflected in the higher median age for females in all jurisdictions.

**Figure 1-2: Population by Age Cohort, 2010**



Source: U.S. Census 2010, DP-1

## Race

Population by race provides information regarding the social and cultural characteristics of an area. It also provides information regarding population dynamics. Access to education and economic opportunities differ by race. Differences also exist in age structure, language barriers and risks for various diseases and health conditions.

Since new immigrants are more likely to settle in areas with existing populations from their country of origin, race and ethnicity, existing populations may also influence migration patterns. National population trends indicate that persons of color (includes African Americans, Native Americans, Alaskan Natives, Pacific Islanders, Asians and persons declaring two or more races) and persons of Hispanic Origin are growing faster than non-Hispanic whites.<sup>1</sup> As the population of the City of Neenah, Winnebago County and Wisconsin continues to grow, it is likely that the minority proportion of the population (persons of color and whites of Hispanic Origin) will also continue to grow. If this occurs, communities may need to compensate for the changing demographic composition. Communities may also find it beneficial to promote opportunities for positive interaction between cultures. An increase in understanding of differences and similarities in expectations and cultural values may help reduce friction between groups.

### **Racial Distribution**

While the population in the City is less diverse than that of the county and state, between 2000 and 2010, the City experienced a slight increase in the share and number of minority persons of non-white race during this time period (Table 1-7). ***In 2010, whites comprised 93.7 percent of the City of Neenah population compared to 92.5 percent in the county and 86.2 percent of the state's population.***

Although Hispanics are the fastest growing ethnic group in the United States, they currently comprise less than five percent of the county's and less than six percent of the state's population. However, like the nation, this segment of the population is one of the fastest growing segments in the area. Between 2000 and 2010, the Hispanic population within Winnebago County just about doubled, increasing from two percent in 2000 to 3.5 percent in 2010. At the state level the Hispanic population increased from 3.6 percent in 2000 to 5.9 percent in 2010.

The share and number of Hispanics also increased in the City of Neenah between 2000 and 2010. In 2010, Hispanics comprised 3.8 percent of the population, up from 2.0 percent in 2000. If the City is going to grow through migration, it is likely that the number and percentage of Hispanics in the area will also increase as Hispanics are becoming a larger share of the national, state and county population.

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<sup>1</sup> U.S. Census.

**Table 1-7: Population by Race and Hispanic Origin, 2000 and 2010**

	City of Neenah				Winnebago County				Wisconsin			
	2000		2010		2000		2010		2000		2010	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
White	23,547	96.1%	23,899	93.7%	148,900	95.0%	154,445	92.5%	4,773,553	89.0%	4,902,067	86.2%
African American	84	0.3%	323	1.3%	1,729	1.1%	2,975	1.8%	300,355	5.6%	359,148	6.3%
American Indian - Alaskan Native	134	0.5%	183	0.7%	781	0.5%	1,036	0.6%	49,661	0.9%	54,526	1.0%
Asian or Pacific Islander	236	1.0%	376	1.5%	2,480	1.6%	3,880	2.3%	84,654	1.6%	131,061	2.3%
Other Race	211	0.9%	330	1.3%	1,192	0.8%	2,188	1.3%	84,281	1.6%	135,867	2.4%
Two or More Races	295	1.2%	390	1.5%	1,681	1.1%	2,470	1.5%	71,171	1.3%	104,317	1.8%
Total Persons	24,507	100%	25,501	100%	156,763	100%	166,994	100%	5,363,675	100%	5,686,986	100%
Hispanic or Latino	495	2.0%	967	3.8%	3,065	2.0%	5,784	3.5%	192,921	3.6%	336,056	5.9%

Source: U.S. Census 2000, 2010, DP01

## Household Structure and Trends

### Household Size

Household size and alterations in household structure provide a method to analyze the potential demand for housing units. The composition of a household coupled with the level of education, training, and age also impacts the income potential for the particular household. These characteristics can also determine the need for services such as child care, transportation, and other personal services. Decreases in household size create a need for additional housing units and accommodating infrastructure, even if there is not an increase in the overall population.

**Household size in the City of Neenah decreased from 2.47 persons per household in 2000 to 2.36 persons per household in 2010** (Table 1-8). At the same time, a decrease in the average household size also occurred at the state and county levels. In Winnebago County the average household size decreased from 2.43 persons per household in 2000 to 2.34 persons per household in 2010. The state saw a slightly smaller decrease, falling from 2.5 persons per household in 2000 to 2.43 persons per household in 2010.

The City of Neenah's average household size has remained slightly higher than the county and lower than the State of Wisconsin in both time periods (Table 1-8).

**Table 1-8: Households and Persons per Household, 2000 and 2010**

	2000		2010	
	No. HH	Persons per HH	No. HH	Persons per HH
<b>City of Neenah</b>	<b>9,834</b>	<b>2.47</b>	<b>10,694</b>	<b>2.36</b>
Winnebago County	61,157	2.43	67,875	2.34
Wisconsin	2,084,544	2.5	2,279,768	2.43

Source: U.S. Census: 2000 & 2010, DP-1

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## Household Composition

**In 2000 (66.9%) and 2010 (62.7%), about two-thirds of the households in the City of Neenah were family households** (Appendix A, Table A-1). During both years, the City had a higher percentage of family households compared to the county (64.7%, 61.2%). Although the state had about the share of family households compared to the City in 2000 (66.5%), it had a slighter higher percentage of family households in 2010 (64.4%) than the City. Individuals living alone, age 65 years old and older, made up about 10 percent of the households in the City in 2000 (10.1%) and in 2010 (10.6%). This was a larger share of the total households compared to the county (9.9%, 10.3%) and the state (9.9%, 10.2%) during both time periods. By 2010, the portion of households with individuals 65 years old and older living alone increased in all jurisdictions.

Households are composed of family households (married couple and male or female, no spouse present) and nonfamily households (Appendix A, Table A-1.). In 2000, the percentage of married couple families was greater in the City (53.8%) than in the county (53.0%) and the state (53.2%). Between 2000 and 2010, the percentage of married couples decreased in all jurisdictions, as the percentage of single parent families increased. During this time period, the largest decrease was experienced by the City of Neenah (6.2%), in comparison the percentage of married couples decreased by 5.2 percent in the county and 3.6 percent in the state.

**Married couple families (husband and wife) made up slightly less than half (47.6%) of all households in the City of Neenah in 2010, compared to 47.8 percent in Winnebago County and 49.6 percent in the state.**

## Household Forecasts

Total population figures include not only persons in households, but also persons in group quarters<sup>2</sup>. As the population ages during the projection period, it is likely that the persons in group quarters will increase over time. This increase will come from not only the elderly component of the population, but also from the disabled component of the population as aging parents will no longer be able to care for disabled offspring. It is important to remember that the actual growth rate and the amount of future growth a community will experience will be determined by local policies which can affect the rate of growth within the context of county, state, and national population growth trends. Migration is expected to play a part in the City of Neenah and Winnebago County's growth patterns in the coming decades. Therefore growth rates and trends outside the county will influence the pool of potential residents the county can attract.

Based on anticipated growth trends, the City of Neenah's population is expected to continue to increase through 2040 (Table 1-3). During this same time period, **the number of households is expected to increase by about 18.6 percent from 10,694 in 2010 to 12,682 in 2040** (Table 1-9). The increase in the number of households is expected to result from a decrease in

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<sup>2</sup> Group Quarters, as defined by the 2010 U.S. Census, "is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents. This is not a typical household-type living arrangement. These services may include custodial or medical care as well as other types of assistance, and residency is commonly restricted to those receiving these services. People living in group quarters are usually not related to each other. Group quarters include such places as college residence halls, residential treatment centers, skilled nursing facilities, group homes, military barracks, correctional facilities, and workers' dormitories."

household size and an increase in population. Between 2010 and 2040 it is anticipated that the household size will decrease from 2.36 persons per household to 2.26.

During this same time period, Winnebago County and Wisconsin are expected to experience a larger increase in the number of households. It is anticipated that the number of households in Winnebago County will increase by about 20 percent, while the state will see an increase of 22.4 percent between 2010 and 2040.

**Table 1-9: Household Projections, 2010 – 2040**

Year	City of Neenah		Winnebago County		Wisconsin	
	No. HH	Person/HH	No. HH	Person/HH	No. HH	Person/HH
2010	10,694	2.36	67,875	2.34	2,279,768	2.43
2015	11,012	2.34	69,784	2.32	2,371,815	2.38
2020	11,505	2.32	73,211	2.30	2,491,982	2.35
2025	11,935	2.31	76,221	2.29	2,600,538	2.32
2030	12,321	2.29	78,920	2.28	2,697,884	2.30
2035	12,573	2.27	80,713	2.26	2,764,498	2.28
2040	12,682	2.26	81,611	2.25	2,790,322	2.26
<b>Percent Change</b>						
2010 to 2015	3.0%	-0.9%	2.8%	-0.9%	4.0%	-2.2%
2015 to 2020	4.5%	-0.7%	4.9%	-0.9%	5.1%	-1.2%
2020 to 2025	3.7%	-0.7%	4.1%	-0.4%	4.4%	-1.0%
2025 to 2030	3.2%	-0.7%	3.5%	-0.4%	3.7%	-1.0%
2030 to 2035	2.0%	-0.8%	2.3%	-0.9%	2.5%	-1.0%
2035 to 2040	0.9%	-0.5%	1.1%	-0.4%	0.9%	-0.8%

Source: WDOA, Wisconsin Demographic Services Center, 1/1/2015 Final Estimates and Vintage 2013 Population Projections

## Income and Education

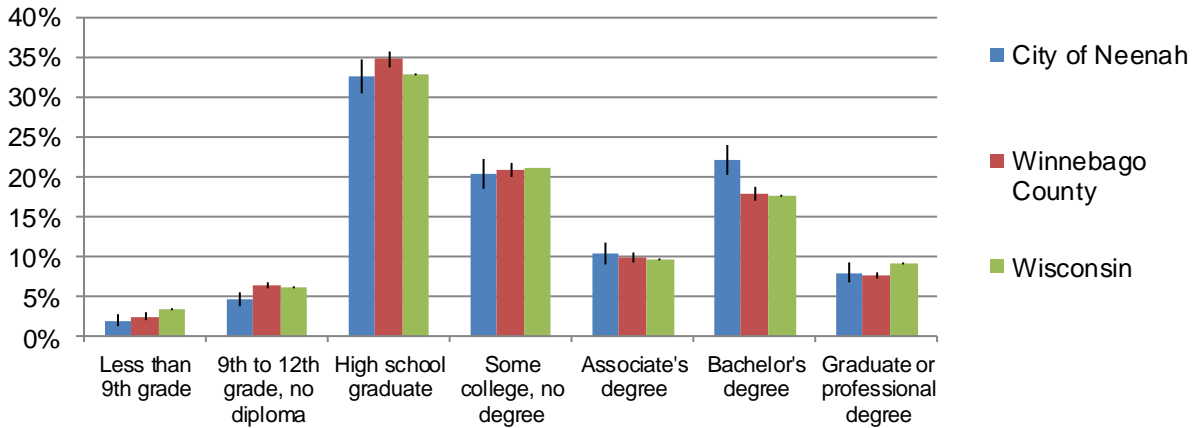
The U.S. Census Bureau reports that an individual with a bachelor’s degree can expect to earn \$2.1 million over the course of a career, nearly double what the expected earnings are for a high school graduate. The results of the Census Bureau’s study demonstrate that there is a definite link between earning potential and education.

### Educational Attainment

**The 2009-2013 American Community Survey 5-Year Estimates**, as depicted in Figure 1-3 and shown in Appendix A, Table A-2, **indicate that the City of Neenah had a slightly higher percentage of residents age 25 or older who graduated from high school or higher (93.4%) than the county (91.0%) and the state (90.4%).** Additionally the City has a larger share of residents that hold a bachelor degree or higher. Approximately 30 percent (30.1%) of City residents hold a bachelor degree or higher compared to 25.5 percent of county residents and 26.8 percent of state residents.



**Figure 1-3: Percent Educational Attainment, 2009-2013 ACS 5-Year Estimates**



Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates, DP02

Between 2000 and the 2009-2013 5-Year Estimates, the percentage of high school graduates or higher, and the percentage of residents receiving a bachelor degree or higher, increased in all jurisdictions (Table 1-10). **The share of residents holding a bachelor's degree or higher increased by 3.8 percent in the City of Neenah between 2000 (26.3%) and 2009-2013 5-Year Estimates (30.1%).** As a result, the portion of City residents with a bachelor degree or higher continues to surpass the percentage in the county (25.5%) and the state (26.8%).

**Table 1-10: Graduation Rates, 2000 and 2009-2013 ACS 5-Year Estimates**

	Percent High School Graduate or Higher				Percent Bachelor's Degree or Higher			
	2000	2009-2013 5-Yr Est.		Percent Change, 2000 to 2009-2013	2000	2009-2013 5-Yr Est.		Percent Change, 2000 to 2009-2013
	Number	Estimate	MOE +/-		Number	Estimate	MOE +/-	
<b>City of Neenah</b>	<b>88.9%</b>	<b>93.4%</b>	<b>1.1%</b>	<b>4.5%</b>	<b>26.3%</b>	<b>30.1%</b>	<b>2.2%</b>	<b>3.8%</b>
Winnebago County	86.3%	91.0%	0.5%	4.7%	22.8%	25.5%	0.9%	2.7%
Wisconsin	85.1%	90.4%	0.1%	5.3%	22.4%	26.8%	0.2%	4.4%

Source: U.S. Census 2000; 2009-2013 American Community Survey 5-Year Estimates, DP02

**Income Levels**

Income includes both earned and unearned income. Earned income includes money earned through wages, salaries, and net self-employment income (including farm income). Unearned income includes money from interest, dividends, rent, Social Security, retirement income, disability income, and welfare payments.<sup>3</sup> **According to the 2009-2013 American Community Survey, approximately 78.4 percent (+/-1.8%), of households derive income from earnings in the City of Neenah.** This is somewhat reflective of the percent (12.7%) of City population in the age 65 or older age cohort. Since a somewhat large percentage of Winnebago County household income is from earnings (78.7%, +/-0.7%), access to employment opportunities is a

<sup>3</sup> U.S. Census Bureau.

strong determinant in meeting the income needs of the residents. Even though a large percentage of households rely on earnings, a significant percentage utilize social security income (26.9%/+/-1.9%) and retirement income (18.8%/+/-1.7%) to a lesser extent. As a result, **the average (mean) household income (\$70,770 +/--\$3,390) is less than the average (mean) earnings per household (\$72,765 +/- \$4,419).**

Three commonly used income measures are median household income, median family income and per capita income. Median income is derived by examining the entire income distribution and calculating the point where one-half of the incomes fall below that point, the median, and one-half above that point. For households and families, the median income is based on the total number of households or families, including those with no income.

**The City of Neenah's median household income in 1999 was \$45,773; this was higher than both Winnebago County's median income of \$44,445 and the State of Wisconsin's median income of \$43,791** (Table 1-11). Although the median household income for all jurisdictions increased between 1999 and 2009-2013, the City of Neenah's median household income made smaller gains, about 12 percent, while Winnebago County had an increase of about 15 percent and Wisconsin experienced an increase of 20 percent.

**Table 1-11: Comparative Income Characteristics, 1999 and 2009-2013 ACS 5-Year Estimates**

	Median HH Income			Median Family Income			Per Capita Income		
	1999	2009-2013 5-Yr Est.		1999	2009-2013 5-Yr Est.		1999	2009-2013 5-Yr Est.	
		Estimate	MOE +/-		Estimate	MOE +/-		Estimate	MOE +/-
<b>City of Neenah</b>	<b>\$45,773</b>	<b>\$51,246</b>	<b>\$2,468</b>	<b>\$55,329</b>	<b>\$66,653</b>	<b>\$3,382</b>	<b>\$24,280</b>	<b>\$29,160</b>	<b>\$1,492</b>
Winnebago County	\$44,445	\$51,010	\$970	\$53,932	\$66,466	\$1,547	\$21,706	\$26,955	\$689
Wisconsin	\$43,791	\$52,413	\$173	\$52,911	\$66,534	\$307	\$21,271	\$27,523	\$124

Source: U.S. Census 2000, STF3A, 2009-2013 American Community Survey 5-Yr Estimate, DP03

The median family income also increased for all three jurisdictions. The City of Neenah's median family income (20.5%) increased at a slightly smaller rate as compared to the state (25.7%) and the county level (23.2%). **According to the 2009-2013 ACS 5-Year Estimates, the City of Neenah median family income was \$66,653, which was an increase from the 1999 median family income of \$55,329.**

As depicted in Table 1-11, the City of Neenah had a higher median household income, median family income and a higher per capita income than the state and county in both time frames. **The per capita income in the City of Neenah in 2009-2013 was \$29,160, an increase of 20 percent from 1999 (\$24, 280).**

### Poverty Status

The poverty level is determined by the U.S. Census Bureau based on current cost of living estimates adjusted for household size. In 2000, the poverty threshold for a family of four with two children was a household income of \$17,463. By 2010, the poverty threshold for a family of four with two children had increased to \$22,113<sup>4</sup>.

<sup>4</sup> U.S. Census Bureau, 2000 and 2010 Poverty Thresholds.

**According to the American Community Survey 5-Year Estimates, in 2009-2013 10.4 percent (+/-2.1%) of the City of Neenah’s population was living below the poverty line** (Table 1-12). This is slightly less than Winnebago County (12.3%+/-0.8%) and the State of Wisconsin (13.0%+/-0.2%). Between 1999 and 2009-2013, the percentage of people living below the poverty line increased for the City of Neenah, Winnebago County and the State of Wisconsin. In 1999, 5.4 percent of the City’s residents were living below the poverty line, while 6.7 percent of Winnebago County residents were, and 8.7 percent of residents of the State of Wisconsin were living below the poverty line.

**Table 1-12: Poverty Status, Total Persons - 1999 and 2009-2013 ACS 5-Year Estimates**

	Total Persons			Total Persons Below Poverty Level					
	1999	2009-2013 5-Yr Est.		1999		2009-2013 5-Yr Est.			
	No.	Estimate	MOE +/-	No.	Percent	Estimate	MOE +/-	Percent	MOE +/-
<b>City of Neenah</b>	<b>24,245</b>	<b>25,276</b>	<b>200</b>	<b>1,301</b>	<b>5.4%</b>	<b>2,622</b>	<b>519</b>	<b>10.4%</b>	<b>2.1</b>
Winnebago County	148,696	158,681	578	9,940	6.7%	19,475	1,290	12.3%	0.8
Wisconsin	5,211,603	5,554,566	1,358	451,538	8.7%	723,730	9,275	13.0%	0.2

Source: U.S. Census 2000 SF 3, 2009-2013 American Community Survey 5-Yr Estimate, S1701

**Approximately 8.0 percent (+/-2.2%) of families lived below the poverty level in the City of Neenah, according to the 2009-2013 American Community Survey 5-Year Estimates** (Table 1-13). This was slightly less than the share of families in state (8.8%, +/-0.2) and more than the share of families in Winnebago County (7.4%+/-0.8%). Between 1999 and 2009-2013, the percentage of families living below the poverty level increased in the City, county and the state. In 1999, 3.3 percent of families lived below the poverty level in the City of Neenah compared to 3.8 percent of the families living in Winnebago County and 5.6 percent of the families living in Wisconsin.

**Table 1-13: Poverty Status, Total Families - 1999 and 2009-2013 ACS 5-Year Estimates**

	Total Families			Total Families Below Poverty Level			
	1999	2009-2013 5-Yr Est.		1999		2009-2013 5-Yr	
	No.	Estimate	MOE +/-	No.	Percent	Percent	MOE +/-
<b>City of Neenah</b>	<b>6,635</b>	<b>6,564</b>	<b>240</b>	<b>216</b>	<b>3.3%</b>	<b>8.0%</b>	<b>2.2%</b>
Winnebago County	39,788	41,058	827	1,517	3.8%	7.4%	0.8
Wisconsin	1,395,037	1,469,143	5968	78,188	5.6%	8.8%	0.2

Source: U.S. Census 2000 SF 3, 2009-2013 American Community Survey 5-Yr Estimate, S1702

**KEY ISSUES AND OPPORTUNITIES SUMMARY POINTS**

- The City of Neenah experienced a significant gain in population between 1960 and 1970, followed by a more moderate rate of population growth between 1980 and 2010.
- Between 2010 and 2015, the population in the City of Neenah is estimated to have grown by 1.5 percent or 370 people, outpacing the estimated growth in the county (0.9%) and the state (1.2%).
- According to the WDOA, the City of Neenah is expected to grow by 13.6 percent (3,469 people) between 2010 and 2040.
- From 2000 to 2010, the overall population density of the City of Neenah decreased from 2,971.7 persons per square mile in 2000 to 2,762.8 persons per square mile in 2010.

- 
- In 2010, the median age of City of Neenah residents was 36.7.
  - The child bearing population (25 to 44) comprised the City's largest cohort in both 2000 (32%) and 2010 (27.6%).
  - In 2010, whites comprised 93.7 percent of the City of Neenah population compared to 92.5 percent in the county and 86.2 percent of the state's population.
  - Household size in the City of Neenah decreased from 2.47 persons per household in 2000 to 2.36 persons per household in 2010.
  - In 2000 (66.9%) and 2010 (62.7%), about two-thirds of the households in the City of Neenah were family households.
  - Married couple families (husband and wife) made up slightly less than half (47.6%) of all households in the City of Neenah in 2010, compared to 47.8 percent in Winnebago County and 49.6 percent in the state.
  - The number of households is expected to increase by about 18.6 percent from 10,694 in 2010 to 12,682 in 2040.
  - The 2009-2013 American Community Survey 5-Year Estimates, indicate that the City of Neenah had a slightly higher percentage of residents age 25 or older who graduated from high school or higher (93.4%) than the county (91.0%) and the state (90.4%).
  - The share of residents holding a bachelor's degree or higher increased by 3.8 percent in the City of Neenah between 2000 (26.3%) and 2009-2013 5- Year Estimates (30.1%).
  - According to the 2009-2013 American Community Survey, approximately 78.4 percent (+/-1.8%), of households derive income from earnings in the City of Neenah.
  - The average (mean) household income (\$70,770 +/- \$3,390) is less than the average (mean) earnings per household (\$72,765 +/- \$4,419).
  - The City of Neenah's median household income in 1999 was \$45,773; this was higher than both Winnebago County's median income of \$44,445 and the State of Wisconsin's median income of \$43,791.
  - According to the 2009-2013 ACS 5-Year Estimates, the City of Neenah median family income was \$66,653, which was an increase from the 1999 median family income of \$55,329.
  - The per capita income in the City of Neenah in 2009-2013 was \$29,160, an increase of 20 percent from 1999 (\$24, 280).
  - According to the American Community Survey 5 Year Estimates, in 2009-2013 10.4 percent (+/-2.1%) of the City of Neenah's population was living below the poverty line.
  - Approximately 8.0 percent (+/-2.2%) of families lived below the poverty level in the City of Neenah, according to the 2009-2013 American Community Survey 5-Year Estimates.

## **GOALS, OBJECTIVES AND RECOMMENDATIONS**

The goals, objectives and recommendations for Issues and Opportunities are found in Chapter 2: Issues and Opportunities, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

Policies and programs related to the Issues and Opportunities element can be found in Appendix H.



## **CHAPTER 2**

### **LAND USE**

## CHAPTER 2: LAND USE

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## CHAPTER 2: LAND USE

### INTRODUCTION

Land use directly influences all elements presented in the other chapters. The choices for housing type, location, transportation alternatives, decisions on employment locations, recreational opportunities, and the quality of the man-made and natural environments are all intricately woven together into land use. Land use policy decisions can have far-reaching repercussions. Policy decisions can influence housing growth, the protection of natural resources, and a number of other factors.

This chapter describes existing land use patterns and analyzes development trends.

### INVENTORY AND ANALYSIS

The following section provides a thorough analysis of land use trends for the City of Neenah and its 3.0 mile extraterritorial area<sup>1</sup>.

#### Existing Land Use

Existing land use was interpreted utilizing 2015 aerial photography and reviewed by the City of Neenah in 2016. In order to analyze land use trends, historic land use data derived from 2000 aerial photography were used as a comparison. Land use information was compiled into general land use categories (Table 2-1). Table B-1 and B-2<sup>2</sup> (Appendix B) provides a comparison between the 2000 and 2016 land use.

#### *Land Use Categories*

**Agricultural.** Agricultural land is broadly classified as land that is used for crop production. Agricultural uses include farming, dairying, pastures, apiculture (bees), aquaculture (fish, mussels), cropland, horticulture, floriculture, viticulture (grapes), silviculture (trees) and animal and poultry husbandry. Agricultural land is divided into two sub-categories: irrigated and non-irrigated cropland. Irrigated cropland is watered by artificial means, while non-irrigated cropland is watered by natural means (precipitation).

**Residential.** Residential land is classified as land that is used primarily for human habitation. Residential land uses are divided into single and two-family residential, farmstead, multi-family and mobile home parks. Single and two-family residential includes single family dwellings, duplexes, and garages for residential use. Within platted subdivisions, residential land use encompasses the entire lot. In rural areas and where lots are typically larger, single family includes the primary residence, outbuildings, and the mowed area surrounding the structures. Single family also includes isolated garages and similar structures on otherwise undeveloped rural lots. Farmsteads include the farm residence, the mowed area between the buildings and the associated outbuildings (barn, sheds, manure storage, abandoned buildings). Multi-family

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<sup>1</sup> For the purposes of this planning effort, the unincorporated extraterritorial area only, has been included in the analysis.

<sup>2</sup> Table B-2 is a summary of Tables B-3, B-4 and B-5.



includes apartments of three or more units, condos, room and boarding houses, residence halls, group quarters, retirement homes, nursing care facilities, religious quarters, and the associated parking and yard areas. Mobile home parks are classified as land that is part of a mobile home park. Single standing mobile homes are classified under single family and two-family residential.

**Commercial.** Commercial land uses represent the sale of goods and services and other general business practices. Commercial uses include retail and wholesale trade (car and boat dealers; furniture, electronics and appliance stores; building equipment and garden equipment; grocery and liquor stores; health and personal care stores; gasoline stations; clothing and accessories, sporting goods, hobby, book and music stores; general merchandise; miscellaneous store retailers; couriers; and massagers), services (publishing, motion picture and sound recording, telecommunications, information systems, banks and financial institutions, real estate offices, insurance agencies and carriers, waste management, accommodations, restaurants and drinking places, repair and maintenance, personal and laundry, social assistance, etc.) and other uses (warehousing and automobile salvage and junk yards).

**Industrial.** Industrial land uses represent a broad category of activities that involve the production of goods. Mining and quarry sites are separated from other industrial uses. Industrial uses include construction, manufacturing (includes warehousing with factory or mill operation), mining operations and quarries, and other industrial facilities (truck facilities).

**Transportation.** Transportation includes land uses that directly focus on moving people, goods, and services from one location to another. Transportation uses include highway and street rights of way, support activities for transportation (waysides, freight weigh stations, bus stations, taxi, limo services, park and ride lots), rail related facilities, and other related categories. Airports are included under transportation and consist of paved areas that are dedicated specifically to air traffic.

**Utilities/Communications.** Utilities and communications are classified as any land use that aids in the generation, distribution, and storage of electric power (substations and transformers); natural gas (substations, distribution brokers); and telecommunications (radio, telephone, television stations and cell towers). It also includes facilities associated with water distribution (water towers and tanks), water treatment plants, wastewater processing (plants and lift stations), landfills (active and abandoned), and recycling facilities.

**Institutional Facilities.** Institutional uses are defined as land for public and private facilities dedicated to public services. Institutional land uses include educational facilities (schools, colleges, universities, professional schools), hospitals, assemblies (churches, religious organizations), cemeteries and related facilities, all governmental facilities used for administration (city, village, town halls, community centers, post office, municipal garages, social security and employment offices, etc.), and safety services (police departments, jails, fire stations, armories, military facilities, etc.). Public utilities and areas of outdoor recreation are not considered institutional facilities.

**Recreational Facilities.** Recreational facilities are defined as land uses that provide leisure activity opportunities for citizens. This category encompasses both active and passive activities. Recreational activities include designated hunting and fishing areas; nature areas; general recreational parks; sports facilities (playgrounds, ball diamonds, soccer fields, tennis courts,

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etc.); city, county and state parks; fairgrounds; marinas; boat landings; spectator sport venues; hiking trails; mini-golf; bowling; bicycling; skiing; golf courses; country clubs; performing arts centers; museums; historical sites; zoos; amusement parks; gambling venues; and other related activities.

**Water Features.** Water features consist of all surface water including lakes, streams, rivers, ponds, and other similar features. Intermittent waterways are also incorporated into this category.

**Woodlands.** Woodlands are forested areas that are characterized by a predominance of tree cover. Woodlands are divided into two subcategories: general woodlands and planted woodlands. General woodlands are naturally occurring; this category includes forests, woods, and distinguishable hedgerows. Planted woodlands include forestry and timber track operations where trees are typically planted in rows; this category includes tree plantations, orchards and land dedicated to Christmas tree production (nurseries are not included).

**Open Other Land.** This category includes land that is currently vacant and not developed in a manner similar to the other land use categories described within this section. Open land includes areas that are wet, rocky, or outcrop; open lots in a subdivision; or rural parcels and side or back lots on a residential property that are not developed.

### ***Current Land Use Inventory***

Developed land has been altered from its natural state to accommodate human activities. Although agricultural areas are considered undeveloped by land classification systems, these uses have different impacts on land use decisions than urbanized uses; thus, agricultural uses have been separated to obtain an accurate total of all related activities. In addition, residential land uses have been divided according to their specific category: single family residential, farmsteads, multi-family residential and mobile home parks. Single family residential land use includes single family dwellings and duplexes.

***The City of Neenah encompasses approximately 6,147 acres. About 82 percent of the land within the City is developed leaving about 1,087 acres as undeveloped*** (Table 2-1; Figure 2-1 and Map 2-1). Approximately two-thirds of the developed uses in the City are single-family residential (2,133.3 acres, 42.2%) and transportation (1,247.7 acres, 24.7%). Other residential uses (farmstead and multifamily; 147.5 acres, 2.9%), commercial (456.6 acres, 9.0%), industrial (450.1 acres, 8.9%), recreational facilities (311.5 acres, 6.2%), institutional (299.1 acres, 5.9%), and utilities/communications (14.1 acres, 0.3%) make up the remaining developed land uses.

***Residential (2,280.8 acres, 37.1%) and transportation (1,247.7 acres, 20.3%) comprise over half (57.4%) of the overall land use in the City when taking into account developed and undeveloped land uses.*** Commercial (456.6 acres, 7.4%), industrial (450.1 acres, 7.3%) and other open land (533.1 acres, 8.7%) make up another 25 percent.

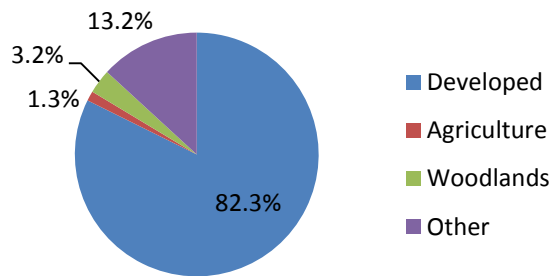
**Table 2-1: Existing Land Use, 2016**

Land Use	City of Neenah			Unincorporated Extraterritorial Area		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	2,133.3	42.2%	34.7%	2,316.4	44.8%	10.9%
Farmsteads	3.5	0.1%	0.1%	366.7	7.1%	1.7%
Multi-Family Residential	144.0	2.8%	2.3%	0.0	0.0%	0.0%
Mobile Home Parks	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Commercial	456.6	9.0%	7.4%	338.2	6.5%	1.6%
Industrial	450.1	8.9%	7.3%	366.9	7.1%	1.7%
Recreational Facilities	311.5	6.2%	5.1%	315.7	6.1%	1.5%
Institutional Facilities	299.1	5.9%	4.9%	49.9	1.0%	0.2%
Utilities/Communications	14.1	0.3%	0.2%	158.4	3.1%	0.7%
Transportation	1,247.7	24.7%	20.3%	1,254.6	24.3%	5.9%
<b>Total Developed</b>	<b>5,059.9</b>	<b>100.0%</b>	<b>82.3%</b>	<b>5,166.8</b>	<b>100.0%</b>	<b>24.2%</b>
Non-irrigated Cropland	79.6		1.3%	10,900.4		51.1%
Planted Woodlands	0.0		0.0%	57.9		0.3%
General Woodlands	197.6		3.2%	2,582.0		12.1%
Quarries	4.3		0.1%	231.7		1.1%
Other Open Land	533.1		8.7%	2,170.4		10.2%
Water Features	272.2		4.4%	236.8		1.1%
<b>Total Acres</b>	<b>6,146.7</b>		<b>100.0%</b>	<b>21,345.9</b>		<b>100.0%</b>

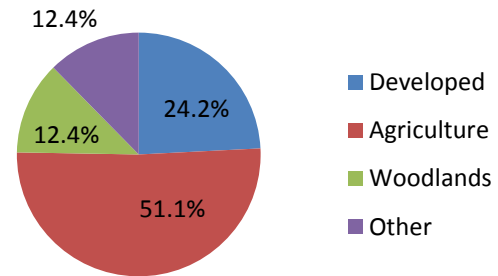
Source: East Central Wisconsin Regional Planning Commission, 2016

Note: The Unincorporated Extraterritorial Area includes the towns of Neenah, Clayton and Vinland only within a 3-mile radius of the City.

**Figure 2-1: Ex. Land Use, C. Neenah, 2016**



**Figure 2-2: Ex. Land Use, Unincorporated Area, 3 Mile Buffer, 2016**



Source: East Central Wisconsin Regional Planning Commission, 2016

In comparison, **the unincorporated area within the 3 mile extraterritorial area contains about 21,346 acres.<sup>3</sup> Only about one quarter (5,166.8 acres, 24.2%) of the land within the**

<sup>3</sup> While portions of the Town of Oshkosh and the Village of Fox Crossing are included within the 3 mile radius, only the towns of Neenah, Clayton and Vinland are included in the land use acreage.

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**unincorporated 3 mile buffer was considered developed in 2016** (Table 2-1, Figure 2-2 and Map 5-2). Single family residential (2,316.4 acres, 44.8%) and transportation (1,254.6 acres, 24.3%) make up two-thirds (69.1%) of the developed land uses.

Overall, cropland (10,900.4 acres, 51.1%), woodlands (2,639.9 acres, 12.4%), residential (2,683.1 acres, 12.6%) and other open land (2,170.4 acres, 10.2%) comprise 86 percent of the land use in 2015.

### **Land Use Trends**

Land use distribution in the City of Neenah and within the 3 mile extraterritorial area has changed over time (Appendix B, Table B-1 and B-2). For the purpose of this plan, land use between 2000 and 2016 was reviewed. **Between 2000 and 2016, the City of Neenah's land use footprint grew by about 20.1 percent, from 5,117 to 6,147 acres, while its population grew by 6.3 percent<sup>4</sup>.**

Since the overall area of the City increased, gains were seen in all land use categories. Residential (single family) development (339.2 acres), other open land (236.0 acres) and transportation (186.1 acres) experienced the largest expansions.

A comparison of the 2000 and 2016 existing land use maps show that residential development predominately occurred in the southern and western portions of the City in the following areas:

- Castle Oak Drive / Marathon Avenue area;
- Area west of Carpenter Preserve (between Breezewood Lane and CTH G);
- Yorkshire Road and Bayview Road area; and
- Regent Place area

Commercial and Industrial development also occurred during this time period and is evident near S. Commercial Street and Bell Street and Byrd Street; south of Southpark Industrial Park, land near I-41 and CTH G and in the Westowne business area, west of I-41 along Winneconne Avenue.

During this time frame, the City annexed land from the Town of Neenah and as a result, the Town of Neenah lost about 16 percent of its land area. At the same time, the Town of Neenah saw new residential growth west of CTH CB and north of CTH JJ; east of Woodenshoe Road and south of Breezewood Lane and south of CTH G. Commercial and Industrial growth occurred near the corner of CTH CB and CTH O.

Significant residential growth also happened in the Town of Clayton between 2000 and 2016. Residential growth within 3-miles of the City of Neenah mainly occurred west of STH 76 in the area south of Ridgeway Country Club, though a couple of developments appeared near and south of Westridge Golf Club.

Little change was seen in the portion of the Town of Vinland falling within the 3-miles of the City of Neenah.

---

<sup>4</sup> According to the U.S. Census, the City of Neenah's population in 2000 was 24,507; by 2016 the Wisconsin Department of Administration estimates that the City's population has increased to 26,050.

## Land Market and Development

### Development Trends

The amount of land available for development is finite. By analyzing the patterns in land use and understanding what the current development trends are, the City is better able to plan for future development in a sustainable manner.

**According to the U.S. Census, 1,019 building permits<sup>5</sup> for new residential construction were issued in the City of Neenah between 2000 and 2015 (Table 2-2). On average, 64 residential building permits were issued per year.** The largest period of growth occurred between 2003 and 2005. During these three years, an average of 102 residential buildings was added per year. It is important to note that while a majority of these units were single family, the building permit information reflects the number of permits per year and includes permits for single family, two-family and multi-family units. A further analysis of the data shows that ten permits were for duplexes (2003 - 0, 2004 - 0 and 2005 – 10) and five permits for multi-family buildings (2003 - 1 permit / 52 units and 2004 - 4 permits / 48 units).

**Table 2-2. Building Permits (New Residential Construction), 2000 – 2015  
 City of Neenah**

Year	Single Family	Two-Family		Three/Four Family		Five or More Family		Total	
	Bldg/Units	Buildings	Units	Buildings	Units	Building	Units	Buildings	Units
2000	61	0	0	0	0	0	0	61	61
2001	56	1	2	0	0	8	96	65	154
2002	37	0	0	0	0	19	256	56	293
2003	120	0	0	0	0	1	52	121	172
2004	98	0	0	0	0	4	48	102	146
2005	73	10	20	0	0	0	0	83	93
2006	44	6	12	0	0	0	0	50	56
2007	31	6	12	0	0	0	0	37	43
2008	99	4	8	0	0	1	101	104	208
2009	34	2	4	0	0	0	0	36	38
2010	46	0	0	0	0	0	0	46	46
2011	54	0	0	0	0	0	0	54	54
2012	44	4	8	0	0	0	0	48	52
2013	36	3	6	0	0	0	0	39	42
2014	52	1	2	0	0	0	0	53	54
2015	59	4	8	0	0	1	57	64	124

Source: U.S. Census Bureau. Website: <http://censtats.census.gov/cgi-bin/bldgprmt/bldgdisp.pl>

<sup>5</sup> The building permit information provided in Table 2-2 and discussed in this report are for new residential construction only. This information does not include building permits for remodeling, rehabs, decks, garages, etc.

## Annexation and Boundary Agreements

**To accommodate growth in residential and industrial development, the City annexed approximately 676 acres from the Town of Neenah between 2000 and 2015<sup>6</sup>** (Table 2-3). These annexations occurred mostly in the southern and southwestern areas of the City. In 2003, three residential parcels were allowed to detach from the City of Neenah and returned to the Town of Neenah per a boundary agreement between the City of Neenah and the Town of Neenah.

In 2003, the City of Neenah, the Town of Neenah, the Town of Neenah Sanitary District No. 1-1, and the Town of Neenah Sanitary District No. 2 entered into a boundary agreement in order to provide for orderly growth and development within the agreed upon municipal boundaries. The agreement identified 1,795 acres for City Growth and 3,465 acres for Town growth (Map B-1, Appendix B). These areas are located near the western and southern borders of the City.

**Table 2-3. Annexations, 2000 – 2010**

Year	Acres	Year	Acres
2015	10.00	2007 <sup>2</sup>	8.00
2014	0.00	2006	120.37
2013	0.00	2005	17.89
2012	0.00	2004	111.71
2011	1.07	2003 <sup>3</sup>	151.95
2010 <sup>1</sup>	0.87	2002	3.62
2009	0.00	2001	236.11
2008	1.11	2000	13.29

Source: Wisconsin Department of Administration, <http://mds.wi.gov/View/MunicipalRecords>, Accessed 8/24/16

<sup>1</sup>Detached in 2003 (see below)

<sup>2</sup>Includes only one of the two annexations in 2007

<sup>3</sup>Does not include detachment of 1330, 1370, 1430 Breezewood Lane filed on November 7, 2003 (Annexation Ordinance No. 1239).

## Market Trends

The price of developable land value varies depending on the surrounding land uses, location, access, services and other subjective factors. Natural features such as water frontage, forests and open space may increase the overall value. Land prices are subject to market demand and fluctuations. As such, land values show periodic variations. Housing affordability is dependent on land prices. Equalized value is the best proxy for determining land market trends. Table 2-4 shows the equalized values of all classes of land in the City of Neenah and Winnebago County

<sup>6</sup> Wisconsin Department of Administration, <http://mds.wi.gov/View/MunicipalRecords>, Accessed 8/24/16. This number is approximate and does not include Annexation Ordinance No. 1365 filed on November 12, 2007 or a detachment of 1330, 1370, 1430 Breezewood Lane filed on November 7, 2003 (Annexation Ordinance No. 1239).

between 2007 and 2016. **Overall, the City’s land value peaked in 2009 at \$394,665,400 and then decreased to \$357,421,100 (-9.4%) in 2013 as a result of the economic downturn. Since 2013, the equalized land value has been increasing, though it has not reached the level it was in 2009.** In comparison, the equalized land value in Winnebago County peaked in 2008 and reached a low in 2013. However, unlike the City, equalized land values in the County have recovered to pre-2008 levels.

**Table 2-4: Equalized Values (Land Only), 2007-2016**

Year	City Neenah	Percent Change	Winnebago County	Percent Change
2007	\$378,183,300	-	\$2,614,469,300	-
2008	\$390,197,800	3.2%	\$2,669,561,500	2.1%
2009	\$394,665,400	1.1%	\$2,659,389,100	-0.4%
2010	\$381,261,600	-3.4%	\$2,617,627,700	-1.6%
2011	\$381,476,400	0.1%	\$2,651,947,000	1.3%
2012	\$362,888,100	-4.9%	\$2,586,290,300	-2.5%
2013	\$357,421,100	-1.5%	\$2,577,639,200	-0.3%
2014	\$374,921,400	4.9%	\$2,607,631,900	1.2%
2015	\$375,783,800	0.2%	\$2,642,385,200	1.3%
2016	\$387,833,000	3.2%	\$2,686,080,400	1.7%

Source: Wisconsin Department of Revenue, 2007-2016, Statement of Equalized Values

## Land Use Density and Intensity

### Density

Density is broadly defined as a “number of units in a given area<sup>7</sup>”. For the purposes of this report, residential densities are defined as the number of housing units per square mile of total land area (units/square mile), excluding water. **Between 2000 (1,236.6 units/sq. mi.) and 2010 (1,226.3 units/sq. mi.), residential densities decreased slightly in the City of Neenah by 10.3 units per square mile** (Table 2-5). While residential densities decreased in the City of Neenah, residential densities increased in Winnebago County (21.2 units/sq. mile), as a whole. In comparison, residential densities also increased in the City of Oshkosh (25.5 units/sq. mile), but decreased in the cities of Appleton (80.5 units/sq. mile) and Menasha (61.6 units/sq. mile).

<sup>7</sup> Measuring Density: Working Definitions for Residential Density and Building Intensity, November 2003. Design Center for American Urban Landscapes, University of Minnesota.

**Table 2-5: Residential Density, 2000 and 2010**

MCD	2000			2010		
	Land Area in Sq. Miles	Total Units	Units/Sq. Mile	Land Area in Sq. Miles	Total Units	Units/Sq. Mile
City Neenah	8.25	10,198	1,236.6	9.23	11,313	1,226.3
City Oshkosh	23.63	25,420	1,075.6	25.59	28,179	1,101.1
City Menasha	5.26	7,271	1,383.3	6.03	7,973	1,321.7
City Appleton	20.88	27,736	1,328.0	24.33	30,348	1,247.5
Winnebago County	438.58	64,721	147.6	434.49	73,329	168.8

Source: U.S. Census, 2000 and 2010 SF 1, Table GCT-PH1

**Intensity**

Intensity is the degree of activity associated with a particular land use. Therefore intensity is defined as the measure of the units per acre of residential development. Due to the limited availability of information, this plan will compare the intensities of single-family versus multi-family development in the City of Neenah. To calculate land intensities, the categories (as defined by East Central) of single and two-family residential, farmsteads, and mobile homes were all classified as “single-family.” Buildings consisting of three or more units were classified as “multi-family.”

**Table 2-6: Residential Intensity, 2000 and 2015**

	2000			2015		
	Units	Acres	Units/Acre	Units	Acres	Units/Acre
Single-Family	8,323	1,795.8	4.6	9,301	2,136.8	4.4
Multi-Family	1,850	137.7	13.4	2,108	144.0	14.6

Source: U.S. Census 2000, DP-4, SF3; City of Neenah Assessor's Office, 2016 (Single-Family, Two-Family, Multi-Family); ECWRPC Land Use, 2000 and 2015

**Between 2000 and 2016, residential single family land use intensities are estimated to have decreased from 4.6 units per acre to 4.4 units per acre. Multi-family land use increased from 13.4 units per acre to 14.6 units per acre (Table 2-6).<sup>8</sup>**

Several important factors create more intense development patterns in communities. Single-family residential development is typically a less intense land use than multi-family. Another factor influencing residential intensity is the size of parcels. Parcels in older more established portions of a community are typically smaller than parcels developing today.

<sup>8</sup> Some differences in land use intensity could be attributed to the differences in data sources. For example, the number of single-family and multi-family units in 2000 was obtained from the U.S. Census, while the number of units in 2015 was obtained from the City Assessor's Office.



## Land Use Issues and Conflicts

The City of Neenah is situated on the south side of the Fox Cities. It is a mixture of residential, commercial, industrial, institutional and recreation and other land uses. Commercial and industrial uses are concentrated in the downtown, Doty Island, Southpark Industrial Park areas, as well as along the South Commercial Street, Winneconne Avenue, Green Bay Road and Main Street corridors. As a result, residential, commercial and industrial development can come in direct contact with one another. It is surrounded by the more rural Town of Neenah on the west and south sides. Many areas of the Town of Neenah are being developed as single-family residential. However a larger quarry operation adjacent to the City's west side and existing farming operations are present and can cause conflicts between new residential development. In addition, land within the City is limited. In order for the City to grow, it must annex lands from the Town of Neenah and eventually other towns in the area. The City of Neenah has a border agreement with the Town of Neenah, and is negotiating an agreement with the Village of Fox Crossing. The City should continue to keep a method of communication open between itself and its neighbors so that future land use proposals can be discussed prior to approval. It should also ensure that a method of communication exists between the City and others such as the Neenah School District, local economic development corporations, Winnebago County, East Central Wisconsin Regional Planning Commission and state and federal agencies.

Natural resource preservation and development could be in conflict with each other. Lake Winnebago, the Neenah Slough and the Fox River, as well as wetlands, floodplains and other features comprise the natural resource base. Increased development near these resources could lead to displacement of wildlife, degradation of surface and groundwater, open lands and other resources. While preservation of these natural resources is important, state and federal regulations have made it difficult to develop in certain parts of the City because of the presence of one or more of these natural resources.

Incompatibilities may arise between adjacent land uses as development continues. To lessen these conflicts, land use controls such as setbacks, screening, and buffering should be utilized. The City should also identify areas within existing City boundaries for future redevelopment opportunities. Due to limitations with annexing land from the Town of Neenah, the next ideal choice for growing the City would be to look for those distressed areas like parts of Doty Island, older residential neighborhoods around the downtown, and older industrial areas for future redevelopment. The advantage to redeveloping land within the City is that utilities (water and sewer) typically exist within adjacent or close proximity to these areas.

## KEY LAND USE SUMMARY POINTS

- The City of Neenah encompasses approximately 6,147 acres. About 82 percent of the land within the City is developed leaving 1,087 acres as undeveloped.
- Residential (2,280.8 acres, 37.1%) and transportation (1,247.7 acres, 20.3%) comprise over half (57.4%) of the overall land use in the City when taking into account developed and undeveloped land uses.
- The unincorporated area within the 3 mile extraterritorial area contains about 21,346 acres. Only about one quarter (5,166.8 acres, 24.2%) of the land within the unincorporated 3 mile buffer was considered developed in 2016.

- 
- Between 2000 and 2015, the City of Neenah's land use footprint grew by about 20 percent, from 5,117 to 6,147 acres, while its population only grew by 6.3 percent.
  - According to the U.S. Census, 1,019 building permits for new residential construction were issued in the City of Neenah between 2000 and 2016 (Table 2-2). On average, 64 residential building permits were issued per year.
  - To accommodate growth in residential and industrial development, the City annexed approximately 676 acres from the Town of Neenah between 2000 and 2016.
  - Overall, the City's land value peaked in 2009 at \$394,665,400 and then decreased to \$357,421,100 (-9.4%) in 2013 as a result of the economic downturn. Since 2013, the equalized land value has been increasing, though it has not reached the level it was in 2009.
  - Between 2000 (1,236.6 units/sq. mi.) and 2010 (1,226.3 units/sq. mi.), residential densities decreased slightly in the City of Neenah by 10.3 units per square mile
  - Between 2000 and 2016, residential single family land use intensities are estimated to have decreased from 4.6 units per acre to 4.4 units per acre. Multi-family land use increased from 13.4 units per acre to 14.6 units per acre

## **GOALS, OBJECTIVES AND RECOMMENDATIONS**



















The goals, objectives and recommendations for Land Use are found in Chapter 3: Land Use, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

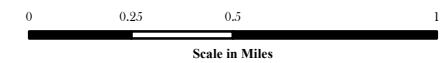
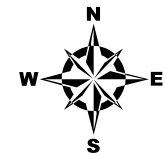
Policies and programs related to the land use element can be found in Appendix H.

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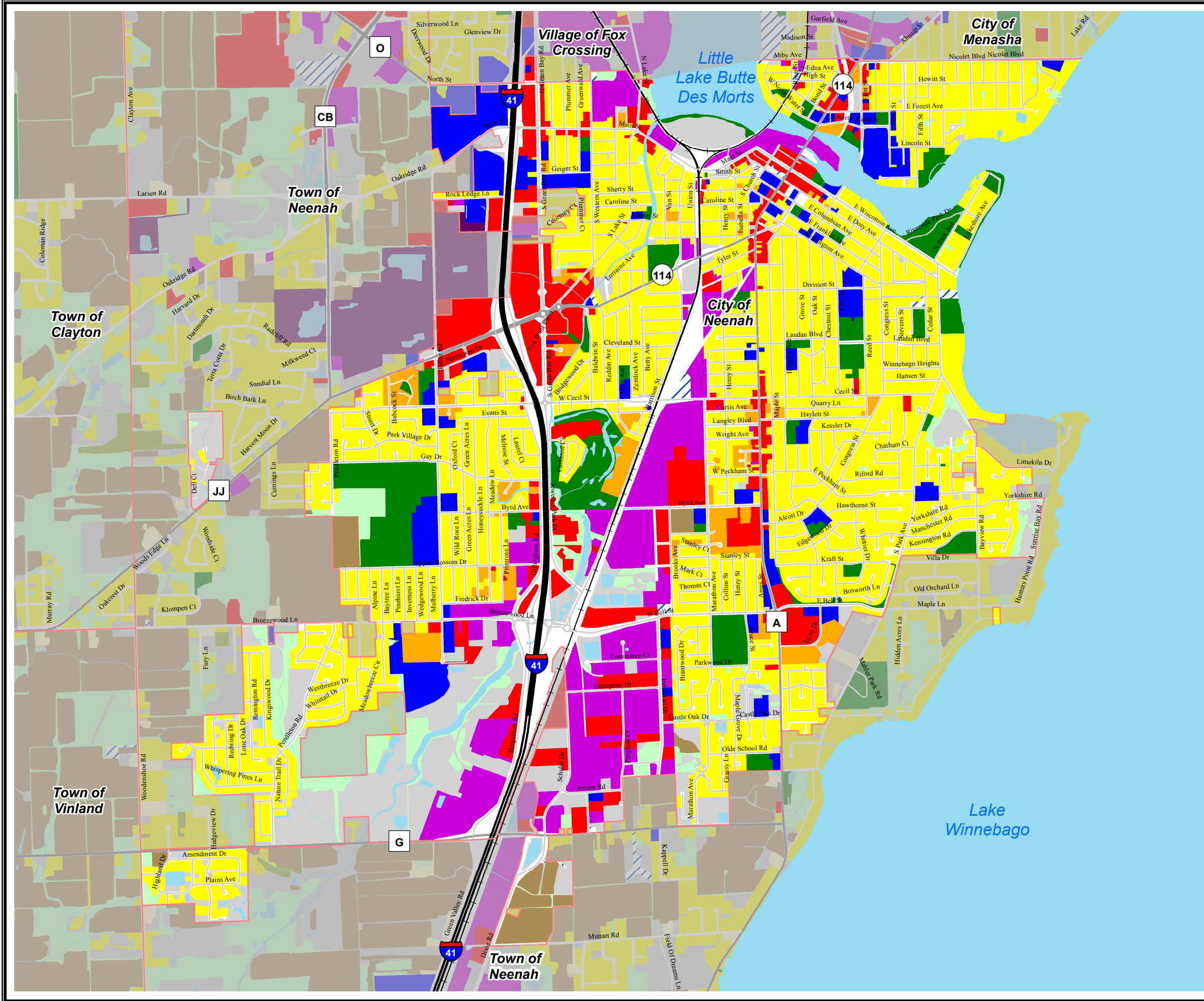
### Land Use 2016 City of Neenah

-  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
-  Recreational Facilities
-  Planted Woodlands
-  General Woodlands
-  Open Other Land
-  Water

Source:  
Base Data provided by Winnebago County 2016.  
Planning Boundaries provided by City of Neenah 2016.  
Land Use provided by ECWRPC 2016.



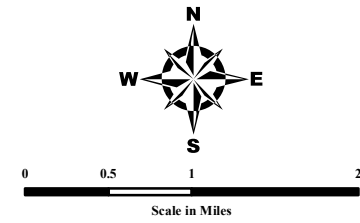
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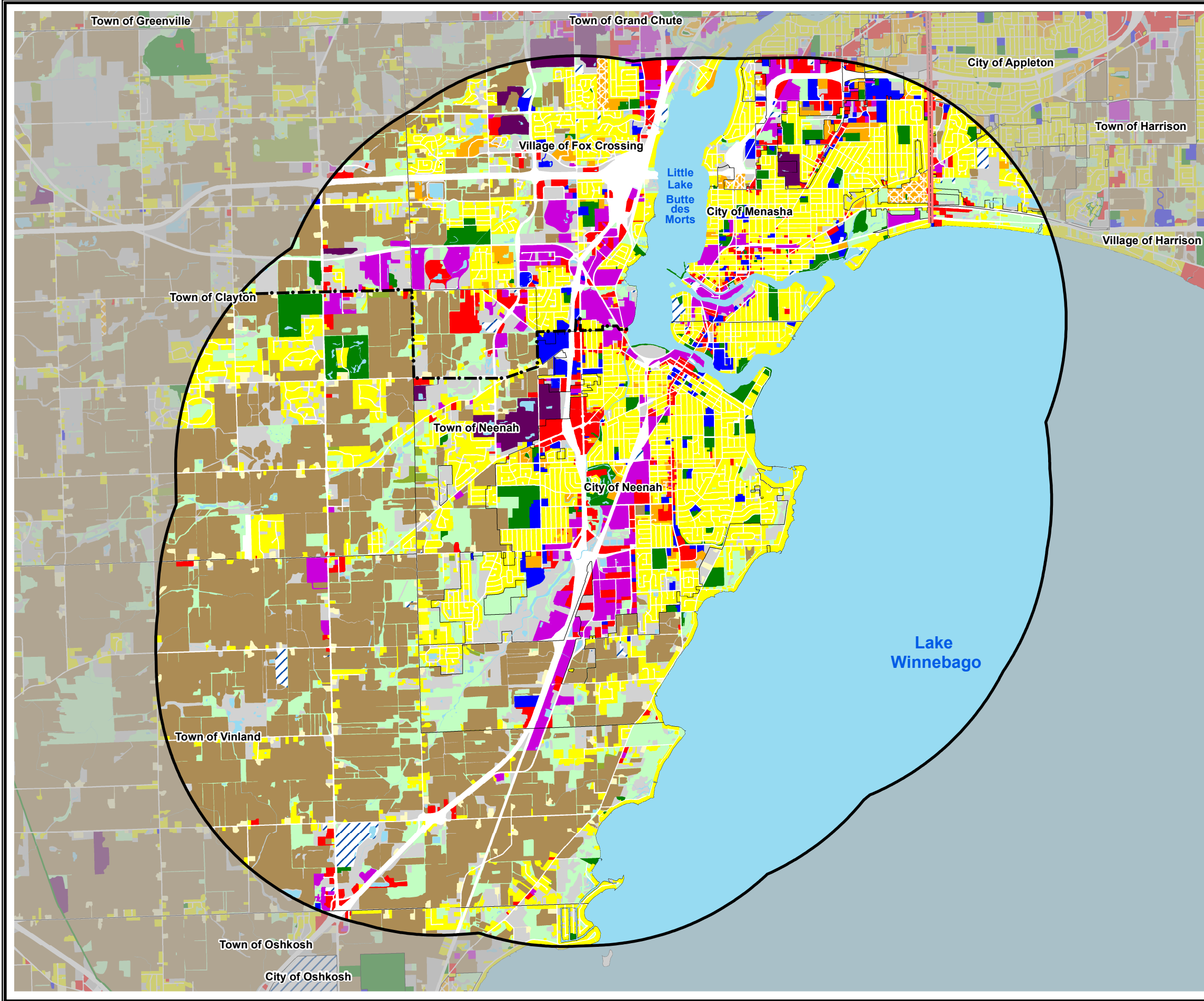
### Land Use 2016 Neenah Extraterritorial

- Fox Crossing Planning Boundary
- 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
- Recreational Facilities
- Planted Woodlands
- General Woodlands
- Open Other Land
- Water

Source:  
Base Data provided by Winnebago County 2016.  
Planning Boundaries provided by City of Neenah 2016.  
Land Use provided by ECWRPC 2016.



Prepared by:  
 East Central Wisconsin  
Regional Planning Commission  
**ECWRPC**





## **CHAPTER 3**

# **ECONOMIC DEVELOPMENT**

## CHAPTER 3: ECONOMIC DEVELOPMENT

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## CHAPTER 3: ECONOMIC DEVELOPMENT

### INTRODUCTION

Planning for economic development is an ongoing process in which a community organizes for the creation and maintenance of an environment that will foster the retention and expansion of existing businesses, the attraction of new businesses and attraction of a talented workforce. It is important to understand the existing resources that serve as assets for economic development efforts.



Plexus

The state's "Smart Growth" legislation requires that the Economic Development element of a comprehensive plan contain objectives, policies, goals, maps and programs to promote the stabilization, retention or expansion of the economic base and quality employment opportunities in the jurisdiction including an analysis of the labor force and economic base of the community. The element must also address strengths and weaknesses for economic development in the City and identify key types of industry or business that the residents of the City of Neenah would like to see within it. This chapter along with Chapter 4: Economic Development in the *City of Neenah Comprehensive Plan Update, Volume One*, addresses these requirements.

### INVENTORY AND ANALYSIS

Determining what the existing economic conditions are within the City of Neenah and the region provides a factual basis upon which to build the City's goals, strategies, and recommendations. This section inventories the City's labor force characteristics, provides an economic base analysis, discusses brownfield sites, presents economic projections, and provides an assessment of economic development strengths and weaknesses.

Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE, indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census numbers that some areas and subjects must be compared with caution, or not compared at all.

## Labor Force Characteristics

### Labor Force

Labor force is defined as individuals currently with a job (the employed); and those without a job and actively looking for one (the unemployed). Labor force trends are one indicator of the economy's performance. Labor force trends can demonstrate the rate of growth of the labor force as well as the extent potential workers are able to find jobs. **According to the 2009-2013 ACS 5-Year Estimates, 69.1 percent of the City of Neenah's population 16 years old and older was in the civilian labor force** (Table 3-1). This was higher than Winnebago County's participation rate of 66.1 percent and the State of Wisconsin's participation rate of 67.9 percent. In 2000, the City of Neenah's participation rate was approximately 71.4 percent. Between the two time periods, participation rates in the City of Neenah decreased by 2.3 percent.

**Table 3-1: Population 16 Years Old and Older in Civilian Labor Force, 2000 and 2009-2013 ACS 5-Year Estimates**

Jurisdiction	2000			2009-2013 5-Year Estimate					
	Total	In Labor Force		Total		In Labor Force			
		Number	Percent	Estimate	MOE +/-	Estimate	MOE +/-	Percent	MOE +/-
<b>City of Neenah</b>	<b>18,327</b>	<b>13,077</b>	<b>71.4%</b>	<b>19,827</b>	<b>349</b>	<b>13,700</b>	<b>433</b>	<b>69.1%</b>	<b>1.9%</b>
Winnebago County	123,806	85,820	69.3%	136,072	236	89,965	973	66.1%	0.7%
Wisconsin	4,157,030	2,869,236	69.0%	4,537,877	1,673	3,079,100	5,126	67.9%	0.1%

Source: U.S. Census 2000, DP-3; 2009-2013 American Community Survey 5-Year Estimates, DP03

The proportion of men outnumbered women in the workforce, in 2000 and 2009-2013, in all jurisdictions (Table 3-2). **Per the 2009-2013 ACS 5-Year Estimates, in the City of Neenah, 53 percent of the labor force was male compared to 47 percent female.** These percentages (male vs. female) were in line with the share of male versus female (in the civilian labor force) in Winnebago County (51.7% male vs. 48.3% female) and the state (52.0% male vs 48.0% female).

**Table 3-2: Total Civilian Labor Force, 2000 and 2009-2013 ACS 5-Year Estimates**

	Total Civilian Labor Force (2000)			Total Civilian Labor Force (2009-2013)					
	Total	Male	Female	Total	MOE +/-	Male	MOE +/-	Female	MOE +/-
<b>City of Neenah</b>	<b>13,077</b>	<b>7,078</b>	<b>5,999</b>	<b>13,700</b>	<b>433</b>	<b>7,263</b>	<b>577</b>	<b>6,437</b>	<b>380</b>
Winnebago County	85,820	45,073	40,747	89,965	973	46,490	1,274	43,475	700
Wisconsin	2,869,236	1,505,853	1,363,383	3,079,100	5,126	1,599,968	5,135	1,479,132	3,308

Source: U.S. Census 2000, DP-3; 2009-2013 ACS 5-Year Estimates, DP03

**Between the 2000 U.S. Census and the 2009-2013 ACS 5-Year Estimates, the civilian labor force grew by 4.8 percent in the City of Neenah, staying on pace with that of the county (4.8%) and the state (7.3%)** (Table 3-3). In the City of Neenah, the number of total

men in the labor force grew at a smaller pace than the number of total women. As a result the share of women in the labor force increased from 45.9 percent in 2000, to 47.0 percent in 2009-2013 ACS 5-Year Estimates (Table 3-2 and 3-3).

**Table 3-3: Civilian Labor Force Percent Change, 2000 and 2009-2013 ACS 5-Year Estimates**

Jurisdiction	Percent Change, 2000 to 2009-2013 5-Year Est.		
	Total	Male	Female
<b>City of Neenah</b>	<b>4.8%</b>	<b>2.6%</b>	<b>7.3%</b>
Winnebago County	4.8%	3.1%	6.7%
Wisconsin	7.3%	6.2%	8.5%

Source: U.S. Census 2000, DP-3; 2009-2013 American Community Survey 5-Year Estimates, DP03

### **Unemployment**

The unemployment rate is calculated by dividing the number of unemployed persons by the total civilian workforce. **Although all jurisdictions** (Table C-1 and C-2, Appendix C) **experienced an increase in the total number of employed persons from 2000 to the 2009-2013 ACS 5-Year Estimates, all jurisdictions experienced a decline in the overall employment rate.** In 2000, 96.5 percent of the civilian labor force was employed in the City of Neenah. This was slightly more than Winnebago County (96.3%) and the state (95.3%). By the 2009-2013 ACS 5-Year Estimates, 93.8 percent of the civilian labor force was employed in the City. In comparison, 93.5 percent were employed in Winnebago County and 92.2% were employed in the state.

According to the 2009-2013 ACS 5-Year Estimates, over 94 percent (94.1%) of men and over 93 percent (93.5%) of women were employed. Employment rates in Winnebago County were similar, slightly less than 94 percent (93.5%) of men and slightly more than 93 percent (93.4%) of women. Employment rates were slightly lower for men at the state level (91.2%) and about the same for women (93.3%).

According to the Wisconsin Department of Workforce Development (DWD), overall unemployment rates have been declining in the City of Neenah, Winnebago County and Wisconsin since reaching a high between 2009 and 2010 (Table 3-4 and Figure 3-1). This is a result of the 2008 recession, coined "The Great Recession".

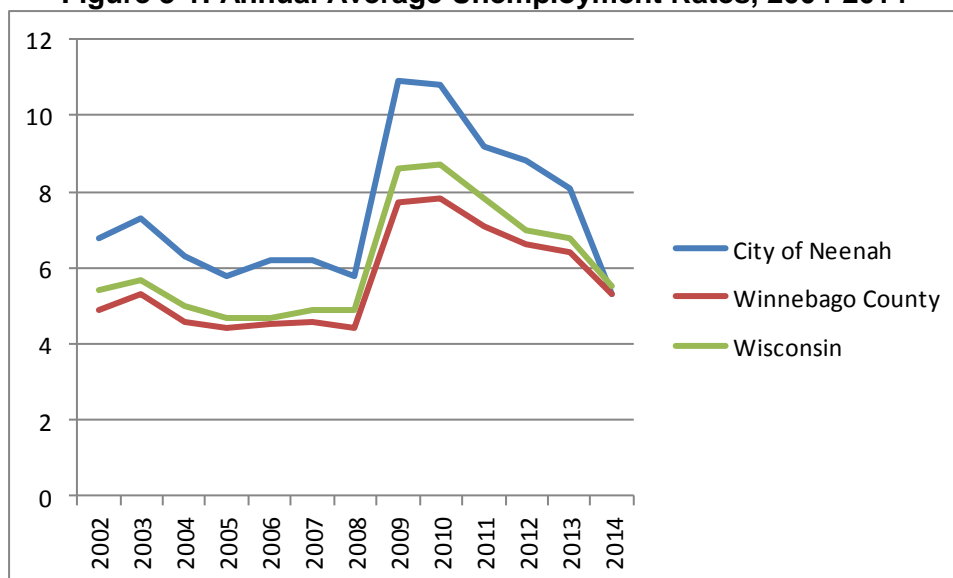
**Table 3-4: Annual Average Unemployment Rates, 2004-2014**

Jurisdiction	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
<b>City of Neenah</b>	<b>6.8</b>	<b>7.3</b>	<b>6.3</b>	<b>5.8</b>	<b>6.2</b>	<b>6.2</b>	<b>5.8</b>	<b>10.9</b>	<b>10.8</b>	<b>9.2</b>	<b>8.8</b>	<b>8.1</b>	<b>5.3</b>
Winnebago County	4.9	5.3	4.6	4.4	4.5	4.6	4.4	7.7	7.8	7.1	6.6	6.4	5.3
Wisconsin	5.4	5.7	5	4.7	4.7	4.9	4.9	8.6	8.7	7.8	7	6.8	5.5

Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2002-2014, Benchmark 2014, not seasonally adjusted

**According to the Wisconsin Department of Workforce Development, the unemployment rate reached a high of 10.9 percent in City of Neenah in 2009 and 7.8 percent in Winnebago County and 8.7 percent in Wisconsin in 2010.** The peak in unemployment rates was related to the economic downturn that began in 2008. Since that time, unemployment rates have been steadily declining as the economy has been improving. The latest information indicates that unemployment has fallen 5.3 percent in the City of Neenah since 2009, and 5.3 percent in Winnebago County and 5.5 percent in Wisconsin since 2010.

**Figure 3-1: Annual Average Unemployment Rates, 2004-2014**



Source: WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2002-2014

### Commuting Patterns

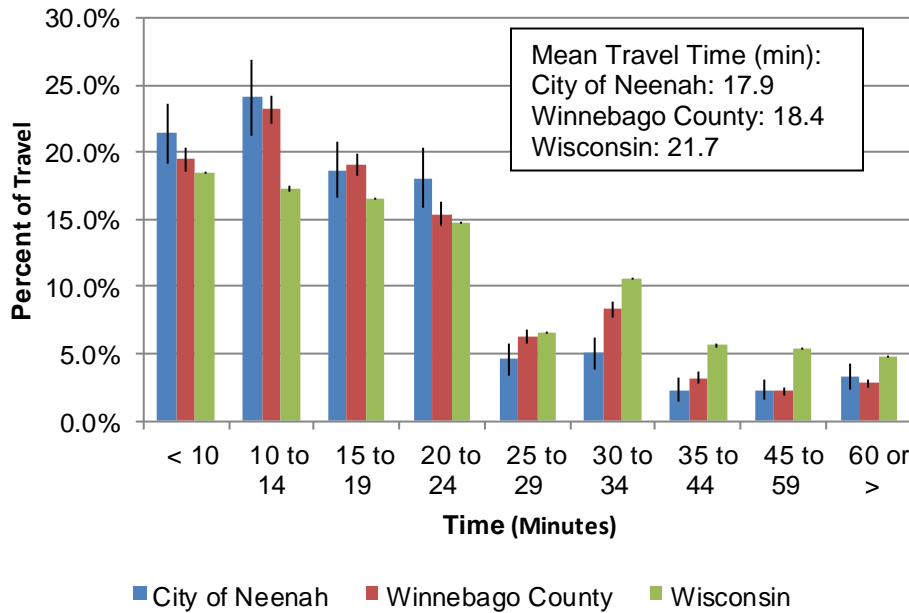
Commuting patterns provide some indication of the distance residents have to travel to find employment. **According to the 2009-2013 ACS 5-Year Estimates, the City's workforce traveled an average of 17.9 minutes to their workplace** (Figure 3.2). This was less than both the county (18.4 minutes) and the state (21.7 minutes).

Average commute time increased in the City of Neenah, Winnebago County and Wisconsin between 2000 and the 2009-2013 ACS 5-Year Estimates (Figure 3-2 and Table C-3, Table C-4 and Figure C-1, Appendix C). **In 2000, the mean travel time for City of Neenah residents**

**was 16.5 minutes or 1.4 minutes shorter than the 2009-2013 ACS 5-Year Estimates.**

Similarly average commute times in Winnebago County increased by 0.6 minutes and the state 0.9 minutes between 2000 and the 2009-2013 ACS 5-Year Estimates.

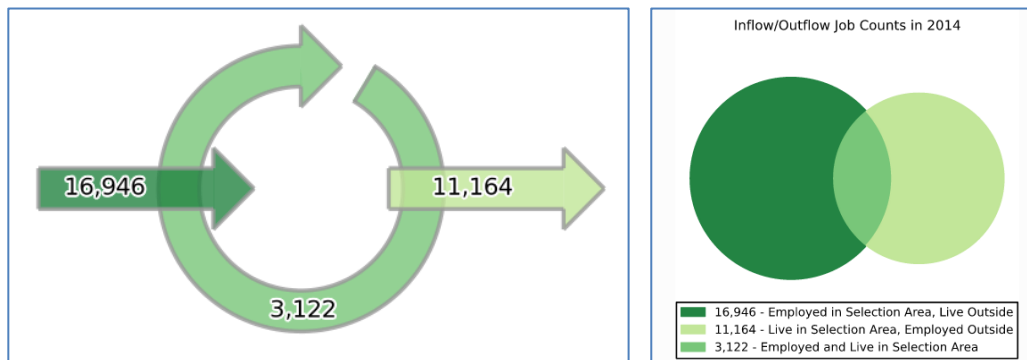
**Figure 3-2: Percent of Travel Time to Work, 2009-2013 ACS 5-Year Estimates**



Source: U.S. Census 2009-2013 ACS 5-Year Estimates, S0802

Analyzing journey to work data illustrates the interconnectedness of the City’s economy with communities throughout the Fox Valley region and beyond. The U.S. Census, Center for Economic Studies “On the map” data<sup>1</sup> provides an analysis of workplace destinations at the census block level. In 2014, 16,145 people work in the City of Neenah, but live outside; 10,384 people live within the City of Neenah, but work outside of the City; and 2,892 people live and work within the City (Figure 3-3).

**Figure 3-3: Employment Inflow/Outflow, 2014**



Source: <http://onthemap.ces.census.gov/>; All Jobs.

<sup>1</sup> <http://onthemap.ces.census.gov/>.

Tables 3-5 and 3-6 illustrate where City of Neenah residents work and where those who work in City of Neenah live. **The top workplace destinations for City of Neenah residents include the City of Neenah (21.9%), the City of Appleton (12.9%), the City of Oshkosh (9.3%), the City of Menasha (4.4%) and the City of Green Bay (2.3%), as depicted in Table 3-5.**

**Table 3-5: Top 10 Places of Employment for City of Neenah Residents, 2014**

Rank	MCD	No. Workers	Percent
1	City of Neenah	3,122	21.9%
2	City of Appleton	1,848	12.9%
3	City of Oshkosh	1,326	9.3%
4	City of Menasha	624	4.4%
5	City of Green Bay	328	2.3%
6	City of Madison	240	1.7%
7	City of Milwaukee	227	1.6%
8	Village of Ashwaubenon	207	1.4%
9	City of Fond du Lac	171	1.2%
10	City of Kaukauna	168	1.2%
	Other	6,025	42.2%
	Total	14,286	100.0%

Source: <http://onthemap.ces.census.gov/>; All Jobs.

**The top places of residence for persons working in the City include the City of Neenah (15.6%), City of Appleton (12.8%), the City of Oshkosh (7.7%) and the City of Menasha (5.7%) (Table 3-6).**

**Table 3-6: Top 10 Places of Residence for City of Neenah Workers, 2014**

Rank	MCD	No. Workers	Percent
1	City of Neenah	3,122	15.6%
2	City of Appleton	2,563	12.8%
3	City of Oshkosh	1,546	7.7%
4	City of Menasha	1,149	5.7%
5	City of Kaukauna	379	1.9%
6	Village of Little Chute	281	1.4%
7	Village of Harrison	260	1.3%
8	Village of Kimberly	239	1.2%
9	City of Green Bay	207	1.0%
10	City of Fond du Lac	195	1.0%
	Other	10,127	50.5%
	Total	20,068	100.0%

Source: <http://onthemap.ces.census.gov/>; All Jobs.

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## Economic Base Analysis

### Employment

The composition and types of employment provide a snapshot of the City's and the area's economic base. Table C-5, Appendix C indicates that **the top three occupations for City residents were Management, Business, Science, and Arts Occupations (30.5%); Sales and Office Occupations (28.3%); and Production, Transportation, and Material Moving Occupations (17.8%)**<sup>2</sup>. About a third of county (30.2%) and state (33.9%) workers were employed in Management, Business, Science, and Arts occupations; as a result this garnered the largest share of workers at these levels as well. Similar to the City, the second largest share of workers in Winnebago County (25.1%) and the state (23.8%) were employed Sales and Office Occupations. Like the City, the third largest occupation in the county was Production, Transportation, and Material Moving occupations (19.2%), while the third largest in the state was Service Occupations (17.0%).

**The top two industry sectors for the City of Neenah (26.7%, 17.5%), Winnebago County (24.5%, 19.6%) and the State (18.2%, 23.2%) was the Manufacturing sector and Educational, Health and Social Services sector**<sup>3</sup> which employed over 40 percent of workers (Table C-6, Appendix C). The Retail Trade sector was the third largest sector, employing about a tenth (12.6%) of City of Neenah, Winnebago County (12.4%) and state (11.4%) employees according to the 2009-2013 ACS 5-Year Estimates.

### Local Employers

Table C-7, Appendix C lists the top 25 employers with facilities located in Winnebago County. Eight of the top 25 employers are located within or near the City of Neenah. These employers include: Alta Resources, Neenah Foundry Company, Theda Clark Medical Center and Kimberly Clark. In addition, Plexus, Menasha Corporation and Bemis Company Inc. are also major employers in the City.

### Location Quotient Analysis

A location quotient identifies how local industries compare to the national and/or state average. They are often used to suggest importing and exporting industries. An exporting industry not only meets the local demand for its products but also produces enough to sell outside the region. An importing industry, on the other hand, is one in which production levels are insufficient to meet local demand. A location quotient of greater than 1.0 indicates that the economy is self-sufficient, and may even be exporting the good or service. (Generally a location quotient of greater than 1.25 almost certainly identifies an exporting industry.) A location quotient of less than 1.0 suggests that the region is likely to be an importing industry. (Generally a location quotient of less than 0.75 indicates an importing industry.)

A location quotient analysis was done for the Oshkosh-Neenah MSA compared to the nation for 2015 (Table C-8, Appendix C).<sup>4</sup> Using the general rule of thumb for exporting industries, **the Oshkosh-Neenah MSA is an exporter of manufacturing (2.70), construction (1.05) and**

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<sup>2</sup> U.S. Census 2009-2013 ACS 5-Year Estimates, DP03.

<sup>3</sup> U.S. Census 2009-2013 ACS 5-Year Estimates, DP03.

<sup>4</sup> Bureau of Labor Statistics.

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**other services (1.09).** It is an **importer of natural resource and mining (0.30), trade, transportation and utilities (0.82), information (0.82), financial activities (0.77), professional and business services (0.85), education and health services (0.75), and leisure and hospitality (0.70).** A further investigation reveals that exporting and importing sector and sub-sectors include (location quotient indicated in parenthesis):

Agriculture, forestry, fishing and hunting: (NAICS 11 / ND)

- Exporters (greater than 1.25): NAICS 112 animal production and aquaculture (1.57).
- Importers (less than 0.75): NAICS 111 crop production (0.07).

Construction: (NAICS 23 / 1.05)

- Exporters (greater than 1.25): NAICS 236 construction of buildings (2.01).
- Importers (less than 0.75): NAICS 237 heavy and civil engineering construction (0.45).

Manufacturing: (NAICS 31-33 / 2.70)

- Exporters (greater than 1.25): NAICS 321 wood product manufacturing (1.42), NAICS 322 paper manufacturing (20.93), NAICS 323 printing and related support activities (6.59), NAICS 326 plastics and rubber products manufacturing (6.66), NAICS 332 fabricated metal product manufacturing (2.03), NAICS 333 machinery manufacturing (1.63), NAICS 335 electrical equipment and appliance manufacturing (1.32) and NAICS 336 transportation equipment manufacturing (4.56).
- Importers (less than 0.75): NAICS 312 beverage and tobacco product manufacturing (0.58); NAICS 314 textile and product mills (0.51); NAICS 311 food manufacturing (0.23), NAICS 337 furniture and related product manufacturing (0.35), NAICS 339 miscellaneous manufacturing (0.63), NAICS 325 chemical manufacturing (0.62), and NAICS 327 nonmetallic mineral product manufacturing (0.29).

Wholesale trade: (NAICS 42 / ND)

- Importers (less than 0.75): NAICS 424 merchant wholesalers, nondurable goods (0.57).

Retail trade: (NAICS 44-45 / 0.82)

- Exporters (greater than 1.25): NAICS 454 non-store retailers (3.45).
- Importers (less than 0.75): NAICS 442 furniture and home furnishing stores (0.32), NAICS 443 electronics and appliance stores (0.68), NAICS 445 food and beverage stores (0.62), NAICS 446 health and personal care stores (0.62), and NAICS 448 clothing and clothing accessories stores (0.71).

Transportation and warehousing: (NAICS 48-49 / 1.06)

- Exporters (greater than 1.25): NAICS 484 truck transportation (2.04) and NAICS 485 truck transportation (2.04).
- Importer (less than 0.75): NAICS 493 warehousing and storage (0.64).

Information: (NAICS 51 / 0.82)

- Importers (less than 0.75): NAICS 512 motion picture and sound recording industries (0.03), NAICS 517 telecommunications (0.10), and NAICS 519 other information services (0.73).



Finance and insurance: (NAICS 52 / 0.90)

- Importers (less than 0.75): NAICS 523 securities, commodity contracts, investments (0.32).

Real estate and rental and leasing: (NAICS 53 / 0.41)

- Importers (less than 0.75): NAICS 531 real estate (0.38).

Professional and technical services: (NAICS 54 / 0.58)

- Importers (less than 0.75): NAICS 541 professional and technical services (0.58).

Management of companies and enterprises: (NAICS 55 / 2.33)

- Exporters (greater than 1.25): NAICS 551 management of companies and enterprises (2.33).

Administrative and waste services: (NAICS 56 / 0.73)

- Importers (less than 0.75): NAICS 562 waste management and remediation services (0.50).

Education services: (NAICS 61 / 0.14)

- Importers (less than 0.75): NAICS 611 educational services (0.14).

Health care and social services: (NAICS 62 / 0.84)

- Importers (less than 0.75): NAICS 622 hospitals (0.63).

Arts, entertainment, and recreation: (NAICS 71 / 0.50)

- Importers (less than 0.75): NAICS 713 amusements, gambling, and recreation (0.60).

Accommodation and food services: (NAICS 72 / 0.74)

- Importers (less than 0.75): NAICS 721 accommodation (0.41).

Other services, except public administration: (NAICS 81 / 1.09)

- Exporters (greater than 1.25): NAICS 813 membership associations and organizations (1.70).
- Importers (less than 0.75): NAICS 811 repair and maintenance (0.71).

When reviewing location quotient information, one should look for relationships between industries with high location quotients and other sectors of the local economy. Remember that local imports matter, a high location quotient ignores the possibility that businesses import the same type of goods that appear to be an export. While location quotients provide a feel for important sectors of the economy, you may want to consider future inquiries with local employers about how their businesses are doing over time.

**Employment Forecast**

Employment forecasts for the City of Neenah were developed utilizing Economic Modeling Specialists International's (EMSI) Analyst program. **The projections indicate that the largest industry in 2025 will continue to be Manufacturing, which is expected to decrease by nine percent between 2015 and 2025** (Table 3-7). The largest industry growth areas will occur within the Real Estate Rental and Leasing (38%), Educational Services (32%), Construction

(28%), Administrative & Support and Waste Management & Remediation Services (26%), Finance and Insurance (24%), Accommodation and Food Services (23%). Industries expected to see decreases include Manufacturing (-9.0%), Crop and Animal Production (-6%) and Government (-1%).

**Table 3-7: City of Neenah Industry Employment Projections, 2015-2025**

NAICS Code	Description	2015 Jobs	2025 Jobs	2015 - 2025 Change	2015 - 2025 % Change	2015 Total Earnings
11	Crop and Animal Production	131	123	(8)	(6%)	\$37,750
21	Mining, Quarrying, and Oil and Gas Extraction	12	<10	Insf. Data	Insf. Data	\$62,873
22	Utilities	<10	<10	Insf. Data	Insf. Data	Insf. Data
23	Construction	1,063	1,358	295	28%	\$55,076
31	Manufacturing	5,693	5,190	(503)	(9%)	\$79,293
42	Wholesale Trade	1,279	1,376	97	8%	\$58,757
44	Retail Trade	2,029	2,302	273	13%	\$29,468
48	Transportation and Warehousing	1,981	2,059	78	4%	\$59,430
51	Information	130	144	14	11%	\$91,377
52	Finance and Insurance	1,397	1,727	330	24%	\$59,701
53	Real Estate and Rental and Leasing	146	202	56	38%	\$45,876
54	Professional, Scientific, and Technical Services	1,811	2,152	341	19%	\$92,655
55	Management of Companies and Enterprises	2,672	2,874	202	8%	\$129,613
56	Administrative and Support and Waste Management and Remediation Services	2,265	2,862	597	26%	\$47,411
61	Educational Services	407	539	132	32%	\$22,760
62	Health Care and Social Assistance	3,417	3,752	335	10%	\$57,815
71	Arts, Entertainment, and Recreation	338	382	44	13%	\$27,034
72	Accommodation and Food Services	1,749	2,146	397	23%	\$14,651
81	Other Services (except Public Administration)	1,155	1,189	34	3%	\$22,961
90	Government	1,409	1,401	(8)	(1%)	\$66,739
99	Unclassified Industry	0	<10	Insf. Data	Insf. Data	\$0
	<b>Total</b>	<b>29,085</b>	<b>31,786</b>	<b>2,701</b>	<b>9%</b>	<b>\$63,748</b>

Source: 2015.1 – QCEW Employees, Non-QCEW Employees, and Self-Employed - EMSI Q4 2015 Data Set; 54956 zip code.

## **Business and Commercial Districts and Corridors**

The City of Neenah has a number of established business districts and business/commercial corridors (Map 3-1).

### ***Downtown Neenah Business District***

Downtown Neenah is and historically has been the central business district for the City. This district is generally defined as encompassing an area along Wisconsin Avenue from Torrey Street to the west, Oak Street to the east and south along S. Commercial Street to Winneconne Avenue (Map 3-1). In the early 1980's, the City of Neenah recognized that it had an essential role to play in downtown redevelopment. Since that time the City has created a number of tax incremental finance districts to support the redevelopment and revitalization of the downtown area. In addition, a business improvement district (BID) has also been formed to aid in these efforts. This has made the central business district attractive for private sector investment. Today the central business district is a mixture of retail establishments, businesses, restaurants, a hotel and other service providers. A number of events, including a weekly farmers market and concerts draw people to the downtown area during summer months. The downtown is also home to the public library and Arrowhead, Gateway and Shattuck parks. Neenah's Downtown contains several major employers such as Plexus, Bemis Corporation, ALTA Resources, Neenah Joint School District, City of Neenah and Affinity Medical.



**Downtown Neenah Business District**

### ***South Commercial Street Business Corridor***

The South Commercial Street Business Corridor essentially includes the area along South Commercial Street from State Street to the north and south past Bell Street (Map 3-1). Much of S. Commercial Street, from State Street to the north and Stanley Street to the south, has experienced little in the way of significant new real estate investment for a number of years. This district struggles to sustain core businesses in the older parts of the corridor while newer development has occurred in the southern part of the corridor. Today the South Commercial Street Business Corridor is a mixture of retail businesses, banks, restaurants, a grocery store and health care providers. In the older part of the District, north of Stanley Street, there are several notable vacant buildings, sites identified as brownfields or potential brownfields, and many small parcels of land adjacent to residential properties. The area south of Stanley Street is relatively new and includes office/service businesses with adequate parking.



**South Commercial Street Business Corridor**

### **Doty Island Business District**

The Doty Island Business District is located north of the Downtown Neenah Business District on Doty Island (Map 3-1). Doty Island includes a mixture of retail, business, schools, churches, parks, residential development and service providers such as healthcare and government entities. The district is a well-established older area of the community that includes a number of historical and archeological sites. The district has undergone redevelopment as older residential and commercial properties have been torn down and replaced. There are a number of challenges in the District to attract new investment, including the location of a rail spur and a number of undesirable and incompatible uses. A fairly large undeveloped parcel on the northwest corner of Forest Avenue and First Street creates an opportunity for new development within the District as well as some vacant buildings along N. Commercial Street.



**Doty Island Business District**

### **Fox Point / Green Bay Road Commercial District**

The Fox Point / Green Bay Road Commercial District is located along S. Green Bay Road from North Street south to Cecil Street (Map 3-1). It includes two shopping centers, Fox Point Shopping Center at the southeast corner of Winneconne Avenue and Green Bay Road and the Shopko / Festival Foods shopping center at the northwest corner. It parallel's I-41 and offers a variety of retail goods and services. TIF No. 7 was created to help spur redevelopment in the District. The southwest corner of Winneconne Avenue and S. Green Bay Road benefitted from several redevelopment projects including a new gas station/convenience store, a retail business, grocery store, and a drug store.

### **Main Street Commercial Corridor**

The Main Street Commercial Corridor extends from the Downtown Neenah Business District to I-41 and is comprised of a mixture of industrial, commercial and residential uses. This Corridor has not seen any major investment in some time. Many of the properties along Main Street are residential with the exception of a sporadic mix of commercial uses along the corridor. The corridor is important as it is seen as an entrance into Downtown Neenah. The corner of N. Green Bay Road and Main Street offers some opportunities for future redevelopment. The intersection of Lake Street and Main Street is another potential opportunity for redevelopment.



**Main Street Commercial Corridor**

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### **Westowne Commercial District**

The Westowne Commercial District is located west of I-41 and east of Tullar Road (Map 3-1). It is comprised of a mixture of retail, restaurant, a health care provider and a bank. TIF No. 7 extends into this area and was created to help spur economic development in the district.

### **Industrial and Business Park Information**

**One business park is situated in the City of Neenah.** The Southpark Industrial Center is located at the I-41 and Bell Street interchange (Map 3-1). The park comprises nearly 300 acres and is home to over 75 businesses and has approximately 85.6 acres available for development.<sup>5</sup> Below is additional information on the Southpark Industrial Center:

Acreage Available: 85.6 acres

Parcel Size: 1 – 15 acres

Utilities:

- Municipal Water
- Sanitary sewer
- Storm sewer
- Underground utilities
- High-pressure natural gas
- Static water pressure of 57 psi
- Fire flows to 6,200 gpm at 20 psi

Transportation:

- Appleton International Airport
- I-41
- Rail system with freight car pooling

### **Tax Incremental Financing District**

Tax Incremental Financing (TIF) is a powerful economic development tool municipalities use to promote economic growth. A Tax Incremental District (TID) is created by a municipality as a way to promote tax base expansion. It allows a municipality to capture gross property tax revenues from new development within a defined area to pay for improvements within that area. When a TID is created, the existing value of the district is frozen. Any new value generated in the district or the increment is used to support the district for things such as infrastructure, land acquisition, development incentives, etc. The City has successfully used TIF to redevelop older parts of the City, create new industrial land options, and enhance highway-oriented commercial areas. **The City of Neenah has six active TIDs** (Table 3-8 and Map 3-2).

TID No. 5 (Central Business District) was created in 1993 to support redevelopment, revitalization, and growth in the Downtown Business District. It is expected to generate \$9.3 million through its life (anticipated closure date of 2021). It was amended in 1999 and again in 2007 to expand the boundaries of the district to support additional high value commercial development activity. In 2015 the District was amended and designated as a distressed district which allowed the postponement of the closure of the TIF for up to 10 years.

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<sup>5</sup> City of Neenah website, accessed 5/12/16.

TID No. 6 (Southpark Industrial Center) was created in 1997 to support the second expansion of the Southpark Industrial Center and for the purpose of allowing the City to stimulate additional private development in the area. It is expected to generate \$29.5 million through its life (anticipated closure date 2021).

TID No. 7 (Westowne Business District) was created in 2000 to stimulate new commercial development on the City’s west side. It was amended in 2002, 2005, 2006 and 2012 and is expected to generate \$79.6 million in revenue before closing in 2031. TID No. 7 has been one of the most financially successful TID’s in the City. Much of the commercial development on the west side occurred after this district was created. The Bridgewood development which includes a nine hole golf course, a hotel/convention center, office development, and residential development was developed after this TID was created.

TID No. 8 (Doty Island/Downtown Neenah Business District) was created in 2001 to stimulate growth on Doty Island and parts of Downtown Neenah. It was amended in 2004, 2005 and 2008 and is expected to generate \$54.8 million in revenue before closing in 2031. TID No. 8 helped support the redevelopment of the Glatfelter Paper Mill redevelopment site. Once the site was cleared, Plexus Corporation constructed their global headquarters on the site and Affinity Health System constructed a health care center.

TID No. 9 (U.S. Highway 41 South Industrial Redevelopment District) was created in 2015 to assist with the rehabilitation and conservation of the industrial corridor adjacent to I-41 from approximately Breezewood Lane/Bell Street on the north to CTH G on the south. It is expected to generate \$10 million in revenues before closing in 2027.

TID No. 10 (Downtown Gateway Redevelopment District) was created in 2015 to assist with the elimination of blight and overall improvement of the area to significantly enhance the value of the real property within the District. This district contains a mix of commercial and residential development that, due primarily to the age, is experiencing a high degree of blight and functional obsolescence. 60.26 acres of land in the district is currently zoned for commercial uses. It is expected to create \$26 million of tax base before closing in 2041.

**Table 3-8: Tax Incremental Districts**

District No.	Created	Amendment(s)	Anticipated Closure	Increment Generated (1/1/2014) - Millions	Comments
5	1993	1999, 2007 & 2015	2021	\$9.3	
6	1997	2007	2021	\$29.5	
7	2000	2002, 2005, 2006, & 2012	2031	\$79.6	
8	2001	2004, 2004, 2005, & 2008	2031	\$54.8	
9	2015	NA	2027	\$10.0	Projected
10	2015	NA	2041	\$26.0	Projected

Source: City of Neenah, 2016

### Business Improvement District

The creation of a Business Improvement District (BID) allows business properties within the district to contribute to programs aimed at promotion, management, maintenance and development of that district. In 2001, businesses and property owners petitioned the City to

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create the Neenah Central City Business Improvement District.<sup>6</sup> The purpose of the District is to sustain the competitiveness of Downtown and ensure a safe, clean environment conducive to business and recreational activity. Key focus areas include management, retention, recruitment, marketing, public relations and physical maintenance of the District.

### **Future Neenah, Inc.**

Future Neenah, Inc. is a non-profit civic development organization incorporated in 1983. Initially, Future Neenah, Inc. focused on downtown revitalization. Since the early 1990's, the organization has broadened its scope to include the entire community.<sup>7</sup> Future Neenah manages the Neenah Central City Business Improvement District.

### **Doty Island Development Council, Inc.**

The Doty Island Development Council, Inc. is a non-profit organization founded in 1992. Its mission is *to improve the quality of life for all Doty Island residents, helping to preserve the vitality of a historic district of Neenah and Menasha.*

## **Economic Development Strategy and Assessment**

A variety of factors influence the economic climate of the City of Neenah, learning what the City's strengths and weaknesses are will help the City build upon its assets and develop strategies to overcome its challenges.

### ***Strengths and Weaknesses***

By developing a set of strengths and weaknesses, the City of Neenah is better prepared to develop an economic development strategy. These strengths and weaknesses are listed below.

#### Strengths

- Key transportation links (I 41, USH 10, STH 21, Appleton International Airport, rail service);
- Available infrastructure (sewer, water, electric, gas, telecommunications including high speed internet);
- Lake Winnebago and the Fox River system;
- Highly rated school system (Primary and Secondary);
- Proximity to UW- Oshkosh, Lawrence University, UW-Fox Valley and the Fox Valley Technical College;
- Major employers such as Plexus, ALTA Resources, Kimberly Clark, Menasha Corporation, ThedaCare, and Bemis Corporation;
- Low cost of living;
- Low crime rate;
- Pedestrian and bicycling infrastructure;
- Part of the larger Fox Cities metro area;
- Southpark Industrial Center;

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<sup>6</sup> Neenah Central City Business Improvement District Year Fifteen Operating Plan- 2016.

<sup>7</sup> Future Neenah, <http://www.neenah.org/>.

- 
- Cultural resources including the Neenah Pickard Auditorium, the Appleton Performing Arts Center, Bergstrom-Mahler Museum;
  - Quality recreational opportunities including access to Lake Winnebago and the numerous public parks in the City;
  - Natural areas and open space;
  - Availability of local healthcare facilities/providers including ThedaCare Regional Medical Center-Neenah;
  - Mixture of housing choices;
  - Public transit;
  - Intermodal facilities;
  - Diverse economic base;
  - Availability of business and industrial space;
  - Vibrant downtown with historic features intact; and
  - Housing near the downtown.

#### Weaknesses

- Accessible public transportation;
- Availability of skilled industrial workers, technicians and scientists;
- Cost of electricity for Industrial Use;
- Availability of suitable, reasonable priced, commercial and industrial space and land;
- High local and personal property taxes;
- Lack of regional planning and communication; and
- Limited opportunities for city annexation.

#### ***Economic Development Focus***

The goals, objectives and recommendations for Economic Development are found in Chapter 4: Economic Development, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

**Brownfield Redevelopment.** Brownfields are sites where development or redevelopment is complicated by real or perceived hazardous substances, pollutants, or contamination. Knowing the location of brownfields and the extent of pollution greatly improves the likelihood that these sites will be redeveloped. The Wisconsin Department of Natural Resources Remediation and Redevelopment (RR) Program oversees the investigation and cleanup of environmental contamination and the redevelopment of contaminated properties. The RR Sites Map includes, but is not limited to the following environmental data:

- Completed and ongoing investigations and cleanups of contaminated soil and/or groundwater;
- Public registry of sites with residual soil or groundwater contamination, or where continuing obligations have been put in place;
- Cleanup of sites under the federal Superfund (CERCLA) statute;
- Liability exemptions and clarifications at contaminated properties (i.e. brownfields); and
- DNR funding assistance.

The status of cleanup actions for sites in the RR Sites Map is tracked via the Bureau of Remediation and Redevelopment Tracking System (BRRTS).



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**The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 464 entries for the City of Neenah,** classified in the following six categories: Leaking Underground Storage Tank (LUST), Environmental Repair (ERP), Spill, General Property Information (GP), Liability Exemption (VPLE) and No Action Required (NAR) (Table C-8, Appendix C). The City's entries and corresponding categories are described in further detail below:

- **There were 112 Leaking Underground Storage Tanks (LUST) indicated for the City of Neenah.** The WDNR defines LUST sites as having “contaminated soil and/or groundwater with petroleum, which includes toxic and cancer causing substances.” **All but one LUST site listed within the directory is closed, however residual contamination is present at 53 of the sites** (see yellow highlighted LUSTS in Table C-8, Appendix C). The Express Convenience Center No. 66, 899 S. Commercial Street is the only LUST still open.
- **There was 26 General Property Information (GP) listed for the City of Neenah.** General Property is an activity type consisting of records of various milestones related to liability exemptions, liability clarifications, and cleanup agreements that have been approved by the WDNR to clarify the legal status of the property.
- **There were 62 Environmental Repair sites (ERP) indicated for Neenah.** The WDNR defines ERPs as “sites other than LUSTs that have contaminated soil and/or groundwater. Examples include industrial spills (or dumping) that need long term investigation, buried containers of hazardous substances, and closed landfills that have cause contamination.” **Eight (8) ERP sites listed are open and 24 have remaining contamination** (see yellow highlighted ERPS in Appendix C). Open ERP sites include: Kimberly Clark – Badger Globe Mill (former), 128 N. Commercial St.; Donaldson’s One Hour Cleaners (former), 110 W. Cecil St.; Gunderson Cleaners Inc., 891 S. Green Bay Rd.; Custom Marine (former), 324 1ST St.; Row Front of 332 N. Commercial-WI DOT(Phantom), 332 N. Commercial St.; Neenah Slough – Byrd Avenue Outfall, Byrd Avenue behind Plexus Corp.; P H Glatfelter (Former) - Chlorinated – LGU, and Kimberly Clark Corp (Former) 1 1 1-TCA – LGU, North of One Plexus Way.
- **There are 208 Spills indicated for the City of Neenah.** The WDNR defines Spills as having “a discharge of a hazardous substance that may adversely impact or threaten to impact public health, welfare or the environment ... (which are) usually cleaned up quickly.” Spills are listed as either “Closed” or “Historic”. **78 of the Spills are listed as Historic.**
- **There was three (3) Liability Exemption (VPLE) listed for the City of Neenah.** VPLE’s are an elective process in which a property owner conducts and environmental investigation and cleanup of an entire property and then receives limits on future liability for that contamination under s. 292.15, Wisconsin Statutes. An individual, business or unit of government can receive the liability exemption after a completed cleanup is approved. Two of the three properties are Open: P H Glatfelter Co Redevelopment, 225 W. Wisconsin Ave. (101 Main); and Goodwill – Neenah, 891 S. Green Bay Rd.

- **There were 52 No Action Required (NAR) listings for the City of Neenah.** The WDNR defines NAR as occurrences where “there was, or may have been, a discharge to the environment and, based on the known information, WDNR has determined that the responsible party does not need to undertake an investigation or cleanup in response to that discharge.

## KEY ECONOMIC DEVELOPMENT SUMMARY POINTS

- According to the 2009-2013 ACS 5-Year Estimates, 69.1 percent of the City of Neenah’s population 16 years old and older was in the civilian labor force
- Per the 2009-2013 ACS 5-Year Estimates, in the City of Neenah, 53 percent of the labor force was male compared to 47 percent female.
- Between the 2000 U.S. Census and the 2009-2013 ACS 5-Year Estimates, the civilian labor force grew by 4.8 percent in the City of Neenah, staying on pace with that of the county (4.8%) and the state (7.3%).
- Although all jurisdictions experienced an increase in the total number of employed persons from 2000 to the 2009-2013 ACS 5-Year Estimates, all jurisdictions experienced a decline in the overall employment rate.
- According to the Wisconsin Department of Workforce Development, the unemployment rate reached a high of 10.9 percent in City of Neenah in 2009 and 7.8 percent in Winnebago County and 8.7 percent in Wisconsin in 2010.
- According to the 2009-2013 ACS 5-Year Estimates, the City’s workforce traveled an average of 17.9 minutes to their workplace.
- In 2000, the mean travel time for City of Neenah residents was 16.5 minutes or 1.4 minutes shorter than the 2009-2013 ACS 5-Year Estimates.
- The top workplace destinations for City of Neenah residents include the City of Neenah (21.9%), the City of Appleton (12.9%), the City of Oshkosh (9.3%), the City of Menasha (4.4%) and the City of Green Bay (2.3%).
- The top places of residence for persons working in the City include the City of Neenah (15.6%), City of Appleton (12.8%), the City of Oshkosh (7.7%) and the City of Menasha (5.7%).
- The top three occupations for City residents were Management, Business, Science, and Arts Occupations (30.5%); Sales and Office Occupations (28.3%); and Production, Transportation, and Material Moving Occupations (17.8%).
- The top two industry sectors for the City of Neenah (26.7%, 17.5%), Winnebago County (24.5%, 19.6%) and the State (18.2%, 23.2%) were the Manufacturing sector and Educational, Health and Social Services sector.
- The Oshkosh-Neenah MSA is an exporter of manufacturing (2.70), construction (1.05) and other services (1.09). It is an importer of natural resource and mining (0.30), trade, transportation and utilities (0.82), information (0.82), financial activities (0.77), professional and business services (0.85), education and health services (0.75), and leisure and hospitality (0.70).
- The projections indicate that the largest industry in 2025 will continue to be Manufacturing, which is expected to decrease by nine percent between 2015 and 2025.
- The City of Neenah has a number of established business districts and business/commercial corridors: Downtown Neenah Business District, South Commercial Street Business Corridor, Doty Island Business District, Fox Point / Green Bay Road

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Commercial District, Main Street Commercial Corridor, and the Westowne Commercial District.

- One business park is situated in the City of Neenah: Southpark Industrial Center.
- The City of Neenah has six active TIDs: TID No. 5 (Central Business District), TIF No. 6 (Southpark Industrial Center), TID No. 7 (Westowne Business District), TID No. 8 (Doty Island / Downtown Neenah Business District), TID NO. 9 (U.S. Highway 41 South Industrial Redevelopment District), and TID No. 10 (Downtown Gateway Redevelopment District).
- Economic strengths generally include key transportation links; available infrastructure; Lake Winnebago and the Fox River System; highly rated school system; proximity to higher education; major employers; low cost of living; low crime rate; pedestrian and bicycling infrastructure; part of the larger Fox Cities area; Southpark Industrial Center; cultural resources; quality recreational opportunities; natural areas and open spaces; availability of local healthcare facilities and providers; mixture of housing choices; public transit; intermodal facilities; diverse economic base; an educated labor force; a vibrant downtown with historic features intact; and housing near the downtown.
- Economic weaknesses generally include accessible public transportation; availability of skilled industrial workers, technicians and scientists; cost of electricity for industrial use; availability of suitable, reasonable priced, commercial and industrial space and land; high local and personal property taxes; lack of regional planning and communication; and limited opportunities for city annexation.
- The Wisconsin Department of Natural Resources Bureau for Remediation and Redevelopment maintains a listing of brownfields and contaminated sites. This website lists 464 entries for the City of Neenah.
- There were 112 Leaking Underground Storage Tanks (LUST) indicated for the City of Neenah. All but one LUST site listed within the directory is closed, however residual contamination is present at 53 of the sites.
- There was 26 General Property Information (GP) listed for the City of Neenah.
- There were 62 Environmental Repair sites (ERP) indicated for Neenah. Eight (8) ERP sites listed are open and 24 have remaining contamination.
- There are 208 Spills indicated for the City of Neenah. 78 of the Spills are listed as Historic.
- There was three (3) Liability Exemption (VPLE) listed for the City of Neenah.
- There were 52 No Action Required (NAR) listings for the City of Neenah.

## **GOALS, OBJECTIVES AND RECOMMENDATIONS**

The goals, objectives and recommendations for Economic Development are found in Chapter 4: Economic Development, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

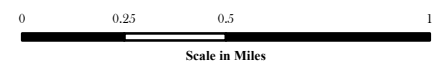
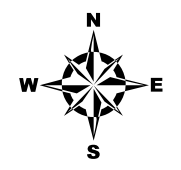
Policies and programs related to the Economic Development element can be found in Appendix H.



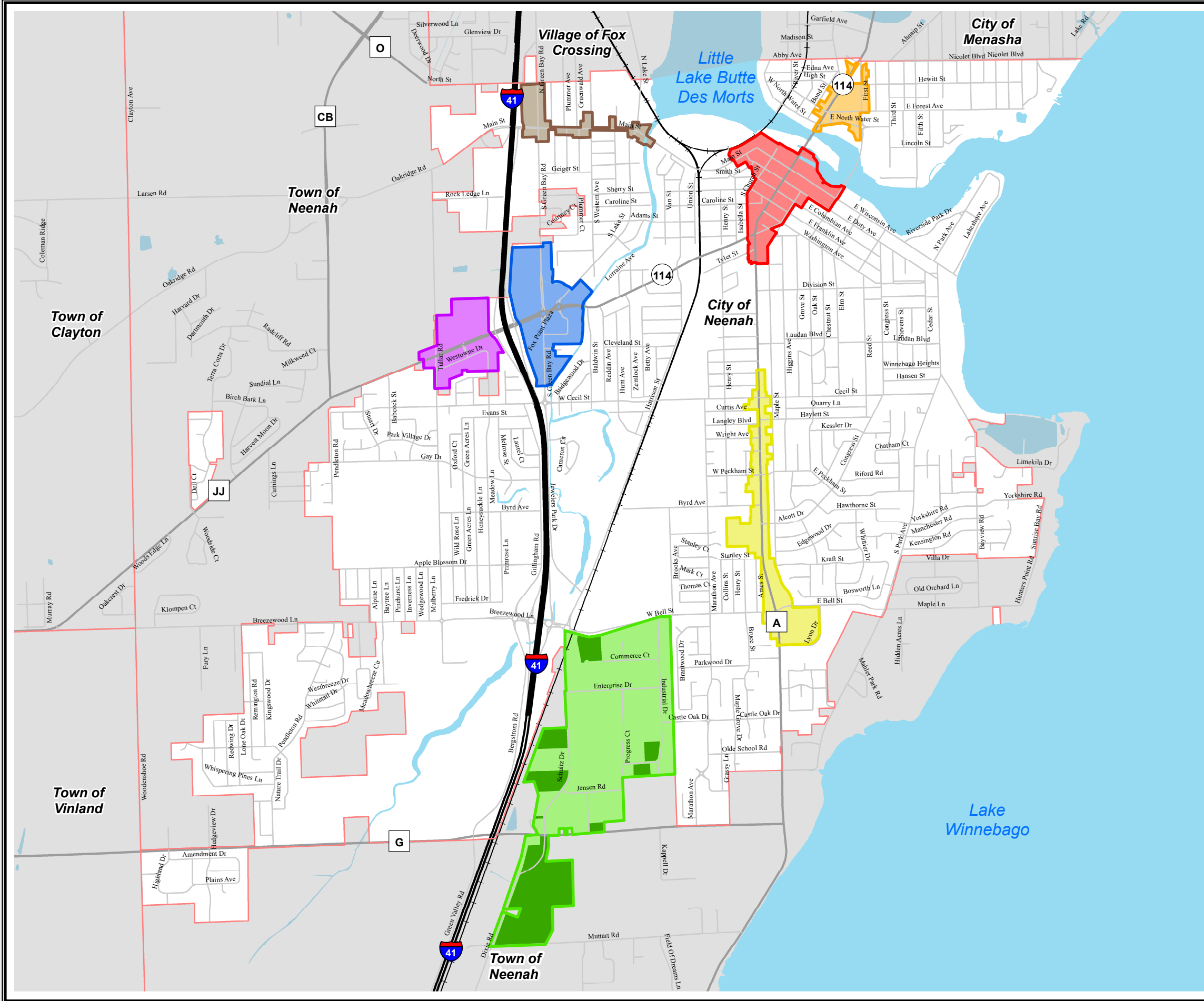
# Business Districts & Corridors with Industrial Centers City of Neenah

-  Downtown Neenah Business District
-  Doty Island Business District
-  S. Commercial Street Business Corridor
-  Fox Point / Green Bay Road Commercial District
-  Westowne Commercial District
-  Main Street Commercial Corridor
-  South Park Industrial Center
-  South Park Industrial Center Available Parcels

Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2017.  
 Business & Industrial District Data provided by City of Neenah 2017.

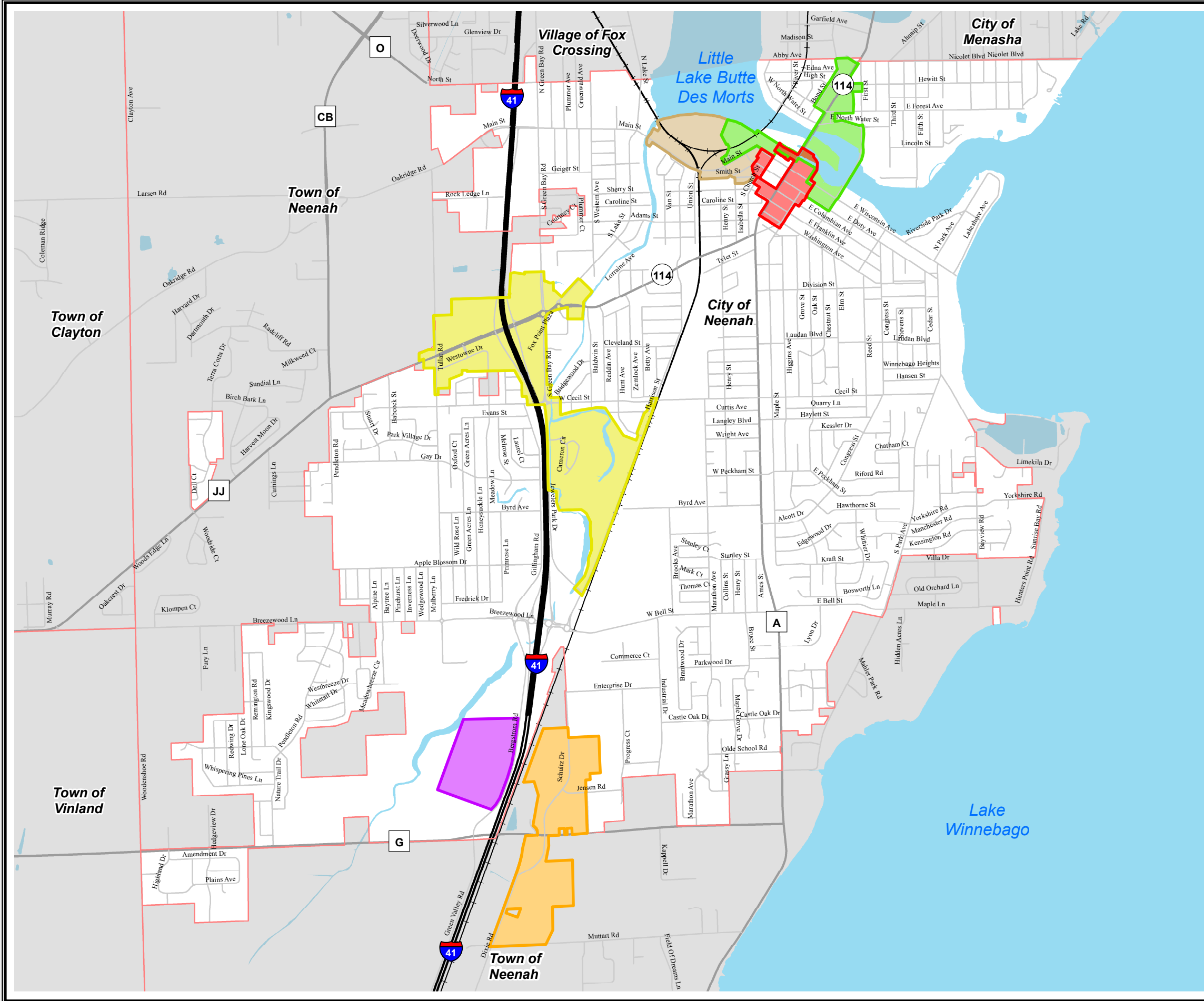


Prepared June 2017 by:

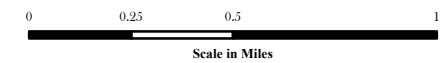
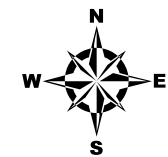


### Tax Incremental Districts City of Neenah

- Tax Incremental District 5
- Tax Incremental District 6
- Tax Incremental District 7
- Tax Incremental District 8
- Tax Incremental District 9
- Tax Incremental District 10



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2017.  
 Tax Incremental District Data provided by City of Neenah 2017.



Prepared June 2017 by:





## **CHAPTER 4**

### **HOUSING**

## CHAPTER 4: HOUSING

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## CHAPTER 4: HOUSING

### INTRODUCTION

Planning for housing will ensure that the City of Neenah’s housing needs are met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents. It influences the cost of housing and the cost and efficiency of other plan elements such as roadways, school transportation (e.g. busing vs. walking), economic development and the provision of public utilities.

The “Smart Growth” legislation requires that the housing element contain objectives, policies, goals, maps and programs to meet current and future housing needs of the City of Neenah, by developing and promoting policies that provide a range of housing choices for City residents which meet the needs of all income levels, age groups, and persons with special needs. An assessment of age, structural, value, and occupancy characteristics of the City’s housing stock is also required. This chapter along with Chapter 5: *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations* addresses these requirements.

### INVENTORY AND ANALYSIS

Developing a baseline of housing characteristics for the City of Neenah provides a foundation upon which to build the City’s goals, strategies and recommendations. Some data in the following chapter was obtained from the American Community Survey (ACS). The ACS is an ongoing statistical survey by the U.S. Census Bureau representing a sample of the population over a period of time, differing from the Decennial U.S. Census where figures are based on actual counts during a point in time. ACS estimates are controlled to decennial population estimates and become less accurate over the decade, meaning estimates are only as accurate as the census count on which they are based.

ACS data can be used to draw conclusions, however, due to the limitations of these estimates, patterns can only be inferred through the data and consequently there is a larger margin of error (MOE). Small sample size increases the MOE indicating inaccuracy and rendering the data unreliable. As a result, annual fluctuations in the ACS estimates are not meant to be interpreted as long-term trends and caution should be taken when drawing conclusions about small differences between two estimates because they may not be statistically different. It should also be noted when comparing ACS multi-year estimates with decennial census estimates that some areas and subjects must be compared with caution, or not compared at all.

#### Housing Stock Characteristics

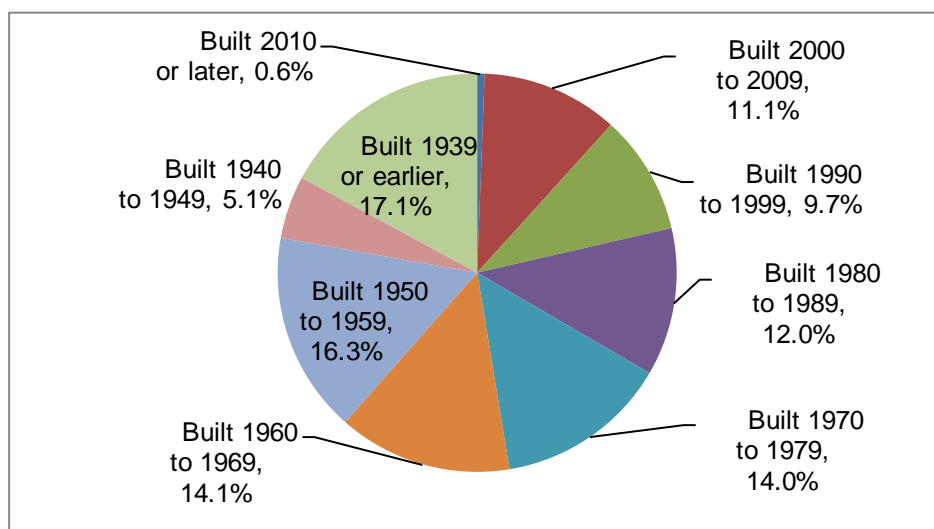
##### **Age**

The age of occupied dwelling units reflect the historic demand for additional or replacement housing units, thereby providing historic information regarding settlement patterns, household formation, migration trends and natural disaster impacts. The age of units by itself is not an

indication of the quality of the housing stock. However, the age of occupied units can provide limited information regarding building construction and material content, as construction techniques and materials change over time.

**Slightly less than half (47.4%) of the existing housing stock in the City of Neenah was built after 1970** (Figure 4-1; Table C-1, Appendix C). About 20 percent (21.4%) of the housing stock has been built since 1990. In comparison, slightly more than half the existing housing stock in the county (51.1%) and the state (52%) was built after 1970. Additionally, the county (25.9%) and the state (26.9%) saw more housing stock than the City (20.8%) built during the 1990's and 2000's.

**Figure 4-1: Occupied Dwelling Units by Year Built, 2009-2013 ACS 5-Year Estimates**



Source: U.S. Census, 2009-2013 ACS 5-Year Estimates, DP04  
\*Figure does not show Margin of Error.

### Structural Type

Structural type is one indication of the degree of choice in the housing market. Housing choice by structural type includes the ability to choose to live in a single family home, duplex, multi-unit building or mobile home. Availability of units by type is indicative not only of market demand, but also of zoning laws, developer preferences and access to public services. Current state sponsored local planning goals encourage communities to provide a wide range of choice in housing types, as housing is not a 'one size fits all' commodity.

As with most communities in East Central Wisconsin, the dominant housing type in the City of Neenah is single family housing. **According to the 2009-2013 ACS 5-Year Estimates, 71.7 percent of the residential structures in the City were comprised of single family (one) units** (Table C-2, Appendix C). Single family units comprised a slightly larger share of the housing units in the City of Neenah than in Winnebago County (70.0%) or the state (70.9%). Duplex units or two-family made up the second highest percentage of housing units in the City of Neenah (7.5%) and Winnebago County (7.6%), while multi-family (20 or more units per building), comprised the second highest percentage of housing units in the State (6.7%).

## Occupancy Characteristics

### Occupancy Status

Occupancy status reflects the utilization of available housing stock. The total number of housing units includes renter-occupied, owner-occupied and various classes of vacant units. Vacant units include those units which are available for sale or rent and those which are seasonal, migrant, held for occasional use or other units not regularly occupied on a year-round basis.

In 2010, the City of Neenah’s occupied housing stock was primarily composed of owner-occupied units (Table 4-1). **Owner-occupied units accounted for about two-thirds (66.9%) of the occupied housing units in 2010, while rentals made up the remaining third (33.1%).** The percent of owner-occupied housing stock was slightly less than in the state (68.1%) and about the same as the county (66.4%).

**Table 4-1: Occupancy Characteristics, 2010**

	Occupied Housing Units	Owner Occupied Housing Units	Percent Owner Occupied	Renter Occupied Housing Units	Percent Renter Occupied
<b>City of Neenah</b>	<b>10,694</b>	<b>7,156</b>	<b>66.9%</b>	<b>3,538</b>	<b>33.1%</b>
Winnebago County	67,875	45,036	66.4%	22,839	33.6%
Wisconsin	2,279,768	1,551,558	68.1%	728,210	31.9%
<i>Source: U.S. Census 2010, SF-1, DP-1</i>					

The share of owner-occupied housing units in the City has decreased since 2000, when 70.0 percent of the units were owner-occupied, and 30.0 percent were rental occupied (Table 4-2). The percent of owner-occupied housing stock also decreased in the county and state, though a larger decrease was experienced in the City of Neenah.

**Table 4-2: Occupancy Characteristics, 2000**

	Occupied Housing Units	Owner Occupied Housing Units	Percent Owner Occupied	Renter Occupied Housing Units	Percent Renter Occupied
<b>City of Neenah</b>	<b>9,834</b>	<b>6,879</b>	<b>70.0%</b>	<b>2,955</b>	<b>30.0%</b>
Winnebago County	61,157	41,571	68.0%	19,586	32.0%
Wisconsin	2,084,544	1,426,361	68.4%	658,183	31.6%
<i>Source: U.S. Census 2000, SF-1, DP-1</i>					

## Vacancy Status

Vacant housing units are units that are livable, but not currently occupied. For a healthy housing market, communities should have a vacancy rate of 1.5 percent for owner-occupied units and 5 percent for year-round rentals. The number of migrant, seasonal and other vacant units will vary depending on the community's economic base. If vacancy rates are at or above the standard, the community may have an adequate number of units for rent or sale. However, additional information such as choice in housing and housing affordability is needed to determine if the units on the market meet the needs of potential buyers or renters. If the existing vacancy rate is too high for existing conditions, then property values may stagnate or decline.

**Table 4-3: Vacancy Status, 2010**

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Rental Vacancy Rate
<b>City of Neenah</b>	<b>11,313</b>	<b>10,694</b>	<b>619</b>	<b>2.2%</b>	<b>6.7%</b>
Winnebago County	73,329	67,875	5,454	2.1%	7.2%
Wisconsin	2,624,358	2,279,768	344,590	2.2%	8.0%

Source: U.S. Census 2010 SF-1, DP-1

**Table 4-4: Vacancy Status, 2000**

	Total Housing Units	Occupied Housing Units	Vacant Housing Units	Homeowner Vacancy Rate	Rental Vacancy Rate
<b>City of Neenah</b>	<b>10,198</b>	<b>9,834</b>	<b>364</b>	<b>1.3%</b>	<b>5.3%</b>
Winnebago County	64,721	61,157	3,564	1.3%	6.1%
Wisconsin	2,321,144	2,084,544	236,600	1.2%	5.6%

Source: U.S. Census 2000 SF-1, DP-1

### Owner-Occupied Housing

**Homeowner vacancy rates indicate that the City of Neenah had a less than adequate supply of owner-occupied units for sale in 2000 (1.3%) and an adequate supply in 2010 (2.2%)** (Table 4-3 and 4-4). In Winnebago County and Wisconsin, homeowner vacancy rates were similar to the City of Neenah in 2000 (1.3%, 1.2%) and 2010 (2.1%, 2.2%).

### Rental Housing

**In 2000 (5.3%) the rental vacancy rate for the City of Neenah was near the vacancy standard of 5.0 percent, which would seem to indicate that the City had an adequate supply of housing units for rent** (Table 4-4). **By 2010, the rental vacancy rate had increased to 6.7 percent** (Table 4-3). While the vacancy rate was above the standard, it should be noted that municipalities with smaller rental unit pools may actually need a higher rental vacancy rate than the standard in order to accommodate people seeking rental units. In comparison, the rental vacancy rate for Winnebago County was higher than the City of Neenah in 2000 (6.1%) and in 2010 (7.2%). Overall, the rental vacancy rate in the state was near the standard in 2000 (5.6%) and above the standard in 2010 (8.0%).

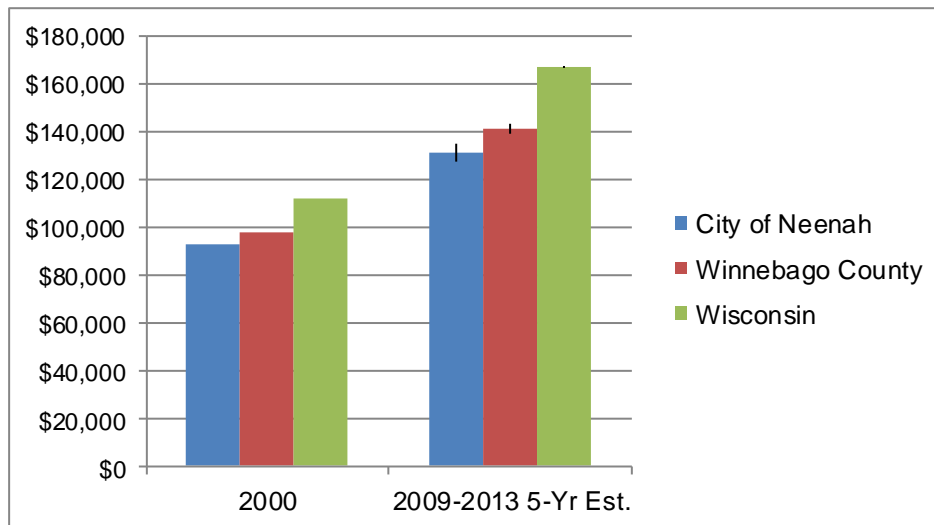
## Housing Stock Value

### Historical Trends

Owner-occupied housing stock values can provide information about trends in property values, housing demand and choice within the housing market. The City of Neenah, Winnebago County and the state all saw substantial increases in the median value of owner-occupied homes between 2000 and the 2009-2013 ACS 5-Year Estimates (Figure 4-2). The smallest growth in median housing values occurred in the City of Neenah during this time period.

**Between 2000 and the 2009-2013 ACS 5-Year Estimates, median value owner-occupied housing prices in the City rose by 41.3 percent from \$92,900 to \$131,300.** At the same time, the median value of owner-occupied homes rose by 45 percent (44.6%) in Winnebago County and 49 percent (48.9%) in the state. Median owner-occupied housing values in the City lagged behind those in the county and the state.

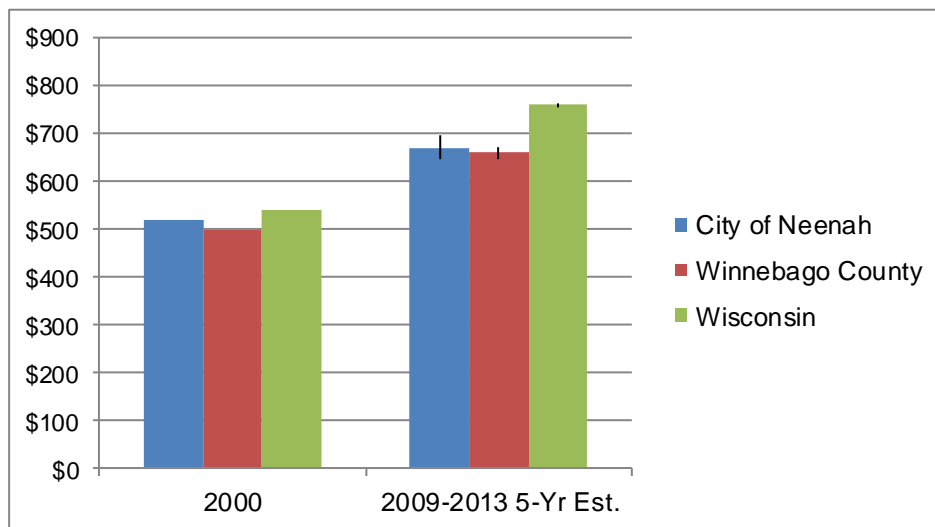
**Figure 4-2: Median Value of Owner Occupied Homes, 2000, 2009-2013 ACS 5-Year Estimates**



Source: U.S. Census 2000, 2009-2013 ACS 5-Year Estimates, DP04

Likewise the median value of contract rents increased over the same time period. **The U.S. Census indicates that the median gross rent between 2000 and the 2009-2013 ACS 5-Year Estimates in the City increased by 29.3 percent from \$519 to \$671 in the City of Neenah** (Figure 4-3). As a result, median gross rents, according to the 2009-2013 ACS 5-Year Estimates, were slightly higher (\$12 more per month) in the City of Neenah (\$671) than in Winnebago County (\$659) and significantly lower (\$88 less per month) than the state (\$759).

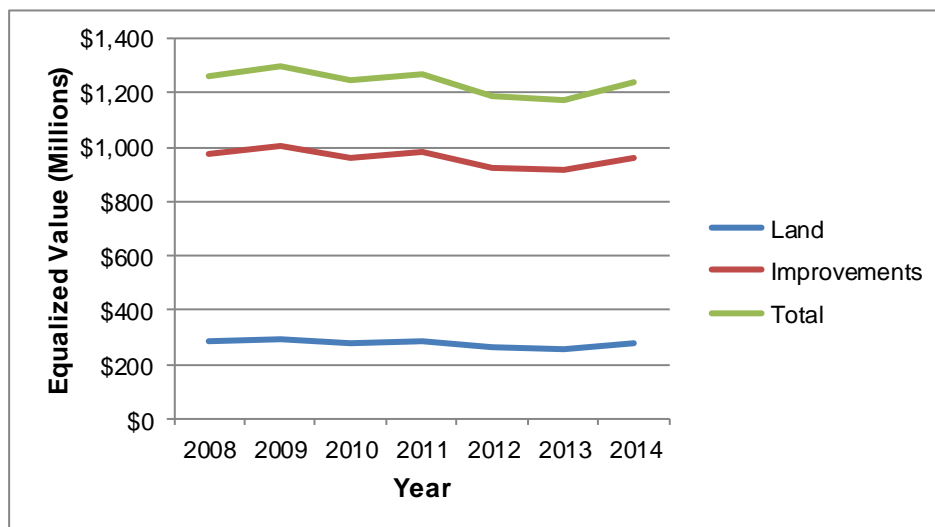
**Figure 4-3: Median Rent of Occupied Rental Units, 2000, 2009-2013 ACS 5-Year Estimates**



Source: U.S. Census 2000, 2009-2013 ACS 5-Year Estimates, DP04

The Wisconsin Department of Revenue releases yearly equalized value reports. Equalized value is the total value of all real estate at full-market prices. Although these values are reported as a total value for the entire City, they can be used as a way to gauge the pricing trends for different sectors of real estate, such as residential, commercial and agriculture.

**Figure 4-4: City of Neenah Residential Equalized Values, 2009-2014**



Source: WisDOR, Statement of Equalized Value, 2008-2014

**As a result of the economic recession that began in 2008, the value of residential property (land plus improvements) in the City fluctuated from a high of \$1,294,872,100 in 2009 to a low of \$1,176,216,300 in 2013 (decrease of 9.2%). Since 2013, the total value of residential property in the City has steadily increased by 5.2 percent to \$1,237,566,300 in 2014 (Figure 4-4).**

**Housing Affordability**

The relationship between housing costs and household income is an indicator of housing affordability, which is gauged by the proportion of household income expended for rent or home ownership costs. Rental costs include contract rent, plus the estimated average monthly cost of utilities and fuel. Owner costs include payment for mortgages, real estate taxes, fire hazard and flood insurance on the property, utilities and fuels. In 1989, the U.S. Department of Housing and Urban Development (HUD) raised the standard for determining whether rent or home ownership costs comprised a disproportionate share of income from 25 to 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unexpected bills or unemployment of one of more workers per household. Communities should be aware that maintenance and repair costs are excluded from this housing affordability formula, as are other outstanding debts, because these items will have policy impacts. Potential homeowners should be aware that these items are excluded from this housing affordability formula, as these items can impact their housing affordability and future financial stability.

**Table 4-5: Households Paying a Disproportionate Amount of Their Income for Housing, 2009-2013 ACS 5-Year Estimates**

	Households with Mortgage for Which Owner Costs Are Not Affordable			Households without Mortgage for Which Owner Costs Are Not Affordable			Households for Which Renter Costs Are Not Affordable		
	Number	Percent	MOE +/-	Number	Percent	MOE +/-	Number	Percent	MOE +/-
<b>City of Neenah</b>	<b>1,338</b>	<b>27.5%</b>	<b>178</b>	<b>161</b>	<b>7.5%</b>	<b>55</b>	<b>1,597</b>	<b>46.8%</b>	<b>202</b>
Winnebago County	7,879	26.1%	456	2,308	15.5%	283	9,694	43.6%	554
Wisconsin	335,782	32.3%	3,069	81,859	16.0%	1,310	332,687	48.4%	3,514

*Source: U.S. Census, 2009-2013 ACS 5-Year Estimate, DP-4*

Access to affordable housing is not only a quality of life consideration; it is also an integral part of a comprehensive economic development strategy. Households which must spend a disproportionate amount of their income on housing will not have the resources to properly maintain their housing, nor will they have adequate disposable income for other living expenses, such as transportation, childcare, healthcare, food and clothing.

**Per the 2009-2013 ACS 5-Year Estimates, just over a quarter (27.5%) of homeowners with a mortgage and about half (46.8%) of renters were paying a disproportionate amount of their income for housing in the City of Neenah** (Table 4-5). There were 1,338 homeowners with a mortgage in the City spending more than 30 percent of their income on housing. In comparison housing was not affordable for about a quarter of Winnebago County (26.1%) and about a third of Wisconsin (32.3%) homeowners with mortgages. For households without mortgages, housing was more affordable in the City (7.5%) than the county (15.5%) and the state (16.0%). Similar to the City of Neenah, a higher share of renters in Winnebago County (43.6%) and the state (48.4%) were paying a disproportionate amount of their income on housing than homeowners. The change in housing affordability likely resulted from housing prices and values rising faster than incomes.



## Household Characteristics

Evaluating household characteristics is important for understanding the City of Neenah and the population it serves. Household size and mobility information are two census variables that can help with this evaluation.

When compared to Winnebago County, the City had a slightly larger household size in 2000 and 2010 (Table 1-8). In fact, in 2000 the City had a larger share of 4, 5 and 6 person owner occupied households than the county, and a lower percentage of 1, 2 and 3 owner occupied households. By 2010, the City had a larger share of 1, 3, 4 and 5 person owner occupied households and a lower share of 2, 6 and 7 person households. **Nevertheless, the most prevalent owner occupied household size in the City (36.8%, 37.5%) and County (38.7%, 40.4%) was two persons in both 2000 and 2010** (Table 4-6). Renter-occupied households had a slightly different household size for both the City of Neenah and Winnebago County. The largest share of renter-occupied households was by far 1-person households for both jurisdictions, in both time frames. **About half or renter occupied housing units were 1-person for both the City (45.9%, 47.5%) and County (44.0%, 45.6%) in both time frames.**

**Table 4-6: Persons per Household, 2000 and 2010**

	City of Neenah				Winnebago County			
	2000		2010		2000		2010	
	Number	Percent	Number	%	Number	%	Number	%
<b>TENURE</b>								
Occupied housing units	9,834	100.0%	10,694	100.0%	61,157	100.0%	67,875	100.0%
Owner-occupied housing units	6,879	70.0%	7,156	66.9%	41,571	68.0%	45,036	66.4%
Renter-occupied housing units	2,955	30.0%	3,538	33.1%	19,586	32.0%	22,839	33.6%
Owner-occupied housing units	6,879	100.0%	7,156	100.0%	41,571	100.0%	45,036	100.0%
1-person household	1,346	19.6%	1,603	22.4%	8,229	19.8%	9,863	21.9%
2-person household	2,534	36.8%	2,681	37.5%	16,104	38.7%	18,181	40.4%
3-person household	1,123	16.3%	1,210	16.9%	6,756	16.3%	7,081	15.7%
4-person household	1,183	17.2%	1,073	15.0%	6,715	16.2%	6,328	14.1%
5-person household	490	7.1%	428	6.0%	2,651	6.4%	2,468	5.5%
6-person household	155	2.3%	115	1.6%	765	1.8%	730	1.6%
7-or-more-person household	48	0.7%	46	0.6%	351	0.8%	385	0.9%
Renter-occupied housing units	2,955	100.0%	3,538	100.0%	19,586	100.0%	22,839	100.0%
1-person household	1,356	45.9%	1,679	47.5%	8,621	44.0%	10,413	45.6%
2-person household	803	27.2%	900	25.4%	5,699	29.1%	6,476	28.4%
3-person household	390	13.2%	450	12.7%	2,569	13.1%	2,887	12.6%
4-person household	236	8.0%	311	8.8%	1,641	8.4%	1,869	8.2%
5-person household	126	4.3%	128	3.6%	680	3.5%	710	3.1%
6-person household	37	1.3%	56	1.6%	240	1.2%	311	1.4%
7-or-more-person household	7	0.2%	14	0.4%	136	0.7%	173	0.8%

Source: U.S. Census, 2000 and 2010, QT-H2



Table 4-7 illustrates the household longevity of the populations in the City of Neenah and Winnebago County. **About two-thirds of households in both the City of Neenah (63.3%) and the county (63.4%) were living in their place of current residence prior to 2000.**

**Table 4-7: Year Householder Moved into Unit, 2009-2013 ACS 5-Year Estimates**

	City of Neenah			Winnebago County		
	Estimate	MOE +/-	Percent	Estimate	MOE +/-	Percent
Occupied housing units	10,527	255	-	68,140	609	-
Moved in 2010 or later	1,913	240	18.2%	11,313	660	16.6%
Moved in 2000 to 2009	4,743	264	45.1%	31,901	817	46.8%
Moved in 1990 to 1999	1,897	181	18.0%	12,329	611	18.1%
Moved in 1980 to 1989	832	150	7.9%	5,392	322	7.9%
Moved in 1970 to 1979	593	111	5.6%	3,899	332	5.7%
Moved in 1969 or earlier	549	77	5.2%	3,306	238	4.9%

*Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP02, DP04*

**Housing Conditions**

Two census variables often used for determining housing conditions include units that lack complete plumbing facilities, kitchen facilities, telephone service and overcrowded units<sup>1</sup>. Complete plumbing facilities include hot and cold piped water, flush toilet and a bathtub or shower. If any of these facilities is missing, the housing unit is classified as lacking complete plumbing facilities. Complete kitchen facilities for exclusive use include sink, refrigerator, and oven or burners. If any of these facilities is missing, the housing unit is classified as lacking complete kitchen facilities. The census defines overcrowding as more than one person per room in a dwelling unit.

**Table 4-8: Units Lacking Complete Plumbing and Kitchen Facilities and No Available Telephone Service, 2009-2013 ACS 5-Year Estimates**

	Total Occupied Units		Units Lacking Complete Plumbing			Units Lacking Complete Kitchen Facilities			Units with No Available Telephone Service		
	Est.	MOE +/-	Est.	MOE +/-	Percent	Est.	MOE +/-	Percent	Est.	MOE +/-	Percent
<b>City Neenah</b>	<b>10,527</b>	<b>255</b>	<b>24</b>	<b>31</b>	<b>0.2%</b>	<b>49</b>	<b>38</b>	<b>0.5%</b>	<b>308</b>	<b>104</b>	<b>2.9%</b>
Winnebago County	68,140	609	273	149	0.4%	421	183	0.6%	1,403	228	2.1%
Wisconsin	2,288,332	6,551	10,594	587	0.5%	20,348	735	0.9%	47,207	1,147	2.1%

*Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP04*

**According to the 2009-2013 ACS 5-Year Estimates, occupied units lacking complete plumbing and kitchen facilities are not an issue in the City of Neenah, occurring in less than one percent of the units** (Table 4-8). While still relatively small, 2.9 percent of occupied units had no available telephone service. Overall, housing conditions were slightly worse at the county and state level. Less than one percent or less of occupied units lacked complete plumbing and kitchen facilities in Winnebago County (0.4% and 0.6%, respectively) and the state (0.5% and 0.9%, respectively). Though still uncommon, 2.1 percent of county units and 2.1 percent of state units had no available telephone service.

<sup>1</sup> U.S. Census Bureau.

**Table 4-9: Overcrowding, 2009-2013 ACS 5-Year Estimates**

	Total Occupied Units		Overcrowding		
	Est.	MOE+/-	Est.	MOE+/-	Percent
<b>City Neenah</b>	<b>10,527</b>	<b>255</b>	<b>17</b>	<b>+/-26</b>	<b>0.2%</b>
Winnebago County	68,140	+/-609	713	+/-191	1.0%
Wisconsin	2,288,332	+/-6,551	39,179	+/-1,191	1.7%

*Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP04*

**Overcrowding, per the 2009-2013 ACS 5-Year Estimates, is not an issue in the City of Neenah.** Overcrowding occurred in less than two percent of the occupied housing units in the City of Neenah (0.2%), Winnebago County (1.0%) and Wisconsin (1.7%) (Table 4-9).

### **Subsidized and Special Needs Housing**

Subsidized and special needs housing serves individuals who, because of financial difficulties, domestic violence situations, disabilities, age, alcohol and drug abuse problems, and/or insufficient life skills, need housing assistance or housing designed to accommodate their needs. In some instances, extended family structures and finances may allow families or individuals to cope privately with special needs. In most instances however, some form of assistance is needed. The housing needs of these populations vary based on their circumstances, health, economic conditions and success of educational, training, treatment or counseling programs.

The Wisconsin Department of Health Services website has a listing of directories for a number of assisted living options including Adult Day Care (ADC), Adult Family Homes (ADF), Community Based Residential Care Facilities (CBRF) and Residential Care Apartment Complex (RCAC). These facilities specialize in developmentally disabled, emotionally disturbed/mental illness, traumatic brain injury, advanced age, irreversible dementia/Alzheimer, physically disabled, and terminally ill. **There are 20 Assisted Living Facilities in the City of Neenah with a combined capacity of 328** (Table 4-10). This includes 11 ADF facilities with a combined capacity of 43; 6 CBRF with a combined capacity of 107; and 3 RCAC with a combined capacity of 178. Within Winnebago County, there are 102 Assisted Living Facilities with a combined capacity of 1,826. This includes one ADC facilities with a capacity of 28; 32 AFH with a combined capacity of 127; 61 CBRF facilities with a combined capacity of 1,098 and 9 RCAC with a total of 573 apartments.

**Table 4-10: Assisted Living Options, 2016**

	City of Neenah		Winnebago County	
	Number	Capacity	Number	Capacity
Adult Day Care	0	0	1	28
Adult Family Home	11	43	32	127
Community Based Residential Facilities	6	107	61	1,098
Residential Care Apartment Complex	3	178	9	573
<b>Total Units/Capacity</b>	<b>20</b>	<b>328</b>	<b>103</b>	<b>1,826</b>

Source: Wisconsin Department of Health Services, *Consumer Guide to Health Care - Finding and Choosing Health and Residential Care Providers in Wisconsin*

Directories updated: ADC, 1/26/16; ADF, 2/24/16, CBRF, 2/24/16; RCAC, 12/22/15

**Subsidized housing within the City of Neenah is provided by the Oshkosh / Winnebago County Housing Authority (OHAWCHA), ADVOCAP, Housing Partnership – Fox Cities, Roofree and Dominion. In total there are about 219 units of subsidized housing in the City.** The OHAWCHA was formed in 1970 and provides affordable rental housing assistance, homebuyer support, and resident services to low and moderately low income families living in Winnebago County. The OHAWCHA maintains over 650 Public Housing units including family, single, disabled, and elderly units, administers over 400 Housing Choice Vouchers, owns and maintains the properties of multiple group homes, coordinates a family self-sufficiency program, and facilitates the county's home ownership program. Within the City of Neenah, the OHAWCHA owns a total of 14 units; three side by side three bedroom duplexes, three side by side four bedroom duplexes, one single family four bedroom home and one single family five bedroom home.

ADVOCAP<sup>2</sup> is a non-profit community action agency that was founded in 1966 to fight poverty within Fond du Lac, Green Lake<sup>3</sup> and Winnebago counties. ADVOCAP has programs in affordable housing, business development, employment and training, food and nutrition, getting out of poverty, head start, home energy conservation and transportation. Within the City of Neenah, ADVOCAP owns two single homes: a four bedroom and a three bedroom.<sup>4</sup> The houses are rented to non-related persons with disabilities. In addition, ADVOCAP runs a scattered site transitional Housing Program and a rapid rehousing ESG program in the City. Currently there are three single individuals in transitional housing and four individuals in the rapid rehousing program (a single mother with two kids and a single individual).

The mission of Housing Partnership of the Fox-Cities is to enhance the dignity and self-sufficiency of families by providing quality, affordable homes and exceptional supportive services. Housing Partnership provides transitional housing, permanent supportive housing, independent living programs for persons with special needs, affordable housing programs, and "It takes a Village" program for rapid rehousing assistance. Within the City of Neenah, Housing Partnership owns 28 units: a four bedroom single family home, 4 - three bedroom single family homes, 21 - 2 bedroom units (duplex and (3) four unit apartments), and 2 – one bedroom units.<sup>5</sup>

<sup>2</sup> <http://www.advocap.org/history.html>

<sup>3</sup> Green Lake County was added in 1995.

<sup>4</sup> ADVOCAP, personal communication.

<sup>5</sup> Housing Partnership, personal communication.

Subsidized housing is also provided by Rooftree and Dominion. Rooftree manages 24 units of family housing made up of 2 and 3 bedroom units, while Dominion manages 31 units of scattered site family units made up of 2 and 3, and 120 units of elderly housing.

### Housing Needs Analysis

As part of the regional planning process, ECWRPC developed a matrix of housing conditions to measure housing stress in the region. This matrix uses a combination of ten Census variables to measure five housing characteristics: housing affordability, housing availability, the prevailing age of units compared to housing values, overcrowding and presence of plumbing facilities. **A compilation of these variables show that Neenah has a substantial amount of housing stress** (Table 4-11; Table C-3, Appendix C). Based on inventory analysis, **the largest housing issue facing the City is Rental and Owner-Occupied (with a mortgage) affordability.**

**Table 4-11: City of Neenah Housing Needs Analysis**

Variable	Score
<b>Vacancy Rates</b>	
Rental Vacancy Rate	0
Owner-Occupied Vacancy Rate	0
<b>Affordability</b>	
Rental Costs	10
Homeowner with Mortgage	10
Homeowner without Mortgage	0
Age + Value (lowest % prevails)	1
Overcrowding	0
Plumbing	0
<b>Total</b>	<b>21</b>

*Source: ECWRPC, 2016*

### Housing Affordability

Housing affordability is currently an issue in the City. Renters (46.8%) have a more difficult time affording housing costs than homeowners. Homeowners with a mortgage (27.5%) are more likely to find housing unaffordable than homeowners without a mortgage (7.5%). The need for affordable housing can be addressed by building units which are affordable for residents, subsidizing the housing costs for existing units, and/or increasing incomes to make the existing housing more affordable.

### Housing Available for Rent or Sale

The City of Neenah has an adequate share of units for rent. Nevertheless, the City may still wish to evaluate market demand to see if the units for rent provide an adequate choice for those seeking to rent. Homeowner vacancy rates indicate that the City has an adequate number of housing units for sale.

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### **Age of Occupied Dwelling Units and Owner-Occupied Housing Values**

This variable compares the percentage of housing stock that was over 40 years of age to the percentage of housing stock that is valued at less than \$50,000.

### **Overcrowding**

According to the U.S. Census 2009-2013 ACS-5 Year Estimates, overcrowding affected a small share (0.2%) of the households in the City of Neenah. Nevertheless, overcrowding could increase if households choose to double up or move to smaller units in an effort to lower their housing costs.

### **Plumbing**

According to the U.S. Census 2009-2013 ACS 5-Year Estimates, units lacking complete plumbing facilities occurred in only 0.2 percent of the total occupied units in the City.

### **Homelessness**

According to the U.S. Department of Housing and Urban Development (HUD) the term “homeless” or “homeless individuals and families” includes: (1) and individual or family who lack a fixed, regular, and adequate nighttime residence and includes a subset for an individual who is exiting an institution where he or she resided for 90 days or less and who resided in an emergency shelter or a place not meant for human habitation immediately before entering that institution; (2) Individuals and families who will imminently lose their primary nighttime residence; (3) Unaccompanied youth and families with children and youth who are defined as homeless under other federal statutes who do not otherwise qualify as homeless under this definition; or (4) Individuals and families who are fleeing, or are attempting to flee, domestic violence, dating violence, sexual assault, stalking, or other dangerous or life-threatening conditions that relate to violence against the individual or a family member.<sup>6</sup>

***There are no emergency shelters in the City of Neenah for the general public.*** However the general public may utilize one of six emergency shelters in nearby communities. Two emergency shelters are located in Appleton: Homeless Connections (capacity 78)<sup>7</sup>, the Fox Valley Warming Shelter (capacity 60) and Harbor House (capacity 55)<sup>8</sup>; and three emergency shelters in Oshkosh: Day by Day Warming Shelter (capacity 25)<sup>9</sup>, Father Carr’s Place 2b (Bethlehem Inn, capacity 30 and Family Villa, capacity 105) and Christine Ann Domestic Abuse Center (capacity 31) in Oshkosh.

The Department of Housing and Urban Development (HUD) requires communities to conduct sheltered counts of people living in emergency shelter or transitional housing every year. While every other year, HUD requires communities to conduct unsheltered counts of people living in a place unfit for human habitation (such as in an abandoned building or in a park).<sup>10</sup> In Wisconsin,

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<sup>6</sup> HUD’s definition of “homeless” was changed in 2009, when the HEARTH Act amended the McKinney-Vento Homeless Assistance Act. HUD’s Final Rule implementing the new definition can be found at 24 CFR Part 91, 582 and 583.

<sup>7</sup> Homeless Connections; Email, 3/16/16.

<sup>8</sup> Homeless Connections; Email, 3/16/16.

<sup>9</sup> <http://www.warmingshelter.com/#!/guests/c1i5f>

<sup>10</sup> [http://www.endhomelessness.org/blog/entry/the-2015-point-in-time-count-is-finally-here#.Vwblz\\_krJaQ](http://www.endhomelessness.org/blog/entry/the-2015-point-in-time-count-is-finally-here#.Vwblz_krJaQ)

Point in Time surveys are conducted two times per year on a single night and include a count of the number of people in shelters and people not in shelters. A Point in Time survey was last conducted on January 27, 2016 for the Fox Cities. **According to the January Point in Time survey there were 329 people in the Fox Cities who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.**

While there are no emergency shelters in Neenah, Homeless Connections does track where customers using the warming shelter are from. **In 2015, according to Homeless Connections, 74 people from Neenah sought assistance at the warming shelter.** In addition, Homeless Connections stated that **there are usually a couple of people identified in the City of Neenah during the semi-annual Point in Time counts.**

**Table 4-12: Homeless**

Year	Number
2015	74
2014	63
2013	58
2012	56
2011	39

Source: Homeless Connections, 2016.

## KEY HOUSING SUMMARY POINTS

- Slightly less than half (47.4%) of the existing housing stock in the City of Neenah was built after 1970.
- According to the 2009-2013 ACS 5-Year Estimates, 71.7 percent of the residential structures in the City were comprised of single family (one) units.
- Owner-occupied units accounted for about two-thirds (66.9%) of the occupied housing units in 2010, while rentals made up the remaining third.
- Homeowner vacancy rates indicate that the City of Neenah had a less than adequate supply of owner-occupied units for sale in 2000 (1.3%) and an adequate supply in 2010 (2.2%).
- In 2000 (5.3%) the rental vacancy rate for the City of Neenah was near the vacancy standard of 5.0 percent, which would seem to indicate that the City had an adequate supply of housing units for rent. By 2010, the rental vacancy rate had increased to 6.7 percent.
- Between 2000 and the 2009-2013 ACS 5-Year Estimates, median value owner-occupied housing prices in the City rose by 41.3 percent from \$92,900 to \$131,300.
- The U.S. Census indicates that the median gross rent between 2000 and the 2009-2013 ACS 5-Year Estimates in the City increased by 29.3 percent from \$519 to \$671 in the City of Neenah.
- As a result of the economic recession that began in 2008, the value of residential property (land plus improvements) in the City fluctuated from a high of \$1,294,872,100 in 2009 to a low of \$1,176,216,300 in 2013 (decrease of 9.2%). Since 2013, the total value of residential property in the City has steadily increased by 5.2 percent to 1,237,566,300 in 2014.

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- Per the 2009-2013 ACS 5-Year Estimates, just over a quarter (27.5%) of homeowners with a mortgage and about half (46.8%) of renters were paying a disproportionate amount of their income for housing in the City of Neenah.
  - Nevertheless, the most prevalent owner occupied household size in the City (36.8%, 37.5%) and County (38.7%, 40.4%) was two persons in both 2000 and 2010.
  - About half or renter occupied housing units were 1-person for both the City (45.9%, 47.5%) and County (44.0%, 45.6%) in both time frames.
  - About two-thirds of households in both the City of Neenah (63.3%) and the county (63.4%) were living in their place of current residence prior to 2000.
  - According to the 2009-2013 ACS 5-Year Estimates, occupied units lacking complete plumbing and kitchen facilities are not an issue in the City of Neenah, occurring in less than one percent of the units.
  - Overcrowding, per the 2009-2013 ACS 5-Year Estimates, is not an issue in the City of Neenah.
  - There are 20 Assisted Living Facilities in the City of Neenah with a combined capacity of 328.
  - Subsidized housing within the City of Neenah is provided by the Oshkosh / Winnebago County Housing Authority (OHAWCHA), ADVOCAP, Housing Partnership – Fox Cities, Roofree and Dominion. In total there are about 219 units of subsidized housing in the City.
  - A housing needs analysis indicates that Neenah has a substantial amount of housing stress, the largest housing issue facing the City is Rental and Owner-Occupied (with a mortgage) affordability.
  - There are no emergency shelters in the City of Neenah for the general public.
  - According to the January Point in Time survey there were 329 people in the Fox Cities who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.

## **GOALS, OBJECTIVES AND RECOMMENDATIONS**

The goals, objectives and recommendations for Housing are found in Chapter 5: Housing, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

Policies and programs related to the housing element can be found in Appendix H.



**CHAPTER 5**  
**TRANSPORTATION**



## CHAPTER 5: TRANSPORTATION

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## CHAPTER 5: TRANSPORTATION

### INTRODUCTION

A safe, efficient, and well-designed transportation system can provide convenient transportation and economic benefits for the residents of the City of Neenah and the surrounding area. The City's transportation system is much more than simply looking at the road system. An assessment of the pedestrian, bicycle, transit, rail and air transportation systems all play an important part in providing transportation for goods and people.

Wisconsin's Smart Growth Legislation requires that the transportation element consist of objectives, policies, goals, maps and programs that guide the development of various transportation modes. These modes include highways, transit, and transportation for those with various disabilities, bicycles, pedestrians, railroads, air transportation, trucking and water. This chapter serves to assess the current status of these transportation modes.

### INVENTORY AND ANALYSIS

The inventory and analysis section provides the City with a general assessment of existing transportation facilities. By determining what part of the system is deficient, over capacity, underutilized, or meeting the current and future needs, the City is better prepared to develop meaningful goals, strategies and recommendations that address current problems and reinforces existing strengths.

#### Streets and Highways<sup>1</sup>

The hierarchy of the road network calls for each roadway to be classified according to its primary function, ranging from its ability to move vehicles (i.e. freeway) to its ability to provide direct access to individual properties (i.e. local roads). Within Wisconsin, urbanized and rural areas provide a framework for the placement of routes. Urban areas are defined as any place or cluster of places within a designated urban boundary that has a population between 5,000 and 49,999<sup>2</sup>; while urbanized areas are defined as a cluster of places within a designated urbanized boundary, with a population of more than 50,000 people. Streets and highways within urban and urbanized areas are classified under the urban functional classification. Rural areas are places in the state located outside of urban and urbanized areas. Within the City, roads are classified under the urban functional classification system. Map 5-1 illustrates the transportation infrastructure and functional classification for the City.<sup>3</sup>

The Wisconsin Department of Transportation (WisDOT) conducts traffic counts at key locations on a regular rotating basis. The traffic counts provide an indication of the roadway's appropriate classification. Displayed as Annual Average Daily Traffic (AADT), these counts are statistically

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<sup>1</sup> Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

<sup>2</sup> As defined by the Federal Highway Administration

<sup>3</sup> Map 5-1 reflects the functional classified roads approved by the by the Federal Highway Administration on 09/01/2011. Pending changes to the functional classified roads were also received and are included within this analysis from 3-16-16 from WisDOT and are waiting for FHWA approval.

adjusted to reflect daily and seasonal fluctuations that occur on each roadway. The most recent counts in the City were completed in 2013; counts for the year 2004, 2008 and 2010 (where available) are also provided to view traffic trends<sup>4</sup> (Table E-1 and Table E-2, Appendix E). Map 5-2 provides a visual display of some of the 2008 and 2013 AADT's for the City of Neenah and adjacent roadways.<sup>5</sup>

### **Urban Functional Classification<sup>6</sup>**

The urban functional classification process organizes routes according to the character of service provided, ranging from travel mobility to land access. ***In total, there are approximately 145 miles of urban functionally classified roads in the City.***<sup>7</sup> Urban functional classification includes:

#### **Urban Principal Arterials**

Principal arterials serve major economic activity centers of an urban or urbanized area, the highest average daily traffic (ADT) corridors, and regional and intra-urban trip length desires.

***Within the City there are approximately 19 miles of urban principal arterial roads.***

Interstate 41 (I-41) / U.S. Highway 41 (USH 41), Main Street / W. Wisconsin Avenue, State Highway 114 (STH 114) (Winneconne Avenue / Commercial Street), and Torrey Street / Smith Street / W. Columbian Avenue are the four urban principal arterials serving the City.



North Commercial Street

***Interstate 41 (I-41) / U.S. Highway 41 (USH 41)*** is a major 4-lane north-south route connecting Neenah to the surrounding Fox Valley; to Milwaukee (and southeastern Wisconsin) to the south; and to Green Bay to the north. The route currently runs primarily through the western portions of the City. I-41 runs concurrent with USH 41 and is designated from just south of the Wisconsin/Illinois border; terminating in Green Bay to the north. I-41 is designated as an urban principal arterial within the 2010 Metro Planning Area boundary.<sup>8</sup> AADT on I-41 between Winneconne Avenue and the City of Oshkosh was approximately 78,400 vehicles in 2013. Data is unavailable for 2008; however, in 2007, AADT was approximately 77,000.

***Main Street / W. Wisconsin Avenue*** is an important east-west route connecting Neenah's Downtown to I-41. Main Street is a designated principal arterial from the I-41 interchange to Commercial Street. It is a designated heavy truck route from I-41 to Doty Avenue. AADT

<sup>4</sup> AADT from 2004 and 2010 are not shown on Map 5-1.

<sup>5</sup> For clarity purposes some of the 2008 and 2013 AADT's were omitted from Map 5-2.

<sup>6</sup> Functional Classification Criteria, Planning Section, Bureau of Planning & Economic Development, Division of Transportation Investment Management, Wisconsin Department of Transportation, April 2013.

<sup>7</sup> The urban functionally classified roads described below are for generally those roads / segments within the City of Neenah only. Functionally classified roads beyond the City limits are shown, but not described.

<sup>8</sup> The Appleton 2010 Metro Planning Area is the boundary in which the metropolitan transportation planning process must be carried out. It must include the U.S. Census designated area with a population of 50,000 or more and the contiguous geographic area(s) likely to become urbanized within the next 20 years. U.S. Department of Transportation, Federal Highway Administration.

between Lake Street and Harrison Street increased slightly by about 10 percent from 13,600 (2008) to 14,400 (2013). At the same time, AADT on W. Wisconsin Avenue between Commercial Street and Church Street increased by about 20 percent from 10,100 (2008) to 11,700 (2013).

**STH 114 (Winneconne Avenue / Commercial Street)** is another vital east-west route which provides access to I-41 and the greater downtown. It is a designated principal arterial from the I-41 interchange, continuing into downtown through to Doty Island in the north. It is also a designated heavy truck route within city limits. AADT on STH 114 between Green Bay Road and I-41 interchange remained flat from about 23,800 (2008) to 23,900 (2013). While AADT on STH 114 between Harrison Street and Jackson Street decreased by about 30 percent from about 18,100 (2008) to 12,600 (2013).

**Torrey Street / Smith Street / W. Columbian Avenue** provide an east-west link from S. Commercial Street to Main Street; this grouping of streets is also a designated heavy truck route for trucks traveling to the east. AADT on Smith Street between Isabella Street and Brien Street increased by approximately 20 percent from about 2,500 (2008) to 3,100 (2013). AADT on W. Columbian Avenue increased by approximately 21 percent from 1,900 (2008) to 2,300 (2013).

### **Urban Minor Arterials**

Urban minor arterials serve important economic activity centers, have moderate AADT, and serve intercommunity trip length desires interconnecting and augmenting the principal arterial system. ***Within the City there are approximately 18 miles of urban minor arterials.*** Currently there are 14 urban minor arterials within the City: E. Winneconne Avenue / Washington Avenue / Oak Street / First Street, Breezewood Lane / W Bell Street / E. Bell Street, Cecil Street, Commercial Street, E. Wisconsin Avenue, Harrison Street, Green Bay Road, N Lake Street, Nicolet Boulevard, North Street, S. Park Avenue, Tullar Road, Washington Avenue and W. Winneconne Avenue.



South Commercial Street

**E. Winneconne Avenue / Washington Avenue / Oak Street / First Street** is one of two north-south routes in Neenah providing access to and from Doty Island and ThedaCare Regional Medical Center-Neenah. It is a designated urban minor arterial from S. Commercial Street to Nicolet Boulevard. AADT on E. Winneconne Avenue between Olive Street and Washington Street increased by about 12 percent from 4,200 (2008) to 4,700 (2013). AADT on Oak Street between Franklin Avenue and Washington Avenue increased by 47 percent from 4,600 (2008) to 6,300 (2013). AADT on the W G Bryan Bridge (First Street Bridge / Oak Street Bridge) between North Water Street and E. Wisconsin Avenue increased approximately 20 percent from 8,400 (2008) to about 10,400 (2013).

**Breezewood Lane / W. Bell Street / E. Bell Street** is an east-west route providing access to and from I-41. It is a designated urban minor arterial from CTH JJ to S. Park Avenue. AADT

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from Harrison Street to Industrial Drive increased approximately 20 percent from 18,300 (2008) to 21,900 (2013). AADT between Bruce Street and Ames Street increased by about 5 percent from 10,100 (2008) to 10,600 (2013). West of I-41, AADT decreased by 5.2 percent from 7,700 (2008) to 7,300 (2013) during this time frame.

**Cecil Street** is another well-traveled east-west route within the City providing connections to other major north-south streets. It is a designated urban minor arterial from Tullar Road to S. Park Avenue. AADT from Baldwin Street to Reddin Avenue was approximately 10,000 (2013); no data available in 2008, but was 9,700 in 2010. East of Commercial Street, AADT increased by about 21 percent from 4,400 (2008) to 5,300 (2013) during this same time period.

**Commercial Street / CTH A** is an important north-south route and designated urban minor arterial from Winneconne Ave to CTH GG (Town of Neenah). AADT from Jackson to Tyler Streets decreased about 10 percent from 10,900 (2008) to 10,000 (2013). AADT south of Bell Street increased by about 10 percent from 7,300 (2008) to 8,000 (2013) during this same time period.

**E. Wisconsin Avenue** is a designated urban minor arterial from STH 114 (Commercial Street) to S. Park Avenue. AADT on E. Wisconsin Ave between Commercial Street and Oak Street increased by less than 2 percent from 5,700 (2008) to 5,800 (2013) and by more than 27 percent east of Oak Street (4,400 to 5,600) during this same time period. AADT between Pine Street and S. Park Avenue increased by about 9 percent from 3,300 (2004) to 3,600 (2010).

**Harrison Street** is an important north-south route providing connections to numerous east-west streets and eventually linking to Bell Street and I-41. It is a designated urban minor arterial from STH 114 (Winneconne Avenue) to Bell Street. AADT from Bell Street to Jewelers Park Drive increased less than 5 percent from 4,300 (2008) to 4,500 (2013).

**Green Bay Road** is a north-south route just east of I-41; it provides connections to major east-west streets such as Main Street, Winneconne Avenue, Winchester Road and Cecil Street. It is a designated urban minor arterial beyond the northern city limits at Winchester Road to the Cecil Street roundabout. AADT on S. Green Bay Road between STH 114 to Fox Point Square increased about 30 percent from 10,500 (2008) to 14,100 (2013). North of Main Street, AADT increased by about 3 percent from 11,000 (2008) to 11,300 (2013) during this same time frame.

**N. Lake Street** is a north-south route providing connections to east-west routes such as Main Street and Winneconne Avenue and to points north of the City. It is a designated urban minor arterial from Main Street to Butte Des Morts Road (outside of city limits). AADT just north of Main Street was 4,400 (2013); no data was available in 2008; however, AADT was 4,200 in 2007.

**Nicolet Boulevard** is an east-west route providing connections throughout and through Doty Island. Neenah and Menasha share jurisdiction of this road, which runs along the border between the two cities. It is a designated urban minor arterial from First Street to Third Street. AADT from First Street to Third Street increased about 7 percent from 5,700 (2008) to 6,100 (2013).

**North Street (County Highway O / CTH O)** is an east-west route which connects to CTH CB and CTH II. Only a small portion is within city limits. It is a designated an urban minor arterial

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from N. Green Bay Road to the CTH II. AADT just west of N Green Bay Road was 3,100 (2013); no data was available in 2008; however, AADT was 3,000 in 2007.

**S. Park Avenue** is a designated minor arterial from E. Wisconsin Avenue to the city limits; it continues as an urban collector in the Town of Neenah to CTH A. AADT on S. Park Avenue was 3,500 between Peckham Street and Yorkshire Road in 2013.

**Tullar Road** is a north-south route west of I-41. It provides connections to east-west streets such as W Cecil Street, W. Winneconne Avenue and Breezewood Lane. Tullar Road is a designated urban minor arterial from W. Winneconne Avenue to Breezewood Lane. AADT between Westowne Drive and Cecil St increased about 5 percent from 5,900 (2008) to 6,200 (2013).

**Washington Avenue** is designated as an urban minor arterial from W. Winneconne Avenue to Oak Street. It provides a connection to/from the First Street Bridge and Doty Island to STH 114. AADT was 3,600 in 2013.

**W. Winneconne Avenue** is designated as an urban minor arterial from the I-41 interchange to CTH JJ (Breezewood Lane). The I-41 to Tullar Road segment of Winneconne Ave is a major connection to restaurants and retail stores. AADT from I-41 to Tullar Rd increased about 8 percent from 16,600 (2008) to 18,000 (2013).

### **Urban Collectors**

Urban collectors provide direct access to residential neighborhoods, commercial, and industrial areas. They serve moderate to low ADT and inter-neighborhood trips. ***Within the City there are approximately 21 miles of collector roads.*** There are 37 urban collectors within the City: Adams Street, Alcott Drive, Bayview Road, Bergstrom Road, Brooks Street, Byrd Avenue, Castle Oak Drive, Church Street, Congress Street, E. Doty Avenue, Pine Street, CTH G, Division Street, Dixie Road, E. Columbian Avenue, E. Forest Avenue, E. North Water Street, E. Peckham Street, Enterprise Drive, Gillingham Road, Industrial Drive, Harrison Street, Jewelers Park Drive, Maple Lane, Marathon Avenue, Nicolet Boulevard, Ninth Street, Oakridge Road, Oak Street, Pendleton Road, S. Lake Street, Schultz Drive, Tullar Road, Third Street, Walnut Street, Washington Avenue.

**Third Street** is a north-south urban collector designated from Nicolet Boulevard to E. North Water Street (on Doty Island). AADT increased by about 18 percent from 1,700 (2004) to 2,000 (2010).

**Ninth Street** is a north-south urban collector designated from Nicolet Boulevard to Forest Avenue (on Doty Island) and continuing onto Naymut St (City of Menasha). AADT decreased by about 24 percent from 840 (2004) to 640 (2010).

**Adams Street** is an east-west designated urban collector from Harrison to Lake Streets. It is an important connection as it provides a bridge crossing over the Neenah Slough. No AADT data is available from WisDOT.

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**Bayview Road** is a north-south urban collector branching off of S. Park Avenue to residential neighborhoods in the City and Town of Neenah. It is designated an urban collector its entire length from S. Park Avenue to Maple Lane. AADT remained steady at 1,200 (2004 and 2010).

**Maple Lane** is an east-west collector route for the Town of Neenah. It is designated an urban collector from Bayview Road to E. Bell Street. AADT increased by about 14 percent from 1,400 (2004) to 1,600 (2010).

**Bergstrom Road** is a north-south frontage road on the west side of I-41, providing access to several businesses. It is designated an urban collector from Breezewood Lane to CTH G. AADT decreased by about 4 percent from 5,200 (2004) to 5,000 (2010).

**Brooks Avenue** is a north-south route and designated urban collector from Byrd Avenue to Bell Street. No AADT data is available from WisDOT.

**Byrd Avenue** is an east-west designated urban collector in two separate locations; one part of Byrd Avenue is east of I-41 and the other part of Byrd Avenue is west of the Interstate. The east part of Byrd Avenue is designated between Brooks Avenue and S. Commercial Street; AADT decreased by about 11 percent from 1,900 (2004) to 1,700 (2010). The other part of Byrd Avenue is designated from Gillingham Road to Tullar Road; AADT decreased about 24 percent from 960 (2004) to 730 (2010).

**Castle Oak Drive** is primarily an east-west urban collector from Industrial Drive to S. Commercial Street. AADT was 1,900 (2012) to serve this neighborhood and industrial areas.

**Church Street** is a north-south designated urban collector from STH 114 to W. Wisconsin Avenue. AADT was 1,800 (2010); not available in 2013.

**Congress Street / Alcott Drive / Pine Street / E. Doty Avenue** is a north-south route providing access to primarily residential properties and is a designated urban collector from Wisconsin Avenue to S. Commercial Street. AADT on Alcott Drive from Maple to S Commercial Streets increased about 9 percent from 2,300 (2008) to 2,500 (2013). AADT on Congress Street, north of Cecil Street increased by about 7 percent from 1,400 (2008) and 1,500 (2013).

**CTH G** is a north-south route providing access between S. Commercial Street and the southern parts of the City. It is a designated urban collector between Bergstrom Road and STH 76. AADT decreased by about 7 percent from 1,500 (2004) to 1,400 (2010).

**Division Street** is an east-west urban collector designated from S. Commercial Street to Oak Street. AADT decreased by about 32 percent from 2,200 (2004) to 1,500 (2010).

**Dixie Road** is a north-south urban collector designated from CTH G to CTH GG. AADT was 2,477 (2015) along this frontage road to I-41.

**E. Columbian Avenue** is an east-west designated urban collector from STH 114 (S. Commercial Street) to Oak Street. AADT was 1,600 (2010); not available in 2013.

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**E. Forest Avenue** is an east-west designated urban collector (on Doty Island) from Ninth Street to N. Commercial Street (STH 114). AADT on Forest Avenue between First Street and Second Street decreased by about 17 percent from 2,400 (2004) to 2,000 (2010).

**E. North Water Street** is a designated east-west urban collector from STH 114 (N. Commercial Street) to Third Street. AADT was approximately 1,500 (2010).

**E. Peckham Street** is a designated urban collector from Oak Street to Congress Street. AADT on E. Peckham Street between Bellin Street and Congress Street decreased by about 8 percent from 840 (2004) to 770 (2010).

**Enterprise Drive** is an east-west designated urban collector between Schultz Road and Industrial Drive. It provides access to numerous businesses. No AADT data is available from WisDOT.

**Gillingham Road** is a designated urban collector from W. Cecil Street to Breezewood Lane. AADT on Gillingham Road between Apple Blossom Drive and Byrd Avenue decreased by about 8 percent from 3,600 (2008) to 3,300 (2013).

**Industrial Drive** is a designated urban collector from W. Bell Street to Castle Oak Drive. It provides access to numerous businesses / industries. ADT on Industrial Drive between Commerce Court and Bell Street increased 20 percent from 7,500 (2008) to 9,000 (2013).

**Harrison Street** is a designated urban collector from STH 114 (Winneconne Avenue) to Main Street. AADT along this segment was less than 1,300 (2014).

**Jewelers Park Drive** is a north-south designated urban collector from W. Cecil Street to Harrison Street. AADT on Jewelers Park Drive just north of Harrison Street decreased by about 32 percent from 2,500 (2004) to 1,700 (2010).

**Marathon Avenue** is a north-south urban collector designated from W. Cecil Street to Bell Street. AADT on Marathon Ave between Langley Blvd and Curtis Ave increased 30 percent from 3,000 (2004) to 3,900 (2010).

**Nicolet Boulevard** is an east-west designated urban collector from Third Street to Lake Winnebago. AADT on Nicolet Boulevard between Fourth Street and Fifth Street was 860 (2010); no data available in 2004.

**Oakridge Road** is an east-west designated urban collector from Main Street to past CTH CB. AADT on Oakridge Road east of Tullar Road was approximately 5,400 in both 2008 and 2013.

**Oak Street** is a north-south designated urban collector from Washington Avenue to E. Peckham Street. AADT on Oak Street between Washington Avenue and Division Street decreased by about 42 percent from 3,600 (2004) to 2,100 (2010).

**Pendleton Road** is a north-south designated urban collector from CTH G to Breezewood Lane. AADT was 2,200 (2013) serving these residential neighborhoods.



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**S. Lake Street** is a north-south designated urban collector from Main Street to STH 114 (Winneconne Avenue). AADT on S. Lake Street between STH 114 and Western Avenue increased by over 82 percent from 1,700 (2008) to 3,100 (2013).

**Schultz Road** is a designated urban collector from Enterprise Drive to CTH G. No AADT data is available from WisDOT.

**Third Street** is a designated urban collector from E. North Water Street to Nicolet Boulevard. AADT on Third Street between Hewitt and Nicolet Boulevard increased 18 percent from 1,700 (2004) to 2,000 (2010).

**Tullar Road** is a designated urban collector from STH 114 to Oakridge Road (Town of Neenah); a small portion of Tullar Road is in the City near the STH 114 intersection. AADT on Tullar Road just south of Oakridge Road increased by about 67 percent from 2,400 (2004) to 4,000 (2010).

**Walnut Street** is a designated urban collector in a two block stretch from E. Columbian Avenue to Washington Avenue. No AADT data is available from WisDOT.

**Washington Avenue** is a designated urban collector in two separate locations; one is from S. Commercial Street to Walnut Street; and the second location is from Oak Street to Congress Street. AADT on Washington Avenue between Commercial and Walnut Streets decreased by about 11 percent from 700 (2004) to 620 (2010).

### **Urban Local Roads**

Local roads, which include all of the remaining roads and streets in the City, are designed to provide access to land adjacent to the collector and arterial network. They serve local travel from general residential areas over very short distances. WisDOT does not generally conduct official traffic counts on local function roads. ***Within the City there are approximately 87 miles of urban local roads.***

### ***Pavement Surface Evaluation and Rating (PASER)***

Every two years, all jurisdictions in the state of Wisconsin are required to rate the condition of their local roads and submit the information to WisDOT. This information is partially tied to the amount of General Transportation Aids (GTA) funding that the City receives on a yearly basis. The surface condition rating of each roadway is updated in the State's computer database known as the Wisconsin Information System for Local Roads (WISLR). This database is based off of the PASER (Pavement Surface Evaluation and Rating) road rating method. The PASER system was developed and improved in recent years by the Transportation Information Center (TIC) at the University of Wisconsin - Madison in cooperation with WisDOT. Generally, PASER uses visual assessments to rate paved roadway surfaces on a scale of 1 to 10, with 1 being a road that needs to be reconstructed and 10 being a brand new roadway.<sup>9</sup> This inventory provides the basis for developing a planned maintenance and reconstruction program and helps municipalities track necessary improvements. Prompt maintenance can significantly reduce long term costs for road repair and improvement. **Table 5-1** provides a breakdown of the PASER ratings, conditions and maintenance needs.

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<sup>9</sup> Transportation Information Center. 2002. *PASER Manuals Asphalt*

**Table 5-1: PASER Ratings and Maintenance Needs**

Rating	Condition	Needs
9 & 10	Excellent	None
8	Very Good	Little Maintenance
7	Good	Routine Maintenance, Crack Filling
6	Good	Sealcoat
5	Fair	Sealcoat or Nonstructural Overlay
4	Fair	Structural Improvement – recycling or overlay
3	Poor	Structural improvement – patching & overlay or recycling
2	Very Poor	Reconstruction with extensive base repair
1	Failed	Total reconstruction

Source: Transportation Information Center, UW-Madison

Table 5-2 and Figure 5-1 provide a summary of the total miles of local roads in the City of Neenah by PASER rating. Map E-1 (Appendix E) shows the PASER ratings by street. **There are approximately 243 miles of PASER rated roads in the City of Neenah.**<sup>10</sup> According to PASER:

- **Approximately 66 miles (27 percent)** of the roads are in excellent to very good condition (Ratings 8-10) and require little maintenance.
- **Approximately 128 miles (53 percent)** are in good to fair condition (Ratings 5-7), while they are in good condition structurally, these roads will need slightly more maintenance work. The work may involve seal coating, crack filling and possibly a non-structural overlay.
- **About 48 miles (20 percent)** of local roads will require more attention (Ratings 1-4). Having a PASER rating of 1 through 4, these roads could require structural improvements such as pavement recycling, overlay and patching, or total reconstruction, depending on the road base. Generally sections of local roads in fail to fair condition include: 11<sup>th</sup> Street, Fourth Street, Fifth Street, Seventh Street, Abby Street, Adams Street, Alexander Drive, Andrew Avenue, Apple Blossom Lane, Baldwin Street, Belmont Avenue, Bond Street, Bridgewood Drive, Bruce Street, Campbell Street, Caroline Street, Cedar Street, Center Street, Charles Court, Chestnut Street, Clairmont Court, Cleveland Street, Columbian Avenue, Curtis Avenue, Dieckhoff Street, Edgewood Court, Elm Street, Etten Court, Fairview Avenue, Franklin Avenue, Frederick Drive, Fresh-Air Park Road, CTH G, Geiger Street, Green Acres Lane, Grove Street, Hansen Street, Harrison Street, Hawthorne Street, Haylett Street, Hedgeview Drive, Helen Street, Henry Street, Hewitt Street, Higgins Avenue, Honeysuckle Lane, Hughes Court, Hunt Avenue, Industrial Drive, Inverness Lane, Isabella Street, Jane Court, Joseph Court, Joseph Street, Langley Boulevard, Laudan Boulevard, Lexington Court, Limekiln Drive, Lincoln Street, Loper Court, Maple Street, Marathon Avenue, McKinley Street, Meadow Lane, Melrose Court, Melrose Street, Memorial Court, Monroe Street, Mulberry Lane, Nature Trail Drive, Nicolet Boulevard, North Street, Olive Street, Orange Street, Oxford Drive, Park Village Drive, Parkwood Drive, Patrick Court, Peckham Street, Plummer Avenue, Quarry Lane, Reed Street, Richard Avenue, Ridgeway Road, S Green Bay Road,

<sup>10</sup> PASER road mileage is calculated and rated by road lane miles (i.e. north and south or east and west)

Sanford Street, Sherry Street, Southfield Way, Spruce Street, Stanley Court, Sterling Avenue, Stevens Street, Sund Street, Thomas Court, Union Street, Webster Street, Wedgewood Lane, Whippoorwill Circle, Whispering Pines Lane, Whiting Court, Winneconne Avenue, Wisconsin Avenue and Wooden Shoe Road.

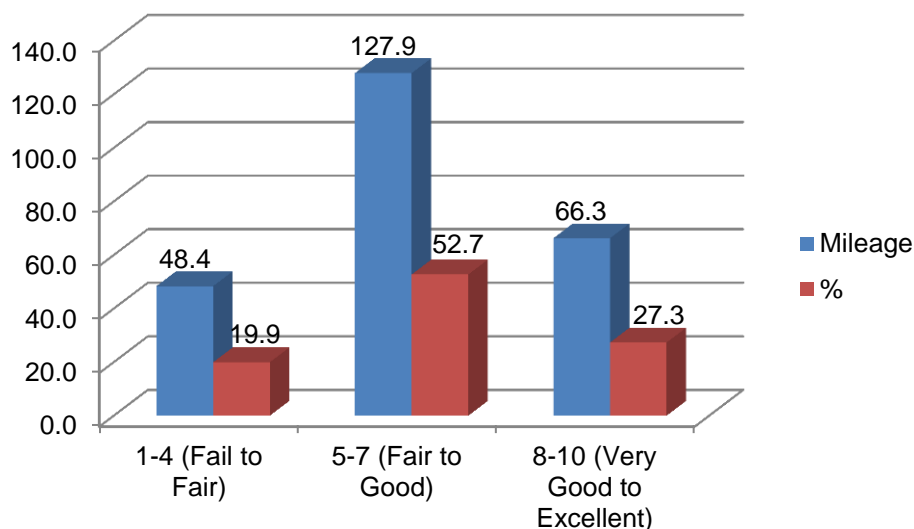
Roads receiving a rating of 1 (failed and requiring a total reconstruction) include portions of Monroe Street (0.1 miles) and Sherry Street (0.06 miles).

**Table 5-2: Total Miles of Local Roads Within the City of Neenah by PASER Rating, 2015**

Rating	Mileage	Percent
1	0.8	0.3
2	1.5	0.6
3	10.7	4.4
4	35.5	14.6
5	49.6	20.5
6	45.8	18.9
7	32.5	13.4
8	37.5	15.4
9	19.9	8.2
10	8.9	3.7
Total	242.5	100.0

Source: WISLR 2015, City of Neenah

**Figure 5-1: PASER Ratings by Mileage and Percent, 2015**



Source: WISLR 2015, City of Neenah

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## Rustic Roads

The Rustic Roads System was created by the State Legislature in 1973 to help citizens and local units of government preserve scenic lightly traveled country roads for the leisurely enjoyment of bicyclists, hikers, and motorists. They offer excellent opportunities to travel through an attractive rustic area. The scenic qualities of these roads are protected by agreement with bordering property owners and by implementing roadside maintenance practices that allow wildflowers and other native flora to extend to the edge of the pavement. ***There are no rustic roads designated in the City of Neenah.***

## Public Transportation

### ***Fixed Route Transit Service***

***Fixed route transit service in or to the City of Neenah and the surrounding areas is primarily provided by Valley Transit.*** Valley Transit Routes 30, 31, 32, 33<sup>11</sup> and 41 connect to the Neenah Transit Center. The Neenah Transit Center is located at corner of S. Church Street and W. Doty Avenue in the downtown area. ***GO Transit (Oshkosh) also provides a connecting route with Valley Transit's service from the Neenah Transit Center to the Oshkosh Transit Center.*** It is free to transfer from Route 10 to any Valley Transit route; however, the full cash fare (\$2) must be paid to transfer from any Valley Transit route to Route 10. Consult Valley Transit and GO Transit websites for the most current transit information.<sup>12</sup> A map of current routes can also be found in Appendix E, Map E-2.

Private bus companies also operate regional bus routes; see Map E-3, Appendix E for a map of these regional intercity services. According to the map, Lamers Bus Lines and Greyhound have a regional bus route near the City of Neenah. However, Lamers Bus Lines and Greyhound do not stop in Neenah.<sup>13</sup>

### ***ADA and Senior Transportation***

***Disabled and senior citizens (60 years and older) can utilize services provided by public, private and non-profit agencies throughout the tri-county area*** (Calumet, Outagamie and Winnebago counties). ADA and Senior Transportation options provided in the Fox Cities include:

- **Fox Cities Area:**
  - **Northern Winnebago Dial-A-Ride:** Reduced fare for taxi service for individuals sixty and over
  - **Valley Transit Fixed Route Bus:** Reduced fare for disabled individuals, and those sixty-five and over

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<sup>11</sup>The Neenah Industrial Park Pilot Program (Route 33) was temporarily offered in 2015 and 2016.

<sup>12</sup><http://appleton.org/residents/valley-transit>  
<http://www.ci.oshkosh.wi.us/Transit/>

<sup>13</sup>Greyhound website at: <https://www.greyhound.com/home/>. Lamers Bus Lines at: <http://www.golamers.com/services/lamers-connect/>. Accessed 10/13/2016

- **Valley Transit-II:** Paratransit service for individuals with qualifying disabilities
- **Making the Ride Happen-Lutheran Social Services:** Comprehensive information and assistance call center for the sizable adult / older adult and their families in finding safe and affordable transportation
- **Bus Buddy Program (Making the Ride Happen-Lutheran Social Services):** Volunteer companion for disabled individuals and senior citizens to assist them in using public transportation
- **Winnebago County:**
  - **Winnebago County Volunteer Transportation Services:** Local and long distance transportation for clients of Winnebago County Department of Human Services, or non-clients ages sixty and over
  - **Medical Assistance Transportation (MTM):** Riders on Medical Assistance should call this number to arrange for all non-emergency Medical Assistance transportation

## Non-motorized Transportation

### *Pedestrian and Bicycle Facilities*

Walking and bicycling have emerged and continue to be an important means of exercise as well as modes of transportation in a well-rounded transportation system. **Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the City with close access to multi-use bicycle/pedestrian trails and sidewalks** (Table 5-3 and Map E-4, Appendix D).

**Table 5-3: Miles of Bicycle and Pedestrian Facilities, 2016**

	City of Neenah	Town Growth Area	City Growth Area	Total
Bicycle Routes	12.40	-	-	12.40
Bicycle Lanes	15.16	-	-	15.16
Off-Road Multi-Use Paths	17.93	3.31	0.90	22.14
Sidewalks	122.13	-	-	122.13
<b>Total</b>	<b>167.62</b>	<b>3.31</b>	<b>0.90</b>	<b>171.83</b>
<i>Source: ECWRPC, 2016</i>				

**Approximately 168 miles of bicycle and pedestrian facilities exist within the City. Bicycle and pedestrian facilities include a combination of bicycle routes<sup>14</sup>, bicycle lanes<sup>15</sup>, off-**

<sup>14</sup> Bicycle routes are signed, shared roadways that has been identified as a preferred bicycle route. Bicycles and motorists share the road and there is no permanent designated space for bicycles. Bicycle routes are often found in residential areas because they have low traffic volumes. *Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan – 2014.*



**Downtown Crosswalk**

**road multi-use paths and sidewalks.** A quality network does exist within the City of Neenah for pedestrians and bicyclists, however it should be reviewed frequently to find any gaps in service and address safety concerns between vehicles, bicycles and pedestrians.

In 2014, East Central Wisconsin Regional Planning Commission (ECWRPC) completed a regional bicycle and pedestrian plan for the Appleton and Oshkosh Urbanized Areas.<sup>16</sup> This plan evaluates the existing networks for pedestrian and bicycle facilities, and with the help of local stakeholders, documents planned

and recommended improvements for these facilities. It should be noted that this plan is strictly advisory and implementation of these recommendations is dependent on the City taking action.

A key initiative already in progress is the creation of the “Loop the Little Lake Trestle Project” which is a joint endeavor with the cities of Neenah and Menasha. This project, when completed, will link existing recreational paths together to create a looped trail (with the existing Trestle Trail)

over/around Little Lake Butte Des Morts. Construction is expected to start in 2017.

County Highway A between the Cities of Neenah and Oshkosh is also an important connection to make for bicycle and pedestrian accommodations. An off-road multi-use trail already exists in portions north of Oshkosh and could be connected north to Neenah. This trail connection was a recommendation in the *Appleton (Fox Cities) Transportation*



*Loop the Little Lake Trestle Project, Future Neenah*

*Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan* completed in 2014.

<sup>15</sup> Bicycle lanes is a portion of the roadway which has been designated by striping, signing and pavement marking for the preferential or exclusive use by bicyclists. *Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan – 2014.*

<sup>16</sup> <http://fcompo.org/wp-content/uploads/2012/06/Appleton-TMA-and-Oshkosh-MPO-BikePed-Plan-2014.pdf>

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Two statewide guidance documents affecting biking and pedestrian policy are the *Wisconsin Pedestrian Policy Plan 2020* and the *Wisconsin State Bicycle Transportation Plan - 2020*. The *Wisconsin Pedestrian Policy Plan 2020* outlines statewide and local measures to increase walking throughout the state as well as promote pedestrian safety and comfort. Pedestrians, by definition, are anyone who travels by foot. In addition, this definition has been extended to disabled persons who require the assistance of a mobility device. Pedestrian traffic can be difficult along highways where sidewalks are not present, safety measures are absent, or traffic volume is heavy.

As a statewide plan, the *Wisconsin State Bicycle Transportation Plan - 2020* does not assess local roads. Where traffic speeds and volumes are low, local streets can serve multiple uses. Utilizing the local street network for walking and bicycling is a viable use of this infrastructure, as long as safety precautions are taken and/or streets are designed to accommodate multiple uses. Roadways with traffic volume less than 1,000 vehicles per day are considered generally safe for bicycling. Roadways meeting this criterion that are located within a primary bicycle corridor identified by WisDOT provide potential linkages between existing bicycle trails and are considered to be part of an interconnected statewide bicycle route network.

### Trucking and Freight

**Several designated truck routes exist within the City of Neenah and are governed under Municipal Code Section 16-36 (a).** Map E-5, Appendix E indicates heavy truck routes within the City of Neenah. Truck routes are located on major north-south and east-west roads such as: Commercial Street, Winneconne Avenue, Wisconsin Avenue / Main Street, Green Bay Road, Bell Street / Breezewood Lane, Cecil Street, Harrison Street, Marathon Avenue, Gillingham Road and Jewelers Park Drive. At the regional level, ***I-41 is a fully functioning truck route with no limits on semi-trailer lengths. STH 114 east of I-41 and continuing through to Commercial St, is a designated truck route, limiting trailer lengths to 75 feet*** (Map E-6, Appendix E).

**A number of truck terminals exist within and near the City** (Map E-6, Appendix E). Most trucking terminals are located near the I-41 corridor in the vicinity of Breezewood Lane / Bell Street and STH 114 interchanges. Truck terminals are also concentrated in the Southpark Industrial Center, near Harrison Street, and close to the Gillingham Road and Apple Blossom Drive intersection. A few trucking terminals are in the downtown area off of Commercial Street (just south of Doty Island).

### Air Transportation

**Appleton International Airport provides regional air transportation.** Airport uses at Appleton International Airport include: personal/recreational, business/corporate, commercial service, cargo, flight training, charter, search and rescue and military.<sup>17</sup> According to the *Wisconsin State Airport System Plan 2030*, the airport is currently classified as a Commercial Service airport.<sup>18</sup> Appleton International Airport is approximately 8 miles north of the City of Neenah. Other major regional airports that have scheduled passenger air service include: Austin Straubel International Airport in Green Bay (approximately 38 miles northeast), Dane County Regional Airport in Madison (approximately 97 miles southwest) and General Mitchell

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<sup>17</sup> <http://wisconsindot.gov/Documents/projects/multimodal/air/sasp5-ch3.pdf> (Table 3-9)

<sup>18</sup> <http://wisconsindot.gov/Pages/projects/multimodal/sasp/default.aspx>

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International Airport in Milwaukee (approximately 106 miles southeast). All of these airports are also classified as Commercial Service airports.

## Railroads

### **Rail Freight Service**

**There are currently two active railroad lines running through the City of Neenah; both with 286,000 pound railcar limits** (Map 5-1).<sup>19</sup> **Both rail lines are operated and maintained by Canadian National (CN)** (Map E-7, Appendix E). One route runs north-south from Milwaukee to Superior. North of Neenah, the line splits toward Green Bay and points north. Just south of Arrowhead Park, the mainline (Milwaukee to Superior) splits, one line continues north toward Superior, while the other line goes north around Lake Winnebago, then east to Manitowoc.

### **Rail Passenger Service**

Amtrak utilizes Canadian Pacific lines to provide rail passenger service. Although **no direct service is offered near the City of Neenah**, Wisconsin is served by passenger stations in Milwaukee, Columbus, Portage, Wisconsin Dells, and Tomah. As the route passes through the state, it connects Chicago to the Twin Cities, and heads westward to terminate in Washington State. The *Midwest Regional Rail System Report*<sup>20</sup>, prepared as a cooperative effort between nine Midwestern states, outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time.

## Water Transportation

**There are no commercial ports in the City of Neenah.** The closest ports are located in Green Bay, approximately 40 miles to the northeast and in Milwaukee, approximately 100 miles to the southeast. Both ports provide shipping services to the Great Lakes and beyond. Passenger ferries are located in Manitowoc and Milwaukee. Both services offer passage across Lake Michigan to Lower Michigan. Within the City, there are recreational boating opportunities and boat slips next to Shattuck Park. Boat launches are available at Recreation, Doty and Herb and Dolly Smith parks, while kayak launches are available at Shattuck and Herb and Dolly Smith parks.

Regionally, the Fox River Navigational Authority maintains and operates seventeen locks on the Fox River from the City of Menasha to the City of De Pere. The closest lock to the City of Neenah is in the City of Menasha next to the Trestle Trail. The locks are a regional asset for recreational motor boaters and kayaks and canoes.

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<sup>19</sup> Wisconsin Rail Plan, 2030.

<sup>20</sup> Midwest Regional Rail System: Executive Report, 2004. Transportation Economics & Management Systems, Inc. & HNTB.



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## Future Plans and Studies

### **Wisconsin Department of Transportation (WisDOT) / Transportation Improvement Program (ECWRPC)**

East Central Wisconsin Regional Planning Commission annually prepares the Transportation Improvement Program (TIP) for the Fox Cities Urbanized area. This plan includes all anticipated federal and state aids for highway, transit, and other transportation projects in the urbanized area, as a prerequisite for funding approval. The TIP process uses the prioritization procedures for Surface Transportation Program (STP)-Urban projects submitted by the local municipalities. This process allows for full consideration of non-highway transportation projects, and rewards highway projects for including accommodations for alternative transportation modes. Projects considered for STP-Urban funding must be included in the community's capital improvement program. The following projects were identified in the 2016 Transportation Improvement Program (TIP) for the City of Neenah:

- S. Commercial Street from Wright Avenue to Winneconne Avenue

### **Other WisDOT Statewide plans:**

- Connections 2030 Long Range Transportation Plan (multi-modal transportation plan)
- Wisconsin State Airport System Plan 2030
- Wisconsin Rail Plan 2030
- Wisconsin State Freight Plan (to be published December 2016)

### **Other Planning Efforts**

- East Central Wisconsin Regional Planning Commission (ECWRPC):
  - **Appleton Transportation Management Area (TMA)** is responsible for preparing and maintaining a Long Range Transportation Plan (LRTP) and short range Transportation Improvement Program (TIP) for the Appleton Urbanized Area (which Neenah is a part of); both plans help coordinate federal, state and local funds for various transportation/road projects. ECWRPC provides staff/guidance on behalf of the Appleton TMA.
  - **ECWRPC Regional Comprehensive Plan** for ten counties within the designated region (Winnebago County is a member of ECWRPC; adoption in 2018)
- City of Neenah:
  - **City of Neenah 5-Year Capital Improvement Program (CIP) (current 2016-2020).**<sup>21</sup> A listing of projects included in the 2016-2020 CIP is listed below. Projects that planned for initiation / completion in 2016 are not included in the list below.
    - Street Upgrades Initiated 2017: Cecil and Cleveland Streets, cost \$1,040,000.

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<sup>21</sup> City of Neenah

- General Resurfacing 2017: Abbey Avenue, Edward Street, Helen Street, Elm Street, Industrial Drive, cost \$1,060,000.
- New Pedestrian Routes 2017: Nature Trail Drive (Whispering Pines – Pond View / Lone Oak – Kingswood), cost \$75,000.
- Street Upgrades Initiated 2018: Fairview Avenue, Adams Street, Center Street, Caroline Street, Bond Street and Lakeshore Avenue (consulting), cost \$1,290,000.
- General Resurfacing 2018: Center Street, Andrew Avenue, Richard Avenue, Geiger Street, cost \$470,000.
- New Pedestrian Routes 2018: Liberty Heights Subdivision, cost \$229,880.
- Street Upgrades Initiated 2019: Winneconne Avenue, Stevens Street, Pendleton Road, Thomas Court, Stevens Street, cost 1,030,000.
- General Resurfacing 2019: Elm Street, Meadow Lane, Doty Avenue, Laudan Boulevard, Peckham Street, Fifth Street, Gillingham Road, Stanley Street, Sterling Avenue, Tullar Road, cost \$1,790,000.
- New Pedestrian Routes 2019: Undetermined.
- Street Upgrades Initiated 2020: Marathon Avenue, Cedar Street, Belmont Avenue, Belmont Court, Lakeshore Avenue, cost \$1,685,000.
- General Resurfacing 2020: Congress Street, Wisconsin Avenue, Washington Avenue, Commercial Street, cost \$960,000.
- New Pedestrian Routes 2020: Lakeshore Avenue, cost \$120,000.

## KEY TRANSPORTATION SUMMARY POINTS

- In total, there are approximately 145 miles of urban functionally classified roads in the City.
- Within the City there are approximately 19 miles of urban principal arterial roads.
- Within the City there are approximately 18 miles of urban minor arterials.
- Within the City there are approximately 21 miles of collector roads.
- There are approximately 87 miles of urban local roads.
- There are approximately 243 miles of PASER rated roads in the City of Neenah.
- There are no rustic roads designated in the City of Neenah.
- Fixed route transit service in or to the City of Neenah and the surrounding areas is primarily provided by Valley Transit. GO Transit (Oshkosh) also provides a connecting route with Valley Transit's service from the Neenah Transit Center to the Oshkosh Transit Center.
- Disabled and senior citizens (60 years and older) can utilize services provided by public, private and non-profit agencies throughout the tri-county area (Calumet, Outagamie and Winnebago Counties).
- Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the City with close access to multi-use bicycle/pedestrian trails and sidewalks.
- Several designated truck routes exist within the City of Neenah and are governed under Municipal Code Section 16-36 (a).
- I-41 is a fully functioning truck route with no limits on semi-trailer lengths. STH 114 east of I-41 and continuing through to Commercial St, is a designated truck route, limiting trailer lengths to 75 feet.
- A number of truck terminals exist within and near the City.

- Appleton International Airport provides both commercial and cargo air services for the Fox Cities Region.
- There are currently two railroad lines running through the City of Neenah; one in a north-south direction and the other in an east-west direction (both are 286,000 pound railcar limit). Railroad lines in the City are operated and maintained by Canadian National (CN).
- No direct rail passenger service is offered near the City of Neenah.
- There are no commercial ports in the City of Neenah.

## **GOALS, OBJECTIVES AND RECOMMENDATIONS**

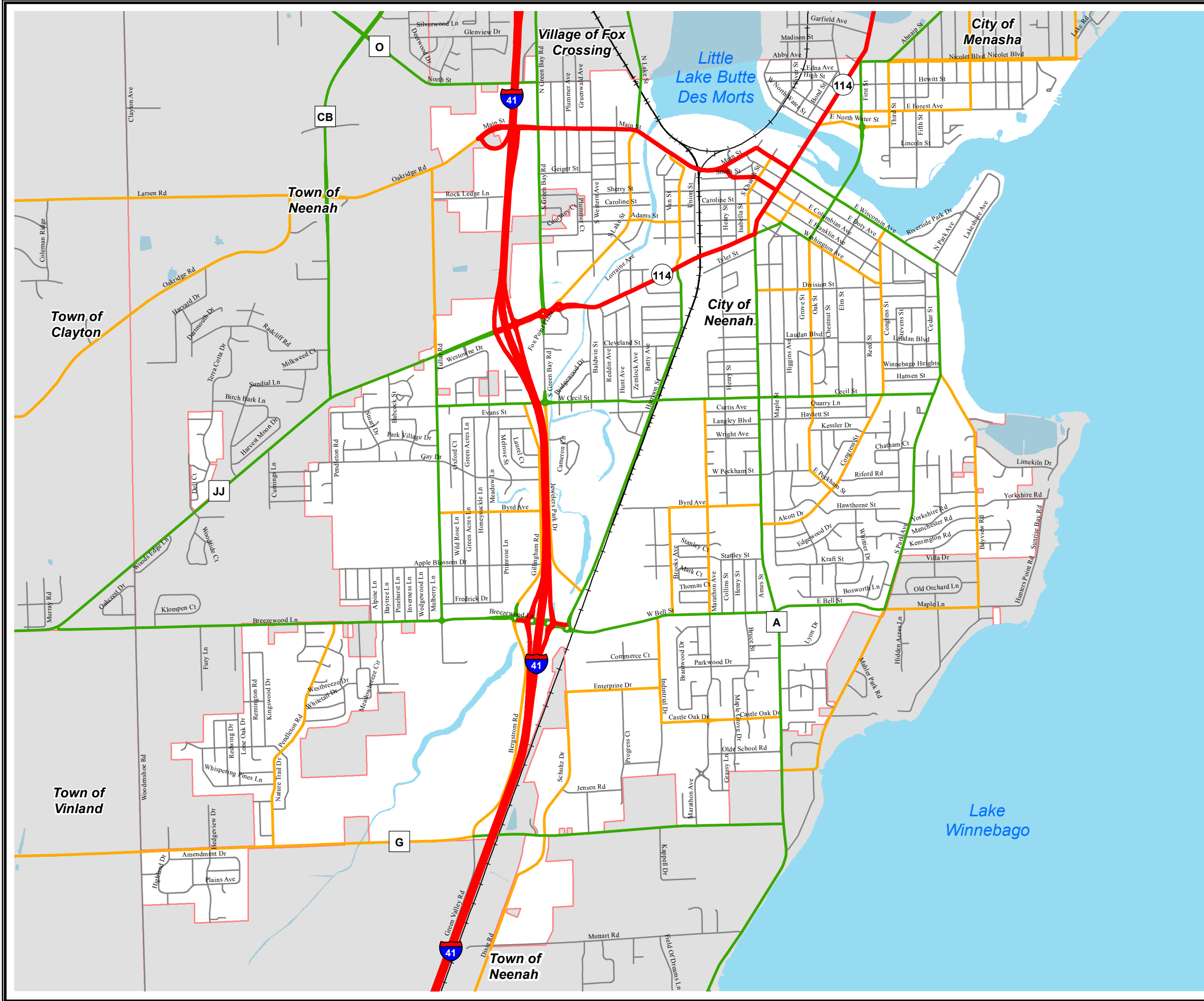
The goals, objectives and recommendations for Transportation are found in Chapter 6: Transportation, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

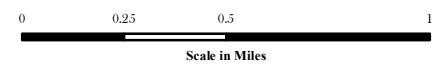
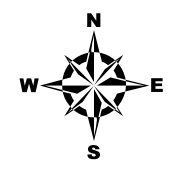
Policies and programs related to the Transportation Element can be found in Appendix H.

### Functional Classification City of Neenah

- Urban Principal Arterial
- Urban Minor Arterial
- Urban Collector
- - - Rural Principal Arterial
- - - Rural Minor Arterial
- - - Rural Major Collector
- ⋯ Rural Minor Collector
- Local Road



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Template Mapping created by ECWRPC 2016.  
 Functional Classification provided by WIS DOT 2016.



Prepared January 2017 by:







## **CHAPTER 6**

# **UTILITIES AND COMMUNITY FACILITIES**

## CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

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## CHAPTER 6: UTILITIES AND COMMUNITY FACILITIES

### INTRODUCTION

One responsibility of a community is to maintain a certain level of community services. To achieve it, the City of Neenah must continuously maintain, upgrade, and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community.

### INVENTORY AND ANALYSIS

The following section provides an inventory of utilities and community facilities that serve the City of Neenah. The analysis of facilities is based on generalizations and predictions and is no substitute for detailed engineering or architectural studies, which should be completed before municipal funds are expended on specific projects. The size of community facilities along with the cost of providing services is directly related to land use, development patterns, and the existing and future densities of development.

#### Wastewater Collection and Treatment

Provision of sanitary sewer plays a key role in many aspects of community development and growth. Not only does it affect where development tends to occur, but also allows higher land use densities than can be achieved by using private onsite wastewater treatment systems.

#### *Public Wastewater Collection and Treatment*

***The City of Neenah is part of the Neenah-Menasha Sewer Service Area.*** The Neenah-Menasha SSA Planning Area covers approximately 37.7 square miles and is located in northeastern Winnebago County and northwestern Calumet County. The Neenah-Menasha Sewerage Commission was created jointly by the municipalities and sanitary districts within the sewer service area.



Neenah-Menasha Sewerage Commission  
WWTf

A regional wastewater treatment facility constructed in 1937 was significantly upgraded in 1987; other system and infrastructure improvements were completed in 2003 and, more recently in 2011. Located at 101 Garfield Avenue in the City of Menasha, this activated sludge regional facility administers a pretreatment program for heavy industrial contributors (Map 6-1). The treatment facility has a design capacity of 13.0 million gallons per day, (MGD) and has an average monthly flow of slightly less than 11.0 MGD. The receiving water for the plant's effluent is the Fox River (via the Menasha Channel). Neenah is located in the south central portion of the sewer service area and encompasses an area of approximately 9.4 square miles or 6,034 acres representing 33 percent of the entire service area.

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**Neenah's collection system consists of approximately 120 miles of sewer mains and eight lift stations.** Public sanitary sewer serves the entire City of Neenah and two small portions of the Town of Neenah<sup>1</sup>. A 2003 inter-municipal agreement with the Town of Neenah allows for city expansion to the south and west of the current corporate area. This agreement also allows properties in the Breezewood Lane area to connect to City sanitary sewer, even if they remain in the Town. All designated City growth areas are to be sewer development. **The Neenah-Menasha Sewerage Commission has sufficient capacity remaining at the wastewater treatment facility to serve the City growth areas.**

The City replaces sanitary sewer mains in conjunction with street construction projects. In addition, sewer main repairs are performed at other locations in the system. All work is targeted toward the reduction of infiltration/inflow. As sewer mains are replaced, sewer laterals are also replaced between the sewer main and the property line. This cost is assessed to the property owner.

Currently, **the Cumings Lane Lift Station (in the Town of Neenah) is over capacity.** This lift station was built to temporarily serve a residential development. This lift station will be eliminated when an interceptor line is constructed between the lift station location and Breezewood Lane. **The remainder of the collection system has sufficient capacity to serve projected growth through the life of this plan.** The City continues to identify and eliminate sources of inflow and infiltration.

The City's 2020 Comprehensive Plan identified seven future service areas, sewer extensions and development has occurred in many of the areas. The needs and characteristics of the remaining service areas are discussed below (Map F-1, Appendix F):

**Gay Drive Service Area.** The Gay Drive sanitary sewer serves areas in the City and Sanitary District No. 2 that are served by the Cumings Lane Lift Station. While vacant acreage still exists in this service area, the Gay Drive sanitary sewer is at capacity and is no longer able to serve additional development. The capacity issue will be resolved when an interceptor sewer is constructed for the Cumings Lane Lift Station (see above).

**Breezewood Lane Service Area.** The extension of the 21" sewer main in Breezewood Lane will serve approximately 3 square miles of land west to STH 45 and north to Larsen Road. This service area has not been developed. This area will need to be annexed into the City before utilities are provided.

**County Truck Highway G Service Area.** Currently sanitary sewer is constructed along CTH G to Woodenshoe Road. The existing 15' sanitary sewer in CTH G was replaced near Bergstrom Road with a 24" sewer which allows this service area to be developed. Vacant acreage still exists in this area and will need to be annexed into the City before utilities are provided.

In addition, **portions of five town sanitary districts are located within the City's three-mile extraterritorial area** (Map 6-1).

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<sup>1</sup> Areas within the Town of Neenah on City of Neenah public sewer include small areas near Breezewood Lane and Green Bay Road.

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**Clayton Sanitary District<sup>2</sup>.** The Clayton Sanitary District is located near CTH II. It contains about 581 acres, 43 percent of which are currently development. The sanitary district provides no public sewer and is located in the Grand Chute-Menasha West Sewer Service planning area.

**Town of Menasha Utility District.** The Town of Menasha Utility District is primarily located in the Village of Fox Crossing. The southern portion of the sanitary district lying south of the Village of Fox Crossing is located south of CTH II, north of North Street and west of CTH O. This area is entirely developed and is located in the Grand Chute-Menasha West Sewer Service Sewer Service Area.

**Town of Neenah Sanitary District No. 1.** The Town of Neenah Sanitary District No. 1 is generally located west of CTH CB, north of Breezewood Lane, east of Woodenshoe Road and south of Larsen Road. A small portion is located in an area within the Town of Neenah along CTH JJ to the east of CTH CB. The sanitary district contains about 615 acres; 51.9 percent of which is developed. Single-family residential land uses dominate the developed portions of the district. The sanitary district is located in the Neenah-Menasha Sewer Service Area.

**Town of Neenah Sanitary District No. 2.** The Town of Neenah Sanitary District No. 2 is primarily located along the southeastern boundary of the City and south of the City and east of I-41. The sanitary district contains about 1,033 acres; 58.3 percent of the sanitary district is developed. The primary developed land uses are single-family residential, though industrial and commercial land uses are found along I-41. The sanitary district is located in the Neenah-Menasha Sewer Service Area.

**Town of Neenah Sanitary District No. 3.** The Town of Neenah Sanitary District No. 3 is located south of Larsen Road between CTH CB and Clayton Avenue extended. The sanitary district contains about 69 acres, nine acres (13%) of which is within the Neenah-Menasha Sewer Service Area. No parcels within this sanitary district are served by public sewer.

### ***Private Wastewater Collection and Treatment***

***Private on-site wastewater treatment systems, or POWTs, serve areas (not identified above) within 3.0 miles of the City in the unincorporated areas.*** Typically, individual systems are designed for each household based on the site's soil characteristics and capabilities. However, in some cases (such as with conservation subdivisions) a community, or 'cluster' system, may be used which services more than one household.

Winnebago County maintains records for private, on-site sanitary permits in rural areas of the county. Information that the county maintains includes where on-site systems are located, when the permits were issued, and the type of system installed.

### **Stormwater Management<sup>3</sup>**

***The City of Neenah maintains a stormwater system and inventory map.*** Under Wisconsin Administrative Code NR216, it is required to have an MS4 general permit. The permit requires the City to perform the following activities: (1) Public Education & Outreach, (2) Public

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<sup>2</sup> The Clayton Sanitary District is beyond the limits of Map 6-1 and is therefore not shown.

<sup>3</sup> <http://www.ci.neenah.wi.us/departments/public-works/utilities/stormwater/>

Involvement & Participation, (3) Illicit Discharge Detection & Elimination, (4) Construction Site Pollution Control, (5) Post Construction Management, (6) Pollution Prevention, and (7) Stormwater Quality. The City also has to comply with the standards set by the Lower Fox TMDL (Total Maximum Daily Load) and the Upper Fox/Wolf TMDL.

**The City has developed a Stormwater Management Plan and created a Stormwater Utility (approved in 2003) to fund the structural and operational best management practices (BMPs) required to comply with the City's MS4 permit and TMDL limits.** The TMDLs establish the maximum amount of total suspended solids (TSS) and total phosphorous (TP) that the City's storm system may release to the waterways.

Properties in Neenah receive a utility charge, based on an equivalent runoff unit (ERU). The Stormwater Utility annual charge for a typical developed residential lot is currently \$84. Vacant lots and non-residential properties also are charged a stormwater utility charge. Unlike residential properties, non-residential lots, based on City approval, are eligible to receive credits for developing on-site storage facilities such as rain gardens, detention basins, etc.

To assist with stormwater management, the City maintains five regional detention ponds (Map 6-1): Westowne Pond, Tullar Road Pond, Commerce Court Pond, Dixie Road Pond and Copsps Pond; eleven residential detention ponds and a rain garden at the end of Green Meadows Street. To receive credit, developers are allowed to install rain gardens, biofilters (bioswales, vegetated filter strips and constructed wetlands) as part of the development process.

The City of Neenah experiences isolated roadway flooding during major storm events. Other than meeting the requirements for the MS4 permit, the City does not have any stormwater issues. Currently, the City is planning to expand the Commerce Court pond. Once the pond is expanded, stormwater runoff from a nearby residential area will be directed to the Commerce Court pond. In order to meet the MS4 requirements, the City recently replaced a mechanical street sweeper with a vacuum sweeper.

### **Drainage Districts**

**There are currently no drainage districts within a 3-mile radius of the City of Neenah.**

### **Water Supply**

Although water may seem to be plentiful in Wisconsin, it is not an infinite resource. Providing safe, clean, and reliable water can and has become a challenge for many communities throughout the state. Residents of the City of Neenah obtain drinking water from the Neenah Water Utility. All residents rely on surface water as the source of drinking water.

### **Public Water Supply**

**The City of Neenah has a municipal water system that relies on surface water as the**



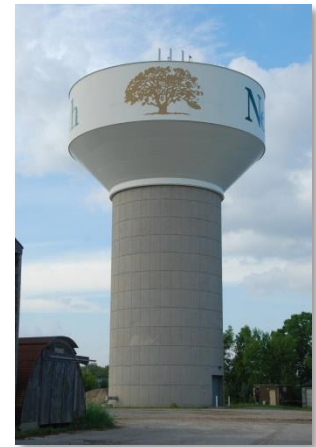
Neenah Water Filtration Plant

**source of its water supply.** Two intake pipes, a 36 inch diameter pipe and a 16 inch diameter pipe draw water from Lake Winnebago and the Fox River respectively. The 36 inch diameter pipe is located about 1,600 feet from shore in about 16 feet of water, while a second 16 inch diameter pipe is located about 70 feet from shore in about 7 feet of water.

Water systems consist of four main components; supply, treatment, storage and distribution. Water supplies should be of adequate quantity to meet the most severe public demands and be of good quality. Treatment of raw water is necessary to remove objectionable constituents such as bacteria, suspended solids and high concentrations of dissolved solids. Treatment capacity should be adequate to meet service requirements. Since water pumpage capacity is fixed, often at a level below peak demand, storage capacity is needed to assure adequate flow. This is particularly important during periods of high demand (fires) and as a short-term buffer during equipment failure or processing problems.

***The Neenah treatment plant is designed for a capacity of 12 MGD.***

The Water Filtration Plant is located at 234 S. Park Avenue (Map 6-1). It can be expanded to 18.0 MGD by adding another softener, increasing filtering rates, increasing media depth, expanding the raw and finished water pump station, and adding additional recarbonation. In 2015 water sales totaled 888,112,000 gallons of water sold to an average of 10,518 customers (Table 6-1).<sup>4</sup> Residential customers accounted for about 91.5 percent of the total metered general customers. In addition, residential customers accounted for 41.9 percent of the total gallons of water sold. Between 2000 and 2015, the number of customers increased by 19.7 percent (1,718), while the number of gallons of water sold decreased by 40 percent (590,991,000 gallons).



Cecil Street Water Tower

***The City has two elevated storage tanks; the Cecil Street water tower (1,500,000 gallons) constructed in 2004 and the Industrial Park water tower (500,000 gallons) constructed in 1997*** (Map 6-1). Together the elevated storage tanks have a combined capacity of 2,000,000 gallons. In addition, one reservoir “New Plant Reservoir” is located at the water filtration plant and has a capacity of 2,500,000 gallons.

<sup>4</sup> Wisconsin Public Service Commission, 2015 Annual Report. There were a total of 10,518 customers, 49 unmetered sales to general customers, 10,469 metered sales to general customers.

**Table 6-1: Neenah Water Utility**

Metered Sales to General Customers	2000		2010		2015		2000 - 2015	
	Ave. No.	Water Sold (1,000 Gals)	Ave. No.	Water Sold (1,000 Gals)	Ave. No.	Water Sold (1,000 Gals)	% Change Customers	% Change Water Sold
Residential	8,007	488,870	9,420	417,115	9,577	372,258	19.6%	-23.9%
Commercial	596	194,071	734	196,340	650	171,953	9.1%	-11.4%
Industrial	116	772,088	93	394,839	91	295,948	-21.6%	-61.7%
Public Authority <sup>1</sup>	32	21,883	56	20,886	56	23,227	0.0%	11.2%
Multi-Family Res. <sup>2</sup>	NA	NA	NA	NA	95	23,914	NA	NA
Total	8,751	1,476,912	10,303	1,029,180	10,469	887,300	19.6%	-39.9%
Total Sales		1,479,103		1,032,154		888,112		-40.0%
Storage (1,000 Gals) Elevated Tank	1400		2000		2,000		600	
Storage (1,000 Gals) Reservoir	3000		2500		2500		-500	
Total Storage (1,000 Gals)	4400		4500		4500		100	

Source: Public Service Commission of Wisconsin Annual Report. 2000, 2010, and 2015.

Note: <sup>1</sup>The 2000 report does not contain a category for "Public Authority" under Metered Sales to General Customers. Instead the number for "Other Sales to Public Utilities" was used.

<sup>2</sup>The Multi-Family Residential category was not included on the 2000 or 2010 annual reports.

Generally Neenah sells water to customers within the City and properties must annex to the City in order to receive public water<sup>5</sup>. **According to the City, the water system is operating at about 50 percent and has adequate capacity to meet current and future demands over the life of the plan.**<sup>6</sup> The water filtration plant and distribution system meets all current US EPA and State of Wisconsin requirements. While the water system has sufficient capacity, low pressure is a concern on the City's northwest side, and west of Tullar Road at the Cottages at Woodside Green Subdivision. **If the City annexes land within the north and west growth areas, an elevated tank and booster station will be needed to increase water pressure.** To accommodate future annexations and address pressure and capacity issues in this area, a 500,000 gallon elevated tank and booster pump is planned near Memorial Park.<sup>7</sup> In addition, **Neenah, like many other communities, is experiencing limited high lead concentrations in their drinking water due to older lead laterals.** High levels of lead are not found in the water entering the system but are a direct result of lead leaching out of the older lead water services. Neenah annually replaces older sections of watermain based on maintenance records and the condition of other infrastructure such as the condition of the street. As older watermains are replaced, lead laterals are also being replaced to the property line. It is the responsibility of the property owner to replace the lateral from the property line to the house. Finally, high bedrock exists on the City's south side. High bedrock can increase construction costs for watermains and other water distribution system infrastructure (see Agricultural, Natural and Cultural Resource Chapter, Map 7-2).

<sup>5</sup> The exception is two commercial properties on N. Lake Street.

<sup>6</sup> Kent Taylor, Water Utility Director, September 2016.

<sup>7</sup> Neenah Comprehensive Plan 2020, adopted in 1999

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## **Private Water Supply**

### ***Private wells serve properties in the unincorporated 3-mile radius of the City of Neenah.***

Wells lying within the 3-mile extraterritorial area in the towns of Neenah, Vinland and Clayton are located within the Arsenic “Special Well Casing Pipe Depth Area” and therefore all new wells in these areas must follow more stringent regulations (for more information see Chapter 7, Agricultural, Natural and Cultural Resources).

## **Solid Waste and Recycling**

***The City of Neenah collects residential<sup>8</sup> solid waste and recyclable material on a weekly basis.*** Commercial and industrial users contract separately with a private hauler. Currently municipal solid waste and recyclables are hauled to a transfer facility located at the Winnebago County landfill. Since Winnebago County is part of the Tri-County<sup>9</sup> solid waste and recycling agreement that was signed in 2001, waste from Winnebago County is currently being transferred to the Outagamie Landfill on the north side of the Fox Cities.

The City of Neenah is considered a “Responsible Unit” (RU). That means that the City is responsible for implementing and enforcing municipal recycling programs to ensure that residents, businesses and special event managers comply with state and local recycling requirements. In addition to ensuring provision of recycling services to residents, the law delegates to RUs the responsibility of ensuring that non-residential locations including businesses, institutions, special events and construction sites recycle materials banned from landfills. The law does not require RUs to provide these services themselves.

During the spring and fall of each year, the City collects yard waste materials and leaves. Grass clippings are not collected, nor may residents drop off grass clippings at the Yard Waste Site at the City Services Building on Tullar Road (Map 6-3). On even months, the City collects large items and non-appliances metal items. Residents are able to drop off E-waste<sup>10</sup> twice a year at the City Services Building. The Yard Waste site is open from 7 am to 5 pm on Monday through Friday for resident to drop off yard waste materials and on Saturday mornings from May 7<sup>th</sup> through November 12<sup>th</sup>. The City operates a compost facility at the City Services Building and produces a good quality compost material that is used by the Parks and Recreation Department. Compost is available to Neenah residents for a fee.

Within the next five years, the City is planning to provide automatic curbside collection. No other major upgrades are currently planned.

## **Energy Supply and Transmission**

### ***Electricity***

***There are no major electrical transmission lines that run through the City of Neenah.*** However, American Transmission Company (ATC) owns and maintains an electrical transmission line in the area. A 138 kV transmission lies just west of the City of Neenah. It

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<sup>8</sup> Residential include multi-family buildings with up to 4 units per building.

<sup>9</sup> Includes the counties of Winnebago, Brown and Outagamie.

<sup>10</sup> Electronics



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connects the Fond du Lac Area and points south, to the Appleton area and points north. Two substations, the Neevin and Woodenshoe are located to the west of the City (Map 6-2).

**According to ATC, there are no updates planned for the electrical transmission line in the next 10 years in Winnebago County<sup>11</sup>.**

**Wisconsin Electric Power Company (WE Energies) provides power to the City of Neenah.**

WE Energies, a subsidiary of Wisconsin Energy Corporation, serves over 1.1 million electric, natural gas and steam customers throughout Wisconsin and Upper Michigan. Portions of the towns of Clayton and Vinland are served by Wisconsin Public Service Corporation (WPS) (Map 6-2). WPS is owned by WEC Energy Group. It serves more than 450,000 electric customers and more than 326,000 natural gas customers in northeast and central Wisconsin and an adjacent portion of Upper Michigan.

There is no power generating sites in the City of Neenah. Near the City, the River Street Power Plant is located in the City of Menasha and has a generating capacity of 24.3 MW<sup>12</sup>. A natural gas power generation site owned by Wisconsin Power and Light, a subsidiary of Alliant Energy and is located by the Neevin substation.

### **Natural Gas**

**There is no natural gas transmission lines located in the City of Neenah.** However, ANR Pipeline Company (ANR) owns and maintains a natural gas transmission line in the area. Local natural gas distribution to the City of Neenah is provided by WE Energies. Portions of the towns of Clayton and Vinland are served by Wisconsin Public Service Corporation (Map 6-2).

### **Telecommunication Facilities**

#### **Telephone**

Residents in the City of Neenah have a number of choices for local phone service according to the Wisconsin Public Service Commission. Providers include Brown County Clec LLC (Nsight), Global Crossing Local Services Inc., MCI Metro Access Trans Services LLC (Verizon), McleodUSA Telco Services LLC (Windstream), Metropolitan Telecommunications of Wisconsin Inc. (Met Tel), Sage Telecom Communications LLC, TDS Metrocom LLC, US Xchange of Wisconsin LLC (Earth Link Business) and Wisconsin Bell Inc. (AT&T Wisconsin).

The advancement of telecommunications technologies, such as cell phones, has greatly increased the need for towers to provide receiving and sending capabilities. The federal government recognized this need with the passage of the Telecommunications Act of 1996.

**There are nine registered towers/antennas in the City of Neenah<sup>13</sup>** (Map 6-2): five towers in the City industrial park, one tower on top of the water tower near Cecil Street, one tower near ThedaCare Regional Medical Center, one tower south of CTH G and the last tower between Breezewood Lane and CTH G. An additional tower is located just north of Walmart in the Town of Neenah. Within the Town of Vinland, in close proximity to the City, there are six towers

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<sup>11</sup> ATC 2015 10 Year Assessment.

<sup>12</sup> [http://www.menashautilities.com/about\\_us/](http://www.menashautilities.com/about_us/)

<sup>13</sup> The nine towers are registered with the Federal Communications Commission. Towers that not registered are not discussed in this chapter.



located near the Southwest corner of CTH G and STH 76. Additional towers in the Town of Neenah include a tower south of CTH G near Kappell Drive and two towers near Fieldcrest Drive. In the Town of Clayton, there is one tower located east of STH 76 and north of Breezewood Lane. All towers are registered with the Federal Communications Commission (FCC). While other towers exist in the City of Neenah, and surrounding communities, these towers are not licensed.

### **Internet**

Due to the proliferation of internet service providers (ISP), area residents can choose from several national and local ISP's. Broadband or high-speed internet is available in the City of Neenah. Fixed broadband includes all wireless and fixed wireless technologies. Speeds are available at 50 - 100 Mbps for fixed wireline and wireless download and 3 - 6 Mbps for upload speeds through Time Warner Cable.<sup>14</sup>

### **Parks and Recreation Facilities**

#### ***The City of Neenah maintains a system of park and recreational facilities and programs.***

Residents in the City of Neenah are proud of and value the City's park system. However, it is important to recognize the existence of other facilities in the public and private sector that help meet the needs of the citizens of Neenah. This report looks at public, outdoor based park and recreational facilities. Publicly owned facilities within the City are owned and maintained by both the City of Neenah and the Neenah Joint School District.

#### **Park Site Standards**

Standards have been developed to help gauge how well various levels of government as well as the private sector are doing in meeting their responsibility of providing outdoor recreational facilities. These guidelines suggest that a total of 10 acres of open space be available for each 1,000 residents in a community. The standard is just that, a useful measuring tool to see how much land should be available for a resident for recreational use now and in the future. Definitions and minimum standards based on the *State of Wisconsin's Comprehensive Outdoor and Recreation Plan (SCORP 2011-2016)* is below. However, the SCORP minimum standards are merely guidelines, every community has different situations and demands that should be considered.

According to the 2010 U.S. Census, there are 25,501 residents within the City of Neenah. Neenah therefore needs to provide 255 acres of recreational space for its current residents. **383.31 acres is currently available** with Memorial Park and Carpenter Preserve constituting most of this acreage at 105 and 102.13 prospectively<sup>15</sup>. Based on the 10 acre /1,000 capita standard, **the City has adequate recreational space for its population base with a current surplus of 123.31 acres.** Based on population projections, a surplus of 93.61 acres would still exist in 2040 if the City does nothing to acquire any land between now and then<sup>16</sup>. However, just because the minimum standard for open space has been exceeded, this does not mean that there may not be a need either now or in the future for more of a different type and/or use

<sup>14</sup> <http://www.broadbandmap.wisconsin.gov/>

<sup>15</sup> *City of Neenah Outdoor Recreation Plan 2015-2019.*

<sup>16</sup> The Wisconsin Department of Administration estimates that by 2040, the population of the City of Neenah will be 28,970. Therefore a total of 290 acres will be required.

that is not being provided. While maintaining, developing, and improving the parks the City currently owns should be its number one priority in accommodating its residents, a resident should also have the ability to walk and / or bike to a park within a half mile radius of their house without any major road or intersection barriers (see Land Needs below).

### **Park Classifications**

The following classifications are derived from the 2011-2016 Wisconsin Statewide Comprehensive Outdoor Recreation Plan– Appendix E, and the Park, Recreation, Open Space and Greenways Guidelines – A project of the National Recreation and Parks Association and the American Academy for Park and Recreation Administration. They have been modified to fit local conditions<sup>17</sup>.

**Neighborhood Park.** A Neighborhood Park is the basic unit in the park system. By size, program and location, it provides space and recreational activities for the immediate neighborhood in which it is located. The park serves a neighborhood within a ¼ to ½ mile radius, uninterrupted by non-residential roads and other physical barriers. However the distance from this neighborhood will vary depending on urban development patterns, zoning, and densities in the respective neighborhoods being served. Since parks serve the local neighborhood, efforts should be made to allow easy pedestrian access. Neighborhood parks range in size from 1 to 20 acres. The following parks are classified as Neighborhood Parks:



Douglas Park

- Baldwin
- Bill Miller
- Castle Oak
- Cook
- Douglas
- Doty
- Great Northern
- Green
- Laudan
- Liberty
- Quarry

**Community Park.** Community Parks serve a broader purpose than neighborhood parks. The focus for a community park is on meeting community-based recreation needs, as well as preserving unique landscapes and open spaces. This type of park serves multiple neighborhoods within a 2 to 3 mile radius, or when offering unique features, serves the entire

<sup>17</sup> City of Neenah Outdoor Recreation Plan 2015-2019.

City. They are usually located adjacent to collector streets for easy vehicle access. Community parks are usually 20 or more acres in size. The following parks are classified as Community Parks:

- Riverside
- Southview
- Washington
- Memorial



Riverside Park



Wilderness Park

**Natural Resource Areas.** Natural resource areas are lands set aside for preservation of significant natural resources, remnant landscapes, open spaces and visual aesthetics. Service areas vary, and these areas may serve both City residents and residents from nearby communities. Natural Resource Areas vary in size. The following areas are classified as natural areas:

- Arrowhead Park
- Carpenter Preserve
- Herb & Dolly Park
- Island Park
- Wilderness Park
- Fresh Air Park

**Special Use Parks.** Special Use Parks cover a broad range of parks and recreation facilities oriented toward a single-purpose use. The service area and size varies and is dependent on the specific use. The park may serve both City residents and residents from other nearby communities.

The following parks are classified as Special Use Parks:

- Archery Range
- Doty Park Boat Launch
- Kimberly Point
- Shattuck
- Skatepark
- Rec Park Boat Launch & Swim Pool



Shattuck Park

### Current Recreational Facilities

The City of Neenah Park and Recreation Department and the Neenah Joint School District own and maintain a number of park and recreation facilities. Table F-1 (Appendix F) provides a listing of existing park and recreation facilities owned and maintained by the Neenah Park and Recreation Department. **The City currently owns 25 public parks** (Map 6-3). Two parks: Castle Oak and Carpenter Preserve are currently under development, while Liberty and Arrowhead parks are undeveloped. Amenities within the parks include shelters that are available for public rental, restrooms, picnic tables, grills, flowerbeds, paved trails, woods / nature areas, open space, playground equipment, ball diamonds,<sup>18</sup> soccer fields, tennis courts, volleyball courts, basketball courts, ice rinks, sledding hills, boat launches, boat stalls and fishing decks. Other park amenities include Doty Cabin, the historical home of Governor James Duane Doty; Whiting Boathouse, a gift from George Whiting, as a location to house the City’s police boat; and the Neenah Pool. The Green is Neenah’s oldest park. It predates the incorporation of the City and was established in 1843 as a way to preserve a grassy meadow in the Village.<sup>19</sup>

Table 6-2 provides a listing of Neenah Joint School District recreational facilities. Amenities on school property include: playgrounds, ball diamonds, soccer fields, tennis courts, volleyball courts, football fields, tracks and a swimming pool.

**Table 6-2: Neenah Joint School District Recreational Facilities**

Name	Playgrounds	Ball Diamonds	Soccer Fields	Tennis Courts	Volleyball Courts	Basketball Courts	Football - Full	Football - Practice	Tracks
Coolidge Elementary School	1		1			2			
Hoover Elementary School	1		1			1			
Horace Mann Middle School	1					3	1		1
Lakeview Elementary	1		2			3			
Neenah High School		2	2	8	4	2	1	2	1
Roosevelt Elementary School	1					1			
Shattuck Middle School		2		6		1	1	1	1
Taft Elementary School	1		*			1			
Tullar Elementary School	1		2			1			
Washington Elementary School	1					1			
Wilson Elementary School	1					1			
<i>Source: City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019</i>									
* Temporary Facility									
Note: The Ivy Williams 6 tennis courts at Shattuck Middle will be rebuilt and reopened in 2017.									

<sup>18</sup> Softball and baseball

<sup>19</sup> The Parks of Neenah, by William E. Dunwiddie.



Special use facilities are explained in more detail below:

### **Archery Range**

A permanent range at the City Services Building was rebuilt in 2014 and includes a raised shooting platform, 6 targets and a paved access route.



Archery Range, City Services Building

### **Boating Facilities**

There are a number of boating facilities within the City. In addition, the Fox Valley Sailing School maintains a teaching facility at Rec Park. The Rec Park launch is used year round for lake access, including ice boating in winter. The following parks have boating facilities:

- Doty Park – 2 launch ramps
- Fresh Air Park – Ice access
- Herb & Dolly Smith Park – 1 launch ramp /1 ADA Kayak Launch
- Recreation Park – 5 launch ramps
- Shattuck Park - 4 docks / 1 pier / ADA Kayak Launch plus 32 boat stalls



Recreation Park

### **Fishing Facilities**

Accessible shoreline and piers are available for fishing at Doty, Herb and Dolly, Island, Kimberly Point, Recreation, Riverside and Shattuck Parks. Unimproved shorelines can be found at Baldwin and Washington Parks.

### **Ice Skating Rinks**

Three parks have outdoor ice skating rinks when weather permits. All have lights and provide supervision and warming shelters: Green Park, Memorial Park and Washington Park.

### **Skatepark**

Skatepark is designed with ramps, berms, boxes and other obstacles for use by skateboards, in-line skates and bikes.

### **Ski Trails**

The City grooms trails in the winter for cross country skiing. Trails are used by adults, after work on weekdays, when travel to a more extensive trails system is not practical. Trails are groomed at Memorial, Southview and Riverside parks. If time permits, trails are also groomed at Great Northern and Quarry parks.

### **Sledding Hills**

Sledding hills continue to be popular for sledding, tubing and snowboarding. Sledding hills are available in five parks: Memorial, Cook, Washington, Quarry and Island Park. Warming shelters are only available at Memorial and Washington parks.

### **Swimming Pools**

Two public swimming pools are located within the City of Neenah. The Neenah Pool, in Recreation Park, is an outdoor facility, designed primarily for recreation and instruction. It features a zero depth area, a 131' flume slide, a deep well with drop slide and one meter diving board, four lap lanes, concession stand, sand play area, volleyball court, and tetherball and park pong table. The Department runs a comprehensive swim lesson program. The High School Pool is an indoor facility designed primarily for instruction, competition and exercise.



Neenah Pool at Recreation Park

### **Trails (Off-Street)**

***The Neenah Trails System is made up of on-street***

***(Transportation Chapter, Appendix E, Map E - 4) and off-street trails.*** Paved trails are designed for use by bicycles, in-line skaters, runners and walkers. For more information, please see Chapter 5: Transportation.

### ***Land Needs***

***Even though the City has adequate recreational space for its population base and is projected to have a surplus of 93 acres by 2040, there are currently voids for a ½ mile walking distance for neighborhood parks.*** According to the City of Neenah Comprehensive Outdoor Recreation Plan, 2015-2019, another developed neighborhood park will be needed to serve the area<sup>20</sup> southwest of I-41/ Breezewood Lane and south of CTH G based on growth and road barriers to a recreational destination.<sup>21</sup> Other current underserved neighborhoods include the northwest corner of the City near Herb and Dolly Smith Park, the northeast corner of the City on Doty Island, the southwest part of the City in the Nature Trails Subdivision, and in Liberty Heights Subdivision with the undeveloped Liberty Park. As the City grows, additional neighborhood parks will be needed west of Memorial Park and south of CTH G. In addition the City should develop Castle Oak Park and Liberty Park. While school parks offer some amenities, these are not always accessible during a specific time of day.

### ***Facility Needs***

The composition of a community's population can provide insight into the need for emphasizing specific types of recreational opportunities. According to the 2010 U.S. Census, the City of Neenah's population shows a "young, middle-aged" based community. Therefore City facilities should be structured around family oriented activities. A Neenah city-wide parks and recreation survey was completed in 2013-2014. According to the survey,<sup>22</sup> the following facilities are needed now:

- Basketball Court

<sup>20</sup> Nature Trails Subdivision

<sup>21</sup> Level of service dictates that a park should be within a ½ mile walking distance of a neighborhood.

<sup>22</sup> City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019

- Bicycling (general)
- Hiking
- Pet Exercise
- Playground
- Running
- Swimming Lake
- Swimming Pool (Expansion)
- Walking

In addition, the *City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019* identified multiple upgrades to park and recreational facilities. This includes evaluating playground equipment at various parks for upgrades and ADA<sup>23</sup> compliance, numerous park shelter upgrades, signage installation, purchasing property near Cook and Douglas parks for expansion, shoreline restoration, trail construction, Liberty Park development, parking lot construction, and etcetera.

### ***Winnebago County Park and Recreational Facilities***

***There are no Winnebago County park and recreational facilities in the City of Neenah.***

### ***Private Park and Recreational Facilities***

**Bridgewood Golf Course.** The Bridgewood Golf Course is located at 1000 Cameron Way in the City of Neenah. This nine-hole golf course is open to the public (Map 6-3).



**Bridgewood Golf Course**

**Neenah-Menasha YMCA.** The Neenah-Menasha YMCA is located at 110 W North Water Street in the City of Neenah (Map 6-3). The YMCA was established in 1967 and is a 135,000 square foot facility. The facility has three pools, four racquetball courts, two gymnasiums, an indoor running track and other amenities.<sup>24</sup> It faces challenges with future expansions and providing adequate parking.

<sup>23</sup> The Americans with Disabilities Act (ADA) is a comprehensive civil rights law that prohibits discrimination on the basis of disability. The ADA requires that newly constructed and altered State and local government facilities, which include play areas, be readily accessible to, and usable by, individuals with disabilities. Source: Accessible Play Areas, *A Summary of Accessibility Guidelines for Play Areas*, U.S. Access Board.

<sup>24</sup> <http://www.ymcaofcities.org/ymca/facilities/nmy.aspx>

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## Cemeteries

**Oakhill Cemetery is the only cemetery located in the City of Neenah.** This cemetery has been owned and maintained by the City since 1848. It is one of the oldest municipal cemeteries in continuous operation in the county. It is located on Oakridge Road and I-41 and totals 43 acres. There is adequate space to accommodate projected needs for the next 100 years. The cemetery is an important resource for genealogy research and local history. The Neenah Historical Society holds an annual cemetery walk that celebrates local historic figures. Oak Hill maintains a veterans section and provides support for Memorial Day remembrance activities. In addition to managing the Oak Hill property, the City provides burial services to St. Margaret's Catholic Cemetery (Map 6-3).



Oakhill Cemetery

## Healthcare Facilities

### Hospitals and Clinics

**Neenah has two General Medical & Surgical Hospitals; ThedaCare Regional Medical Center – Neenah and Children's Hospital of WI – Fox Valley.** In addition, there are seven general medical hospitals within about 30 miles.<sup>25</sup> The seven General Medical-Surgical hospitals are St. Elizabeth Hospital (Appleton), ThedaCare Regional Medical Center - Appleton (Appleton), Aurora Medical Center (Oshkosh), Mercy Medical Center (Oshkosh), ThedaCare Medical Center – New London (New London), Calumet Medical Center (Chilton) and Agnesium HealthCare / St. Agnes Hospital (Fond du Lac). There is a total of 911 medical beds within 30 miles of the City, over half (530) are within the Fox Cities (Appendix F, Table F-2). Occupancy rates varied for the nine hospitals from 20.4 percent for ThedaCare Medical Center – New London to 62.4 percent for ThedaCare Regional Medical Center – Appleton. The hospitals provide varying levels of service, depending on their location and function. For example the more rural hospitals in Chilton and New London provide fewer areas of service than hospitals in the Fox Cities and Oshkosh. Most of the hospitals provide Acute Adult Medical – Surgery, Orthopedic, Acute Pediatric, Obstetrics and Mix Intensive Care, but only Mercy Medical Center in Oshkosh provides Burn Care. ThedaCare is currently exploring the potential of building a new regional hospital in the Fox Cities that would replace ThedaCare Regional Medical Centers in Neenah and Appleton. No decisions have been made and it is unknown if ThedaCare Regional Medical Center in Neenah will remain in the same capacity.

**City residents have readily available access to nearly 1,000 doctors, 200 dentists and five health maintenance organizations.**<sup>26</sup> Health care services are provided by ThedaCare Physicians, Aurora Health Center, Affinity Health System.

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<sup>25</sup> *Guide to Wisconsin Hospitals, FY2015. Publication Revised: September 14, 2016*

<sup>26</sup> <http://www.ci.neenah.wi.us/residents/lifestyle-culture/healthcare/>



### Nursing Homes

**Currently, there is one licensed nursing home within the City: Atrium Post Acute Care of Neenah at 125 Byrd Avenue with 120 beds.**<sup>27</sup> The Directory of Licensed Wisconsin Nursing Homes lists a total of 11 nursing homes in the Fox Cities, with a combined total of 1,112 beds. According to the Winnebago County Aging and Disability Resource Center, **there is a shortage of beds in locked units.**<sup>28</sup> **In addition, while there are sufficient nursing home beds in the Fox Cities, some facilities have long waiting lists.** As the population ages, additional capacity may need to be developed. The City should work with private eldercare providers to identify additional locations for these services, if needed.

### Childcare Facilities

With the increased prevalence of dual-income households, the importance of reliable and affordable childcare plays a critical role in maintaining the present economy. Under Wisconsin law, no person may provide care and supervision for 4 or more children under the age of 7 (not related) for less than 24 hours a day, unless that person obtains a license to operate a childcare center from the Wisconsin Department of Children and Families. The Department of Children and Families manages the child care licensing program. The program is accountable for the statewide licensure of Wisconsin's child care facilities. There are three different categories for state license child care: Licensed Family Care (up to 8 children usually in a person home), Licensed Group Centers (9 or more children, located somewhere other than a residence) and licensed Day Camps (seasonal programs usually outdoors). Certified Child Care is a voluntary form of regulation for those that are not required to be licensed. Provisional and regular certified family child care providers may care for up to 6 children. The purpose of the program is to promote the health, safety and welfare of children in licensed child care. The Department ensures that licensing requirements are met through on-going inspections of child care facilities.<sup>29</sup>

**Table 6-3: Childcare Facilities**

Facility	Number	Capacity
Licensed Group Centers	14	957
Licensed Family	6	48
Provisional Certified	2	6
Regular Certified	1	3
<b>Total</b>	<b>23</b>	<b>1,014</b>

Wisconsin Department of Children and Families.  
 Child Care Directories: Licensed & Certified,  
 Revised May 9, 2016.  
<http://dcf.wisconsin.gov/childcare/licensed/Index.htm>

<sup>27</sup> *Directory of Licensed Wisconsin Nursing Homes*, State of Wisconsin Department of Health Services, Updated on September 1, 2016.

<sup>28</sup> Personal communication, 10/4/16.

<sup>29</sup> <http://dcf.wisconsin.gov/childcare/licensed/Index.htm>

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**A total of 23 licensed, certified or regulated childcare facilities are located within the City of Neenah. These facilities have a combined capacity of 1,014 children** (Table 6-3).

According to the 2010 US Census, 3,615 children age 9 years or younger live in the City of Neenah. Approximately 1,806 or about half are under the age of 5.

## Public Safety and Emergency Services

### Police Service

#### Neenah Police Department

**The Neenah Police Department is located at 2111 Marathon Avenue and is a full service department that operates 7 days a week, 24 hours a day** (Map 6-3). Besides responding to complaints and investigating criminal activities, representatives from the police department also serve on community boards, youth councils, service clubs and more. Community interaction initiatives include Neighborhood Watch, Winnebago County Crimestoppers, police school liaison initiatives, bike patrol and various other community policing efforts.



Neenah Police Department

40 fulltime officers are employed by the department. In 2015, the department provided 1.56 sworn officers per 1,000 population.<sup>30</sup> In comparison, according to a police staffing study completed in 2015, the state average for similar size cities was 1.64 officers per 1,000 population.<sup>31</sup> Therefore Neenah provides fewer officers per 1,000 population than the state average.

The department has operated a K9 Program since 2012. Duties for the K9 team include drug detection, tracking, area searches, and officer protection and support. The K9 team has also proven to be great community educator, and is frequently called upon to make presentations for schools, service clubs, and private industry. In 2016, the department initiated a bike patrol as a way for patrol officers to better interact with Neenah residents.<sup>32</sup> The department operates special teams including the Neenah Police Honor Guard, Special Weapons and Tactics (SWAT) and the Tactical Team (TAC). The Honor Guard is a special ceremonial team who volunteer to represent the department at parades, official ceremonies, and funerals for law enforcement officers. The SWAT team is trained to respond to unusual, high risk and emergency situations. These officers come from various parts of the police department and must maintain a high level of work productivity, physical fitness, shooting ability and tactical knowledge. Finally, the TAC team complements the SWAT team and is used for crowd control.

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<sup>30</sup> The FBI Criminal Justice Information Services Division, Uniform Crime Reports, 2015, Table 78

<sup>31</sup> Police Executive Group Staffing Study, 2015.

<sup>32</sup> <http://www.postcrescent.com/story/news/local/2016/08/29/neenah-police-pedal-toward-better-relations/89102648/>

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Two School Liaison Officers work closely with the Neenah Joint School district. One officer works in the high school and the other officer works with the two middle schools. The School Liaison Officers assist when needed at the grade schools.

Wisconsin Emergency Police Services (EPS) Program provides law enforcement support and coordination of mutual aid in times of crisis.<sup>33</sup> Under the EPS program, the state is divided up into 7 EPS regions. Each region has a volunteer police services director. Winnebago County is part of the East Central Region. In the event of an emergency, the area director works with the State EPS Deputy Director to set up a mutual aid response with local, state and federal law enforcement agencies. The initiating county sheriff maintains authority over the situation and the response is to augment their forces with law enforcement officers from surrounding areas. In addition, the City of Neenah has a mutual aid agreement with most other Fox Cities communities. Officers are dispatched by the Winnebago County Communications Center (operated by the Winnebago County Sheriff's Office) to provide service to City emergency calls and to other communities, if needed.

Neenah Police Department works with other local and county departments in drug enforcement efforts and is part of the Lake Winnebago Area Metropolitan Police Enforcement (LWAM) Group. LWAM is made up of Law Enforcement officers from 20 Police and Sheriff Departments within Outagamie, Winnebago, Fond du Lac, and Calumet Counties. This multi-agency drug team is supervised by the State Department of Justice, Division of Criminal Investigation.

All officers are basic first aid trained to sustain life until an injured or sick individual can be transported to a medical facility. The Neenah Police Department is a member of the Fox Cities Victim Crises Response Team<sup>34</sup> which provides on-scene critical support to crime victims. The department also has a number of trained Crises Intervention Officers to address the needs of those with mental health challenges.

The cities of Neenah and Menasha have shared a municipal court since 2002. Municipal court is held about once per month in the Neenah Council Chamber. A truancy court is held at the Neenah High School.

The Neenah Police Department has the same number of sworn officers as in the 1970's. In the 1980's an additional sworn officer was added to the department, but this position was eliminated in about 2002 through reorganization. Since 1970, the City's population has increased by about 3,000 people<sup>35</sup> and reporting standards have changed significantly. According to a recent staffing study, the City of Neenah employs fewer sworn officers per 1,000 population than the state average for similar sized cities (see above). The building housing the police department was constructed in 1994 and contains about 24,900 square feet including garage space. Since the building was constructed, evidence storage requirements, especially those pertaining to DNA evidence has changed significantly. In order to meet storage needs, the department currently utilizes an offsite storage facility. **While the Neenah Police Department and facility is currently meeting the needs of the City, the Police Department employs fewer sworn**

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<sup>33</sup> <http://emergencymanagement.wi.gov/EPS/history.asp>

<sup>34</sup> The Fox Cities Victim Crises Response Team was created in 1992. 14 agencies are involved in the program that provides assistance and guidance to victims of crime to go beyond what an officer responding to a crime has time to provide.

<sup>35</sup> U.S. Census, 1970 and Wisconsin Department of Administration 1/1/2015 estimate.

**officers per 1,000 population than the state average and storage needs are increasing.** Therefore the City may want to look at staffing and storage needs.

### **Winnebago County Sheriff's Department**<sup>36</sup>

**The Winnebago County Sheriff's Department is located at 4311 Jackson Street in Oshkosh. In 2015 the department employed 133 fulltime officers.**<sup>37</sup> Winnebago County is divided into five geographic regions and deputies are assigned to the same area on a daily basis. The department operates 5 divisions: patrol, K9 Unit, detective, Winnebago Drug Enforcement Unit and corrections. It also operates 9 special teams: Honor Guard, S.W.A.T. Team, Tactical Response Unit, Motorcycle Patrol, Dive / Rescue Team, Snowmobile Patrol, Accident Reconstruction Team, Boat Patrol and Chaplains.

### **Correctional Facilities**

**The City of Neenah does not have an adequate facility to detain prisoners for long periods of time; therefore it depends on the Winnebago County Sheriff's Department and jail for support.** The Winnebago County Jail, located in Oshkosh, has an operational capacity of 320 inmates.<sup>38</sup> The average daily population (ADP) or average number of inmates held each day during one year is based upon a combination of admissions and the average length of stay. According to the Wisconsin Adult Jail Report, generally, when the ADP reaches 80 percent of maximum capacity, the facility is considered to be overcrowded. In 2015, the average daily population was approximately 275.19 per day (77.5 percent of capacity).<sup>39</sup>

### **Fire Services**

**The Neenah-Menasha Fire and Rescue (NMFR) was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department.**<sup>40</sup> The NMFR employs 68 people. This includes 5 five administrative staff, and 63 line staff that work 24-hour rotating shifts. Each shift has one Shift Commander, five Fire Officers, five Driver / Engineers, two Shift Inspectors / fire fighters and 8 fire fighters. Crew members staff four different fire stations within the cities of Neenah and Menasha.



Fire Station 31

**Two of the fire stations (Map 6-3) are located in the City of Neenah** and are described below:

**Fire Station 31.** Fire Station 31 is located at 1080 Breezewood Lane (Map 6-3). This facility was built in 1995 to accommodate the growth on the City's west side. The Fox Valley Technical College leased space from the City for their Regional Training Center until June of 2015. The

<sup>36</sup> Winnebago County Sheriff Office, 2015 Annual Report.

<sup>37</sup> The FBI, Criminal Justice Information Services Division, Uniform Crime Report, 2105, Table 80.

<sup>38</sup> Winnebago County Sheriff's Annual Report 2015.

<sup>39</sup> According to the Winnebago County Sheriff's Annual Report, the county jail is a 355 direct bed supervision facility with an operational capacity of 320 inmates. 355 inmates was used to calculate the percent of capacity.

<sup>40</sup> Neenah-Menasha Fire Rescue website, accessed 9/27/2016.



Regional Training Center was used by students pursuing a degree in Fire Protection. Engine 31 (E31), a 2005 Pierce Quantum engine / pumper is housed at this station. E31 holds 750 gallons of water and is capable of pumping 1,250 gallons per minute. It carries jaws equipment and responds if needed. Since FVTC is no longer utilizing this facility, it is larger than the NMFR currently requires. ***In the future, to reduce operational costs, the department may utilize land behind the current building to construct a smaller fire station.***



Fire Station 32

**Fire Station 32.** Fire Station 32 is located at 125 E. Columbian Avenue (Map 6-3). This facility was built in 1962 and renovated in 1998. This is the main facility and is used by the Chief and all support staff. Inspections are run out of this station. It also houses Boat 32 and Marine 3, which Winnebago County provides. Boat 32 is used for ice / water rescues and dive calls on lakes Winnebago and Little Lake Butte Des Morts. Marine 3 is used in the summer months for water rescues and dive calls on the two lakes. Engine 32 (E32), a 2008 Pierce Velocity Rescue Pumper is housed at this station. E32 holds 500 gallons of

water and is capable of pumping 1,250 gallons per minute. It carries jaws and responds if needed. Quint 32 (Q32) was purchased in 2014 and is a 2013 Pierce Dash CF custom chassis with a 105" steel aerial ladder. ***Fire Station 32 is currently meeting the needs of NMFR.*** Building maintenance is ongoing. In recent years the kitchen and concrete have been updated / replaced. Next year, the windows are going to be reset and other maintenance items will be completed.



Neenah Menasha Fire Rescue Engine 35

Fire Station 35 and 36 are located in the City of Menasha. Major equipment housed in the City of Menasha includes Engine 35 (E35), Engine 36 (E36) and Pumper 35 (P35). E35 is a 2015 Pierce Saber engine / pumper that holds 750 gallons of water. It is capable of pumping 1,500 gallons per minute and has a Husky 3 foam system. E36 is a 1998 Pierce Quantum engine / pumper that holds 750 gallons and is capable of pumping 1,250 gallons per minute. It carries jaws and

responds if needed. P35 is a 1997 Pierce Saber engine / pumper that holds 750 gallons of water and is capable of pumping 1,250 gallons per minute.

The NMFR has been operating a 15 member dive team since 2012. The dive team members are PADI Open Water & Dive Rescue International Ice Diving Operations and Dive Rescue I certified. In addition, NMFR responds to all types of fire, rescues from high / low angle confined space and trench incidents, and vehicle incidents.

NMFR has an auto aid agreement with the Appleton Fire Department. This means that when a call is received, the closest engine will respond. While this is typically for the Menasha portion of the service area, the Appleton Fire Department will respond in the City of Neenah. Additional

resources can be requested through the Mutual Aid Box Alarm System (MABAS). MABAS is a mutual aid measure used to deploy fire, rescue and emergency medical services in a multi-jurisdictional and/or multi-agency response.<sup>41</sup> Each county is a division of MABAS. Eight members of NMFR are also assigned to the *State of Wisconsin's Task Force 1*<sup>42</sup>; a specially trained group of responders who respond to building collapses state wide when occupants are trapped inside.

The Insurance Service Office (ISO) Incorporated collects information on municipal fire protection efforts throughout the United States.<sup>43</sup> Using the Fire Suppression Rating Schedule (FSRS), ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program doesn't meet ISO's minimum criteria. Virtually all United States insurers of homes and business property use ISO's Public Protection Classifications in calculating premiums. Therefore the price of insurance in a community with a good PPC is substantially lower than a community with a poor PPC. A community's PPC depends on (1) fire alarm and communication systems, including telephone systems, telephone lines, staffing, and dispatching systems; (2) the fire department, including equipment, staffing, training, and geographic distribution of fire companies; and (3) the water-supply system, including the condition and maintenance of hydrants, and a careful evaluation of the amount of available water compared with the amount needed to suppress fires. ***The Neenah-Menasha Fire and Rescue has a PPC classification of 2.***

***The Neenah-Menasha Fire Rescue is currently meeting the needs of the residents of Neenah.*** According to the 10 year Capital Improvement Plan, the City will need to purchase self-contained breathing apparatus (CBA) in 2019. In addition, the major equipment is about a 15 year replacement schedule. Therefore a new engine will need to be purchased in 2018. In the future, if the City expands south into the growth areas as defined by the 2003 boundary agreement, response times may increase. The department will also be looking at exploring ways to increase cooperation with its neighbors, contractual services may be one possibility.

### ***Emergency Management***

Neenah-Menasha Fire Rescue responds as first responders along with Gold Cross Ambulance. First responders are trained to provide initial care for patients. The role of the first responder is to assess the patient, provide basic life support such as airway control, CPR, automated external defibrillation (AED), bleeding and shock management, and splinting.<sup>44</sup> ***Gold Cross Ambulance provides paramedic-trained emergency and non-emergency medical care to the City of Neenah and throughout the greater Fox Cities.*** Residents with a medical emergency access services by dialing 911. Both a First Responder unit and an ambulance are dispatched to the scene by the county call center. First Responders provide back-up, as needed, for fires and other emergency situations.

***Gold Cross Ambulance houses two ambulances within the City of Neenah; one on Breezewood Lane and a second one at the ThedaCare Regional Medical Center.*** In

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<sup>41</sup> MABAS Wisconsin Home <http://mabaswisconsin.org/>.

<sup>42</sup> For more information, see the Wisconsin Task Force One Urban Search and Rescue at <http://wi-tf1.wi.gov/>

<sup>43</sup> <http://www.isomitigation.com/ppc/0000/ppc0001.html>

<sup>44</sup> <http://www.goldcross.org/>

addition, ThedaStar Air Medical<sup>45</sup> provides helicopter transports and transfers for trauma patients and critically ill patients. The helicopter is housed at the ThedaCare Regional Medical Center in Neenah and is available on a 24/7/365 basis. Response times vary based on the distance, however it takes about five to seven minutes from the time a call is received until lift off. The helicopter is able to cover about 25 miles in 10 minutes.

### **Winnebago County Communications Center**

The Winnebago County Communications Center is operated by the Winnebago County Sheriff's Office. The Winnebago County Communications Center handles all 911 calls for law enforcement, fire and emergency medical service providers.

### **Fox Comm**

Fox Comm is a regional partnership for public safety communications within Winnebago, Calumet and Outagamie counties. Over 25 law enforcement agencies, 57 fire, 29 EMS districts and three 9-1-1 communications centers are represented through the three-county consortium.

**Winnebago County Emergency Management.** The Winnebago County Emergency Management Office (WCEMO) is charged with coordinating response and recovery in the event of natural or technological disasters, county-wide. The *Winnebago County Natural Hazards Mitigation Plan: 2015-2019 5-Year Update*, provides a unified plan of action to mitigate the effects of hazards on property, people, and assets.

### **Library**

***The City of Neenah's Public Library is located at 240 E Wisconsin Avenue and is part of the Winnefox Library System*** (Map 6-3). The Winnefox Library System is one of 17 public library systems in the state.<sup>46</sup>

Library systems are designed to provide expanded library service to more people without making additional large expenditures. Libraries receive the majority of their revenue from the local municipalities and the County. The beginning of the Neenah library can be traced back to February 20, 1882, when a group of citizens called the Neenah Library Association organized a subscription library.<sup>47</sup> The public library and reading room was established on April 1, 1884 by the Common Council. The current library opened in June of 2000.



**Neenah Public Library**

Over the years, the library facility and services have evolved to meet the changing needs of City residents and for those in surrounding areas. The library provides a multitude of services to the community including meeting rooms; equipment lending such as a 3D printer, e-readers and iPads, Ukuleles and even baking pans; downloadable audiobooks, e-books and magazines;

<sup>45</sup> <https://www.thedacare.org/For%20Medical%20Professionals/ThedaStar.aspx>

<sup>46</sup> <http://dpi.wi.gov/pld/directories/systems>

<sup>47</sup> <http://www.neenahlibrary.org/aboutus>

home delivery service; special events for adults, teens and kids; access to the internet; and reference assistance to name a few.

A ten-member board provides policy assistance. The Friends of Neenah Public Library is a non-profit volunteer organization committed to meeting the needs of the library.

Service targets for libraries are based on quantitative standards contained in the Wisconsin Public Library Standards. These standards are based on the population served and vary for a community in regard to municipal population versus total service population (Table 6-4). Standards are established at four levels of effort: basic, moderate, enhanced and excellent. Local libraries can establish service targets by selecting the appropriate level of effort to apply to each standard, or use the levels to plan for improvements over a period of time. Where feasible, libraries should strive to provide a minimum of a basic level of service. Standards have been set on a per capita basis for the following criteria: volumes (print) owned, periodical titles received, audio recording held, video recordings held, public use internet computers, hours open per week, full time equivalent staff, total collection size, and material expenditures. **The Neenah Public Library provides enhanced and excellent levels of service based on its municipal population.** With the exception of number of fulltime equivalent staff and volumes held, the Neenah Public Library provides mostly enhanced and excellent service levels.

**Table 6-4: Public Library Statistical Data**

	Neenah Public Library		
	Number	Level of Service	
		Municipal Population	Service Population
Municipal Population	25,833		
Total Service Population	51,870		
FTE Staff	22.1	Enhanced	<Basic
Volumes Held (Print)	148,527	Enhanced	Basic
Periodical Titles Received (Print)	351	Excellent	Enhanced
Audio Recordings Held	23,966	Excellent	Excellent
Video Recordings Held	37,011	Excellent	Excellent
Public Use Internet Computers	40	Excellent	Moderate
Hours Open /Week (Winter)	69	Excellent	Enhanced
Material Expenditures	333,886	Excellent	Excellent
Collection Size (Print, Audio, Video)	209,855	Excellent	Enhanced

Source: Wisconsin Public Library Standards, Fifth Edition, 2010.  
 ([http://pld.dpi.wi.gov/pld\\_standard](http://pld.dpi.wi.gov/pld_standard)); 2014 Wisconsin Public Library Service Data-Final;  
<http://www.owlsweb.org/141/standards>

The library has seen a slight overall decline in circulation, as have libraries nationwide. However, the library is also seeing a number of other emerging trends, including a greater number of people of all ages attending free programs, classes, workshops, and utilizing free services at the library, e.g., public Wi-Fi, legal assistance clinics, proctoring, faxing and scanning, etc. The demand for the library’s public meeting space continues to increase. The Children’s Department has seen significant growth in program attendance and participation. Currently, an enlarged and enhanced dedicated area for teens is needed. This was not an



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anticipated need when the library was built, but has emerged in recent years. The library offers community outreach for all ages, and has expanded offerings to seniors in retirement communities. In the future, the library will continue to modify its service model to accommodate the changing needs and wants of Neenah residents.

## Schools

The quality of schools within the Neenah Joint School District plays a critical role in its ability to attract and retain families, and help build a stronger economy through an educated workforce.

### *Neenah Joint School District*

***The Neenah Joint School District (NJSD) provides education to the City of Neenah, Village of Fox Crossing, Town of Neenah and part of the towns of Clayton and Vinland*** (Map F-2, Appendix F). The District's 6,631<sup>48</sup> students attend one of 13 schools: Clayton Elementary School, Coolidge Elementary School, Hoover Elementary School, Lakeview Elementary School, Roosevelt Elementary School, Spring Road Elementary School, Taft Elementary School, Tullar Elementary School, Washington Elementary School, Wilson Elementary School, Horace Mann Middle School, Shattuck Middle School, Neenah High School, Alliance Charter School, Neenah High School Downtown Campus and Transitional Education Center (TEC). ***Currently, 11 schools within the NJSD serve students residing in the City of Neenah.*** The Clayton and Spring Road Elementary Schools serve areas outside of the City. According to the District, the schools are currently nearing capacity. However, with the exception of the last two years, enrollment has remained flat. Last year the district saw an increase in enrollment as a result of implementing the pre-kindergarten program. This year the district saw an increase in kindergarten and first grade. However, it is too soon to determine if the district is seeing a long-term enrollment increase or if this is an isolated occurrence. In the future, if enrollment continues to increase at the elementary level, the district may consider expanding Horace Mann Middle School and adding 5<sup>th</sup> grade. This would free up space in the 10 elementary schools. The District also owns undeveloped parcels in the district that could be used for new schools. One parcel on the City's west side could be used as a new middle school if enrollment continues to increase. The District will continue to monitor school enrollment and district census numbers and will continue to plan for new facilities as they are needed.

In 2014, the Neenah Joint School District had a student to teacher ratio of 16.6. In comparison, all K-12 school districts in Wisconsin averaged 15.0 students per teacher. Actual per student expenditures for the 2012-13 school year was \$10,702.<sup>49</sup> The amount is lower than the state average for all K-12 school districts (\$11,811).

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<sup>48</sup> Neenah Joint School District personal communication.

<sup>49</sup> Includes pupil services, instructional support, administration, building and grounds, pupil transportation, and capital expenditures/debt)

Neenah Public Schools serving Neenah residents are described below:



Coolidge Elementary School

**Coolidge Elementary School.**<sup>50</sup> Coolidge Elementary School, home of the Cougars, is located at 321 Alcott Drive in Neenah. It was built in 1962 and has undergone several additions (Map 6-3). The school serves an area bordered by Cecil Street on the north, Bell Street on the south and Harrison Street on the west. This kindergarten through 5<sup>th</sup> grade building had a 2015-2016 enrollment of 364 students (Appendix F, Table F-3). Coolidge is true neighborhood school. Most students walk to school and the playground is a gathering place for families all year round.

**Hoover Elementary School.**<sup>51</sup> Hoover Elementary School, home of the Huskies was built in 1953 and was expanded in 1996. The school is located at 950 Hunt Avenue in Neenah in a blended single-family / multi-family neighborhood (Map 6-3). The school serves an area bordered by Winneconne Avenue on the north, Harrison Street on the east, Breezewood Lane / Bell Street on the south and Meadow Lane / Tullar on the west. This 4 and 5 year old kindergarten to 5<sup>th</sup> grade school had a 2015-2016 enrollment of 253 students (Appendix F, Table F-3).



Hoover Elementary School



Lakeview Elementary School

**Lakeview Elementary School.**<sup>52</sup> Lakeview Elementary School, home of the Lasers, was built in five phases between 1858 and 1968. The school is located at 1650 S. Commercial Street in the City of Neenah (Map 6-3). It serves the southern part of the City (south of W. Bell Street / Breezewood Lane) and part of the Town of Neenah. This kindergarten through 5<sup>th</sup> grade building had a 2015-2016 enrollment of 360 students (Appendix F, Table F-3). This school was initially built in the country, over the years the City has slowly been growing toward the school. In 1983 the school was closed due to

low enrollment, but reopened in 1988. Today the school is one of the district's larger elementary schools, drawing students from rural areas, new subdivisions and apartment complexes.

<sup>50</sup> <http://www.neenah.k12.wi.us/schools/coolidge/>

<sup>51</sup> <http://www.neenah.k12.wi.us/schools/hoover/>

<sup>52</sup> <http://www.neenah.k12.wi.us/schools/lakeview/>

**Roosevelt Elementary School.**<sup>53</sup> Roosevelt Elementary School, home of the Rocketeers, is located at 215 E. Forest Avenue on Doty Island (Map 6-3). It was constructed in 1923 out of classic red brick. Enrollment has traditionally been small and some fourth generation families are now attending the school. This school only serves the Neenah portion of Doty Island. In the 2015-2016 school year, enrollment for this kindergarten through 5<sup>th</sup> grade school was 113 (Appendix F, Table F-3).



Roosevelt Elementary School /  
Alliance Charter Elementary

**Alliance Charter Elementary School.**<sup>54</sup> Alliance Charter Elementary School is located at 215 E. Forest Avenue. This kindergarten through 5<sup>th</sup> grade charter school is run by the Neenah Joint School District and had an enrollment of 116 in the 2015-2016 school year (Appendix F, Table F-3). Alliance's mission is to provide an active, multi-age learning environment utilizing the best practices of Montessori learning along with keyboarding.



Taft Elementary School

**Taft Elementary School.**<sup>55</sup> Taft Elementary School, home of the Timberwolves, is located at 133 S. Western Avenue (Map 6-3). This school serves an area bordered by I-41 on the west, W. Prospect Avenue on the north, Winneconne Avenue on the south and Little Lake Butte des Morts on the east. This school was constructed in 1956 and additions were added in 1970 and 1996. This school serves four year old kindergarten to 5<sup>th</sup> grade and had an enrollment of 209 students in the 2015-2016 school year (Appendix F, Table F-3).

**Tullar Elementary School.**<sup>56</sup> Tullar Elementary School, home of the Tigers, is located at 925 Tullar Road (Map 6-3). This school serves the residents on the west side of the City as well as residents in the towns of Neenah and Clayton. Generally this irregular service area includes the land north of Breezewood Lane, south to CTH II and west of I-41 (it stops short of Center Road in the Town of Clayton). Tullar School has been on the same site for more than 130 years, though the current building date back to the 1950's. This school was originally called the Town of Neenah School, after the farmer who donated the land for the school. The school serves kindergarten to 5<sup>th</sup> grade and had an enrollment of 209 in the 2015-2016 school year (Appendix F, Table F-3).



Tullar Elementary School

<sup>53</sup> <http://www.neenah.k12.wi.us/schools/roosevelt/>

<sup>54</sup> Wisconsin Charter Schools Yearbook, 2015-2016 Wisconsin Department of Public Instruction.

<sup>55</sup> <http://www.neenah.k12.wi.us/schools/taft/>

<sup>56</sup> <http://www.neenah.k12.wi.us/schools/tullar/>

**Wilson Elementary School.**<sup>57</sup> Wilson Elementary School, home of the Wildcats, is located at 920 Higgins Avenue (Map 6-3). This school is considered a neighborhood school and most students walk to school. The school serves an area generally north of Cecil Street and east of Harrison Street. Second generations attend this school that was built in 1949 and expanded in 1953, 1993 and 2004. The school serves 4 year old kindergarten to 5<sup>th</sup> grade and had an enrollment of 307 in the 2015-2016 school year (Appendix F, Table F-3).



Wilson Elementary School

**Horace Mann Middle School.**<sup>58</sup> Horace Mann Middle School, home of the Rockets, is located at 1021 Oak Street (Map 6-3). All students in Neenah attend Horace Mann in the 6<sup>th</sup> grade. In 2015 Horace Mann hosted the first group of 5<sup>th</sup> grade students in the Magnet Gifted and Talented (GT) program. In 2016, this program was expanded to include 4<sup>th</sup> grade students. Horace Mann educates 6<sup>th</sup> grade students using the house concept to create schools within the school. Horace Mann currently has four houses or teams, and each team has approximately 115 students. In the 2015-2016 school year, enrollment was 19 students in 5<sup>th</sup> grade Magnet GT and 496 students in 6<sup>th</sup> grade (Appendix F, Table F-3).



Horace Mann Middle School



Shattuck Middle School

**Shattuck Middle School.**<sup>59</sup> Shattuck Middle School, home of the Rockets, is located at 600 Elm Street in the heart of historic Neenah (Map 6-3). All students in Neenah attend Shattuck Middle School in the 7<sup>th</sup> and 8<sup>th</sup> grades. The school was constructed in 1928 and originally served as the City's high school. The building has been renovated five times beginning in 1953. In the 2015-2016 school year, enrollment was 953 students (Appendix F, Table F-3).

<sup>57</sup> <http://www.neenah.k12.wi.us/schools/wilson/>

<sup>58</sup> <http://www.neenah.k12.wi.us/schools/horacemann/>

<sup>59</sup> <http://www.neenah.k12.wi.us/schools/horacemann/>



**Neenah High School.**<sup>60</sup> Neenah High School, home of the Rockets, is located at 1275 Tullar Road (Map 6-3). The school consists of three buildings; the Neil Armstrong building (south, built in 1972), the James B. Conant building (north, formally a middle school and built in the 1965) and the link (built in the 1996 to connect the two buildings). All students in the City of Neenah attend 9<sup>th</sup> through 12<sup>th</sup> grade at the Neenah High School. The high school's eight-lane pool annually hosts WIAA sectional swimming and diving meets, and is used by the public for open swim and swimming lessons. Pickard Auditorium seats 1,400 and venue for student and community concerts and drama productions. Einerson Fieldhouse seats 3,200 and features a six-lane indoor track with four full basketball / volleyball courts. In 2015, the school has an enrollment of 1,961 students (Appendix F, Table F-3).



Neenah High School



Washington Early Learning Center

**Washington Early Learning Center.**<sup>61</sup> Washington Early Learning Center is home to the Little Rockets and is located at 220 E. Franklin Avenue (Map 6-3). The school is located in the heart of the City and is situated on one of the oldest sites of the Neenah School District. The present school was constructed in 1976 and replaced the original city school built in 1875. Between 1976 and 2008, the Washington School operated as an elementary school. In the fall of 2014, Washington School was reopened as the new Early Learning Center. In 2015, the school district initiated a four year old kindergarten program and placed this program at Washington School.

In 2016, UW-Oshkosh Head Start program opened two classrooms in the Washington School site. In the 2015-2016 school year, enrollment at the school was 360; this included 39 students in the pre-kindergarten program (Appendix F, Table F-3).

In addition to the schools mentioned above, the Neenah High School Downtown Campus, housed at the Boys and Girls Brigade (109 W Columbian Avenue) is used as an alternative path towards a high school diploma for at-risk-students. The Neenah TEC program is for students, age 18-21 years old, who have completed their academic program but still have transition goals to work on. Students in the TEC program go to either the Neenah High School or the Community Services Building.

### Private Schools

Private schools provide choice to Neenah resident and play an important role in the City. **Eight private parochial schools serve residents of the NJSD.**<sup>62</sup> Fox Valley Christian Academy, Martin Luther Evangelical Lutheran Grade School, New Hope Christian School, Saint Gabriel

<sup>60</sup> <http://www.neenah.k12.wi.us/schools/high/>

<sup>61</sup> <http://www.neenah.k12.wi.us/schools/washington/>

<sup>62</sup> While other schools may exist in the City of Neenah, these are the schools listed on the DPI website for the NJSD.

Grade School, Saint Margaret Mary Grade School, Saint Mary Catholic High School, Saint Mary Catholic Middle School and Trinity Lutheran Grade School. About 1,500 students attend private schools in the Neenah Joint School District (Appendix F, Table F-3).

Private schools in the district include pre-kindergarten to 12<sup>th</sup> grade instruction. The following private parochial schools are located in the City of Neenah: Fox Valley Christian Academy, Martin Luther Evangelical Lutheran Grade School, Saint Gabriel Grade School, Saint Margaret Mary Grade School and Trinity Lutheran School.

**Fox Valley Christian Academy.**<sup>63</sup> The Fox Valley Christian Academy (pre-kindergarten through 8<sup>th</sup> grade) is located at 1450 Oakridge Road (Map 6-3) and is part of the Calvary Bible Church campus. The school was established in 1977 and moved to its current location over 20 years ago. Enrollment in the 2015-2016 school year was 193 students (Appendix F, Table F-3). While the school has no plans for expansion, the church will be expanding in the future. However, the current site will accommodate this expansion.<sup>64</sup>



Fox Valley Christian Academy



Martin Luther Evangelical Lutheran Grade School

**Martin Luther Evangelical Lutheran Grade School.** Martin Luther Evangelical Lutheran Grade School (pre-kindergarten through 8<sup>th</sup> grade) is located at 807 Adams Street and shares a site with the Martin Luther Lutheran Church (Map 6-3). Enrollment in 2015 was 106 students (Appendix F, Table F-3).

**Saint Gabriel Grade School.** Saint Gabriel Grade School (pre-kindergarten through 5<sup>th</sup> grade) is located at 900 Geiger Street in Neenah (Map 6-3). This school is one of five Saint Mary Catholic Schools located in the Neenah and Menasha area.<sup>65</sup> Saint Mary Catholic Schools are part of the Wisconsin Parental Choice Program. Enrollment during the 2015-2016 school year was 156 (Appendix F, Table F-3).



Saint Gabriel Grade School

<sup>63</sup> <http://foxvalleychristianacademy.org/>

<sup>64</sup> Personal conversation, Fox Valley Christian Academy, September 29, 2016.

<sup>65</sup> <http://smcatholicsschools.org/about-us/our-facilities/>



Saint Margaret Mary Grade School

**Saint Margaret Mary Grade School.** Saint Margaret Mary Grade School (pre-kindergarten through 5th grade) is located at 610 Division Street in Neenah (Map 6-3). The school is located near The school is one of five Saint Mary Catholic Schools and is part of the Wisconsin Parental Choice Program. Enrollment during the 2015-2016 school year was 237 (Appendix F, Table F-3).

**Trinity Lutheran Grade School.** Trinity Lutheran Grade School (pre-kindergarten through 8th grade) is located at 410 Oak Street (Map 6-3). The school is located near Trinity Lutheran Church. Enrollment during the 2015-2016 school year was 99 (Appendix F, Table F-3).



Trinity Lutheran School

### ***Post-Secondary Education***

***The City of Neenah does not have any institutions of higher education.*** The University of Wisconsin system operates three campuses within a 50 minutes' drive of the City of Neenah. These campuses include: UW-Oshkosh, UW-Fox Valley, UW-Green Bay and UW-Fond du Lac. UW-Oshkosh and UW-Green Bay offer academic and professionally oriented bachelors and master degrees in a wide range of fields. UW-Fox Valley and UW-Fond du Lac primarily offer two-year associates degrees, and is designed to act as a transition between high school and one of the UW four year campuses.

Private Colleges such as Lawrence University in Appleton, Marion College in Fond du Lac, Ripon College in Ripon, and Saint Norbert College in De Pere offer bachelor's degrees in a variety of disciplines.

The state is covered by 16 multi-county vocational technical and adult education districts which are organized on a regional basis and financed primarily by local property taxes. These districts tend to follow school district boundaries rather than county lines. ***The City of Neenah is a part of the Fox Valley Technical College district.*** Curricula in the technical schools are usually geared toward an area's particular needs. Typically a student may choose from among a two-year highly technical associate degree program, a two-year vocational program, a one-year vocational program, and a short-term program.



## Other Municipal Buildings

### Government Facilities

**City Hall.** The **Neenah City Hall is located at 211 Walnut Street** and was constructed in 1979 (Map 6-3). It houses the following departments: Assessors Office, City Clerk, Finance, Information Systems, Parks and Recreation, Public Works, City Attorney, Community Development, Human Resources and Safety and Mayor. Municipal Court, the Council Chamber and meeting rooms are also located in the building. In the mid 2000's, the City began updating the office spaces and Council Chamber. Energy efficient heating and cooling controls and lighting was also installed. **Currently the building provides enough space to accommodate City operations and there are no current plans for major expansion or updates.**



City Hall



City Services Building

**City Services Building.** The **City Services Building is located at 1495 Tullar Road on the city's southwest side** (Map 6-3). The building was constructed in 1991 and functions as drop off center for yard waste and large bulky items<sup>66</sup>. It also houses City maintenance equipment. Recent additions include a wash bay on the westside. About four years ago, a salt storage shed was constructed on the site and a 50,000 kWh/yr solar awning system was added on the south side of the garage.

**Currently, the facility is meeting current needs and there are no plans for further expansion.**

**City Garage (Old).** The old City Garage is located at 333 W. Cecil Street. The building dates back to the early 1950's and is used to store field supplies for the public works department. It also houses the "Kids Car Club" and the Youth Go Haunted House. Residents are able to drop off used oil for recycling as well as pick up compost and woodchips.

<sup>66</sup> Bulky items include large items and non-appliance metal items. Appliances such as refrigerators, freezers, air conditioners, dehumidifiers and microwaves are not collected, nor can they be dropped off at the City Service Building.



**Post Office.** The **Post Office is located at 130 W Franklin Avenue in Neenah** (Map 6-3). The Postal Service leases the building. Residents are also able to utilize postal facilities at the Pick n Save grocery store on S. Commercial Street, Festival Foods on Green Bay Road and Grand Central Station on Jacobsen Road. The Post Office houses both Neenah and Menasha postal workers. Currently there about 80 employees that utilizes this facility. Mail is delivered to customers in the cities of Neenah and Menasha, the Village of Fox Crossing and the town of Neenah. Mail is also delivered to parts of the towns of Clayton and Vinland as well. **The current postal facility needs updates to its heating and air conditioning systems, but is meeting the needs of the community. There are no plans for expansion.**



Neenah Post Office

### KEY UTILITIES AND COMMUNITY FACILITIES SUMMARY POINTS

- The City of Neenah is part of the Neenah-Menasha Sewer Service Area.
- Neenah's collection system consists of approximately 120 miles of sewer mains and eight lift stations.
- The Neenah-Menasha Sewerage Commission has sufficient capacity remaining at the wastewater treatment facility to serve the City growth areas.
- The Cumings Lane Lift Station (in the Town of Neenah) is over capacity.
- The remainder of the sanitary collection system has sufficient capacity to serve projected growth through the life of this plan.
- Portions of five town sanitary districts are located within the City's three-mile extraterritorial area
- Private on-site wastewater treatment systems, or POWTs, serve areas (not identified above) within 3.0 miles of the City in the unincorporated areas.
- The City of Neenah maintains a stormwater system and inventory map.
- The City has developed a Stormwater Management Plan and created a Stormwater Utility (approved in 2003) to fund the structural and operational best management practices (BMPs) required to comply with the City's MS4 permit and TMDL limits.
- There are currently no drainage districts within a 3-mile radius of the City of Neenah.
- The City of Neenah has a municipal water system that relies on surface water as the source of its water supply.
- The Neenah treatment plant is designed for a capacity of 12 MGD.
- The City has two elevated storage tanks; the Cecil Street water tower (1,500,000 gallons) constructed in 2004 and the Industrial Park water tower (500,000 gallons) constructed in 1997.
- According to the City, the water system is operating at about 50 percent and has adequate capacity to meet current and future demands over the life of the plan.
- If the City annexes land within the north and west growth areas, an elevated tank or booster station will be needed to increase water pressure.
- In addition, Neenah, like many other communities, is experiencing limited high lead concentrations in their drinking water due to older lead laterals.
- Private wells serve properties in the unincorporated 3-mile radius of the City of Neenah.

- 
- The City of Neenah collects residential solid waste and recyclable material on a weekly basis.
  - There are no major electrical transmission lines that run through the City of Neenah.
  - According to ATC, there are no updates planned for the electrical transmission line in the next 10 years in Winnebago County.
  - Wisconsin Electric Power Company (WE Energies) provides power to the City of Neenah.
  - No natural gas transmission lines are located in the City of Neenah or within the City's extraterritorial area.
  - There are nine towers/antennas in the City of Neenah.
  - The City of Neenah maintains a system of park and recreational facilities and programs.
  - 383.31 acres of recreational land is currently available
  - The City has adequate recreational space for its population base with a current surplus of 123.31 acres.
  - The City currently owns 25 public parks.
  - Even though the City has adequate recreational space for its population base and is projected to have a surplus of 93 acres by 2040, there are currently voids for a ½ mile walking distance for neighborhood parks.
  - There are no Winnebago County park and recreational facilities in the City of Neenah.
  - Oakhill Cemetery is the only cemetery located in the City of Neenah.
  - Neenah has two General Medical & Surgical Hospitals; ThedaCare Regional Medical Center – Neenah and Children's Hospital of WI – Fox Valley.
  - City residents have readily available access to nearly 1,000 doctors, 200 dentists and five health maintenance organizations.
  - Currently, there is one licensed nursing home within the City: Atrium Post-Acute Care of Neenah at 125 Byrd Avenue with 120 beds.
  - There is a shortage of nursing home beds in locked units and while there are sufficient nursing home beds in the Fox Cities, some facilities have long waiting lists.
  - A total of 23 licensed, certified or regulated childcare facilities are located within the City of Neenah. These facilities have a combined capacity of 1,014 children.
  - The Neenah Police Department is located at 2111 Marathon Avenue and is a full service department that operates 7 days a week, 24 hours a day.
  - While the Neenah Police Department and facility is currently meeting the needs of the City, the Police Department employs fewer sworn officers per 1,000 population than the state average and storage needs are increasing.
  - The City of Neenah does not have an adequate facility to detain prisoners for long periods of time; therefore it depends on the Winnebago County Sheriff's Department and jail for support.
  - In the future, to reduce operational costs, the NMFR may utilize land behind the current building to construct a smaller fire station.
  - The Neenah-Menasha Fire and Rescue has a PPC classification of 2.
  - The Neenah-Menasha Fire Rescue is currently meeting the needs of the residents of Neenah.
  - Gold Cross Ambulance provides paramedic-trained emergency and non-emergency medical care to the City of Neenah and throughout the greater Fox Cities.
  - Gold Cross Ambulance houses two ambulances within the City of Neenah; one on Breezewood Lane and a second one at the ThedaCare Regional Medical Center.

- The City of Neenah’s Public Library is located at 240 E Wisconsin Avenue and is part of the Winnefox Library System.
- The Neenah Public Library provides enhanced and excellent levels of service based on its municipal population.
- The Neenah Joint School District (NJSD) provides education to the City of Neenah, Village of Fox Crossing, Town of Neenah and part of the towns of Clayton and Vinland.
- Currently, 11 schools within the NJSD serve students residing in the City of Neenah.
- Eight private parochial schools serve residents of the NJSD
- The City of Neenah does not have any institutions of higher education.
- The City of Neenah is a part of the Fox Valley Technical College district.
- Currently the City Hall provides enough space to accommodate City operations and there are no current plans for major expansion or updates.
- Currently, the City Services Building is meeting current needs and there are no plans for further expansion.
- The current postal facility needs updates to its heating and air conditioning systems, but is meeting the needs of the community. There are no plans for expansion.











## **GOALS, OBJECTIVES AND RECOMMENDATIONS**

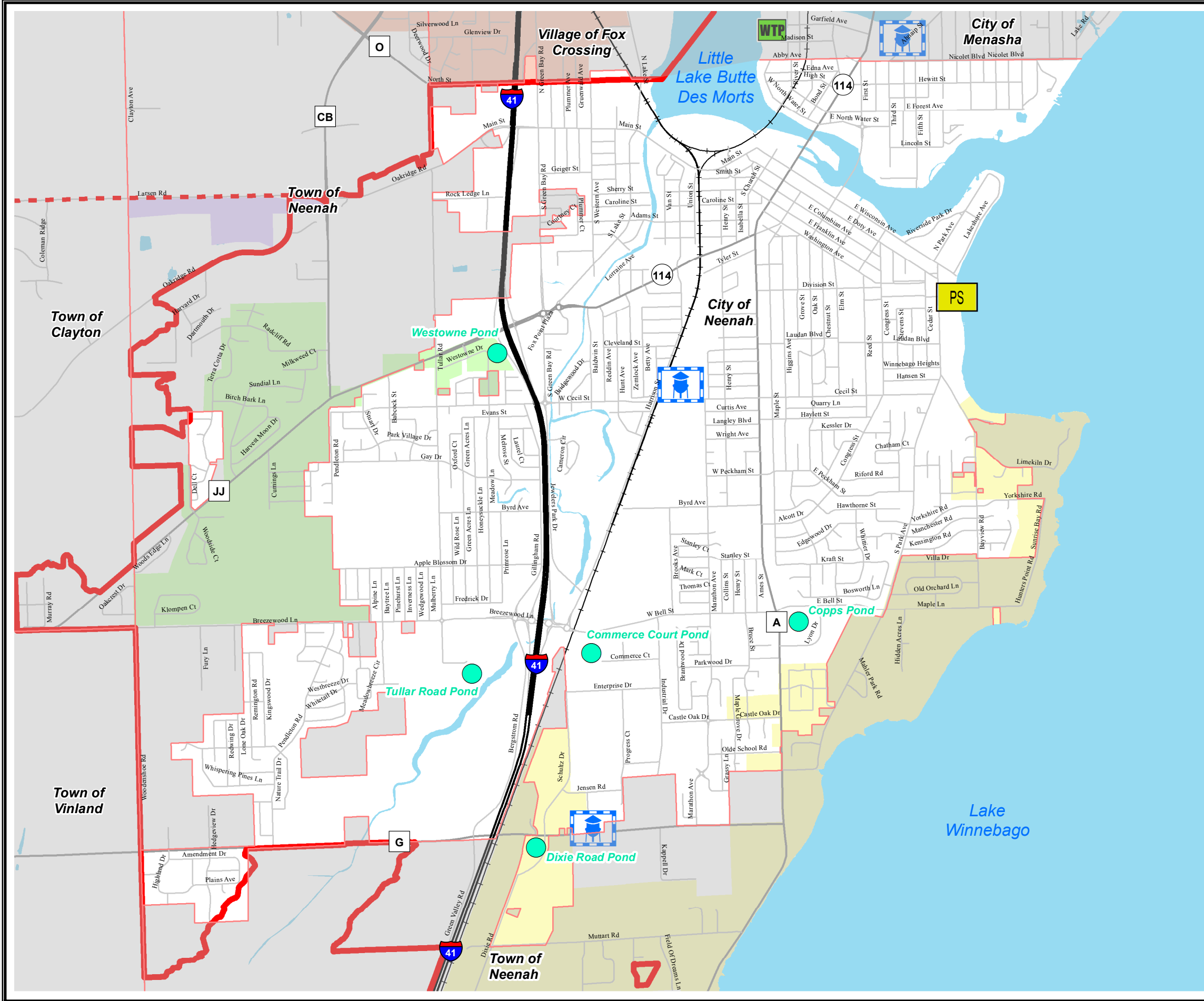
The goals, objectives and recommendations for the Utilities and Community Facilities element are found in Chapter 7: Utilities and Community Facilities, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

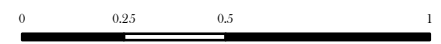
Policies and programs related to utilities and community facilities are found in Appendix H.

## Sewer & Water Services City of Neenah

-  Water Towers
-  Detention Ponds
-  Wastewater Treatment Plant
-  Water Filtration Plant
-  2030 N - M SSA Boundary
-  2050 N - M Planning Area Boundary
-  Town of Menasha Utility District
-  Town of Neenah Sanitary District #1
-  Town of Neenah Sanitary District #2
-  Town of Neenah Sanitary District #3








Source:  
Base Data provided by Winnebago County 2016.  
Planning Boundaries provided by City of Neenah 2016.  
SSA/Water Data provided by ECWRPC 2016.



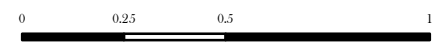
Prepared by:



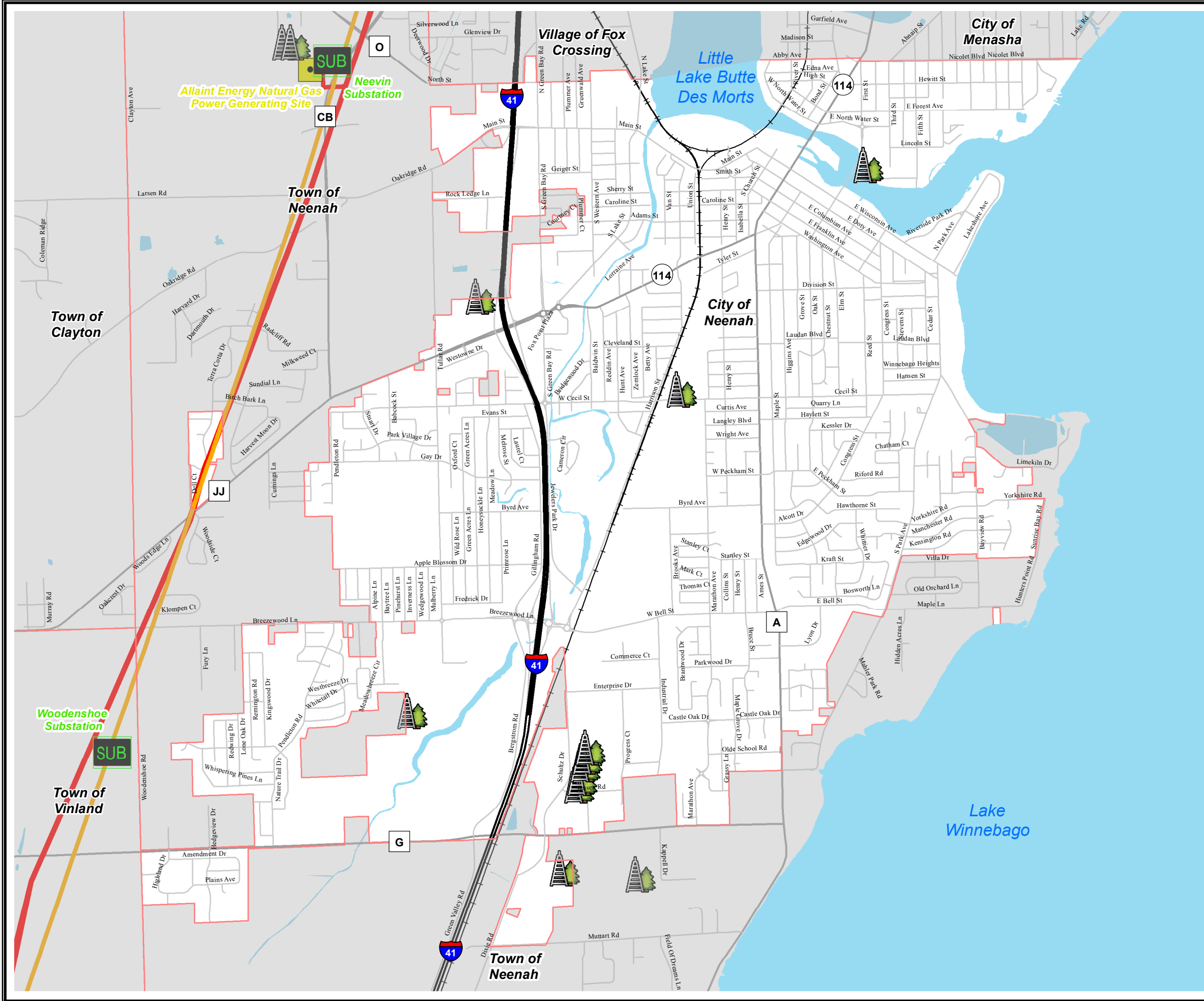
### Utility Infrastructure City of Neenah

-  FCC Registered Towers
-  Substations
-  Power Generating Site
-  138 Kilovolt Transmission Lines
-  ANR Natural Gas Pipeline

Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Electric Facility data provided by WTC 2016.  
 FCC Tower data provided by the FCC 2016.  
 Pipeline data provided by NPMS 2017.















Prepared by:





# Community Facilities City of Neenah

-  Recreational Parks
-  Cemetery
-  Hospitals
-  City Garage
-  Libraries
-  City Hall
-  Police
-  Fire Station
-  Post Office
-  Golf Course
-  YMCA
-  Schools

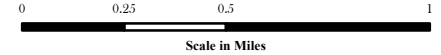
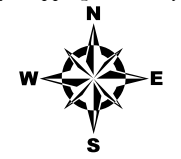
**Park Locations**

- |                        |                             |
|------------------------|-----------------------------|
| 1) Memorial Park       | 13) Laudan Park             |
| 2) Carpenter Preserve  | 14) Douglas Park            |
| 3) Southview Park      | 15) Washington Park         |
| 4) Bill Miller Park    | 16) Shattuck Park           |
| 5) Great Northern Park | 17) Arrowhead Park          |
| 6) Fresh Air Park      | 18) Herb & Dolly Smith Park |
| 7) Wilderness Park     | 19) Cook Park               |
| 8) Recreation Park     | 20) Island Park             |
| 9) Kimberly Point Park | 21) Doty Park               |
| 10) Riverside Park     | 22) Skatepark               |
| 11) Quarry Park        | 23) Baldwin Park            |
| 12) Green Park         | 24) Castle Oak Park         |
|                        | 25) Liberty Park            |

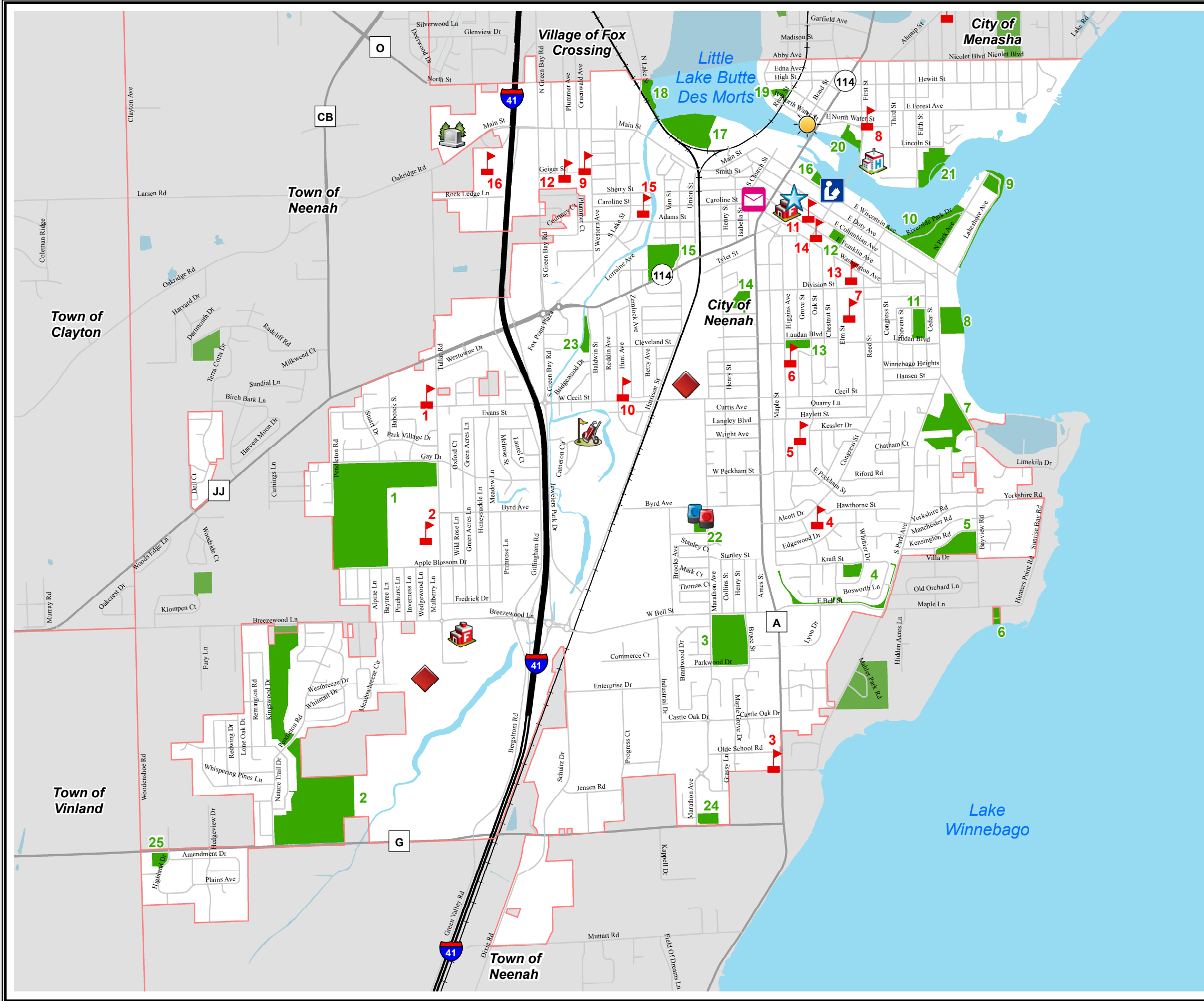
**School Locations**

- |                        |                                  |                       |
|------------------------|----------------------------------|-----------------------|
| 1) Tullar Elementary   | 6) Wilson Elementary             | 11) Washington E.L.C. |
| 2) Neenah High School  | 7) Shattuck Middle               | 12) St. Gabriel       |
| 3) Lakeview Elementary | 8) Roosevelt Elementary          | 13) St. Margaret Mary |
| 4) Coolidge Elementary | 9) Taft Elementary               | 14) Trinity Lutheran  |
| 5) Horace Mann Middle  | 10) Hoover Elementary            | 15) Martin Luther     |
|                        | 16) Fox Valley Christian Academy |                       |

Source:  
Base Data provided by Winnebago County.  
Planning Boundaries provided by City of Neenah.  
Community Mapping created by ECWRPC.



Prepared JUNE 2017 by:





## **CHAPTER 7**

# **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

## CHAPTER 7: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

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## CHAPTER 7: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

### INTRODUCTION

Agricultural, natural, and cultural resources give definition to a community and strongly affect quality of life. Outside the urban areas of Winnebago County, a tapestry of working farms interwoven with stands of woodlands dot the landscape and shape the area's identity and culture. While agricultural acreage and the number of farms have been on the decline in Winnebago County, it is still an important component of the area economy. Natural features such as topographic relief, lakes, streams, wetlands and soils also have significant bearing on historic and contemporary land use and development patterns. Understanding the relationship between environmental characteristics and their physical suitability to accommodate specific types of activities or development is a key ingredient in planning a community's future land use.

### INVENTORY AND ANALYSIS

Creating an inventory of existing agricultural, natural, and cultural resources is critical in providing the City of Neenah with information to base future decisions on. The goals, strategies and recommendations for this element were shaped with these resources, and the constraints and opportunities they provide, in mind. The following provides an inventory of these resources.

#### **Agricultural Resources Inventory**

Farming and the processing of farm products is still an important source of income and employment in Winnebago County. Since agriculture is a necessary component of the county's economy, the protection of farmland is critical. However, as is occurring elsewhere in rural Wisconsin, new developments are encroaching on productive farmland. This section will assess agricultural lands in the surrounding towns near the City of Neenah.

#### ***Farm and Farmland Loss***

Farm and farmland losses are the result of economic pressures within agriculture as well as competition for agricultural lands from residential, commercial, industrial, and other development.

In 1997, there were about 933 farms (defined as producing at least \$1,000 worth of agricultural products in that year) in Winnebago County (Table 7-1).<sup>1</sup> There was a net loss of 109 farms or 10.5 percent countywide between 1990 and 1997. The towns of Neenah (43.5%), Menasha (35.7%) and the Town of Clayton (16.1%), lost a larger share of farms than the county, as a whole, during this same time period. According to the PATS study, between 1990 and 1997, towns near the City of Neenah lost about 3,636 acres of farmland or about 8.5 percent. In the following years, 2000 to 2006, farmland continued to be lost as farmland was converted to

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<sup>1</sup> *Wisconsin Town Land Use Databook for Winnebago County Wisconsin*. A project of the Land Use and Agricultural Self-Directed Team, University of Wisconsin-Cooperative Extension. Prepared by the Program on Agricultural Technology Studies (PATS), UW-Madison, September 1999.

other uses (Table 7-2). Between this time period, 4,196 acres or 11.6 percent of the farmland was lost.

Dairy farms unfortunately did not fare as well as farms in general (Table 7-1). In 1989, a total of 419 dairy farms existed in the county. By 1997, about two-thirds or 256 dairy farms remained (net loss of 163 farms). Similar to the county, towns surrounding the City of Neenah also saw the number of dairy farms fall. Between 1989 and 1997, a total of 31 or 41 percent of the dairy farms were lost in the towns within a 3 mile radius of the City. Greatest losses occurred in the towns of Oshkosh (45.5%), Clayton (41.4%) and Menasha (40.0%).

**Table 7-1: Trends in Farm Numbers, 1990 and 1997**

	Estimated Farms		Estimated Dairy Farms		Percent Change	
	1990	1997	1989	1997	Farms	Dairy Farms
T. Clayton	87	73	29	17	-16.1%	-41.4%
T. Menasha	14	9	5	3	-35.7%	-40.0%
T. Neenah	23	13	3	2	-43.5%	-33.3%
T. Oshkosh	22	21	11	6	-4.5%	-45.5%
T. Vinland	75	71	28	17	-5.3%	-39.3%
All Towns in Winnebago Co.	1,042	933	419	256	-10.5%	-38.9%

Source: Wisconsin Town Land Use Data Book, UW-Extension, PATS, 1999.

**Table 7-2: Loss of Farmland Acres**

Jurisdiction	1990	1997	2000	2001	2002	2003	2004	2005	2006	1990-97	2000-06
T. Clayton	17,622	16,410	15,042	14,860	13,988	13,789	13,140	12,986	12,767	-6.9%	-15.1%
T. Menasha	2,034	1,189	885	885	920	922	995	999	977	-41.5%	10.4%
T. Neenah	3,426	2,655	2,239	2,234	1,760	1,794	1,711	1,523	1,564	-22.5%	-30.1%
T. Oshkosh	4,147	4,124	3,767	3,440	3,240	3,136	3,121	3,117	3,088	-0.6%	-18.0%
T. Vinland	15,478	14,693	14,087	14,045	13,993	13,931	13,943	13,449	13,428	-5.1%	-4.7%
All Towns in Winnebago Co.	183,076	171,592									

Source: Wisconsin Town Land Use Data Book, UW-Extension, PATS, 1999. (data from 1990 and 1997) <http://www.pats.wisc.edu/> (data from 2000 to 2006).

As part of the Statement for Equalized Values, the Wisconsin DOR reports the total valuation for agricultural lands. Between 2009 and 2012, the value of agricultural land decreased by 12.1 percent in the towns within 3-miles of the City of Neenah (Table 7-3). Since annexations did occur during this time period in the Town of Neenah, some increase in value in can be attributed to land appreciation. A review of the Neenah area indicates that overall agricultural land values peaked in 2009. Though within the individual communities, agricultural equalized values fluctuated.

**Table 7-3: Agricultural Equalized Values (Land), 2009 - 2016**

Jurisdiction	2009	2010	2011	2012	2013	2014	2015	2016	% Change
T. Clayton	2,275,800	2,297,900	2,427,300	2,368,500	2,284,000	2,234,600	2,281,600	2,305,900	1.3%
T. Menasha	130,000	131,800	126,100	126,200	121,700	121,400	119,100	116,500	-10.4%
T. Neenah	243,000	243,900	296,200	279,900	268,600	264,500	268,200	266,100	9.5%
T. Oshkosh	604,300	553,400	531,600	504,200	483,900	475,300	477,100	477,500	-21.0%
T. Vinland	2,649,900	2,617,300	2,140,200	2,098,000	2,009,800	1,969,800	1,996,400	2,020,700	-23.7%
Total	5,903,000	5,844,300	5,521,400	5,376,800	5,168,000	5,065,600	5,142,400	5,186,700	-12.1%

Source: Statement of Equalized Values, Wisconsin Department of Revenue, 2009 - 2016.

**Farmland Soils**

Prime farmland are generally defined as “land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and that is available for these uses. It has the combination of soil properties, growing season, and moisture supply needed to produce sustained high yields of crops in an economic manner if it is treated and managed according to acceptable farming methods”. This includes the following classifications (1) All areas are prime farmland; (2) Prime Farmland, if drained; (3) Farmland of Statewide Importance; and (4) Not Prime Farmland if drained. Soil data from the NRCS-USDA Web Soil Survey (WSS), accessed in 2015, was used to determine prime farmland.

**Overall, about three-quarters (4,434 acres, 72.5%) of the land within the City is considered prime farmland with the majority classified as “All Areas Prime Farmland”** (Table 7-4 and Map 7-1). “All Areas Prime Farmland” soils are concentrated in the northern portion of the City. “Prime farmland, if drained” comprises much of the remainder of the City. Areas not considered prime farmland are found near Little Lake Butte des Morts and Lake Winnebago.

**Table 7-4: Important Farmland Classes**

Soil Classification	Acres	Percent
All Areas Prime Farmland	2,671	43.7%
Prime Farmland if Drained	1,688	27.6%
Farmland of Statewide Importance	75	1.2%
Not Prime or Statewide Importance	1,683	27.5%
Total	6,116	100.0%

Source: NRCS-USDA Soil Data, Accessed in 2015

**Community Gardens**

Community gardens provide access to local food. They allow people without access to land to grow their own food, and to share knowledge and skills. Some people find that gardening relieves stress, encourages social interaction, increases physical activity and encourages people to eat more vegetables and healthy foods. **The City of Neenah has one community garden (Clearwater Community Garden) located on Byrd Avenue next to the Neenah Police Department.** This 96 plot garden is maintained by Goodwill Grows. According to

Goodwill Grows, this garden fills up annually.<sup>2</sup> The Neenah Police Department supplies water for the Neenah garden. Goodwill Grows maintains eight community gardens and three market gardens around the Fox Cities. Community gardens serve over 700 gardeners each year. People are able to rent either a full plot (500 square feet) for \$20 a season or a half plot (240 square feet) for \$10. Gardener's supply the seed, care and harvest the produce and remove plant material at the end of the growing season. Goodwill Grows also has 3 market gardens. Market gardens allow beginning farmers' access to free land and water and inexpensive farming supplies so that they can get their business started.



Neenah Community Garden

### **Bees and Poultry**

Beekeeping and the raising of chickens in urban settings has become popular in recent years. People like to get food from local and healthy sources. In 2015, the City of Neenah amended an ordinance to allow City residents to keep mason bees in the City.<sup>3</sup> Bees' aide in pollination of garden plants and backyard orchards and provide a source of locally produced honey. In 2012, the City of Neenah approved amendments to their ordinances to allow residents to keep chickens in the City. Earlier this year the City amended its ordinance to allow honey bees.

### **Natural Resources Inventory**

Natural Resources act as the foundation upon which communities are formed. Identifying key natural resources in and within a close proximity of the City of Neenah, and learning how to utilize, conserve, and/or preserve them may determine the future environmental health of the City. This section addresses land, water, wildlife, mineral, and recreational resources in the City of Neenah, and aims to provide a baseline upon which the City can use to make future decisions that may impact these resources.

### **Land Resources**

#### **Soils**

Soils support the physical base for development and agriculture within the City. Knowledge of their limitations and potential difficulties is helpful in evaluating crop productions capabilities and other land use alternatives such as residential development, utility installation and other various projects. One general soil association, or groupings of individual soil types based on geographic proximity and other characteristics, is present within the City of Neenah.<sup>4</sup>

- **Kewaunee-Manawa-Hortonville association.** These soils are located in the City and within the City's extraterritorial area. These soils consist of nearly level to sloping soils

<sup>2</sup> Anne Dobkoski with Goodwill Grows, personal communication, 11/10/16. See Goodwill Grows website at <http://www.goodwillgrows.org/> for more information.

<sup>3</sup> City of Neenah Ordinance §10-3(15).

<sup>4</sup> *Soil Survey of Winnebago County, Wisconsin, 1980*; United States Department of Agriculture Soil Conservation Service

that have loamy or clayey subsoil underlain by loamy or clayey glacial till. Most of this association is used for cultivated crops. The main concerns of management are areas of seasonal high ground water. Minor soils of this association are the Korobago, Lorenzo Variant, Menasha, Neenah, Omro, Poygan, Udorthents, Whalan, and Winneconne soils.

### **Steep Slopes**

In general, the City and the surrounding area are relatively flat. ***There are no areas of steep slopes (greater than 12%) in the City.***

### **Geology, Topography and Scenic Resources**

The structure of the City's bedrock and historic glacial events is largely responsible for the City's landscape. After the recession of glaciers about 11,000 years ago, Winnebago County was left with its current topography shaped by mounds of glacial till with flatter areas where limestone and sandstone bedrock often lie not far from the surface.

Elevations rise away from the shores of Lake Winnebago, which is situated along the eastern boarder of the City.

***The bedrock geology of the City and the extraterritorial area is made up of two distinct formations that divide the area***<sup>5</sup>. These bedrock formations are:

- The **Sinnippee Group** is comprised of dolomite with some limestone and shale formations. This group stretches west from the Lake Winnebago Shoreline.
- The **St. Peter Formation** is a thin layer that runs north and south through the area comprised of sandstone, some limestone shale and conglomerate.

Areas of high bedrock<sup>6</sup> are located in the southern parts of the City, and south and northwest of the City in the Town of Neenah (Map 7-2). ***Approximately 3.2 percent (198 acres) of the City has areas of high bedrock.*** Areas of high bedrock are defined as being with 70 inches of the surface.

### **Metallic and Non-Metallic Mining Resources**

Non-metallic mineral resources include other than those mined as a source of metal. Economically important non-metallic minerals include stone, sand, gravel and clay. The Neenah area contains deposits of sand and gravel associated with debris left over from the last glacial period. ***There is about one acre of active quarry sites in the City of Neenah and two acres of reserve*** (Table 7-5 and Map 7-2). Within the City growth area, there are approximately 10 acres of active quarry and 15 acres of reserve. Inside the Town of Neenah Growth Area there are approximately 153 acres of active quarry sites and approximately 67 acres of reserve. Non-metallic mineral resources within the City and Town growth areas are limestone.

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<sup>5</sup> *Bedrock Geology of Wisconsin, 2005*; University of Wisconsin-Extension Geological and natural History Survey

<sup>6</sup> Greater than 5 acres.

**Table 7-5: Non-Metallic Mining Resources**

Jurisdiction	Active Acres	Reserve Acres
City of Neenah	1	2
City Growth Area	10	15
Town Growth Area	153	67
<b>Total</b>	<b>165</b>	<b>85</b>

Source: ECWRPC, 2016

**Soil Suitability for Sand and Gravel**

Soil suitability for sand and gravel is shown on Map 7-2. This information can be used as guidance to where to look for probable sources based on the probability that soils in a given area contain sizeable quantities of sand or gravel. These materials can be used as a source for roadfill and embankments. **There are approximately 32 acres within the City of Neenah that may be suitable for sand and gravel** (Table 7-6). In addition there are about 17 acres within the City Growth area and 168 acres in the Town Growth Area.

**Table 7-6: Sand and Gravel Resources**

Jurisdiction	Acres
City of Neenah	32
City Growth Area	7
Town Growth Area	168
<b>Total</b>	<b>207</b>

Source: ECWRPC, 2016

**Water Resources**

**Lakes and Ponds**

Surface water resources are extremely valuable features because of their potential environmental and economic benefits. Water based recreational activities and appropriately designed residential development that capitalizes on surface water amenities can have lasting impact on the local economy. Appropriate location and management of residential activity near surface water features is extremely important because of potential threats to water quality. Residential development's threats to surface water resources include lawn-applied chemicals, siltation and petroleum-based substances and salts from local road runoff.



Lake Winnebago

The Wisconsin DNR maintains the Wisconsin Lakes Directory. The directory provides a list of named and unnamed lakes, springs, and ponds. **Neenah is bordered by Lake Winnebago and Little Lake Butte des Morts** (Map 7-3).



Lake Winnebago is the largest inland lake in Wisconsin at 131,939 acres. Lake Winnebago is at the bottom of the Fox-Wolf Drainage Basin with an area of 6,430 square miles. The basin includes the Wolf River, Upper Fox River, and the Winnebago Pool Lakes (Poygan, Winneconee, Butte des Morts). Lake water levels are controlled by the Army Corps of Engineers by a federal dam in Menasha and a private dam in Neenah. It has a maximum depth of 21 feet. Visitors have access to the lake from public boat landings and public beaches. Fish include Panfish, Largemouth Bass, Smallmouth Bass, Northern Pike, Walleye, Sturgeon and Catfish. The lake's water clarity is low.

### **Rivers and Streams**

***The Neenah Slough is the only named waterway within in close proximity to the City of Neenah.*** In addition, a series of unnamed streams, ditches, and drainageways primarily drain agricultural areas or undeveloped areas within the City's buffer area and beyond (Map 7-3).

- **Neenah Slough.** The Neenah Slough is a unique system in which it can be characterized as a stream, lake and marsh. Muck, silt and detritus are the major bottom materials along with some gravel, sand and debris. The slough is one of the major northern pike spawning areas adjacent to Little Lake Butte des Morts. Other fish known to be present include sucker, carp, bullhead, freshwater drum, perch and white bass. Both summer and winter fish kills have occurred. The land use near the headwaters of Neenah



Neenah Slough

Slough is mainly agricultural with severe development pressures (Techlow 1998). The stream is impacted by storm sewer discharges, which carries high levels of polluted sediments. Winnebago County has worked with landowners near the headwaters of the Neenah Slough to restore wetland areas (Neu 1998). Migrating waterfowl utilize these wetlands as resting and feeding areas.<sup>7</sup>

### **Watersheds and Drainage**

***The City of Neenah is located within the Lower Fox, Upper Fox, and Wolf River Basins*** (Map 7-3) The Lower Fox Basin encompasses most of the City of Neenah, to the east the Upper Fox River Basin encompasses areas along the Lake Winnebago shoreline and to the west the Wolf River Basin encompasses the City's extraterritorial area. Within these basins there are three sub-watersheds.

<sup>7</sup> WDNR, <http://dnr.wi.gov/water/waterDetail.aspx?key=10848>



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Lower Fox Basin<sup>8</sup>:

- **Little Lake Butte des Morts Watershed (LF06).** The vast majority of the City of Neenah (6,065.24 Acres) and the City's extraterritorial area fall within the Little Lake Butte des Morts sub-watershed, part of the Lower Fox River Basin. This watershed drains to the Lower Fox River beginning at the outlet of Lake Winnebago (at the Neenah and Menasha dams) to where the Appleton dam is located. There are many unnamed tributaries within the watershed including the Neenah Slough (mentioned above). The watershed is ranked high for stormwater runoff.

Upper Fox River Basin<sup>9</sup> :

- **The Lake Winnebago North and West Watershed (UF01).** The Lake Winnebago North and West watershed is a small watershed stretching along the west shore of Lake Winnebago from the City of Oshkosh to the Town of Harrison. The watershed is predominately developed along the lakeshore and areas adjacent to the lakeshore are either suburban areas or are currently being used for agriculture. The watershed is ranked high for nonpoint source pollution.

Wolf River Basin<sup>10</sup>

- **The Arrowhead River and Daggets Creek Watershed (WR01).** This watershed located in the western portions of the City's extraterritorial area and is part of the Wolf River Basin (this watershed is not shown on Map 7-3). Major problems in this watershed include excessive vegetation, dissolved oxygen standard violations and critical levels of soil loss.

### **Floodplains**

Areas susceptible to flooding are considered unsuitable for development due to potential health risks and property damage. Floodplains shown on Map 7-3 were obtained from the Wisconsin Department of Natural Resources database in 2015. The City of Neenah's ordinance is based on the FIRM, dated March 17, 2003 and corresponding profiles that are based on the Flood Insurance Study (FIS) dated March 17, 2003.

**Overall, 13 percent (809 acres) of the City is within a floodplain.** As can be seen in Map 7-3, the City's floodplains are directly associated with the Neenah Slough corridor and areas along the Lake Winnebago Shoreline.

The City of Neenah enforces floodplain and shoreland – wetland zoning ordinances (Chapter 22, Article II and Article III). In addition, Winnebago County enforces a floodplain-wetland zoning ordinance for unincorporated areas of the county. Both ordinances require certain land use controls in designated flood hazard areas, thus making residents eligible to participate in the Federal Flood Insurance Administration's Flood Insurance Program. This program requires all structures located in the designated flood hazard area be insured by a flood insurance policy if they are mortgaged by a federally insured bank. The City of Neenah further enforces a floodway and flood fringe ordinance (Ch.22-55 & 22-56) to limit development in flood risk areas.

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<sup>8</sup> WDNR, <http://dnr.wi.gov/water/basin/Lowerfox>

<sup>9</sup> WDNR, <http://dnr.wi.gov/water/basin/upfox>

<sup>10</sup> WDNR, <http://dnr.wi.gov/water/basin/wolf>

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## Wetlands

Wetlands act as a natural filtering system for nutrients such as phosphorus and nitrates and serve as a natural buffer protecting shorelines and stream banks. Wetlands are also essential in providing wildlife habitat, control, and groundwater recharge. Consequently, local, state, and federal regulations have been enacted that place limitations on the development and use of wetlands and shorelands.

**City of Neenah Codes enforces a shoreland and wetland Zoning District. Chapter 22-217 regulates wetlands within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages and within 300 feet of the ordinary high watermark of navigable rivers or streams.** The Army Corps of Engineers has authority over the placement of fill materials in virtually all wetlands two acres or larger adjacent to navigable waterways. The U.S. Department of Agriculture incorporates wetland preservation criteria into its crop price support programs. Prior to placing fill or altering wetland resources, the appropriate agencies must be contacted for authorization.

The wetlands shown on Map 7-3 are based on the Wisconsin DNR Wetlands Inventory Map. They were identified using aerial photographs to interpret vegetation, visible hydrology, and geography based on the U.S. Fish and Wildlife Service's "Classification of Wetland and Deepwater Habitats of the United States." **Only 3 percent (158 acres) of the City's total acreage are classified as wetlands.** The majority of this acreage lies in low-lying areas that have high groundwater. Generally wetlands are found near the Neenah Slough, Lake Winnebago and Little Lake Butte des Morts.

## Groundwater

Safe, clean, and reliable groundwater plays a crucial role in maintaining the current quality of life and economic growth of the City of Neenah and surrounding areas. Precipitation in the form of rain and snow is the source of nearly all the City's groundwater. Recharge is generally greatest in the spring, when water from melting snow and heavy rains saturate the ground and percolate downward to the water table. If discharge (the drawing out and use of groundwater) is greater than recharge, then the elevation where the groundwater is found will fall, causing a depression to occur. Lower water levels cause the pumping lifts to increase and may reduce the yields of some of the wells. **According to the City's 2015 Water Quality Report (Customer Confidence Report)<sup>11</sup>, the City treats surface water from Lake Winnebago for potable water and did not have any violations reported** (For more information, please refer to the Community Facilities Chapter).

**Groundwater Recharge Potential.** According to a report prepared by the Wisconsin Geological and Natural History Survey<sup>12</sup>, areas surrounding the City have high (4-8 inches/year) infiltration rates which are estimated to become stream base flows or continue down and eventually become groundwater recharge. **Practically all areas within the City fall within the high (90.5%) water recharge potential** (Table 7-7). Protecting infiltration areas

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<sup>11</sup> Source: *City of Neenah 2015 Water Quality Report*: <http://www.ci.neenah.wi.us/departments/water-department/water-quality/water-quality-reports>

<sup>12</sup> *Groundwater Recharge in Calumet, Outagamie, and Winnebago Counties, Wisconsin, Estimated by a GIS-based Water-balance Model, 2011*; University of Wisconsin-Extension Wisconsin Geological and Natural History Survey (Open-File Report 2001-05)

from impermeable development will help to safeguard the surrounding area's drinking water supply and will help safeguard the quality and quantity of Lake Winnebago surface water in the long-term. That's not to say that new development should not occur within these areas, but rather new development should be designed to utilize best management practices (BMPs) that encourage or enhance groundwater infiltration.

**Table 7-7: Water Recharge Potential**

	Acres	Percent
Low Water Recharge Potential (0" - 2"/year)	0	0.0%
Medium Water Recharge Potential (2" - 4"/year)	358	5.8%
High Water Recharge Potential (4" - 8"/year)	5,535	90.5%
Very High Water Recharge Potential (> 8"/year)	1	0.0%
No Rating	223	3.6%
Total Acres	6,116	100.0%

*Source: UW-Extension, WI Geological Survey, 7/27/11.*

It is important to recognize that, in addition to any efforts made within the City and throughout the City's extraterritorial area to protect groundwater supply; this issue is more regional in scope. A groundwater divide, located in the central part of Wisconsin, determines the flow of groundwater. East of the divide, groundwater moves southeasterly toward the Wolf and Fox Rivers. Thus, efforts to preserve groundwater resources should be coordinated on a regional basis as a way to ensure that the region's groundwater supply is protected.

**Groundwater Contamination Susceptibility.** The ease that pollutants can be transported from the land surface to the top of the groundwater or "water table" defines a groundwater's susceptibility to pollutants. Materials that lie above the groundwater offer protection from contaminants. However, the amount of protection offered by the overlying materials varies, depending on the materials.

The WDNR, in cooperation with UW-Extension, the Wisconsin Geological and Natural History Survey and USGS, evaluated the physical resource characteristics that influence sensitivity in order to identify areas sensitive to contamination. Five resource characteristics were identified: depth to bedrock, type of bedrock, soil characteristics, depth to water table and characteristics and characteristics of surficial deposits. Each of the five resource characteristics was mapped, and a composite map was created. A numeric rating scale was developed and map scores were added together.

An index method was used to determine susceptibility; however this method of analysis is subjective and includes quantifiable or statistical information on uncertainty. This limits the use of the information for defensible decision making. Therefore, while groundwater contamination susceptibility maps can be useful, this level of uncertainty must be kept in mind.

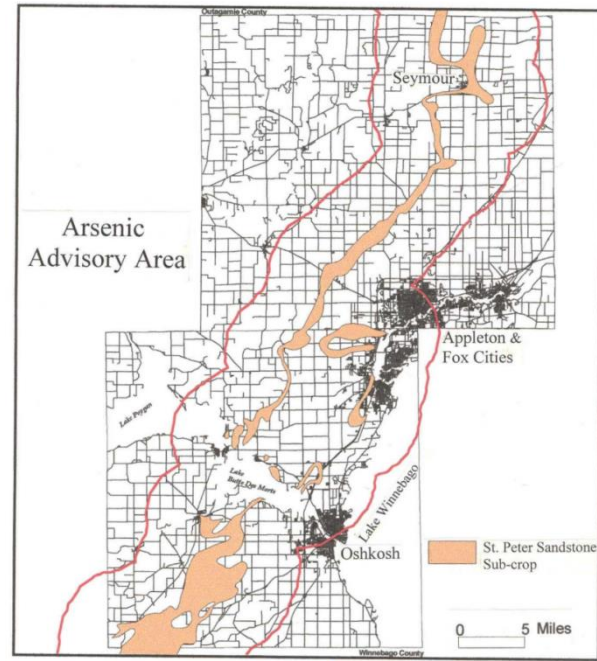
**Table 7-8: Groundwater Susceptibility**

Groundwater Susceptibility	Acres	Percent
More Susceptible	113	1.8%
Somewhat More Susceptible	0	0.0%
Somewhat Susceptible	3,563	58.3%
Somewhat Less Susceptible	0	0.0%
Less Susceptible	2,440	39.9%
<b>Total</b>	<b>6,116</b>	<b>100.0%</b>

Source: ECWRPC, 2016

**Only about 2 percent of the City is categorized as “more susceptible” to groundwater pollution** (Table 7-8, Map 7-4).

**Arsenic Contamination.** Arsenic contamination of the groundwater supply has been an issue in northeastern Wisconsin since the 1980’s. The main area of arsenic contamination runs diagonally (southwest to northeast) across Winnebago and Outagamie Counties, and is closely associated with the St. Peter Sandstone bedrock. **The City lies to the east of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within the City’s extraterritorial planning area.**



In 2001, the US EPA lowered the arsenic drinking water standard from 50 to 10 parts per billion (PPB), due to convincing data that found a relationship between consumption and deterioration in health.

The DNR replaced its Arsenic Advisory Area Map in 2004 with a more stringent set of regulations that apply to the Special Well Casing Depth Area (SWCDA). The regulations require new wells in Outagamie and Winnebago County to meet construction, grouting, and disinfection standards that have proven to lower arsenic levels to safe levels for human consumption. Required well construction specifications are determined by town quarter section

**Depth to Groundwater.** Groundwater depth can impact building foundations, utility and street construction and other factors. Areas of high groundwater are generally found in the southern (south of Cecil Street) and western parts of the City (west of Harrison Street) (Map 7-2). In addition, areas of high groundwater are found throughout the Town of Neenah, Clayton and Vinland. **Within 68 percent (4,180 acres) of the City, the depth to groundwater is less than two feet.**

## Wildlife Resources

### Wildlife Habitat

Numerous habitat types surrounding the City have the potential to support varied and abundant wildlife and fish communities. These habitats consist of the Neenah Slough, the Winnebago Pool Lakes and their tributaries, woods, open wet meadows, and farmland.

**Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources).** This has affected water quality and habitat health throughout the Winnebago Pool Lakes and Lower Fox River.

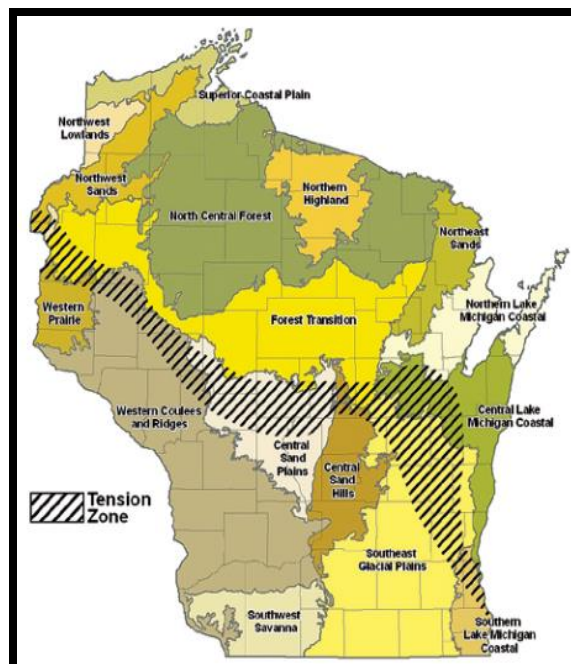
### Woodlands

Woodlands covered much of Winnebago and Outagamie Counties before settlement. At one time, the area was primarily covered with deciduous hardwood forest. The Fox Valley's reliance on the paper industry attests to the regions' forested history.

The tension zone is a wide corridor running from northwestern to southeastern Wisconsin that marks the pre-settlement dividing line between northern and southern native plant species. **The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. Neenah lies within this tension zone.** The United States Department of Agriculture has also divided the country into plant hardiness zones. Those zones contain characteristic plant species that are hardy in that region. Generally speaking, plants from any particular zone are hardy in that zone and those to the south, but not to the north unless they are protected from the severe climate of that zone.

As would be expected for areas within the tension zone, Neenah is at the juncture of two different plant communities. They are generally described as the boreal element and the prairie element. Characteristics typical of both the Conifer-Hardwood Forest and the Southern-Hardwood Forest can be seen locally.

Woodlands are fragmented and limited in the City and the surrounding areas. Care must be taken in the selection of trees for use in the City, including those used for landscaping, in preserved parks and open spaces, and along the street. Street trees in particular have the hardest time adapting to their particular microclimates. Normally they are subject to stress from soil compaction, heat, drought conditions, lack of root space, salt, road pollutants, and impacts from all sorts of vehicles. The typical street tree usually lives only a fraction of its potential life span. Street trees should be selected from a pallet of trees that adapt well to street conditions



Wisconsin Tension Zone and the 16 Ecological Landscapes

Source: Wisconsin's Forests: A Quick Overview; 2011, WDNR

and are suitable for the local area. There should also be diversity in the species selected to reduce the spread of tree and shrub diseases.

Forests and woodlands can be classified into one of two categories: general (unplanted) woodlands and planted woodlands. General woodlands are naturally occurring forests and hedgerows. Planted woodlands are tree plantations in which trees are found in rows. These areas include orchards, timber tracts, Christmas tree plantations and other general uses.

**There are no planted woodlands and approximately 198 acres of general woodlands in the City** (Table 7-9, Map 7-5). In total this makes up only 3.2 percent of the land cover in the City.

**Table 7-9: Woodlands**

Woodlands	Acres	Percent
Planted Woodlands	0	0.0%
General Woodlands	198	3.2%
Total	6,116	100.0%

Source: ECWRPC, 2016

### **Rare, Threatened and Endangered Species**

The Wisconsin Department of Natural Resources maintains a database of rare, threatened and endangered species and natural communities in Winnebago County. In order to protect these species and communities, the exact location is not available to the public; however, Winnebago County does have a copy of this database. Whenever a request comes into the County for development, this database is consulted prior to granting approval.

The Wisconsin DNR Natural Heritage Inventory (NHI) maintains an online database which provides statewide inventory of known locations and conditions of rare and endangered species, by Town. **A review of the NHI Township Search Tool (for the towns of Neenah, Clayton, Vinland, and Oshkosh) database revealed a number of species (fish, community, bird, butterfly) for the City and towns surrounding the City of Neenah** (Table 7-10). This database is incomplete since not all areas within the state have been inventoried. Thus, the absence of a species within this database does not mean that a particular species or community is not present. Nor does the presence of one element imply that other elements were surveyed for but not found. Despite these limitations, the NHI is the state's most comprehensive database on biodiversity and is widely used.

Generalized versions of the database are included on Map 7-5. Aquatic areas of occurrence are found in the City of Neenah and the Town of Clayton.



**Table 7-10: WDNR Natural Heritage Inventory**

Scientific Name	Common Name	WI Status	Federal Status	Group	Township Search			
					T. Neenah	T. Clayton	T. Vinland	T. Oshkosh
<i>Chlidonias niger</i>	Black Tern	END	SOC	Bird		X		
<i>Asclepias ovalifolia</i>	Dwarf Milkweed	THR		Plant			X	
<i>Platanthera leucophaea</i>	Eastern Prairie White Fringed Orchid	END	LT	Plant		X		
Emergent Marsh	Emergent Marsh	NA		Community		X		
<i>Sterna forsteri</i>	Forster's Tern	END		Bird		X		
<i>Chlosyne gorgone</i>	Gorgone Checker Spot	SC/N		Butterfly		X	X	
<i>Acipenser fulvescens</i>	Lake Sturgeon	SC/H		Fish	X			
Migratory Bird Concentration Site	Migratory Bird Concentration Site	SC		Other	X	X		
<i>Falco peregrinus</i>	Peregrine Falcon	END		Bird	X			
Southern hardwood swamp	Southern Hardwood Swamp	NA		Community		X		
Southern sedge meadow	Southern Sedge Meadow	NA		Community		X		
<i>Thalictrum revolutum</i>	Waxleaf Meadowrue	SC		Plant		X	X	
Wet-mesic prairie	Wet-mesic Prairie	NA		Community		X	X	X
<i>Cypripedium candidum</i>	White Lady's-slipper	THR		Plant			X	
<i>Eclipta prostrata</i>	Yerba-de-tajo	SC		Plant	X			

Source: WDNR Natural Heritage Inventory 2016 search, <http://dnr.wi.gov/topic/NHI/data.asp?tool=township>

**Exotic and Invasive Species**

Non-native aquatic and terrestrial plants and animals, commonly referred to as exotic species, have been recognized in recent years as a major threat to the integrity of native habitats and the species that utilize those habitats. Some of these exotic species include purple loosestrife, buckthorn, garlic mustard, multi-colored Asian lady beetles, Eurasian water milfoil, and gypsy moths. They displace native species, disrupt ecosystems, and affect citizens' livelihoods and quality of life. The invasive species rule (Wis. Adm. Code Ch. NR40) makes it illegal to possess, transport, transfer, or introduce certain invasive species in Wisconsin without a permit.

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## Parks, Open Space and Recreational Resources

### ***WDNR and Public Lands***

***The WDNR does not own any land within the City of Neenah.*** The WDNR's on-line Public Lands mapping application (at <http://dnr.wi.gov/topic/SurfaceWater/swdv>) highlights the following Knowles-Nelson Stewardship Grant properties:

- City of Neenah Jones Creek Parkway;
- City of Neenah Kampo Marsh;
- Town of Neenah Mahler Park;
- Neenah Cook Park; and
- Town of Neenah Herziger Conservancy

### ***Environmental Corridors***

Environmental corridors are continuous systems of open space created by the natural linkages of environmentally sensitive lands such as woodlands, wetlands, and habitat areas. They provide important routes of travel for a variety of wildlife and bird species. Protecting these corridors from development protects habitat and keeps nonpoint source pollution to a minimum, thus ensuring that high quality groundwater and surface water is maintained and habitat is not impaired.

***Important environmental corridors within the City and surrounding area are associated with the Neenah Slough corridor and the unnamed streams with natural vegetation scattered throughout the area.*** These areas should be protected from development by implementing buffer strips where land disturbing activities are limited within the established buffer area.

## **Waste and Pollution**

### ***Solid and Hazardous Waste Sites***

The Solid and Hazardous Waste Information Management System (SHWIMS) provides access to information on sites, and facilities operating at sites, that are regulated by the Wisconsin Department of Natural Resources' (WDNR) Waste and Materials Management (WMM) program. The SHWIMS on-line database activity information, including:

- Engineered and licensed solid waste disposal facilities;
- Older unlicensed waste disposal sites (e.g. town dumps);
- Licensed waste transporters;
- Hazardous waste generators; and
- Composting sites, wood-burning sites, waste processing facilities and more.

***According to SHWIMS, there are 19 operating sites listed for Neenah.*** The directory was also checked for operating sites with the City's extraterritorial areas. A complete listing of all sites found on the SHWIMS database is included in Appendix G.



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**A search of the database for solid waste landfills / disposal facilities indicates that there are 5 sites in the City of Neenah** (Appendix G). The City of Neenah Development #7 project at 232 W. Wisconsin Avenue is still operating. Other sites in the City that are included in the data base include:

- Along the Neenah Slough (closed)
- Quarry Park (status unknown)
- Parksite - Bergstrom at 355 Millview Drive (closed)
- Site Seven at 219 W. Doty Avenue (status unknown)

In addition there are 6 sites listed for the Town of Neenah, 3 sites for the Town of Clayton and 3 sites for the Town of Vinland (Appendix G).

### **Air Quality**

Air quality, especially good air quality, is often taken for granted. Clean air is vital to maintain public health. Sound local and regional planning can minimize negative impacts to the air. Development patterns can impact automobile use, which in turn impacts air quality. Emissions from certain industries can also impact air quality. A development patterns become more spread out, the location of jobs and housing become more segregated and distant from one another.

Since alternative modes of transportation are, at present day, less viable or unavailable in some instances, people rely more on the automobile to get around. Changing lifestyles are also a major factor. Two income families are causing people to find housing that splits the difference between the two employment locations. Since vehicle travel generates air pollutant emissions, greenhouse gas emissions, and noise, local decisions about what types, where and how new development occurs can have an impact on air quality.

The closest ozone air quality monitoring site is located at the Thrivent facility at 4432 Meade Street in Appleton (Outagamie County). The primary and secondary National Ambient Air Quality standard for ozone is 0.075 ppm.<sup>13</sup> Monitored values of ozone represent ground level ozone, which is not directly emitted into the air. Ozone concentrations typically reach higher levels on hot sunny days in urban environments; it can be transported long distances by wind. **The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.**<sup>14</sup> Particulate matter (PM) is a mixture of solid particles and liquid droplets. It includes acids, organic chemicals, metals, soil or dust, and allergens. According to the Wisconsin Air Quality Trends, 2014, **Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2012.**

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<sup>13</sup> Primary standard limits are set to protect public health, while secondary standards are set to protect public welfare.

<sup>14</sup> Wisconsin Department of Natural Resources, *Wisconsin Air Quality Trends*, April 2014.

## Cultural Resources

Cultural resources, like natural resources are valuable assets which should be preserved. These resources define a community's unique character and heritage. Included in this section is an inventory of historic buildings, sites, structures, objects, archeological sites and districts.

### State and National Register of Historic Places

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

***At the present, 27 properties / districts within the City of Neenah are listed on the National Register.*** There are additional properties within proximity of the City of Neenah; in the City of Menasha and one property listed below in the Town of Neenah.



Hiram Smith Octagon House

The properties listed in the National Register include (Appendix G and Map 7-6):

- Chicago & Northwestern Railroad Depot (1)
- Judge J C Kerwin House (2)
- Frank B Whiting House (3)
- Henry Spencer Smith House (4)
- Ellis Jennings House (5)
- Charles R. Smith House (6)
- Perry Lindsey House (7)
- Grand Loggery / Doty Cabin (8)
- Hiram Smith House / Octagon House (9)
- Dewitt Clinton Van Ostrand House (10)
- Neenah Post Office (11)
- Henry Paepke House (12)
- Reverend Jens N Jersild House (13)
- Hans Gram House (14)



Doty Cabin / Grand Loggery

- Frank Winchester Hawks House (15)
- Henry Sherry House (16)
- Havilah Babcock House (17)
- Franklyn C Shattuck House (18)
- George O Bergstrom House (19)
- William C Wing House (20)
- Edward & Vina Shattuck Beals House (21)
- J Leslie Sensenbrenner House (22)
- Kimberly Point Park Lighthouse (23)
- Frank Whiting Boathouse (24)
- Doty Island Village Site (Address Restricted)
- East Forest Avenue Historic District
- Wisconsin Avenue Historic District



Kimberly Point Park Lighthouse

Sites within the City Growth Areas:

- Gorham P Vinning House on Larson Road (not shown on Map 7-6)

The National Register is not a static inventory. Properties are constantly being added, and, less frequently, removed. It is, therefore, important to access the most updated version of the National Register properties. This can be found by accessing the DHP website (<http://www.wisconsinhistory.org>) or by contacting the Wisconsin State Historical Society.

### Architecture and History Inventory (AHI)

In order to determine those sites that are eligible for inclusion on the National Register, the DHP frequently funds historical, architectural, and archaeological surveys of municipalities and counties within the state. Surveys are also conducted in conjunction with other activities such as highway construction projects.

***A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 1,220 sites listed for Neenah.<sup>15</sup>***

Inclusion in this inventory conveys no special status, rights, restrictions, or benefits to owners of these properties. It simply means that some type of information on these properties exists in the DHP's collections. AHI is primarily used as a research and planning tool. Like the National Register, this is not a static inventory. Properties are constantly being updated. Information can be found on the DHP web site (<http://www.wisconsinhistory.org>).

### Archaeological Sites Inventory

An inventory similar to the AHI exists for known archaeological sites across the state: the Archaeological Sites Inventory (ASI). Due to the sensitive nature of archaeological sites, information as to their whereabouts is not currently made available online. This information is distributed only on a need-to-know basis. Archaeological sites are added to ASI as they are discovered; discovery is a continual process. For technical assistance and up-to-date

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<sup>15</sup> Accessed 9/12/2016.

information on sites within the City of Neenah and the 3.0 mile extraterritorial area, contact State Historic Preservation Officer at the Wisconsin State Historical Society.

### Wisconsin Historical Markers

Wisconsin historical markers identify, commemorate and honor important people, places, and events that have contributed to the state's rich heritage. The Wisconsin Historical Markers Program is a vital education tool, informing people about the most significant aspects of Wisconsin's past. The Society's Division of Historic Preservation administers the Wisconsin Historic Markers Program. Applications are required for all official State of Wisconsin historical markers and plaques. **There is one historical marker, located in the City of Neenah** (Map 7-6).

- Wisconsin Avenue Commercial Historic District – Interior Walkway (25)

### Museums/Other Historic and Cultural Resources

Museums protect valuable historic resources for community enjoyment. Residents are welcome to learn from the exhibits and amenities they have to offer. **There are four museums in the City of Neenah** (Map 7-6). Several museums are located in close proximity to the City.



**Bergstrom-Mahler Museum**

- (8) **Doty Cabin** in Doty Park is located at 701 Lincoln St., Neenah. The cabin was originally called "The Grand Loggery" and was the home of James Duane Doty, the 2nd territorial governor of Wisconsin.
- (9) **Hiram Smith Octagon House** is located at 347 Smith Street in Neenah. The house dates back to the 1850's.<sup>16</sup>
- (26) **Bergstrom-Mahler Museum of Glass** is located at 165 N. Park Avenue in Neenah. The museum houses a collection of glass paperweights and an exquisite collection of ceramic, Victorian and contemporary art glass;<sup>17</sup>
- **R Harder Gallery of Gems & Minerals** is located at 24 Jewelers Park in Neenah (not shown on map).

Other museums within the Fox Cities:

- **History Museum at the Castle**, 330 E. College Avenue, Appleton (approximately 7 miles)
- **Hearthstone Historic House**, 635 W. Prospect Avenue, Appleton (approximately 6 miles)
- **Paper Discovery Center**, 425 W. Water Street, Appleton (approximately 6 miles)
- **The Building for Kids**, 100 W. College Avenue, Appleton (approximately 7 miles)
- **The Trout Museum**, 111 W. College Avenue, Appleton (approximately 7 miles)

<sup>16</sup> <http://www.focol.org/neenahhistorical/>

<sup>17</sup> <http://bmmglass.com/>

There is one auditorium in the City of Neenah, Pickard Auditorium; the Fox Cities Performing Arts Center is located in close proximity to the City.

### Locally Significant Historic Places

Locally significant historic places are historic structures, historic sites, or historic districts which have a distinctive historic, architectural or cultural significance to a community. **According to the City of Neenah, five sites are considered either a local historic site or a local historic building** (Map 7-6).<sup>18</sup>

- Fourth Ward Building (27)
- Edmund J Lachmann House / S.N. Pickard House (28)
- Clock Tower (29)
- Kimberly Double House (30)
- Legacy Park (31)



Neenah Clock Tower

### Local Historic Preservation Commissions and Societies

The Certified Local Government (CLG) program was enacted as part of the National Historic Preservation Act Amendments of 1980.<sup>19</sup> It has been established in Wisconsin to further encourage and assist historic preservation by local governments. In Wisconsin, a city, village, county, or town can be certified by Wisconsin's State Historic Preservation Office and the Department of the Interior as a CLG if it meets basic criteria. **The City of Neenah is a CLG.**

Historic Preservation Commissions are part of local governments and are established through local preservation ordinances. A commission's size, responsibilities, and authority depend on local laws and the needs of the community. **In Neenah, the Neenah Landmarks Commission has been established.** In 1982<sup>20</sup>, the Neenah Landmarks Commission developed a survey of the architectural and historical resources in Neenah. The purpose of the survey was to compile a list of districts and individual properties potentially eligible for inclusion in the National Register of Historic Places. This report recommended the development of a landmarks commission ordinance. In 2004, the 1982 report was updated.<sup>21</sup> The purpose of the addendum was to review and update the information contained in the 1982 report. Again the ultimate purpose was to compile a list of districts and individual properties potentially eligible for inclusion in the National Register of Historic Places.

The Wisconsin State Historical Society also maintains a list of local historical societies that are affiliated with the Wisconsin Council for Local History.<sup>22</sup> The Neenah Historical Society is affiliated with the Wisconsin Council for Local History. Other affiliates in the planning area include: the Winnebago County Historical and Archeological Society.

<sup>18</sup> <http://www.ci.neenah.wi.us/residents/heritage/neenah-landmarks/>

<sup>19</sup> <http://www.wisconsinhistory.org/>

<sup>20</sup>

<sup>21</sup> Historical/Architectural Resources Survey: 2004 Addendum, City of Neenah, Winnebago County

<sup>22</sup> <http://www.wisconsinhistory.org/>



The **Neenah Historical Society was formed in 1948** at the home of Helen Kimberly Stuart, 406 E Wisconsin Ave Neenah. **Its mission is to collect, preserve and share the history and stories of the City of Neenah.** Hiram Smith Octagon House houses the Historical Society's museum and archives. While the Ward House, next door, serves as the Society office, research library, and classroom.<sup>23</sup>

### Local History<sup>24</sup>

The City of Neenah is situated along the shores of Lake Winnebago, just south of the City of Menasha in Winnebago County. The City of Neenah shares Doty Island with the City of Menasha. Doty Island was named for the territorial governor James Duane Doty (1799-1865), who owned the island.

Neenah lies in an area that was set aside as “Indian Lands” as part of the Treaty of the Cedars in 1836. The first white settlement of this area began in 1835, as an industrial and agricultural mission to civilize the local Indians. The name “Neenah” comes from the Ho-Chunk word for “running water”. White settlers, attracted by the water power of the Fox River, settled in the area a few years later. The availability of water power led to the construction of water powered flour and lumber mills. Not only did the river provide power, but it also provided a reliable source of transportation. The Village of Winnebago Rapids was established by the Circuit Court of Winnebago County on April 10, 1850. When the Village of Neenah was incorporated on March 28, 1856, Winnebago Rapids became part of the Village of Neenah.

In 1865, the first paper mill (Neenah Paper Mill) was constructed in Neenah. A few years later in 1872, Neenah’s role in Wisconsin’s paper industry resulted in the formation of the Kimberly Clark Corporation. The next year, **in 1873, the City of Neenah was incorporated.** Kimberly-Clark quickly became one of Wisconsin’s largest producers of paper products. Kimberly-Clark along with others helped turn the Fox River Valley into the Midwest’s paper manufacturing center.

After World War I, the local industry diversified from manufacturing commodities such as wood pulp and paper to consumer products like facial tissue and wax paper. The economic environment produced commercial and residential neighborhoods representing a collection of work by some of Wisconsin’s most notable architects.

### KEY AGRICULTURAL, NATURAL AND CULTURAL RESOURCES SUMMARY POINTS

- Overall, about three-quarters (4,359 acres, 71.3%) of the land within the City is considered prime farmland with the majority classified as “All Areas Prime Farmland”.
- The City of Neenah has one community garden located on Byrd Avenue next to the Neenah Police Department.
- Neenah allows residents to keep bees and poultry within the City.
- There are no areas of steep slopes (greater than 12%) in the City.
- The bedrock geology of the City is made up of two distinct formations.

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<sup>23</sup> <http://www.neenahhistoricalsociety.com/about/>

<sup>24</sup> Sources: *A Brief History of Neenah*, Wisconsin Historical Society. City of Neenah website, accessed on September 13, 2015. *Neenah Historical and Architectural Survey and Nomination Project, An Intensive Survey, 1982. A History of Neenah*, Compiled by S. F. Shattuck, Chairman, 1958.

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- Approximately 3.2 percent (198 acres) of the City has areas of high bedrock.
  - There is about one acre of active quarry sites in the City of Neenah and two acres of reserve.
  - There are approximately 32 acres within the City of Neenah that may be suitable for sand and gravel.
  - Neenah is bordered by Lake Winnebago and Little Lake Butte des Morts
  - The Neenah Slough is the only named waterway within the City of Neenah, along with a series of unnamed streams, ditches, and drainageways.
  - The City of Neenah is located within the Lower Fox, Upper Fox, and Wolf River Basins.
  - Overall, almost 13 percent of the City's acres are in floodplains.
  - City of Neenah Code of Ordinances, Chapter 22-217. Shoreland/Wetland Zoning regulates wetlands within 1,000 feet of the ordinary high water mark of navigable lakes, ponds or flowages and within 300 feet of the ordinary high watermark of navigable rivers or streams.
  - Only 3 percent of the City is classified as wetlands.
  - According to the City's 2015 Water Quality Report (Customer Confidence Report) , the City treats surface water from Lake Winnebago for potable water and did not have any violations reported.
  - Practically all areas (93.9%) within the City fall with high recharge potential.
  - Only about 2 percent of the City is categorized as "more susceptible" to groundwater pollution.
  - The City lies to the east of the main band of highest concern, but smaller areas of the St. Peter Sandstone bedrock may fall within the City's extraterritorial planning area.
  - A total of 68 percent of the City has groundwater less than two feet of the surface.
  - Wildlife is threatened by the negative effects of development and storm water runoff (both from urban and rural runoff sources).
  - The tension zone has characteristics of both northern and southern Wisconsin climates, and therefore, species from both areas. Neenah lies within this tension zone.
  - There are no planted woodlands and approximately 198 acres of general woodlands in the City.
  - A review of the NHI Township Search Tool (for the towns of Neenah, Clayton, Vinland, and Oshkosh) database revealed a number of species (fish, community, bird, butterfly) for the City and towns surrounding the City of Neenah.
  - The WDNR does not own any land within the City of Neenah.
  - Important environmental corridors within the City and surrounding area are associated with the Neenah Slough corridor and the unnamed streams with natural vegetation scattered throughout the area.
  - According to SHWIMS, Neenah has 19 active sites listed within the City.
  - A search of the database for solid waste landfills / disposal facilities indicates that there are 5 sites in the City of Neenah.
  - The 8-hour design values (ppb) for ozone were not exceeded at the Outagamie County site between 1997 and 2012.
  - Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2012.
  - At the present, 27 properties / districts within the City of Neenah are listed on the National Register.
  - A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 1,220 sites listed for Neenah.

- There is one historical marker, located in the City of Neenah.
- There are four museums in the City of Neenah.
- According to the City of Neenah, five sites are considered either a local historic site or a local historic building.
- The City of Neenah is a Certified Local Government.
- In Neenah, the Neenah Landmarks Commission has been established.
- Neenah Historical Society was formed in 1948; its mission is to collect, preserve and share the history and stories of the City of Neenah.
- In 1873, the City of Neenah was incorporated

## **GOALS, OBJECTIVE AND RECOMMENDATIONS**




The goals, objectives and recommendations for the Agricultural, Natural and Cultural Resources element are found in Chapter 8: Agricultural, Natural and Cultural Resources, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

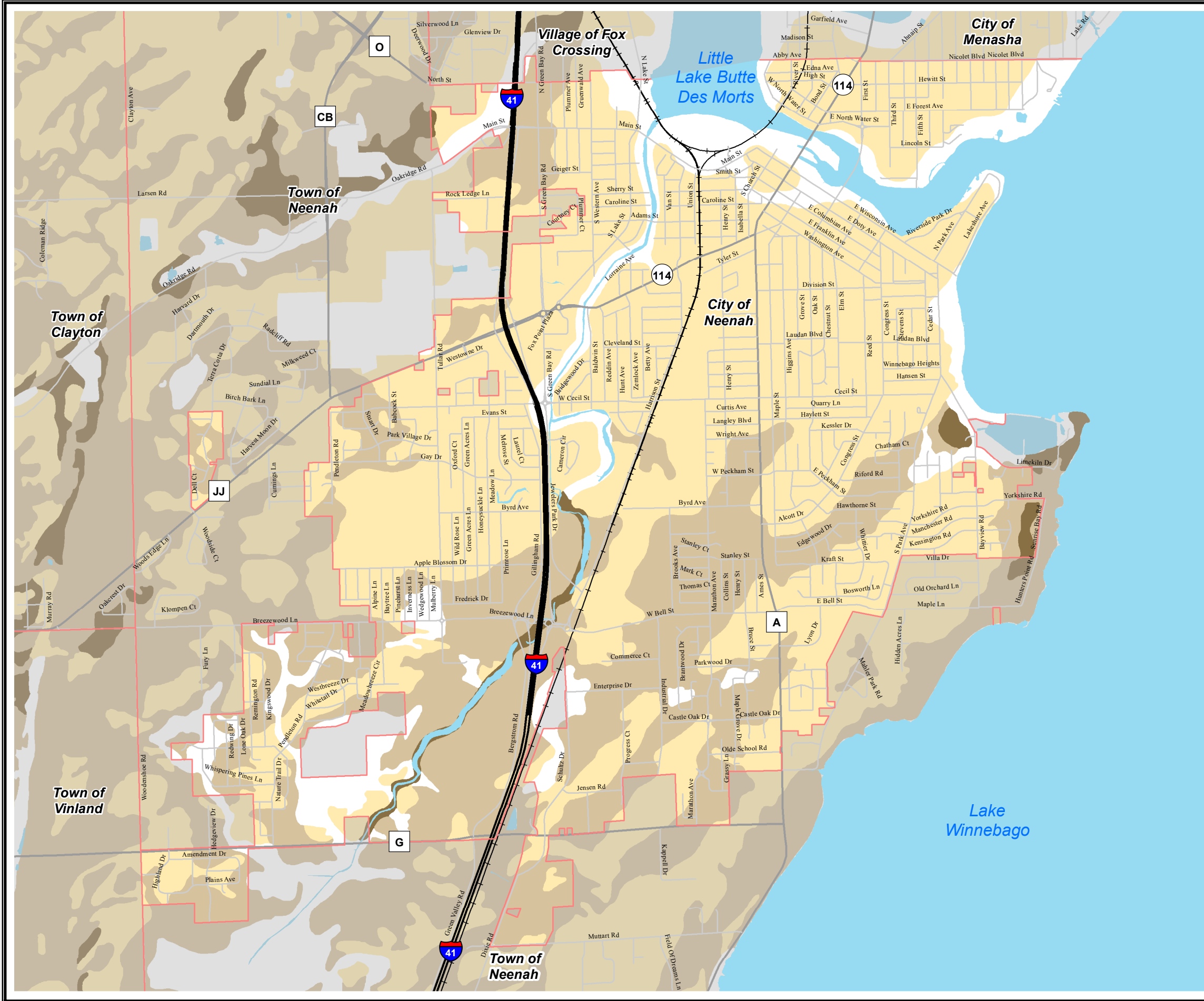
## **POLICIES AND PROGRAMS**

Policies and programs related to the Agricultural, Natural and Cultural resources element can be found in Appendix G.

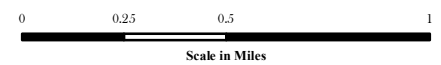


# Farmland Preservation City of Neenah

-  All areas are prime farmland
-  Prime farmland if drained
-  Farmland of statewide importance



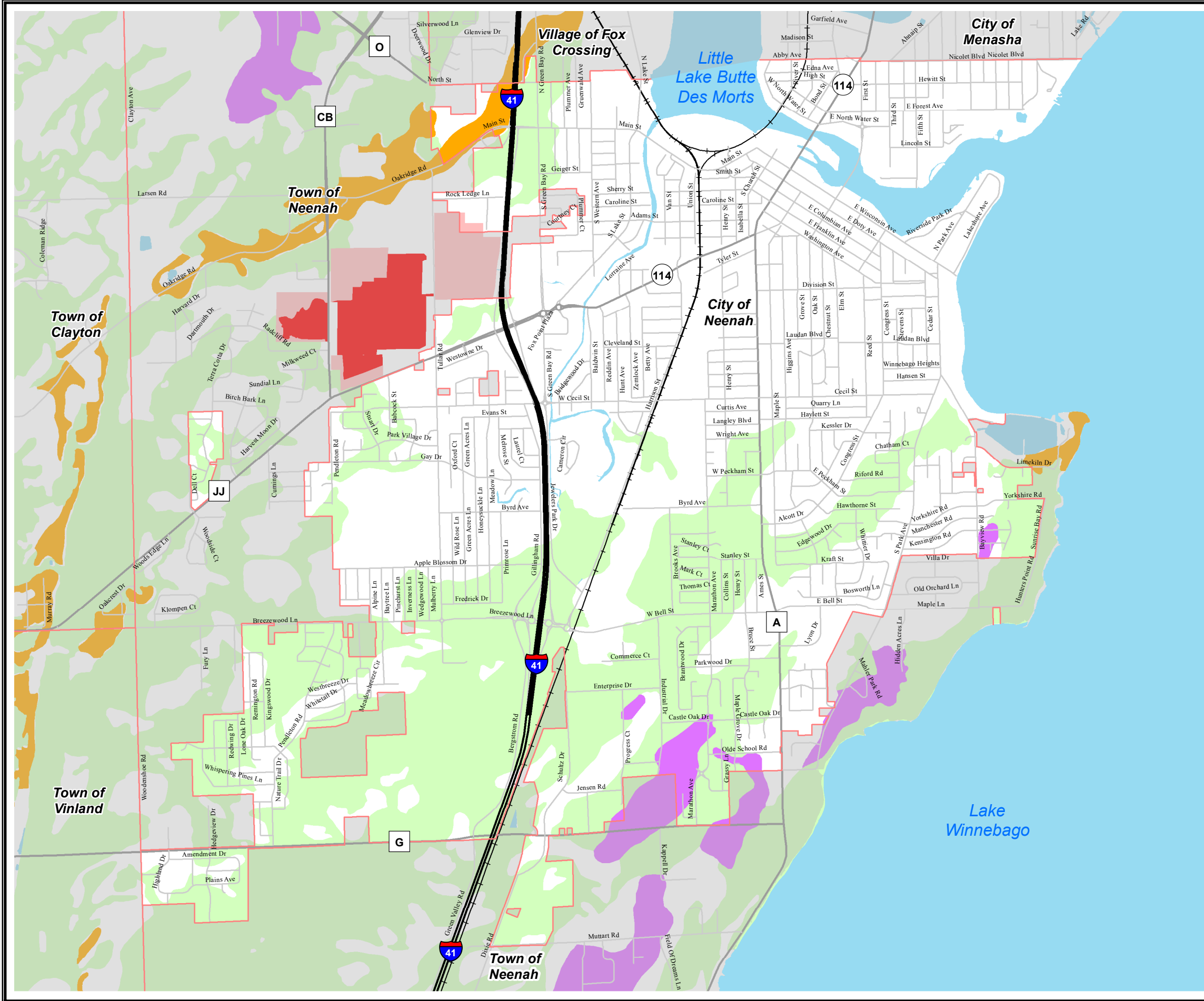
Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 NRCS-USDA provided farmland data 2015



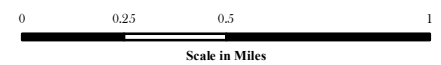
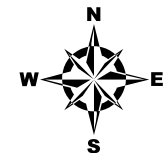
Prepared by:  
 East Central Wisconsin  
 Regional Planning Commission  
**ECWRPC**

### Environmental - Soil Features City of Neenah

- Active Quarry
- Reserve Quarry
- High Bedrock
- High Groundwater
- Sand and Gravel Suitability








Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Environmental Features provided by NRCS-USDA 2015.  
 Quarry data provided by ECWRPC 2016.

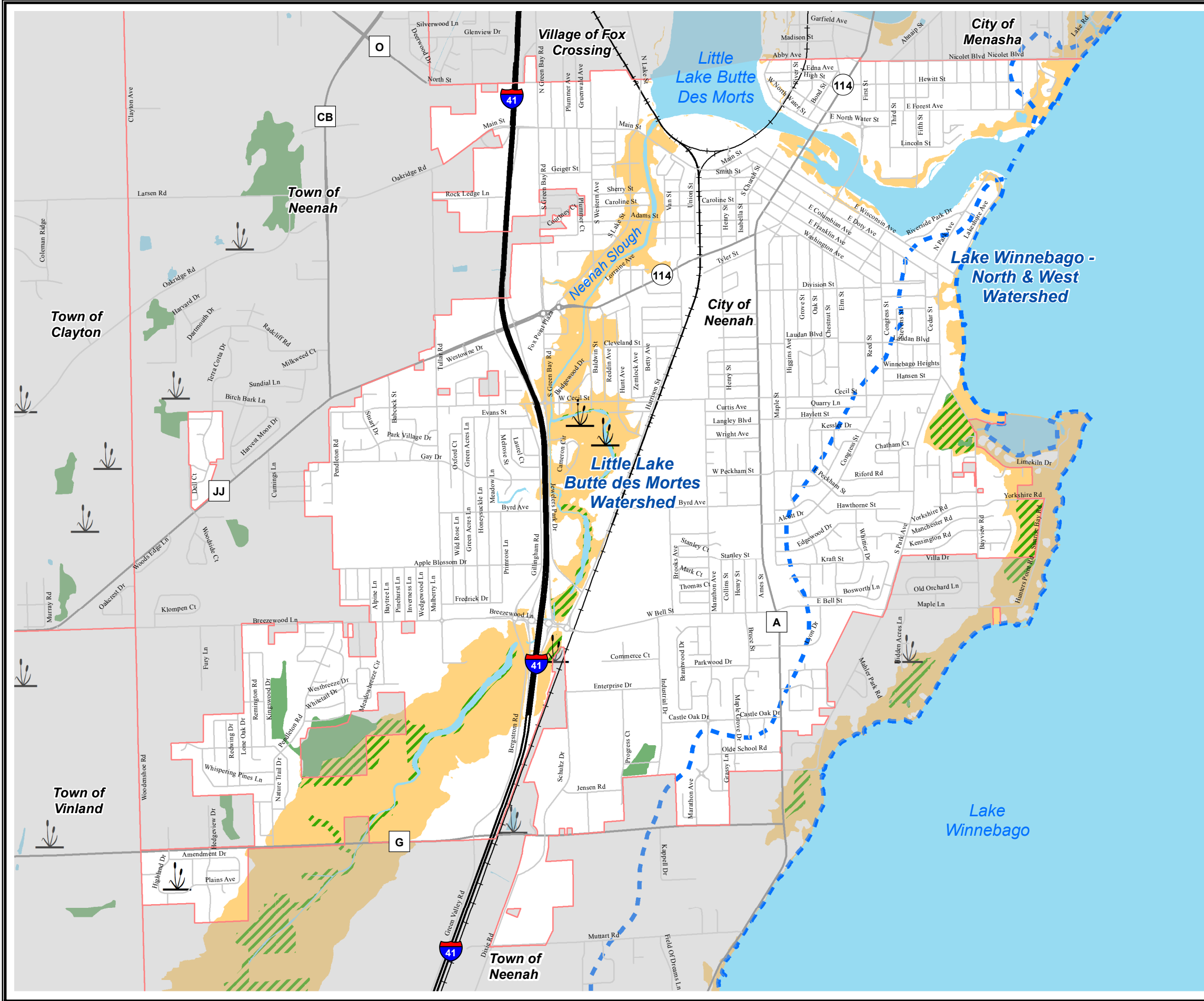


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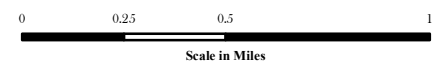


**Environmental - Water Features**  
City of Neenah

-  Watershed Boundary
-  Wetlands (Less than 5 acres)
-  Wetlands (Greater than 5 Acres)
-  Floodplains
-  Wetlands & Floodplains



Source:  
Base Data provided by Winnebago County 2016.  
Planning Boundaries provided by City of Neenah 2016.  
Environmental Features provided by WI DNR 2015.

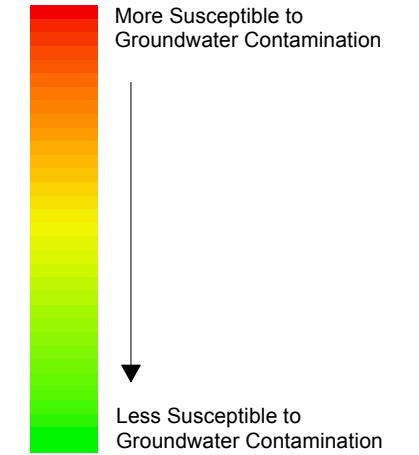


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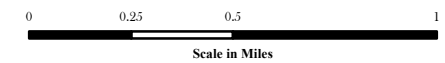
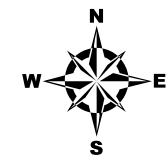




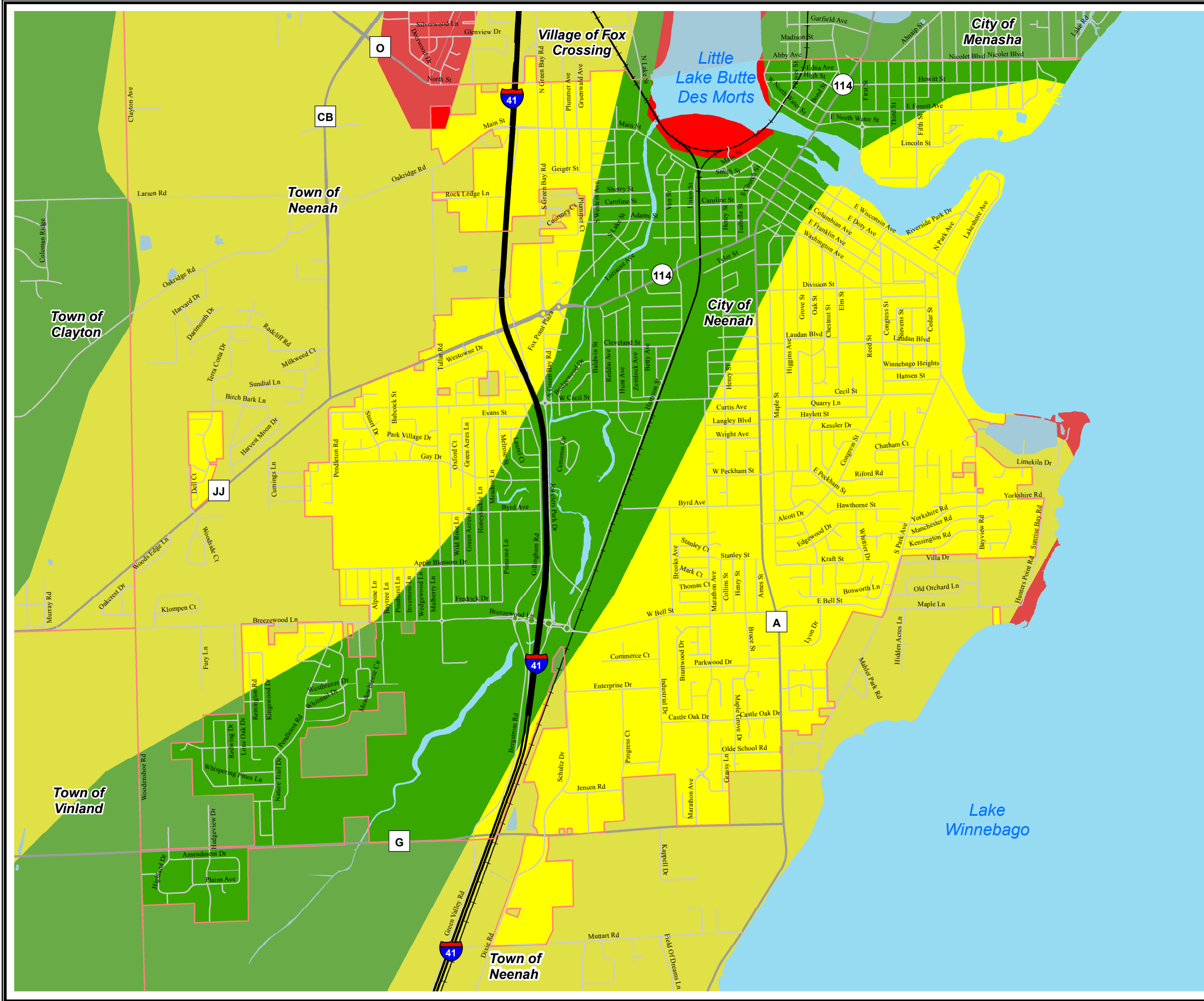
### Groundwater Susceptibility City of Neenah






Source:  
Base Data provided by Winnebago County 2016.  
Planning Boundaries provided by City of Neenah 2016.  
Groundwater Contamination provided by ECWRPC 2016.

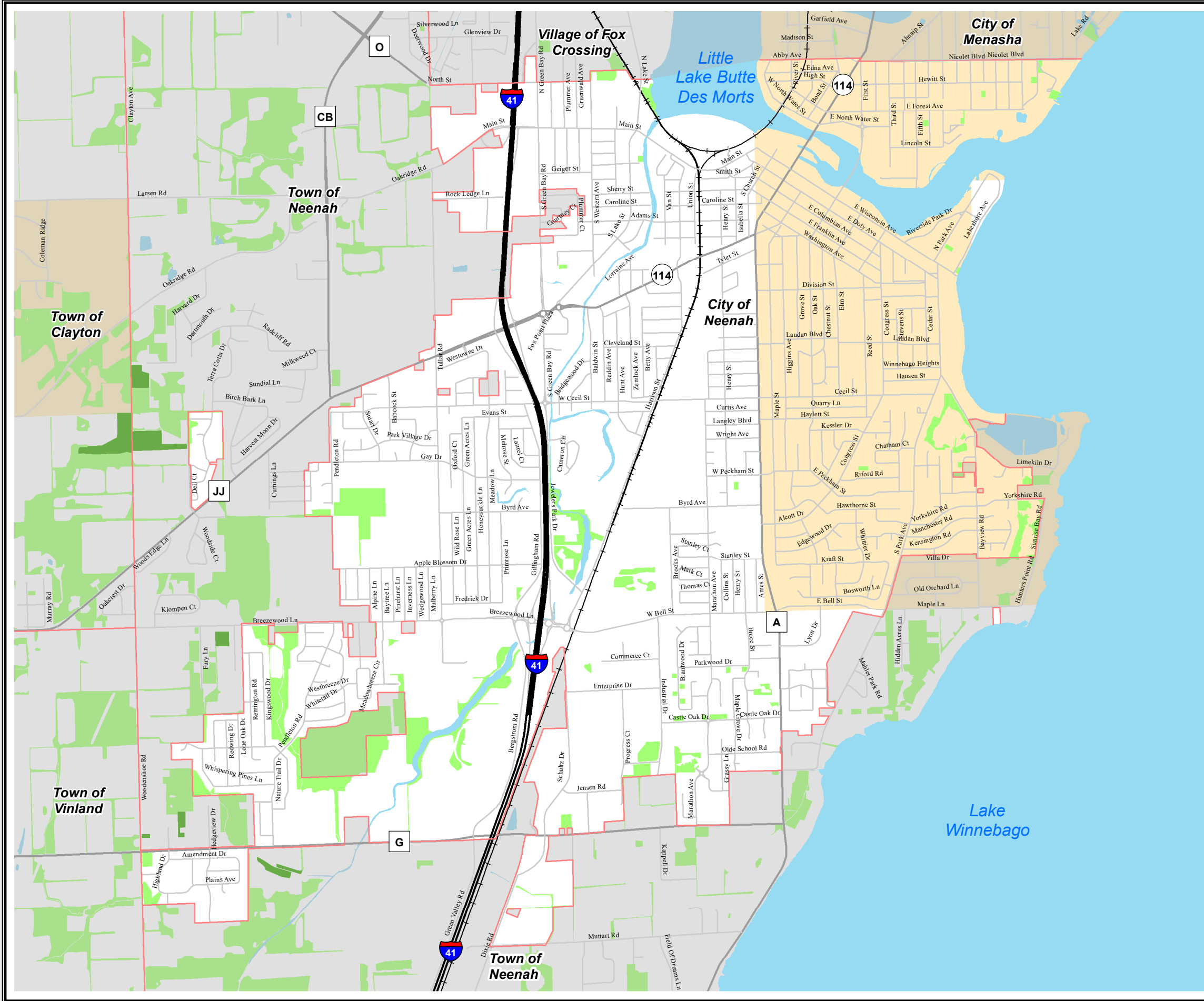


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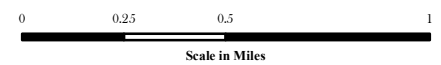
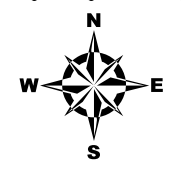


Environmental - Conservation Features  
City of Neenah

-  General Woodlands
-  Planted Wood Lots
-  DNR Endangered Species (Aquatic)



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Woodlands provided by ECWRPC 2016.  
 DNR Endangered Species provided by WI DNR 2015.



Prepared by:



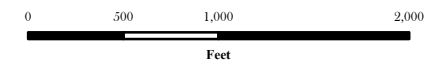
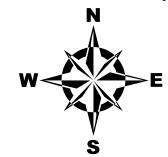
### Cultural Resources City of Neenah

- Historical Markers
- National Historic Sites
- Locally Significant Historic Sites
- Museums
- Wisconsin Avenue Historical District
- East Forest Avenue Historical District

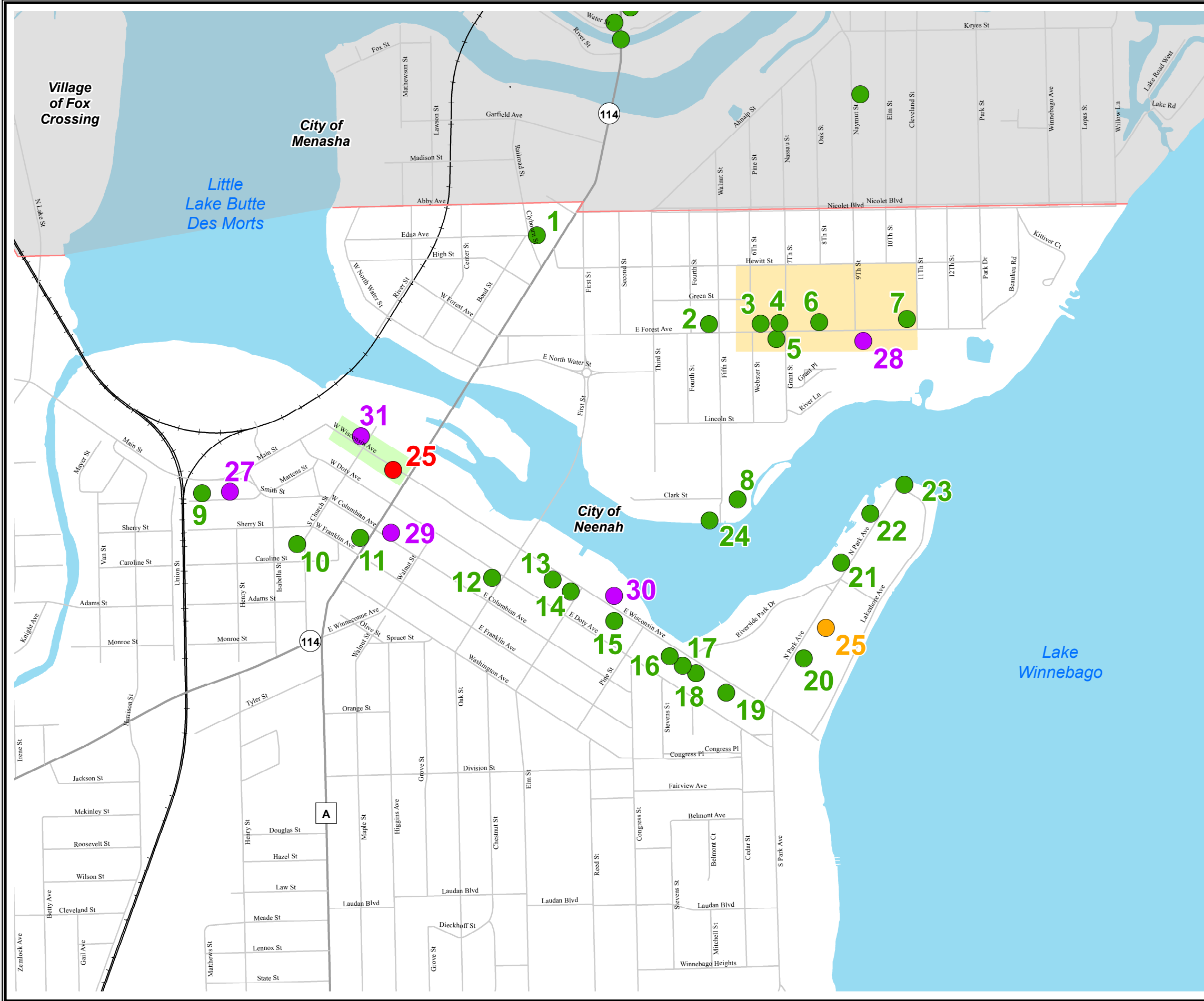
- 1) Chicago Northwestern Railroad Depot
- 2) Judge J C Kerwin House
- 3) Frank B Whiting House
- 4) Henry Spencer Smith House
- 5) Ellis Jennings House
- 6) Charles R Smith House
- 7) Perry Lindsey House
- 8) Grand Loggery (Doty Cabin Museum)
- 9) Hiram Smith House / Octagon House
- 10) Dewitt Clinton Van Ostrand House
- 11) Neenah Post Office
- 12) Henry Paepke House
- 13) Reverend Jens N Jersild House
- 14) Hans Gram House
- 15) Frank Winchester Hawks House
- 16) Henry Sherry House
- 17) Havilah Babcock House
- 18) Franklyn C Shattuck House
- 19) George O Bergstrom House
- 20) William C Wing House
- 21) Edward & Vina Shattuck Beals House
- 22) J Leslie Sensenbrenner House
- 23) Kimberly Point Park Lighthouse
- 24) Frank Whiting Boathouse
- 25) Wisconsin Avenue Commercial Historic District - Interior Walkway
- 26) Bergstrom-Mahler Museum of Glass
- 27) Fourth Ward Building
- 28) Edmund J Lachmann House / S.N. Pickard House
- 29) Clock Tower
- 30) Kimberly Double House
- 31) Legacy Park

\*\* Items Outside of Map AOI \*\* Pickard Auditorium, R Harden Gallery of Gem & Minerals, Gorham P Vinning House

Source:  
Base Data provided by Winnebago County.  
Planning Boundaries provided by City of Neenah.  
Historic Resources created by ECWRPC.



Prepared JUNE 2017 by:





## **CHAPTER 8**

# **INTERGOVERNMENTAL COOPERATION**



## CHAPTER 8: INTERGOVERNMENTAL COOPERATION

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## CHAPTER 8: INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

The relationship a municipality has with school districts, neighboring communities, the county, the Regional Planning Commission, the state, and the federal government can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing or potential conflicts can help a municipality address these situations in a productive manner.

### INVENTORY AND ANALYSIS

#### Governmental Units and Relationships to the City of Neenah

##### *Adjacent Communities*

***The City of Neenah shares its borders with the City of Menasha, Village of Fox Crossing and the towns of Neenah and Vinland in Winnebago County.*** The City has the power to annex lands and exercise extraterritorial plat review and zoning in the neighboring towns within three (3) miles of its borders. While the City uses extraterritorial plat review, it does not exercise extraterritorial zoning. The City has a boundary agreement with the Town of Neenah (see below for more information). Currently the City has a good working relationship with its neighbors.

##### *School District*

***The City of Neenah is served by the Neenah Joint School District (NJSD), which maintains eleven school facilities within the City.*** These facilities include: Coolidge, Hoover, Lakeview, Roosevelt / Alliance Charter, Taft, Tullar and Wilson elementary schools; Horace Mann and Shattuck middle schools; Neenah High School and the Washington Learning Center. Eight private parochial schools: Fox Valley Christian Academy, Martin Lutheran Evangelical Lutheran Grade School, Saint Gabriel Grade School, Saint Margaret Mary Grade School and Trinity Lutheran Grade School are situated in the City.

***While a formal written intergovernmental agreement does not exist between the NJSD and the City of Neenah, the City and school district do work together to provide programming and facilities for area youth and adults.*** For example, the City utilizes gym space at Shattuck Middle School and the Neenah High School, sports and fitness classes are held at Roosevelt, Taft, Washington and Hoover. Additional communication and cooperation can be done that will benefit both the school district and the City. There may be other opportunities to share recreational facilities, utilize existing school facilities for after school meeting space, and work together to coordinate the siting and utilization of new school facilities. Communities, school districts and local businesses can establish agreements to work together on other issues as well. An example may be the establishment of partnerships to construct local buildings (sheds, garages, houses) that not only give students valuable life and work skills but also benefit individuals within the local community. Community service type projects by

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local students strengthen young peoples' sense of civic engagement and can have lifelong implications. Not only should the City have an established method of communication with the NJSD, but the **City would also benefit by establishing a method of communication with the owners of private parochial schools** in the City as well.

The City is served by the Fox Valley Technical College (FVTC). The FVTC main campus is located in the Town of Grand Chute. It occasionally holds adult and continuing education classes in local facilities throughout its coverage area.

### **Public Safety**

**Neenah-Menasha Fire and Rescue.** The Neenah-Menasha Fire and Rescue Department (NMFR) has two facilities in Neenah: Fire Station 31 at 1080 Breezewood Lane and Fire Station 32 at 125 E. Columbian Avenue. Fire Station 32 serves as the main facility for the fire department and is used by the Chief and all support staff. NMFR responds to all types of fire and rescues from high / low angle confined space, trench and vehicle incidents. It also operates a dive team and performs fire inspection services. **The department was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department. NMFR has an auto aid agreement with the Appleton Fire Department.** Additional resources can be requested through the Mutual Aid Box Alarm System (MABAS). MABAS is a mutual aid measure used to deploy fire, rescue and emergency medical services in a multi-jurisdictional and/or multi-agency response. Eight members of the NMFR are also assigned to the *State of Wisconsin's Task Force 1*; a specially trained group of responder's who respond to building collapses state wide when occupants are trapped inside. The department is exploring at ways to increase cooperation with its neighbors.

NMFR respond as first responders along with Gold Cross ambulance. Residents with a medical emergency access services by dialing 911. Both a First Responder unit and an ambulance are dispatched to the scene by the county call center. First Responders provide back-up as needed for fires and other emergency situations.

**Neenah Police Department.** **The Neenah Police Department is located at 2111 Marathon Avenue in the City of Neenah.** All officers are basic first aid trained to sustain life until an injured or sick individual is transported to a medical facility. Two School Liaison Officers work closely with the Neenah Joint School District. One officer working in the high school and the other officer works with the two middle schools. The liaison officers assist when needed in the grade schools.

**The Neenah Police Department has mutual aid agreements with most other Fox Cities communities.** Officers are dispatched by the Winnebago County Communications Center. Other mutual aid/intergovernmental efforts the department is part include:

- Wisconsin Emergency Police Services (EPS) Program provides law enforcement support and coordination of mutual aid in times of crises. In the event of an emergency, the area director works with the State EPS Deputy Director to set up a mutual aid response with local, state and federal law enforcement agencies.

- 
- Lake Winnebago Area Metropolitan Police Enforcement (LWAM) Group is a multi-agency drug team supervised by the State Department of Justice, Division of Criminal Investigation. LWAM is made up of law enforcement officers from 20 police and sheriff departments within Outagamie, Winnebago, Fond du Lac and Calumet counties.
  - Fox Cities Victim Crises Response Team provides on-scene critical support to crime victims. The department also has a number of trained Crises intervention Officers to address the needs of those with mental health challenges.

**Municipal Court.** *The cities of Neenah and Menasha have shared a municipal court since 2002.* Municipal Court is held once per month in the Neenah Council Chamber, while a truancy court is held at the Neenah High School.

### ***Library***

**Winnefox Library System.** *Winnefox Library System (WLS) is one of 17 library systems in the state and is a federation of 30 public libraries in Winnebago, Fond du Lac, Green Lake, Marquette and Waushara counties.* The City of Neenah Public Library is a member of WLS. The purpose of the library system is to coordinate and strengthen services provided by the member libraries. The WLS operates the Winnefox Automated Library System (WALS) shared computer system. WALS hosts web sites and blogs for libraries, and operates the shared online catalog, circulation, and acquisitions. Library patrons are able to access an interlibrary loan system allowing them to request materials from other libraries in the system.

### ***Utilities***

**Neenah-Menasha Sewage Commission.** *The Neenah/Menasha Sewerage Commission was jointly created by the municipalities and sanitary districts within the sewer service area.* It is governed by a seven member commission: two members representing the City of Neenah, two members representing the City of Menasha, the President of the Town of Neenah Sanitary District Nos., 1-1 and 2, the President of the Town of Menasha Utility District and the President of the Waverly Sanitary District.

**Town of Neenah Sanitary District No. 2.** The District, Town of Neenah, and City of Neenah signed an agreement in 1988 which outlines future service areas, connection points, and payment parameters and, construction and maintenance policies. Future development will be limited based on a subsequent agreement between the District and the City for the Bell St. /Maple Lane connection which allows for 10 million gallons per month. The District currently generates 4.5-5.5 million gallons per month at this connection point. An amendment to the 1988 agreement also specified a 10 million gallon per month maximum flow to the Brantwood/Industrial Drive interceptor.

Most lands east of I-41 are serviced by the City of Neenah under a previous arrangement dating back to the 1950's, while 57 existing homes in the Cummings Plat, plus some existing homes on Meadow Lane and Tullar Road are provided service under an agreement with the City. This agreement also allowed the City to provide sewer service to the Kohl's/Walmart development.

## **County**

**Winnebago County.** The City of Neenah is located in Winnebago County. ***The City works with county departments to coordinate road construction and maintenance; solid waste and recycling; police, fire and emergency services and dispatch; and election and planning assistance.*** Tax bills for properties in the City are printed by the county. Although the City collects property taxes from residents paid in January, the county collects property taxes for the remainder of the year. City residents have access to county departments and services including senior citizen and other social services, recreational resources, property information, birth and death certificates, and others. The City and the county continue to maintain open communications with one another that work to foster good working relationships and mutual respect.

## **Regional**

**East Central Wisconsin Regional Planning Commission.** Winnebago County, and thus the City of Neenah, is a member of the East Central Wisconsin Regional Planning Commission (ECWRPC). ***ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.*** These services include environmental management, housing, demographics, economic development, transportation (including Metropolitan Planning Organization (MPO) work, community facilities (including SSA planning responsibilities), land use, contract planning, and others. ECWRPC has worked with the City of Neenah on several projects over the years including the development of the recent City of Neenah Outdoor Recreation Plan 2015-2019, trail, transportation, sewer service area and economic development planning and the current comprehensive plan update.

**Solid Waste and Recycling.** ***Winnebago, Outagamie and Brown counties entered into a 25 year intergovernmental agreement in 2001 to handle the disposal of solid waste and recycling within their respective counties.*** Solid waste and recycling from the City of Neenah is disposed of through this agreement.

**Fox Comm.** ***Fox Comm is a regional partnership for public safety communications within Winnebago County, Calumet and Outagamie County.*** Over 25 law enforcement agencies, 57 fire, 29 EMS districts and three 9-1-1 communications centers area represented through three county consortium.

## **State**

**Wisconsin Department of Natural Resources (WDNR).** The WDNR is responsible for the regulation, protection, and sustained management of natural resources within the state. The WDNR operates various programs in water and air quality management, habitat preservation, recreational trail development, and other programs. The WDNR helps local landowners successfully manage their woodlots for wildlife habitat and timber production throughout Winnebago County. The WDNR also maintains environmental corridors which enhance surface water quality and stream habitat throughout the planning area.

**Department of Agriculture, Trade, and Consumer Protection (DATCP).** The overall mission of DATCP is multi-fold. The agency oversees programs which ensure the safety and quality of

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food, fair business practices for buyers and sellers, consumer protection, efficient use of agricultural resources in a quality environment, healthy animal and plant populations, and the vitality of Wisconsin agriculture and commerce. Since agriculture will continue to be an important economic industry in Winnebago County, many of the programs DATCP offers will benefit and help local citizens and businesses.

**Wisconsin Department of Transportation (WisDOT).** WisDOT deals with issues related to all transportation uses in the planning area. WisDOT evaluates existing transportation infrastructure for bicycle and pedestrian trails as well as assists in planning efforts for future trails. The City of Neenah should continue to collaborate with WisDOT to address current and future transportation issues.

### ***Intergovernmental Agreements***

***Intergovernmental Agreement Among the City of Neenah, the Town of Neenah, the Town of Neenah Sanitary District #1-1 and the Town of Neenah Sanitary District #2 to Provide Orderly Growth and Development Within Agreed Upon Municipal Boundaries.*** This agreement was adopted in 2003 and is for a period of 30 years. The agreement delineates City Growth Areas, Town Growth Area, City Service Areas, Non-Annexed City Service Areas, Town Service Areas and Parks/Environmentally Sensitive Areas.

### **KEY INTERGOVERNMENTAL COOPERATION SUMMARY POINTS**

- The City of Neenah shares its borders with the City of Menasha, Village of Fox Crossing and the towns of Neenah and Vinland in Winnebago County.
- The City of Neenah is served by the Neenah Joint School District (NJSD), which maintains eleven school facilities within the City.
- While a formal written intergovernmental agreement does not exist between the NJSD and the City of Neenah, the City and school district do work together to provide programming and facilities for area youth and adults.
- City would benefit by establishing a method of communication with the owners of private parochial schools.
- The Neenah-Menasha Fire Rescue (NMFR) department was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Department. NMFR has an auto aid agreement with the Appleton Fire Department.
- The Neenah Police Department is located at 2111 Marathon Avenue in the City of Neenah. The Neenah Police Department has mutual aid agreements with most other Fox Cities communities.
- The cities of Neenah and Menasha have shared a municipal court since 2002.
- Winnefox Library System (WLS) is one of 17 library systems in the state and is a federation of 30 public libraries in Winnebago, Fond du Lac, Green Lake, Marquette and Waushara counties.
- The Neenah/Menasha Sewerage Commission was jointly created by the municipalities and sanitary districts within the sewer service area.

- The City works with county departments to coordinate road construction and maintenance; solid waste and recycling; police, fire and emergency services and dispatch; and election and planning assistance.
- ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.
- Winnebago, Outagamie and Brown counties entered into a 25 year intergovernmental agreement in 2001 to handle the disposal of solid waste and recycling within their respective counties.
- Fox Comm is a regional partnership for public safety communications within Winnebago County, Calumet and Outagamie County.
- Intergovernmental Agreement Among the City of Neenah, the Town of Neenah, the Town of Neenah Sanitary District #1-1 and the Town of Neenah Sanitary District #2 to Provide Orderly Growth and Development Within Agreed Upon Municipal Boundaries. The agreement delineates City Growth Areas, Town Growth Area, City Service Areas, Non-Annexed City Service Areas, Town Service Areas and Parks/Environmentally Sensitive Areas.

## **GOALS, OBJECTIVES AND RECOMMENDATIONS**

The goals, objectives and recommendations for the Intergovernmental Cooperation element are found in Chapter 9: Intergovernmental Cooperation, *City of Neenah Comprehensive Plan Update 2040, Volume One: Goals, Objectives and Recommendations*.

## **POLICIES AND PROGRAMS**

Policies and programs related to the Intergovernmental Cooperation element are found in Appendix H.





## **APPENDICES**



## **APPENDIX A**

# ISSUES AND OPPORTUNITIES

**APPENDIX A: ISSUES AND OPPORTUNITIES**

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**Table A-1: Household Type Characteristics, 2000 and 2010**

	Total Households	Family Households				Non-Family Household				
		Total Family Housholds	Married-couple Family	Male Householder, no wife present	Female Householder, no husband present	Total Nonfamily Households	Householder Living Alone	Households Living Alone with Individuals 65+	Average Household Size	
<b>2000</b>										
City of Neenah	#	9,834	6,576	5,288	329	959	3,258	2,702	997	2.47
	%	100.0%	66.9%	53.8%	3.3%	9.8%	33.1%	27.5%	10.1%	(X)
Winnebago County	#	61,157	39,547	32,422	2,057	5,068	21,610	16,850	6,026	2.43
	%	100.0%	64.7%	53.0%	3.4%	8.3%	35.3%	27.6%	9.9%	(X)
Wisconsin	#	2,084,544	1,386,815	1,108,597	77,918	200,300	697,729	557,875	207,206	2.50
	%	100.0%	66.5%	53.2%	3.7%	9.6%	33.5%	26.8%	9.9%	(X)
<b>2010</b>										
	Total Households	Total Family Housholds	Husband-Wife Family	Male Householder, no wife present	Female Householder, no husband present	Total Nonfamily Households	Householder Living Alone	Households Living Alone with Individuals 65+	Average Household Size	
City of Neenah	#	10,694	6,700	5,087	490	1,123	3,994	3,282	1,135	2.36
	%	100.0%	62.7%	47.6%	4.6%	10.5%	37.3%	30.7%	10.6%	(X)
Winnebago County	#	67,875	41,523	32,465	2,914	6,144	26,352	20,276	7,011	2.34
	%	100.0%	61.2%	47.8%	4.3%	9.1%	38.8%	29.9%	10.3%	(X)
Wisconsin	#	2,279,768	1,468,917	1,131,344	103,625	233,948	810,851	642,507	232,251	2.43
	%	100.0%	64.4%	49.6%	4.5%	10.3%	35.6%	28.2%	10.2%	(X)

Source: U.S. Census 2000 &amp; 2010, DP-1

**Table A-2: Educational Attainment, 2009-2013 ACS 5-Year Estimates**

	City of Neenah			Winnebago County			Wisconsin		
	Population	MOE	Percent	Population	MOE	Percent	Population	MOE	Percent
Population 25 years and over	17,032	338	100%	111,624	172	100%	3,827,815	831	100%
Less than 9th grade	339	130	2.0%	2,832	404	2.5%	128,163	2,117	3.3%
9th to 12th grade, no diploma	783	149	4.6%	7,184	462	6.4%	238,713	3,418	6.2%
High school graduate	5,554	367	32.6%	38,878	1,105	34.8%	1,256,845	6,812	32.8%
Some college, no degree	3,452	307	20.3%	23,338	874	20.9%	809,942	4,481	21.2%
Associate's degree	1,772	241	10.4%	10,983	639	9.8%	367,424	3,635	9.6%
Bachelor's degree	3,761	326	22.1%	19,963	845	17.9%	679,310	5,392	17.7%
Graduate or professional degree	1,371	208	8.0%	8,446	455	7.6%	347,418	4,053	9.1%
Percent high school graduate or higher	-	-	93.4%	-	-	91.0%	-	-	90.4%
Percent bachelor's degree or higher	-	-	30.1%	-	-	25.5%	-	-	26.8%

Source: U.S. Census, 2009-2013 American Community Survey 5-Year Estimates, DP02



## **APPENDIX B**

### **LAND USE**

## APPENDIX B: LAND USE

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**Table B-1: City of Neenah Land Use Trends, 2000-2015**

Land Use	2000			2015			Change 2000-2015		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	1,794.1	40.6%	35.1%	2,133.3	42.2%	34.7%	339.2	1.5%	-0.4%
Farmsteads	1.7	0.0%	0.0%	3.5	0.1%	0.1%	1.8	0.0%	0.0%
Multi-Family Residential	137.7	3.1%	2.7%	144.0	2.8%	2.3%	6.4	-0.3%	-0.3%
Mobile Home Parks	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Commercial	398.2	9.0%	7.8%	456.6	9.0%	7.4%	58.4	0.0%	-0.4%
Industrial	421.6	9.5%	8.2%	450.1	8.9%	7.3%	28.5	-0.7%	-0.9%
Recreational Facilities	310.9	7.0%	6.1%	311.5	6.2%	5.1%	0.6	-0.9%	-1.0%
Institutional Facilities	277.3	6.3%	5.4%	299.1	5.9%	4.9%	21.9	-0.4%	-0.6%
Utilities/Communications	13.6	0.3%	0.3%	14.1	0.3%	0.2%	0.5	0.0%	0.0%
Transportation	1,061.6	24.0%	20.7%	1,247.7	24.7%	20.3%	186.1	0.6%	-0.4%
Total Developed	4,416.7	100.0%	86.3%	5,059.9	100.0%	82.3%	643.2		-4.0%
Non-irrigated Cropland	24.6		0.5%	79.6		1.3%	55.0		0.8%
Planted Woodlands	0.0		0.0%	0.0		0.0%	0.0		0.0%
General Woodlands	122.8		2.4%	197.6		3.2%	74.8		0.8%
Quarries	3.9		0.1%	4.3		0.1%	0.3		0.0%
Other Open Land	297.2		5.8%	533.1		8.7%	236.0		2.9%
Water Features	251.5		4.9%	272.2		4.4%	20.8		-0.5%
Total Acres	5,116.7		100.0%	6,146.7		100.0%	1,030.0		

Source: East Central Wisconsin Regional Planning Commission, 2016

**Table B-2: Unincorporated 3-mile Extraterritorial Area**

Land Use	2000			2016			Change 2000-2016		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	2,060.5	41.0%	9.2%	2,316.4	44.8%	10.9%	255.9	3.8%	1.6%
Farmsteads	322.7	6.4%	1.4%	366.7	7.1%	1.7%	44.0	0.7%	0.3%
Multi-Family Residential	6.4	0.1%	0.0%	0.0	0.0%	0.0%	-6.4	-0.1%	0.0%
Mobile Home Parks	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Commercial	341.5	6.8%	1.5%	338.2	6.5%	1.6%	-3.3	-0.3%	0.1%
Industrial	338.6	6.7%	1.5%	366.9	7.1%	1.7%	28.2	0.4%	0.2%
Recreational Facilities	298.4	5.9%	1.3%	315.7	6.1%	1.5%	17.3	0.2%	0.1%
Institutional Facilities	71.5	1.4%	0.3%	49.9	1.0%	0.2%	-21.6	-0.5%	-0.1%
Utilities/Communications	221.6	4.4%	1.0%	158.4	3.1%	0.7%	-63.2	-1.3%	-0.3%
Transportation	1,361.2	27.1%	6.1%	1,254.6	24.3%	5.9%	-106.6	-2.8%	-0.2%
Total Developed	5,022.4	100.0%	22.5%	5,166.8	100.0%	24.2%	144.4		1.7%
Non-irrigated Cropland	11,658.4		52.2%	10,900.4		51.1%	-758.0		-1.2%
Planted Woodlands	134.8		0.6%	57.9		0.3%	-76.9		-0.3%
General Woodlands	2,249.3		10.1%	2,582.0		12.1%	332.6		2.0%
Quarries	216.9		1.0%	231.7		1.1%	14.9		0.1%
Other Open Land	2,829.1		12.7%	2,170.4		10.2%	-658.6		-2.5%
Water Features	204.6		0.9%	236.8		1.1%	32.2		0.2%
Total Acres	22,315.4		100.0%	21,345.9		100.0%	-969.4		

Source: East Central Wisconsin Regional Planning Commission, 2016. Includes the towns of Clayton, Neenah and Vinland only.

**Table B-3. Town of Neenah Land Use Trends, 2000-2016**

Land Use	2000			2016			Change 2000-2016		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	1,322.2	52.0%	21.7%	992.5	51.9%	19.5%	-329.7	-0.1%	-2.2%
Farmsteads	95.7	3.8%	1.6%	93.9	4.9%	1.8%	-1.8	1.1%	0.3%
Multi-Family Residential	6.4	0.3%	0.1%	0.0	0.0%	0.0%	-6.4	-0.3%	-0.1%
Mobile Home Parks	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Commercial	242.3	9.5%	4.0%	186.0	9.7%	3.6%	-56.3	0.2%	-0.3%
Industrial	174.4	6.9%	2.9%	139.2	7.3%	2.7%	-35.3	0.4%	-0.1%
Recreational Facilities	37.3	1.5%	0.6%	36.7	1.9%	0.7%	-0.6	0.5%	0.1%
Institutional Facilities	66.0	2.6%	1.1%	44.4	2.3%	0.9%	-21.6	-0.3%	-0.2%
Utilities/Communications	20.2	0.8%	0.3%	19.7	1.0%	0.4%	-0.5	0.2%	0.1%
Transportation	579.6	22.8%	9.5%	401.0	21.0%	7.9%	-178.6	-1.8%	-1.6%
Total Developed	2,544.1	100.0%	41.7%	1,913.4	100.0%	37.5%	-630.7		-4.2%
Non-irrigated Cropland	1,400.5		22.9%	1,346.6		26.4%	-53.9		3.5%
Planted Woodlands	24.6		0.4%	24.5		0.5%	0.0		0.1%
General Woodlands	882.9		14.5%	811.9		15.9%	-71.0		1.5%
Quarries	215.0		3.5%	216.3		4.2%	1.3		0.7%
Other Open Land	925.2		15.2%	692.3		13.6%	-232.9		-1.6%
Water Features	110.9		1.8%	93.4		1.8%	-17.5		0.0%
Total Acres	6,103.2		100.0%	5,098.4		100.0%	-1,004.9		

Source: East Central Wisconsin Regional Planning Commission, 2016

Table B-4. Town of Clayton Land Use Trends, 2000-2016

Land Use	2000			2016			Change 2000-2016		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	858.1	46.9%	13.4%	854.5	47.2%	13.4%	-3.6	0.3%	0.0%
Farmsteads	125.6	6.9%	2.0%	124.5	6.9%	2.0%	-1.1	0.0%	0.0%
Multi-Family Residential	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Mobile Home Parks	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Commercial	50.0	2.7%	0.8%	48.2	2.7%	0.8%	-1.9	-0.1%	0.0%
Industrial	113.6	6.2%	1.8%	112.4	6.2%	1.8%	-1.2	0.0%	0.0%
Recreational Facilities	263.6	14.4%	4.1%	263.6	14.6%	4.1%	0.0	0.2%	0.0%
Institutional Facilities	2.2	0.1%	0.0%	2.2	0.1%	0.0%	0.0	0.0%	0.0%
Utilities/Communications	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Transportation	414.7	22.7%	6.5%	403.7	22.3%	6.3%	-11.0	-0.4%	-0.1%
Total Developed	1,827.9	100.0%	28.6%	1,809.1	100.0%	28.4%	-18.8		-0.2%
Non-irrigated Cropland	3,054.7		47.8%	3,047.1		47.9%	-7.7		0.1%
Planted Woodlands	28.0		0.4%	28.0		0.4%	0.0		0.0%
General Woodlands	691.5		10.8%	690.2		10.8%	-1.3		0.0%
Quarries	16.5		0.3%	15.4		0.2%	-1.0		0.0%
Other Open Land	725.0		11.3%	723.8		11.4%	-1.2		0.0%
Water Features	51.4		0.8%	51.4		0.8%	0.0		0.0%
Total Acres	6,395.0		100.0%	6,365.0		100.0%	-30.0		

Source: East Central Wisconsin Regional Planning Commission, 2016

**Table B-5. Town of Vinland Land Use Trends, 2000-2016**

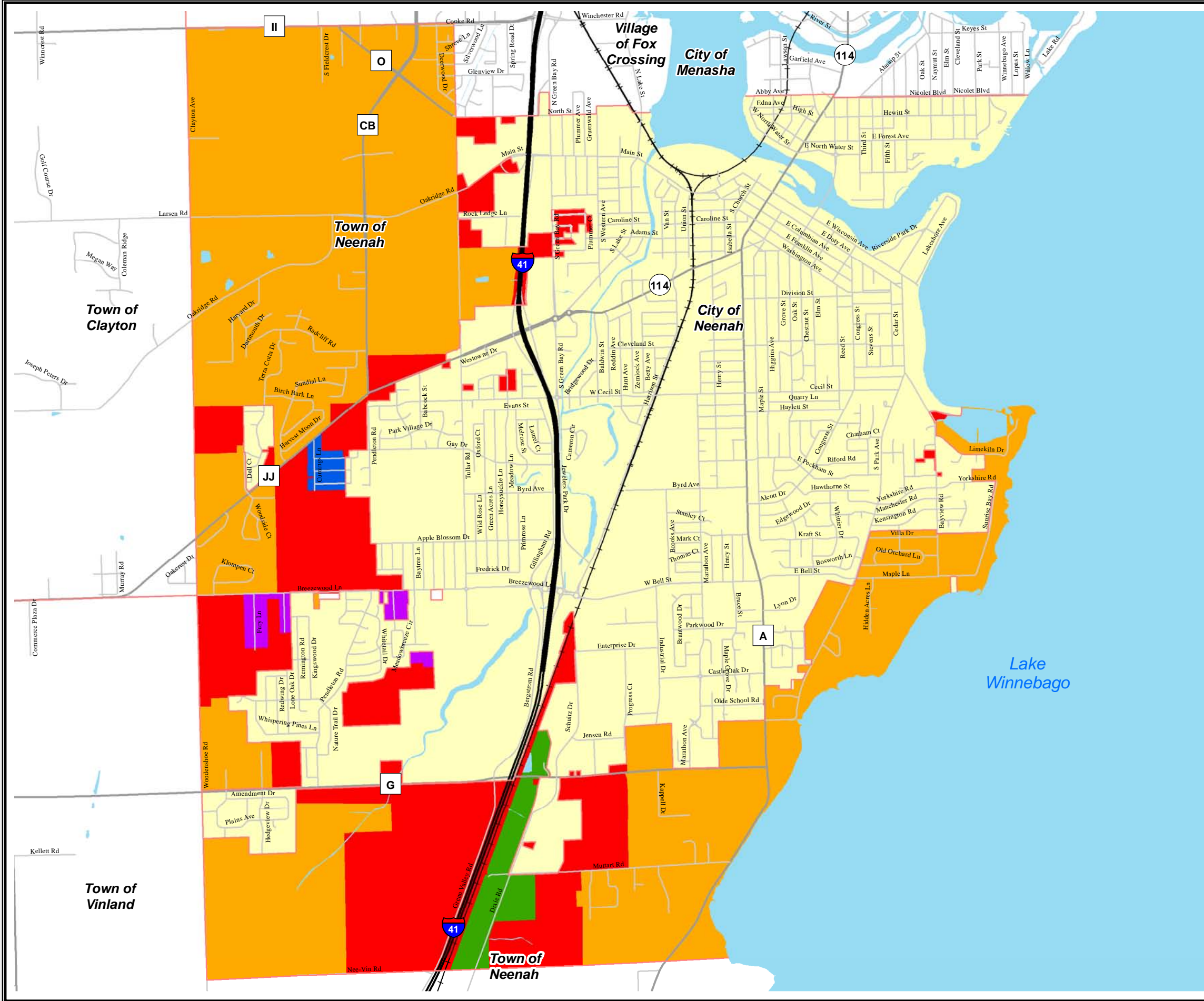
Land Use	2000			2016			Change 2000-2016		
	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total	Total Acres	Percent of Developed Land	Percent of Total
Single Family Residential	464.6	32.9%	4.7%	469.4	32.5%	4.8%	4.9	-0.1%	0.0%
Farmsteads	146.3	10.3%	1.5%	148.3	10.3%	1.5%	2.0	-0.1%	0.0%
Multi-Family Residential	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Mobile Home Parks	0.0	0.0%	0.0%	0.0	0.0%	0.0%	0.0	0.0%	0.0%
Commercial	104.4	7.4%	1.1%	104.1	7.2%	1.1%	-0.2	-0.2%	0.0%
Industrial	114.1	8.1%	1.2%	115.3	8.0%	1.2%	1.2	-0.1%	0.0%
Recreational Facilities	15.4	1.1%	0.2%	15.4	1.1%	0.2%	0.0	0.0%	0.0%
Institutional Facilities	3.2	0.2%	0.0%	3.2	0.2%	0.0%	0.0	0.0%	0.0%
Utilities/Communications	136.6	9.7%	1.4%	138.7	9.6%	1.4%	2.1	-0.1%	0.0%
Transportation	429.1	30.4%	4.4%	449.9	31.2%	4.6%	20.8	0.8%	0.2%
Total Developed	1,413.6	100.0%	14.4%	1,444.4	100.0%	14.6%	30.7		0.2%
Non-irrigated Cropland	6,492.5		66.0%	6,506.8		65.8%	14.2		-0.2%
Planted Woodlands	5.3		0.1%	5.3		0.1%	0.0		0.0%
General Woodlands	1,077.1		11.0%	1,079.9		10.9%	2.8		0.0%
Quarries	0.0		0.0%	0.0		0.0%	0.0		0.0%
Other Open Land	753.3		7.7%	754.3		7.6%	1.0		0.0%
Water Features	91.9		0.9%	91.9		0.9%	0.0		0.0%
Total Acres	9,833.7		100.0%	9,882.6		100.0%	48.8		

Source: East Central Wisconsin Regional Planning Commission, 2016

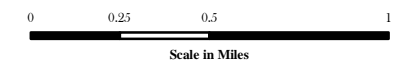


### Growth Areas From 2003 Boundary Agreements City of Neenah

- City of Neenah
- City Growth Area
- Existing Service Area
- Hybrid Area
- Town Growth Area
- Town Sewer Service Area



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Template Mapping created by ECWRPC 2016.



Prepared January 2017 by:





## **APPENDIX C**

# **ECONOMIC DEVELOPMENT**



## APPENDIX C: ECONOMIC DEVELOPMENT

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**Table C-1: Employment Status, 16 Years and Older, 2000**

Jurisdiction	Total Civilian Labor Force			Employed Persons					
				Total		Male		Female	
	Total	Male	Female	Number	Percent	Number	Percent	Number	Percent
<b>City of Neenah</b>	<b>13,077</b>	<b>7,078</b>	<b>5,999</b>	<b>12,613</b>	<b>96.5%</b>	<b>6,839</b>	<b>96.6%</b>	<b>5,774</b>	<b>96.2%</b>
Winnebago County	85,820	45,073	40,747	82,666	96.3%	43,309	96.1%	39,357	96.6%
Wisconsin	2,869,236	1,505,853	1,363,383	2,734,925	95.3%	1,428,493	94.9%	1,306,432	95.8%

Source: U.S. Census 2000, DP-3

**Table C-2: Employment Status, 16 Years and Older, 2009-2013**

Jurisdiction	Total Civilian Labor Force			Employed Persons								
				Total			Male			Female		
	Total	Male	Female	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
<b>City of Neenah</b>	<b>13,700</b>	<b>7,263</b>	<b>6,437</b>	<b>12,853</b>	<b>445</b>	<b>93.8%</b>	<b>6,833</b>	<b>577</b>	<b>94.1%</b>	<b>6,020</b>	<b>368</b>	<b>93.5%</b>
Winnebago County	89,965	46,490	43,475	84,082	1,030	93.5%	43,456	1,274	93.5%	40,626	749	93.4%
Wisconsin	3,079,100	1,599,968	1,479,132	2,839,636	6,287	92.2%	1,459,821	7,399	91.2%	1,379,815	3,902	93.3%

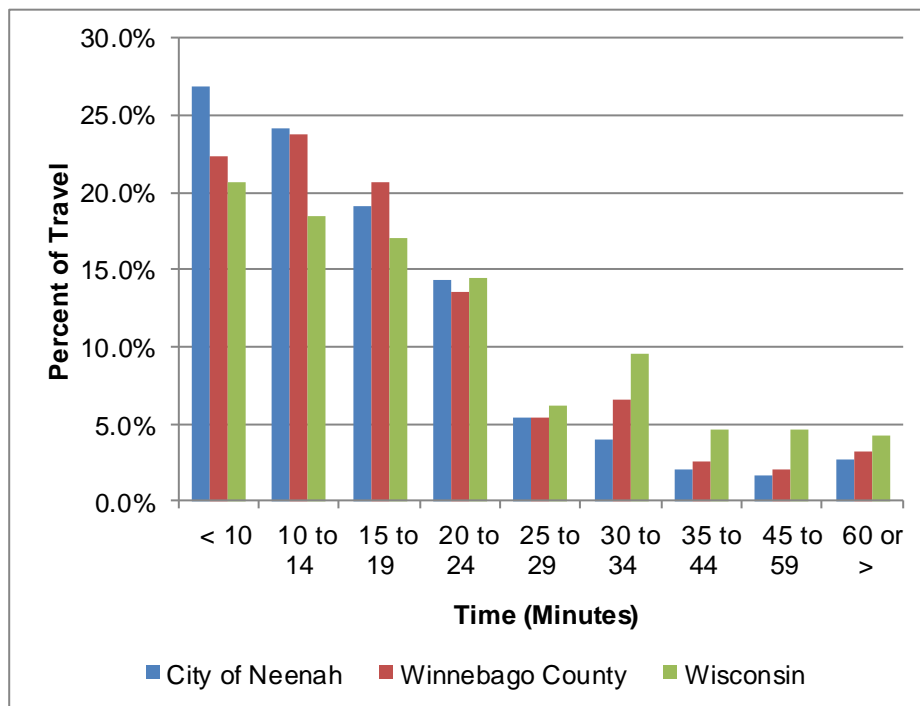
Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP03

**Table C-3: Travel Time to Work, 2000**

	City of Neenah		Winnebago		Wisconsin	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total:	12,057	100.0%	79,020	100.0%	2,585,309	100.0%
Less than 10 minutes	3226	26.8%	17,715	22.4%	533,891	20.7%
10 to 14 minutes	2,915	24.2%	18,696	23.7%	476,569	18.4%
15 to 19 minutes	2,299	19.1%	16,284	20.6%	440,637	17.0%
20 to 24 minutes	1,725	14.3%	10,707	13.5%	372,180	14.4%
25 to 29 minutes	646	5.4%	4,250	5.4%	159,448	6.2%
30 to 34 minutes	477	4.0%	5,177	6.6%	248,714	9.6%
35 to 44 minutes	246	2.0%	2,021	2.6%	120,661	4.7%
45 to 59 minutes	200	1.7%	1,617	2.0%	120,028	4.6%
60 to 89 minutes	110	0.9%	1,192	1.5%	68,071	2.6%
90 or more minutes	213	1.8%	1,358	1.7%	45,110	1.7%
Worked at Home	360	2.9%	2,089	2.6%	105,395	3.9%
Mean Travel Time (in minutes)	16.5	-	17.8	-	20.8	-

Source: U.S. Census 2000, QT-P23, DP-3

**Figure C-1: Percent Travel Time to Work, 2000**



Source: U.S. Census 2000, QT-P23, DP-3

Table C-4: Travel Time to Work, 2009-2013 ACS 5-Year Estimates

	City of Neenah			Winnebago County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Total:	12,252	469	100.0%	79,885	1,107	100.0%	2,677,667	6,286	100.0%
Less than 5 minutes	463	129	3.8%	3,267	401	4.1%	126,783	1,939	4.7%
5 to 9 minutes	2,165	266	17.7%	12,276	678	15.4%	369,487	3,938	13.8%
10 to 14 minutes	2,954	385	24.1%	18,560	835	23.2%	463,006	4,342	17.3%
15 to 19 minutes	2,294	280	18.7%	15,223	645	19.1%	442,313	3,325	16.5%
20 to 24 minutes	2,221	275	18.1%	12,276	681	15.4%	396,944	3,886	14.8%
25 to 29 minutes	563	139	4.6%	5,049	412	6.3%	176,003	2,608	6.6%
30 to 34 minutes	610	141	5.0%	6,660	466	8.3%	282,660	3,339	10.6%
35 to 39 minutes	190	95	1.6%	1,443	304	1.8%	70,724	1,485	2.6%
40 to 44 minutes	97	56	0.8%	1,136	233	1.4%	78,219	1,570	2.9%
45 to 59 minutes	285	90	2.3%	1,746	216	2.2%	144,208	1,923	5.4%
60 to 89 minutes	193	79	1.6%	1,107	174	1.4%	81,446	1,472	3.0%
90 or more minutes	217	84	1.8%	1,142	213	1.4%	45,874	1,381	1.7%
Worked at Home	343	133	2.7%	2,776	341	3.4%	114,523	1,838	4.1%
Mean Travel Time	17.9	1		18.4	0.4		21.7	0.1	

Source: U.S. Census 2009-2013 ACS 5-Year Estimates, B08303, DP03

Table C-5: Employment by Occupation, 2009-2013 ACS 5-Year Estimates

	City of Neenah			Winnebago County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Management, business, science, and arts occupations	<b>3,915</b>	<b>339</b>	<b>30.5%</b>	25,359	886	30.2%	963,978	6,343	33.9%
Service occupations	<b>1,897</b>	<b>282</b>	<b>14.8%</b>	15,293	750	18.2%	482,179	3,902	17.0%
Sales and office occupations	<b>3,638</b>	<b>374</b>	<b>28.3%</b>	21,073	706	25.1%	676,268	4,669	23.8%
Natural resources, construction, and maintenance occupations	<b>1,114</b>	<b>213</b>	<b>8.7%</b>	6,198	467	7.4%	242,773	2,897	8.5%
Production, transportation, and material moving occupations	<b>2,289</b>	<b>289</b>	<b>17.8%</b>	16,159	847	19.2%	474,438	4,259	16.7%
Employed civilian population 16 years and over	<b>12,853</b>	<b>445</b>	<b>100%</b>	84,082	1,030.0	100%	2,839,636	6,287	100%

Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP03

Table C-6: Employment by Industry, 2009-2013 ACS 5-Year Estimates

	City of Neenah			Winnebago County			Wisconsin		
	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent	Estimate	MOE+/-	Percent
Agriculture, forestry, fishing and hunting, and mining	53	36	0.4%	1,032	193	1.2%	70,743	1,227	2.5%
Construction	611	141	4.8%	3,316	356	3.9%	151,201	1,971	5.3%
Manufacturing	3,432	292	26.7%	20,605	750	24.5%	515,649	4,001	18.2%
Wholesale trade	288	105	2.2%	2,057	305	2.4%	77,035	1,951	2.7%
Retail trade	1,616	281	12.6%	10,414	607	12.4%	324,973	4,057	11.4%
Transportation and warehousing, and utilities	536	173	4.2%	3,310	348	3.9%	124,407	2,471	4.4%
Information	228	82	1.8%	1,423	194	1.7%	48,652	1,515	1.7%
Finance, insurance, real estate, and rental and leasing	627	144	4.9%	4,148	421	4.9%	176,812	2,509	6.2%
Professional, scientific, management, administrative, and waste management services	1,341	235	10.4%	7,203	557	8.6%	225,521	2,988	7.9%
Educational, health and social services	2,251	287	17.5%	16,479	856	19.6%	657,565	4,622	23.2%
Arts, entertainment, recreation, accommodation and food services	895	181	7.0%	7,585	591	9.0%	246,390	3,124	8.7%
Other services (except public administration)	694	147	5.4%	3,766	342	4.5%	119,054	2,220	4.2%
Public administration	281	92	2.2%	2,744	341	3.3%	101,634	2,139	3.6%
Civilian employed population 16 years and over	12,853	445	100%	84,082	1,030	100%	2,839,636	6,287	100%

Source: U.S. Census 2009-2013 ACS 5-Year Estimates, DP03

**Table C-7: Top 25 Public and Private Employers in Winnebago County**

Rank	Employer Name	Location	Industry	Employee Range
1	4 Imprint Inc.	Oshkosh	Other Services Related to Advertising	1000+
2	Alta Resourcece	Neenah	Telemarketing & Other Contact Centers	1000+
3	Aurora Medical Center	Oshkosh	General Medical & Surgical Hospitals	1000+
4	Bemis Performance Packaging	Oshkosh	Printing Machinery & Equipment Mfg.	1000+
5	Hoffmaster Group Inc.	Oshkosh	All Other Converted Paper Product Mfg.	1000+
6	JJ Keller & Associates	Neenah	All Other Publishers	1000+
7	JJ Keller & Associates Inc.	Neenah	Directory & Mailing List Publishers	1000+
8	Kimberly-Clark	Neenah	Sanitary Paper Product Mfg	1000+
9	Mercy Medical Center	Oshkosh	General Medical & Surgical Hospitals	1000+
10	N&M Transfer	Neenah	Other Specialized Trucking Long Distance	1000+
11	Neenah Foundry Co.	Neenah	Steel Foundries exc Investment	1000+
12	Oshkosh Corrections Dept.	Oshkosh	Legislative Bodies	1000+
13	Silver Star Brands Inc.	Oshkosh	Mail Order Houses	1000+
14	Spectrum Software	Oshkosh	Custom Computer Programming Services	1000+
15	Starshow Presents Inc.	Neenah	Telemarketing & Other Contact Centers	1000+
16	Theda Clark Medical Center	Neenah	General Medical & Surgical Hospitals	1000+
17	University of Wisconsin-Oshkosh	Oshkosh	Colleges & Universitites	1000+
18	Bemis Co. Inc.	Oshkosh	All Other Plastics Prodcut Mfg.	250-499
19	COVERIS	Menasha	Paperboard Mills	250-499
20	Correctional Facility	Winnebago	Correctional Institutions	250-499
21	Faith Technologies Inc.	Appleton	Elect & Wiring Contractors	250-499
22	Kimberly-Clark	Neenah	Sanitary Paper Product Mfg	250-499
23	Secura Insurance Co.	Appleton	Insurance Agencies & Brokerages	250-499
24	Walmart Supercenter	Oshkosh	Department Stores exc Discount	250-499
25	Winnebago County Executive	Oshkosh	Legislative Bodies	250-499

Source: Wisconsin Worknet, <http://worknet.wisconsin.gov/worknet/LargeEmpSrch.aspx?menuselection=emp>; March 7, 2016





# Quarterly Census of Employment and Wages

QCEW FONT SIZE:

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## Location Quotient Calculator

### Employment, Percentage and Location Quotients calculated from Quarterly Census of Employment and Wages Data

Data Year:	2015
Data Period:	Annual Average
Datatype:	All Employees
Ownership:	Local/State/Federal Government and Private
Establishment Sizes:	All establishment sizes
Base Industry:	Base Industry: Total, all industries
Base Area:	U.S. TOTAL

### Employment calculated from Quarterly Census of Employment and Wages Data

Industry	U.S. TOTAL	Oshkosh-Neenah, WI MSA
Base Industry: Total, all industries	118,307,717	79,637
Natural resources and mining	2,001,103	403
Construction	6,423,866	4,550
Manufacturing	12,291,676	22,299
Trade, transportation, and utilities	26,670,095	14,669
Information	2,754,109	1,518
Financial activities	7,828,679	4,047
Professional and business services	19,607,372	11,164
Education and health services	21,080,792	10,676
Leisure and hospitality	15,100,935	7,146
Other services	4,308,880	3,165
Unclassified	240,211	NC
NAICS 11 Agriculture, forestry, fishing and hunting	1,249,192	ND
NAICS 21 Mining, quarrying, and oil and gas extraction	751,911	ND
NAICS 22 Utilities	553,685	ND
NAICS 23 Construction	6,423,866	4,550
NAICS 31-33 Manufacturing	12,291,676	22,299
NAICS 42 Wholesale trade	5,874,282	ND
NAICS 44-45 Retail trade	15,642,116	8,587
NAICS 54 Professional and technical services	8,621,491	3,369
NAICS 55 Management of companies and enterprises	2,197,652	3,454
NAICS 56 Administrative and waste services	8,788,229	4,341
NAICS 61 Educational services	2,710,235	259
NAICS 62 Health care and social assistance	18,370,557	10,417
NAICS 48-49 Transportation and warehousing	4,600,012	3,273
NAICS 51 Information	2,754,109	1,518
NAICS 52 Finance and insurance	5,736,105	3,468
NAICS 53 Real estate and rental and leasing	2,092,574	579
NAICS 71 Arts, entertainment, and recreation	2,160,970	732
NAICS 72 Accommodation and food services	12,939,965	6,414
NAICS 81 Other services, except public administration	4,308,880	3,165
NAICS 99 Unclassified	240,211	NC

Industry	U.S. TOTAL	Oshkosh-Neenah, WI MSA
NAICS 111 Crop production	561,016	26
NAICS 112 Animal production and aquaculture	254,327	269
NAICS 113 Forestry and logging	57,800	ND
NAICS 114 Fishing, hunting and trapping	7,966	NC
NAICS 115 Agriculture and forestry support activities	368,083	ND
NAICS 211 Oil and gas extraction	192,537	NC
NAICS 212 Mining, except oil and gas	197,571	ND
NAICS 213 Support activities for mining	361,804	NC
NAICS 221 Utilities	553,685	ND
NAICS 236 Construction of buildings	1,424,972	1,932
NAICS 237 Heavy and civil engineering construction	930,383	280
NAICS 312 Beverage and tobacco product manufacturing	224,266	88
NAICS 313 Textile mills	116,773	ND
NAICS 314 Textile product mills	115,466	40
NAICS 315 Apparel manufacturing	135,263	ND
NAICS 316 Leather and allied product manufacturing	28,822	ND
NAICS 321 Wood product manufacturing	380,274	364
NAICS 322 Paper manufacturing	371,234	5,230
NAICS 238 Specialty trade contractors	4,068,510	2,339
NAICS 311 Food manufacturing	1,509,116	230
NAICS 337 Furniture and related product manufacturing	378,686	89
NAICS 339 Miscellaneous manufacturing	586,909	249
NAICS 423 Merchant wholesalers, durable goods	2,931,803	1,861
NAICS 424 Merchant wholesalers, nondurable goods	2,030,814	781
NAICS 425 Electronic markets and agents and brokers	911,664	ND
NAICS 441 Motor vehicle and parts dealers	1,930,288	1,186
NAICS 442 Furniture and home furnishings stores	466,830	102
NAICS 443 Electronics and appliance stores	515,050	237
NAICS 444 Building material and garden supply stores	1,236,783	641
NAICS 445 Food and beverage stores	3,061,747	1,278
NAICS 446 Health and personal care stores	1,031,178	430
NAICS 323 Printing and related support activities	448,305	1,988
NAICS 324 Petroleum and coal products manufacturing	109,715	ND
NAICS 325 Chemical manufacturing	806,060	338
NAICS 326 Plastics and rubber products manufacturing	686,517	3,080
NAICS 327 Nonmetallic mineral product manufacturing	395,249	78
NAICS 331 Primary metal manufacturing	392,441	ND
NAICS 332 Fabricated metal product manufacturing	1,452,132	1,989
NAICS 333 Machinery manufacturing	1,115,478	1,227
NAICS 334 Computer and electronic product manufacturing	1,051,458	ND
NAICS 335 Electrical equipment and appliance mfg.	381,635	339
NAICS 336 Transportation equipment manufacturing	1,605,881	4,929
NAICS 533 Lessors of nonfinancial intangible assets	23,519	ND
NAICS 541 Professional and technical services	8,621,491	3,369
NAICS 551 Management of companies and enterprises	2,197,652	3,454
NAICS 561 Administrative and support services	8,393,853	4,207
NAICS 562 Waste management and remediation services	394,376	134
NAICS 611 Educational services	2,710,235	259
NAICS 621 Ambulatory health care services	6,843,924	3,924
NAICS 622 Hospitals	4,822,953	2,053
NAICS 623 Nursing and residential care facilities	3,281,953	2,634
NAICS 624 Social assistance	3,421,727	1,807
NAICS 447 Gasoline stations	903,511	661
NAICS 448 Clothing and clothing accessories stores	1,348,768	575
NAICS 451 Sports, hobby, music instrument, book stores	630,885	269
NAICS 452 General merchandise stores	3,179,397	1,524
NAICS 453 Miscellaneous store retailers	827,470	498
NAICS 454 Nonstore retailers	510,207	1,186

Industry	U.S. TOTAL	Oshkosh-Neenah, WI MSA
NAICS 481 Air transportation	457,712	ND
NAICS 482 Rail transportation	745	NC
NAICS 483 Water transportation	67,360	NC
NAICS 484 Truck transportation	1,444,310	1,981
NAICS 485 Transit and ground passenger transportation	467,456	382
NAICS 486 Pipeline transportation	48,647	NC
NAICS 487 Scenic and sightseeing transportation	31,853	NC
NAICS 488 Support activities for transportation	648,894	ND
NAICS 491 Postal service	6,265	NC
NAICS 492 Couriers and messengers	603,287	470
NAICS 493 Warehousing and storage	823,485	354
NAICS 511 Publishing industries, except Internet	722,368	ND
NAICS 512 Motion picture and sound recording industries	404,690	8
NAICS 515 Broadcasting, except Internet	279,873	ND
NAICS02 516 Internet publishing and broadcasting	NC	NC
NAICS 517 Telecommunications	807,753	55
NAICS 518 Data processing, hosting and related services	296,697	ND
NAICS 519 Other information services	242,727	120
NAICS 521 Monetary authorities - central bank	18,080	NC
NAICS 522 Credit intermediation and related activities	2,561,578	1,514
NAICS 523 Securities, commodity contracts, investments	902,734	195
NAICS 524 Insurance carriers and related activities	2,246,730	1,759
NAICS 525 Funds, trusts, and other financial vehicles	6,984	NC
NAICS 531 Real estate	1,526,889	393
NAICS 532 Rental and leasing services	542,165	ND
NAICS 711 Performing arts and spectator sports	455,518	ND
NAICS 712 Museums, historical sites, zoos, and parks	152,178	ND
NAICS 713 Amusements, gambling, and recreation	1,553,275	625
NAICS 721 Accommodation	1,916,634	528
NAICS 722 Food services and drinking places	11,023,331	5,886
NAICS 811 Repair and maintenance	1,272,117	608
NAICS 812 Personal and laundry services	1,405,514	808
NAICS 813 Membership associations and organizations	1,348,711	1,541
NAICS 814 Private households	282,538	209
NAICS 999 Unclassified	240,211	NC

Footnotes:

(NC) Not Calculable, the data does not exist or it is zero

(ND) Not Disclosable

**Percentage of Employment calculated from Quarterly Census of Employment and Wages Data**

Industry	U.S. TOTAL	Oshkosh-Neenah, WI MSA
<b>Base Industry: Total, all industries</b>	100.00%	100.00%
Natural resources and mining	1.69%	0.51%
Construction	5.43%	5.71%
Manufacturing	10.39%	28.00%
Trade, transportation, and utilities	22.54%	18.42%
Information	2.33%	1.91%
Financial activities	6.62%	5.08%
Professional and business services	16.57%	14.02%
Education and health services	17.82%	13.41%
Leisure and hospitality	12.76%	8.97%
Other services	3.64%	3.97%
Unclassified	0.20%	NC
NAICS 11 Agriculture, forestry, fishing and hunting	1.06%	ND%
NAICS 21 Mining, quarrying, and oil and gas extraction	0.64%	ND%
NAICS 22 Utilities	0.47%	ND%
NAICS 23 Construction	5.43%	5.71%

Industry	U.S. TOTAL	Oshkosh-Neenah, WI MSA
NAICS 31-33 Manufacturing	10.39%	28.00%
NAICS 42 Wholesale trade	4.97%	ND%
NAICS 44-45 Retail trade	13.22%	10.78%
NAICS 54 Professional and technical services	7.29%	4.23%
NAICS 55 Management of companies and enterprises	1.86%	4.34%
NAICS 56 Administrative and waste services	7.43%	5.45%
NAICS 61 Educational services	2.29%	0.33%
NAICS 62 Health care and social assistance	15.53%	13.08%
NAICS 48-49 Transportation and warehousing	3.89%	4.11%
NAICS 51 Information	2.33%	1.91%
NAICS 52 Finance and insurance	4.85%	4.35%
NAICS 53 Real estate and rental and leasing	1.77%	0.73%
NAICS 71 Arts, entertainment, and recreation	1.83%	0.92%
NAICS 72 Accommodation and food services	10.94%	8.05%
NAICS 81 Other services, except public administration	3.64%	3.97%
NAICS 99 Unclassified	0.20%	NC
NAICS 111 Crop production	0.47%	0.03%
NAICS 112 Animal production and aquaculture	0.21%	0.34%
NAICS 113 Forestry and logging	0.05%	ND%
NAICS 114 Fishing, hunting and trapping	0.01%	NC
NAICS 115 Agriculture and forestry support activities	0.31%	ND%
NAICS 211 Oil and gas extraction	0.16%	NC
NAICS 212 Mining, except oil and gas	0.17%	ND%
NAICS 213 Support activities for mining	0.31%	NC
NAICS 221 Utilities	0.47%	ND%
NAICS 236 Construction of buildings	1.20%	2.43%
NAICS 237 Heavy and civil engineering construction	0.79%	0.35%
NAICS 312 Beverage and tobacco product manufacturing	0.19%	0.11%
NAICS 313 Textile mills	0.10%	ND%
NAICS 314 Textile product mills	0.10%	0.05%
NAICS 315 Apparel manufacturing	0.11%	ND%
NAICS 316 Leather and allied product manufacturing	0.02%	ND%
NAICS 321 Wood product manufacturing	0.32%	0.46%
NAICS 322 Paper manufacturing	0.31%	6.57%
NAICS 238 Specialty trade contractors	3.44%	2.94%
NAICS 311 Food manufacturing	1.28%	0.29%
NAICS 337 Furniture and related product manufacturing	0.32%	0.11%
NAICS 339 Miscellaneous manufacturing	0.50%	0.31%
NAICS 423 Merchant wholesalers, durable goods	2.48%	2.34%
NAICS 424 Merchant wholesalers, nondurable goods	1.72%	0.98%
NAICS 425 Electronic markets and agents and brokers	0.77%	ND%
NAICS 441 Motor vehicle and parts dealers	1.63%	1.49%
NAICS 442 Furniture and home furnishings stores	0.39%	0.13%
NAICS 443 Electronics and appliance stores	0.44%	0.30%
NAICS 444 Building material and garden supply stores	1.05%	0.80%
NAICS 445 Food and beverage stores	2.59%	1.60%
NAICS 446 Health and personal care stores	0.87%	0.54%
NAICS 323 Printing and related support activities	0.38%	2.50%
NAICS 324 Petroleum and coal products manufacturing	0.09%	ND%
NAICS 325 Chemical manufacturing	0.68%	0.42%
NAICS 326 Plastics and rubber products manufacturing	0.58%	3.87%
NAICS 327 Nonmetallic mineral product manufacturing	0.33%	0.10%
NAICS 331 Primary metal manufacturing	0.33%	ND%
NAICS 332 Fabricated metal product manufacturing	1.23%	2.50%
NAICS 333 Machinery manufacturing	0.94%	1.54%
NAICS 334 Computer and electronic product manufacturing	0.89%	ND%
NAICS 335 Electrical equipment and appliance mfg.	0.32%	0.43%
NAICS 336 Transportation equipment manufacturing	1.36%	6.19%

Industry	U.S. TOTAL	Oshkosh-Neenah, WI MSA
NAICS 533 Lessors of nonfinancial intangible assets	0.02%	ND%
NAICS 541 Professional and technical services	7.29%	4.23%
NAICS 551 Management of companies and enterprises	1.86%	4.34%
NAICS 561 Administrative and support services	7.09%	5.28%
NAICS 562 Waste management and remediation services	0.33%	0.17%
NAICS 611 Educational services	2.29%	0.33%
NAICS 621 Ambulatory health care services	5.78%	4.93%
NAICS 622 Hospitals	4.08%	2.58%
NAICS 623 Nursing and residential care facilities	2.77%	3.31%
NAICS 624 Social assistance	2.89%	2.27%
NAICS 447 Gasoline stations	0.76%	0.83%
NAICS 448 Clothing and clothing accessories stores	1.14%	0.72%
NAICS 451 Sports, hobby, music instrument, book stores	0.53%	0.34%
NAICS 452 General merchandise stores	2.69%	1.91%
NAICS 453 Miscellaneous store retailers	0.70%	0.63%
NAICS 454 Nonstore retailers	0.43%	1.49%
NAICS 481 Air transportation	0.39%	ND%
NAICS 482 Rail transportation	0.00%	NC
NAICS 483 Water transportation	0.06%	NC
NAICS 484 Truck transportation	1.22%	2.49%
NAICS 485 Transit and ground passenger transportation	0.40%	0.48%
NAICS 486 Pipeline transportation	0.04%	NC
NAICS 487 Scenic and sightseeing transportation	0.03%	NC
NAICS 488 Support activities for transportation	0.55%	ND%
NAICS 491 Postal service	0.01%	NC
NAICS 492 Couriers and messengers	0.51%	0.59%
NAICS 493 Warehousing and storage	0.70%	0.44%
NAICS 511 Publishing industries, except Internet	0.61%	ND%
NAICS 512 Motion picture and sound recording industries	0.34%	0.01%
NAICS 515 Broadcasting, except Internet	0.24%	ND%
NAICS02 516 Internet publishing and broadcasting	NC	NC
NAICS 517 Telecommunications	0.68%	0.07%
NAICS 518 Data processing, hosting and related services	0.25%	ND%
NAICS 519 Other information services	0.21%	0.15%
NAICS 521 Monetary authorities - central bank	0.02%	NC
NAICS 522 Credit intermediation and related activities	2.17%	1.90%
NAICS 523 Securities, commodity contracts, investments	0.76%	0.24%
NAICS 524 Insurance carriers and related activities	1.90%	2.21%
NAICS 525 Funds, trusts, and other financial vehicles	0.01%	NC
NAICS 531 Real estate	1.29%	0.49%
NAICS 532 Rental and leasing services	0.46%	ND%
NAICS 711 Performing arts and spectator sports	0.39%	ND%
NAICS 712 Museums, historical sites, zoos, and parks	0.13%	ND%
NAICS 713 Amusements, gambling, and recreation	1.31%	0.78%
NAICS 721 Accommodation	1.62%	0.66%
NAICS 722 Food services and drinking places	9.32%	7.39%
NAICS 811 Repair and maintenance	1.08%	0.76%
NAICS 812 Personal and laundry services	1.19%	1.01%
NAICS 813 Membership associations and organizations	1.14%	1.94%
NAICS 814 Private households	0.24%	0.26%
NAICS 999 Unclassified	0.20%	NC

Footnotes:  
 (NC) Not Calculable, the data does not exist or it is zero  
 (ND) Not Disclosable

Percentage of Employment: Ratio of industry employment to base-industry employment times 100.

**Location Quotients** calculated from Quarterly Census of Employment and Wages Data



Industry	Oshkosh-Neenah, WI MSA
Base Industry: Total, all industries	1.00
Natural resources and mining	0.30
Construction	1.05
Manufacturing	2.70
Trade, transportation, and utilities	0.82
Information	0.82
Financial activities	0.77
Professional and business services	0.85
Education and health services	0.75
Leisure and hospitality	0.70
Other services	1.09
Unclassified	NC
NAICS 11 Agriculture, forestry, fishing and hunting	ND
NAICS 21 Mining, quarrying, and oil and gas extraction	ND
NAICS 22 Utilities	ND
NAICS 23 Construction	1.05
NAICS 31-33 Manufacturing	2.70
NAICS 42 Wholesale trade	ND
NAICS 44-45 Retail trade	0.82
NAICS 54 Professional and technical services	0.58
NAICS 55 Management of companies and enterprises	2.33
NAICS 56 Administrative and waste services	0.73
NAICS 61 Educational services	0.14
NAICS 62 Health care and social assistance	0.84
NAICS 48-49 Transportation and warehousing	1.06
NAICS 51 Information	0.82
NAICS 52 Finance and insurance	0.90
NAICS 53 Real estate and rental and leasing	0.41
NAICS 71 Arts, entertainment, and recreation	0.50
NAICS 72 Accommodation and food services	0.74
NAICS 81 Other services, except public administration	1.09
NAICS 99 Unclassified	NC
NAICS 111 Crop production	0.07
NAICS 112 Animal production and aquaculture	1.57
NAICS 113 Forestry and logging	ND
NAICS 114 Fishing, hunting and trapping	NC
NAICS 115 Agriculture and forestry support activities	ND
NAICS 211 Oil and gas extraction	NC
NAICS 212 Mining, except oil and gas	ND
NAICS 213 Support activities for mining	NC
NAICS 221 Utilities	ND
NAICS 236 Construction of buildings	2.01
NAICS 237 Heavy and civil engineering construction	0.45
NAICS 312 Beverage and tobacco product manufacturing	0.58
NAICS 313 Textile mills	ND
NAICS 314 Textile product mills	0.51
NAICS 315 Apparel manufacturing	ND
NAICS 316 Leather and allied product manufacturing	ND
NAICS 321 Wood product manufacturing	1.42
NAICS 322 Paper manufacturing	20.93
NAICS 238 Specialty trade contractors	0.85
NAICS 311 Food manufacturing	0.23
NAICS 337 Furniture and related product manufacturing	0.35
NAICS 339 Miscellaneous manufacturing	0.63
NAICS 423 Merchant wholesalers, durable goods	0.94
NAICS 424 Merchant wholesalers, nondurable goods	0.57
NAICS 425 Electronic markets and agents and brokers	ND
NAICS 441 Motor vehicle and parts dealers	0.91

Industry	Oshkosh-Neenah, WI MSA
NAICS 442 Furniture and home furnishings stores	0.32
NAICS 443 Electronics and appliance stores	0.68
NAICS 444 Building material and garden supply stores	0.77
NAICS 445 Food and beverage stores	0.62
NAICS 446 Health and personal care stores	0.62
NAICS 323 Printing and related support activities	6.59
NAICS 324 Petroleum and coal products manufacturing	ND
NAICS 325 Chemical manufacturing	0.62
NAICS 326 Plastics and rubber products manufacturing	6.66
NAICS 327 Nonmetallic mineral product manufacturing	0.29
NAICS 331 Primary metal manufacturing	ND
NAICS 332 Fabricated metal product manufacturing	2.03
NAICS 333 Machinery manufacturing	1.63
NAICS 334 Computer and electronic product manufacturing	ND
NAICS 335 Electrical equipment and appliance mfg.	1.32
NAICS 336 Transportation equipment manufacturing	4.56
NAICS 533 Lessors of nonfinancial intangible assets	ND
NAICS 541 Professional and technical services	0.58
NAICS 551 Management of companies and enterprises	2.33
NAICS 561 Administrative and support services	0.74
NAICS 562 Waste management and remediation services	0.50
NAICS 611 Educational services	0.14
NAICS 621 Ambulatory health care services	0.85
NAICS 622 Hospitals	0.63
NAICS 623 Nursing and residential care facilities	1.19
NAICS 624 Social assistance	0.78
NAICS 447 Gasoline stations	1.09
NAICS 448 Clothing and clothing accessories stores	0.63
NAICS 451 Sports, hobby, music instrument, book stores	0.63
NAICS 452 General merchandise stores	0.71
NAICS 453 Miscellaneous store retailers	0.89
NAICS 454 Nonstore retailers	3.45
NAICS 481 Air transportation	ND
NAICS 482 Rail transportation	NC
NAICS 483 Water transportation	NC
NAICS 484 Truck transportation	2.04
NAICS 485 Transit and ground passenger transportation	1.21
NAICS 486 Pipeline transportation	NC
NAICS 487 Scenic and sightseeing transportation	NC
NAICS 488 Support activities for transportation	ND
NAICS 491 Postal service	NC
NAICS 492 Couriers and messengers	1.16
NAICS 493 Warehousing and storage	0.64
NAICS 511 Publishing industries, except Internet	ND
NAICS 512 Motion picture and sound recording industries	0.03
NAICS 515 Broadcasting, except Internet	ND
NAICS02 516 Internet publishing and broadcasting	NC
NAICS 517 Telecommunications	0.10
NAICS 518 Data processing, hosting and related services	ND
NAICS 519 Other information services	0.73
NAICS 521 Monetary authorities - central bank	NC
NAICS 522 Credit intermediation and related activities	0.88
NAICS 523 Securities, commodity contracts, investments	0.32
NAICS 524 Insurance carriers and related activities	1.16
NAICS 525 Funds, trusts, and other financial vehicles	NC
NAICS 531 Real estate	0.38
NAICS 532 Rental and leasing services	ND
NAICS 711 Performing arts and spectator sports	ND



Industry	Oshkosh-Neenah, WI MSA
NAICS 712 Museums, historical sites, zoos, and parks	ND
NAICS 713 Amusements, gambling, and recreation	0.60
NAICS 721 Accommodation	0.41
NAICS 722 Food services and drinking places	0.79
NAICS 811 Repair and maintenance	0.71
NAICS 812 Personal and laundry services	0.85
NAICS 813 Membership associations and organizations	1.70
NAICS 814 Private households	1.10
NAICS 999 Unclassified	NC

Footnotes:  
 (NC) Not Calculable, the data does not exist or it is zero  
 (ND) Not Disclosable

Location Quotient: Ratio of analysis-industry employment in the analysis area to base-industry employment in the analysis area divided by the ratio of analysis-industry employment in the base area to base-industry employment in the base area.

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## **APPENDIX D**

### HOUSING

## APPENDIX C: HOUSING

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**Table D-1: Age of Structure by Year Built, 2009-2013 ACS 5-Yr Estimate**

Year	City of Neenah				Winnebago County				Wisconsin			
	Number	MOE+/-	Percent	MOE +/-	Number	MOE+/-	Percent	MOE +/-	Number	MOE+/-	Percent	MOE +/-
2010 or later	69	48	0.6%	0.4%	217	76	0.3%	0.1%	11,456	656	0.4%	0.1%
2000 to 2009	1,216	200	11.1%	1.8%	9,366	612	12.7%	0.8%	337,755	3,073	12.9%	0.1%
1990 to 1999	1,059	164	9.7%	1.5%	9,701	525	13.2%	0.7%	366,680	3,010	14.0%	0.1%
1980 to 1989	1,318	183	12.0%	1.7%	7,976	457	10.9%	0.6%	257,794	2,848	9.8%	0.1%
1970 to 1979	1,540	191	14.0%	1.7%	10,326	524	14.0%	0.7%	391,062	3,401	14.9%	0.1%
1960 to 1969	1,543	181	14.1%	1.7%	7,806	470	10.6%	0.6%	257,050	2,937	9.8%	0.1%
1950 to 1959	1,789	184	16.3%	1.7%	8,040	450	10.9%	0.6%	298,053	3,036	11.3%	0.1%
1940 to 1949	554	112	5.1%	1.0%	3,727	372	5.1%	0.5%	158,568	2,409	6.0%	0.1%
1939 or earlier	1,878	198	17.1%	1.7%	16,337	607	22.2%	0.8%	547,724	3,475	20.9%	0.1%
Total	10,966	264			73,496	260			2,626,142	1,849		

Source: U.S. Census 2009-2013 ACS 5-Year Estimate, DP04

**Table D-2: Housing Units by Structure, 2009-2013 ACS 5-Yr Estimates**

	City of Neenah					Winnebago County					Wisconsin				
	2000		2009-2013 5-Yr Est.			2000		2009-2013 5-Yr Est.			2000		2009-2013 5-Yr Est.		
	No.	%	Est.	MOE+/-	%	No.	%	Est.	MOE+/-	%	No.	%	Est.	MOE+/-	%
Total Units	10,173	100%	10,966	264	100%	64,721	100%	73,496	260	100%	2,321,144	100%	2,626,142	1,849	100%
1-unit, detached	7,119	70.0%	7,484	269	68.2%	43,275	66.9%	48,815	588	66.4%	1,531,612	66.0%	1,747,423	5,144	66.5%
1-unit attached	339	3.3%	388	93	3.5%	1,751	2.7%	2,636	299	3.6%	77,795	3.4%	115,196	1,938	4.4%
2 units	854	8.4%	820	157	7.5%	6,123	9.5%	5,622	427	7.6%	190,889	8.2%	173,829	2,943	6.6%
3 or 4 units	542	5.3%	422	119	3.8%	2,609	4.0%	2,847	373	3.9%	91,047	3.9%	100,247	1,830	3.8%
5 to 9 units	439	4.3%	569	135	5.2%	3,857	6.0%	4,652	490	6.3%	106,680	4.6%	127,426	2,221	4.9%
10 to 19 units	393	3.9%	582	143	5.3%	2,497	3.9%	3,374	372	4.6%	75,456	3.3%	87,150	1,970	3.3%
20 or more units	476	4.7%	687	144	6.3%	3,199	4.9%	4,141	300	5.6%	143,497	6.2%	177,097	2,157	6.7%
Mobile home	11	0.1%	14	23	0.1%	1,404	2.2%	1,403	215	1.9%	101,465	4.4%	97,373	1,405	3.7%
Boat, RV, van, etc.	0	0.0%	0	17	0.0%	6	0.0%	6	11	0.0%	2,703	0.1%	401	88	0.0%

Source: U.S. Census 2000 SF 3, 2009-2013 ACS 5-Yr Estimates, DP04

**Table D-3: Housing Stress Index**

Variables	Variable Weighting Score	Concentration Weight			
		1% to 10% of Units	11% to 25% of Units	26% to 50% of Units	Greater than 50% of units
<b>Vacancy Rates</b>					
Rental Vacancy Rate => 5%	0	0	0	0	0
Rental Vacancy Rate >3%< 5%	1	0	0	0	0
Rental Vacancy Rate >1%< 3%	5	0	0	0	0
Rental Vacancy Rate< 1%	10	0	0	0	0
<b>Owner Occupied Vacancy Rate =&gt; 1.5%</b>					
Owner Occupied Vacancy Rate >1%< 1.5%	1	0	0	0	0
Owner Occupied Vacancy Rate >0.5%< 1%	5	0	0	0	0
Owner Occupied Vacancy Rate <0.5%	10	0	0	0	0
<b>Affordability</b>					
Rental Costs <30% of hh Income	0	0	0	0	0
Rental Costs >30% of hh Income	1	1	5	10	15
<b>Homeowner Costs with mortgage &lt;30% of hh Income</b>					
Homeowner Costs with mortgage >30% of hh Income	1	1	5	10	15
<b>Homeowner Costs without mortgage &lt;30% of hh Income</b>					
Homeowner Costs without mortgage >30% of hh Income	1	1	5	10	15
<b>Age + Value (lowest % prevails)</b>					
% units <\$50,000 & % units >40 yrs <25%	0	0	0	0	0
% units <\$50,000 & % units >40 yrs >25%<50%	1	0	0	0	0
% units <\$50,000 & % units >40 yrs >50%<75%	5	0	0	0	0
% units <\$50,000 & % units >40 yrs >75%	10	0	0	0	0
<b>Overcrowding</b>					
Occupied units with <1 persons per room	0	0	0	0	0
Occupied units with 1+ persons per room	1	1	5	10	15
<b>Plumbing</b>					
Housing Units with Complete Plumbing Facilities	0	0	0	0	0
Housing Units Lacking Complete Plumbing Facilities	1	1	5	10	15

Source: ECWRPC, revised 2016

Total Score Scale	
Adequate	0
Minor	1 to 9
Moderate	10 to 19
Substantial	20 to 49
Severe	50+



## **APPENDIX E**

# TRANSPORTATION



## APPENDIX E: TRANSPORTATION

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**Table E-1: City of Neenah Annual Average Daily Traffic, 2008 & 2013**

Site	Road Segment	2008	2013	Change	% Change
700154	USH 41 Btw Winneconne Ave-Main Oshkosh (HPMS)*	na	78,400		
700155	USH 41 Btw Breezewood Lane & Winneconne Ave Oshkosh (HPMS)	na	69,200		
700922	Cecil St Btw Baldwin & Reddin	na	10,000		
701431	CTH CB Btw CTH O	na	6,100		
700402	CTH O (North St) Btw Crestview & Green Bay Rd	na	3,100		
701430	CTH CB Btw Oakridge & Sturgis Lane	na	5,400		
700604	S Park Ave Btw Peckham St & Yorkshire Rd	na	3,500		
701034	Bell St Btw Harrison & Industrial Dr	18,300	21,900	3,600	19.7%
700569	Green Bay Rd Btw STH 114 & Fox Point Sq	10,500	14,100	3,600	34.3%
700575	Cecil St Btw Marathon Ave & Hunt St	7,200	9,700	2,500	34.7%
700537	1st St Bridge Btw Water & Wisconsin	8,400	10,400	2,000	23.8%
700547	Oak St Btw Franklin & Washington	4,600	6,300	2,000	46.5%
700525	Wisconsin Btw Commercial & Church Streets	10,100	11,700	1,600	15.8%
701121	Industrial Dr Btw Commerce & Bell	7,500	9,000	1,500	20.0%
700225	CTH JJ Btw USH 41 & Westowne Pl	16,600	18,000	1,400	8.4%
700568	Lake Btw STH 114 Winneconne & Western Ave	1,700	3,100	1,400	82.4%
700924	Cecil St Btw Henry & Commercial Streets	5,700	7,000	1,300	22.8%
700538	Wisconsin Ave Btw Oak & Elm Streets	4,400	5,600	1,200	27.3%
700580	Cecil St Btw Maple & Higgins Streets	4,400	5,300	900	20.5%
700518	Main Street Btw Lake & Harrison Streets	13,600	14,400	800	5.9%
700927	CTH JJ Btw CTH CB & Cummings Lane	5,000	5,300	300	6.0%
701476	Commercial Ave Btw Bell St & Lyon Dr	7,300	8,000	700	9.6%
700521	Smith Btw Isabella & Brien	2,500	3,100	600	24.0%
701436	Winneconne Ave Btw Olive & Washington	4,200	4,700	500	11.9%
701433	CTH JJ Btw Tullar Rd & Babcock	8,200	8,700	500	6.1%
700854	Bell St Btw Bruce & Ames Streets	10,100	10,600	500	5.0%

Site	Road Segment	2008	2013	Change	% Change
700492	Nicolet Btw STH 114 and Ahnaip (Menasha)	5,700	6,100	400	7.0%
700554	Columbian Ave Btw Church & Commercial	1,900	2,300	400	21.1%
700577	Commercial Ave Btw Haylett & Curtis Sts	9,600	10,000	400	4.2%
701010	CTH A 0.5 MI North of CTH G	5,400	5,800	400	7.4%
701383	Columbian Btw Walnut & Oak St	890	1,200	310	34.8%
700511	Green Bay Rd north of Main St	11,000	11,300	300	2.7%
700561	Harrison St Btw Jackson & Winneconne STH 114	2,200	2,500	300	13.6%
700594	Alcott Btw Maple & Commercial	2,300	2,500	200	8.7%
701031	Harrison Btw Bell St & Jewelers Park Dr	4,300	4,500	200	4.7%
700227	STH 114 Btw Green Bay Rd & USH 41	23,800	23,900	100	0.4%
701384	Wisconsin SW of STH 114	5,700	5,800	100	1.8%
700586	Congress St Btw Cecil & Hanson Sts	1,400	1,500	100	7.1%
700267	Commercial Ave Btw Stanley & Bell Streets	8,500	8,600	100	1.2%
701028	Oakridge Rd (East of Tullar Rd)	5,400	5,400	0	0.0%
700517	Main Street Btw John & Western Streets	11,800	11,800	0	0.0%
700579	Commercial Ave Btw King & State Streets	8,700	8,500	-200	-2.3%
700998	Gillingham Rd Btw Apple Blossom & Byrd Ave	3,600	3,300	-300	-8.3%
700601	Breezewood Btw Tullar & Gillingham Roads	7,700	7,300	-400	-5.2%
700512	Main St Btw USH 41 & Green Bay Rd	9,600	9,200	-400	-4.2%
701379	Tullar Rd Btw Cecil & Whiting Ct	5,600	5,200	-400	-7.1%
700597	Harrison btw Fairwood Dr & Hunts Ave	2,600	2,100	500	-19.2%
70555	STH 114 (Commercial) Btw Washington & Franklin	13,900	12,300	-1,600	-11.5%
700528	STH 114 (Commercial) Btw High & Forest	12,300	10,500	-1,800	-14.6%
700526	STH 114 (Commercial) Bridge Btw B N Water & Wisconsin	16,700	13,700	-3,000	-18.0%
701475	STH 114 (Commercial) Btw Washington	13,400	9,900	-3,500	-26.1%
700567	STH 114 Winneconne Ave Btw Harrison & Jackson Streets	18,100	12,600	-5,500	-30.4%

Source: WisDOT Highway Traffic Volume Data, 2008, 2013 \*Highway Performance Monitoring System

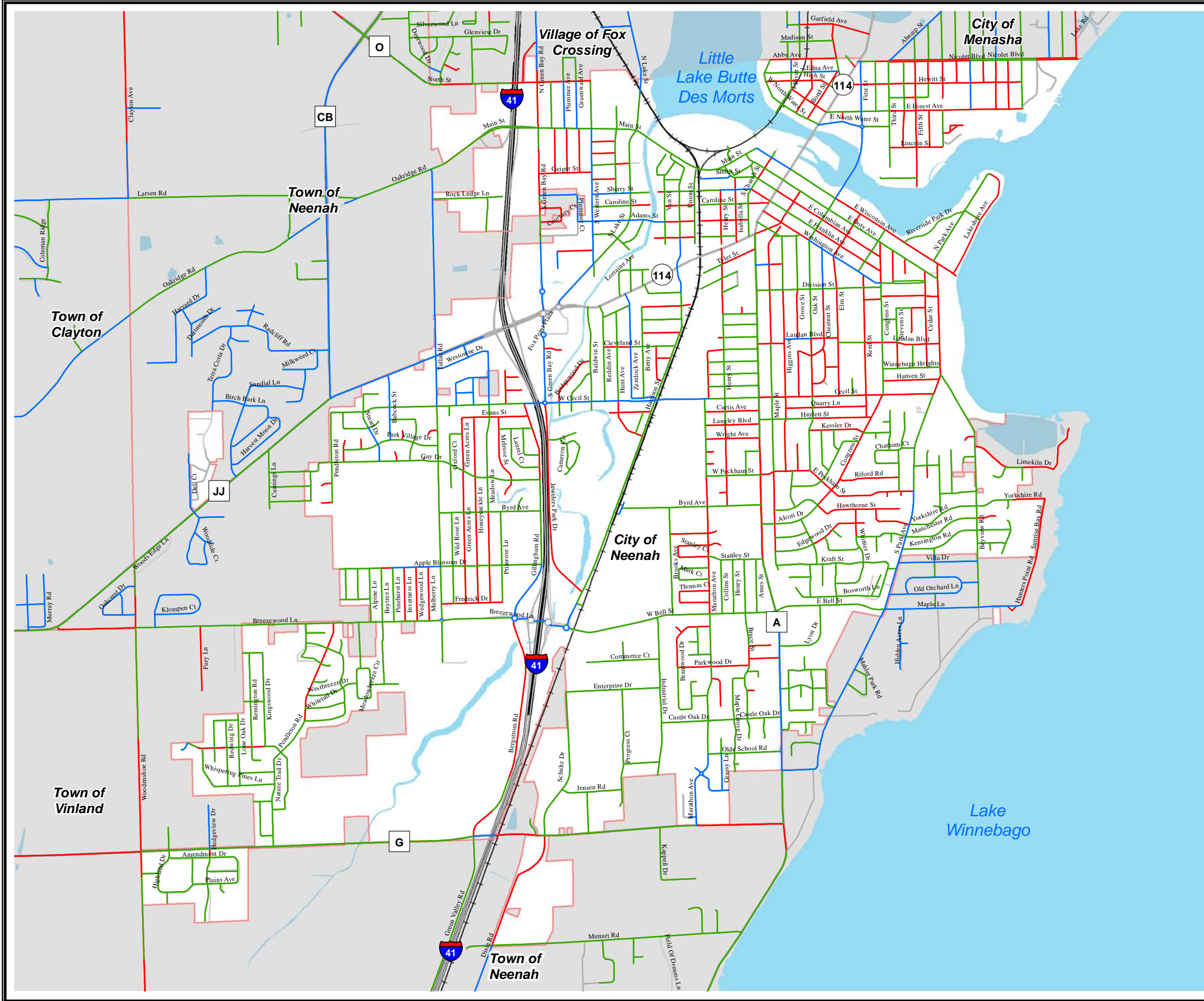
**Table E-2: City of Neenah Annual Average Daily Traffic, 2004 & 2010**

Site	Road Segment	2004	2010	Change	% Change
701032	Church Btw Adams & Winneconne Ave	na	1,800		
700849	Columbian Ave Btw STH 114 Commercial & Walnut	na	1,600		
700847	Nicolet Blvd Btw 4th & 5th Streets	na	860		
701118	Tullar Rd (S of Oakridge)	2,400	4,000	1,600	66.7%
700576	Marathon Btw Langley & Curtis Ave	3,000	3,900	900	30.0%
701116	3rd St Btw Hewitt & Nicolet Blvd	1,700	2,000	300	17.6%
700541	Wisconsin Btw Riverside Parkway & S Park Ave	3,300	3,600	300	9.1%
701123	Maple Ln (East of Hidden Acres)	1,400	1,600	200	14.3%
701120	Bayview Rd (S of South Park Ave)	1,200	1,200	0	0.0%
701381	Peckham Btw Bellin & Congress	840	770	-70	-8.3%
700550	Washington Btw STH 114 (Commercial) & Walnut	700	620	-80	-11.4%
700317	CTH G, East of STH 76	1,500	1,400	-100	-6.7%
700530	Ninth St Btw Forest & Hewitt	840	640	-200	-23.8%
700852	Bergstrom Rd (South of Breezewood)	5,200	5,000	-200	-3.8%
700596	Byrd Btw Henry & S Commercial St	1,900	1,700	-200	-10.5%
701029	Byrd Btw Primrose North & Primrose South	960	730	-230	-24.0%
700533	Forest Btw 1st & 2nd	2,400	2,000	-400	-16.7%
700850	Division St Btw Higgins & Maple	2,200	1,500	-700	-31.8%
700598	Jewelers Park Dr (N of Harrison)	2,500	1,700	-800	-32.0%
701025	Oak St Btw Washington & Division	3,600	2,100	-1,500	-41.7%

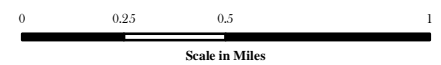
Source: WisDOT Highway Traffic Volume Data, 2004, 2010

### PASER Ratings City of Neenah

- Excellent to Very Good
- Good to Fair
- Fair to Failed
- Not Rated



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Template Mapping created by ECWRPC 2016.  
 PASER data provided by WIS DOT 2016.









Prepared January 2017 by:

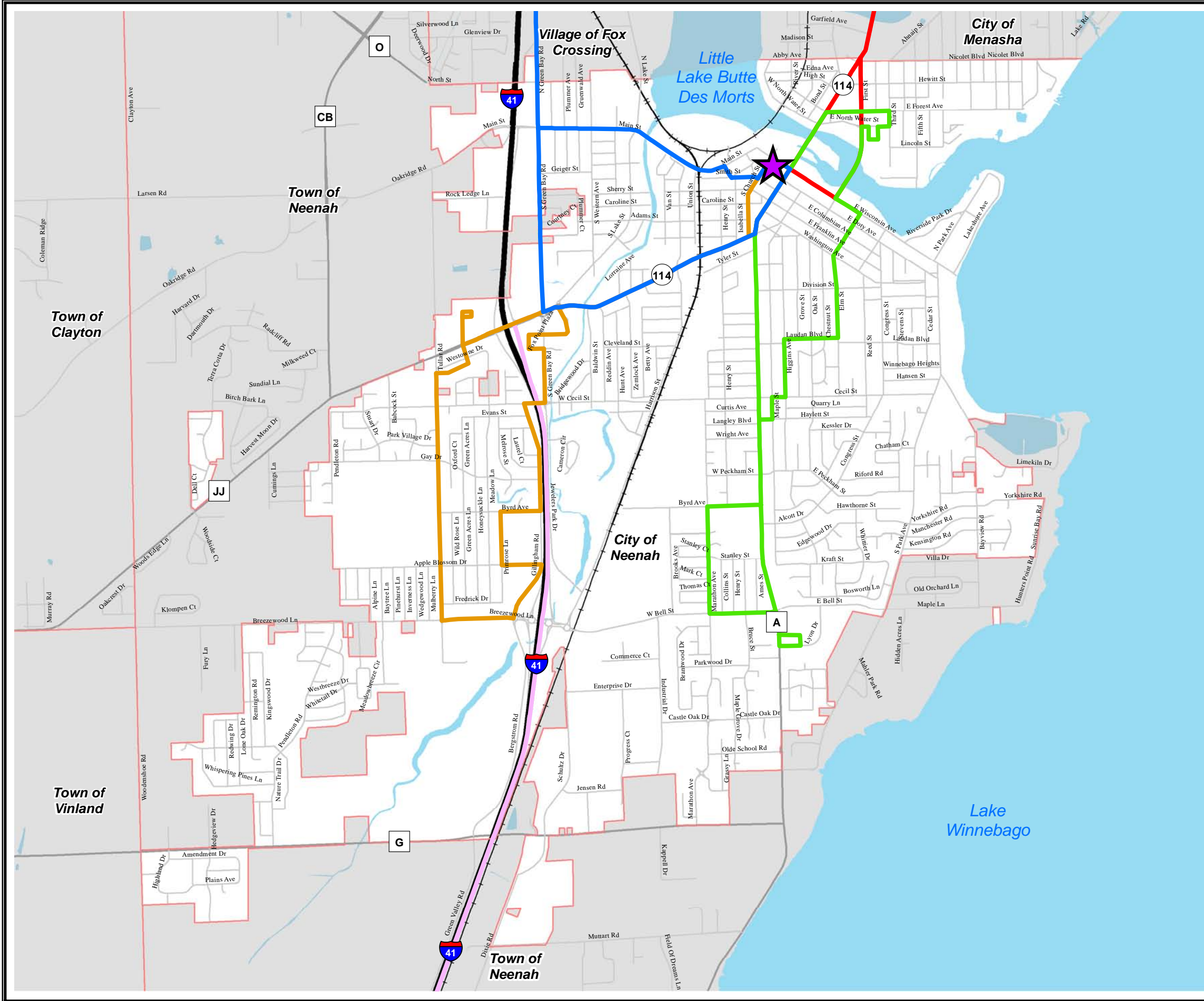




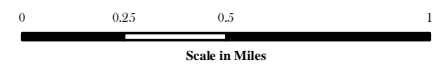
### Transit Routes City of Neenah

 Neenah Transit Center

-  Route 30
-  Route 31
-  Route 32
-  Route 41
-  Route 10



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Template Mapping created by ECWRPC 2016.  
 Transit data provided by GO & Valley Transit 2016.



Prepared January 2017 by:



# 2014 Wisconsin Intercity Bus Routes

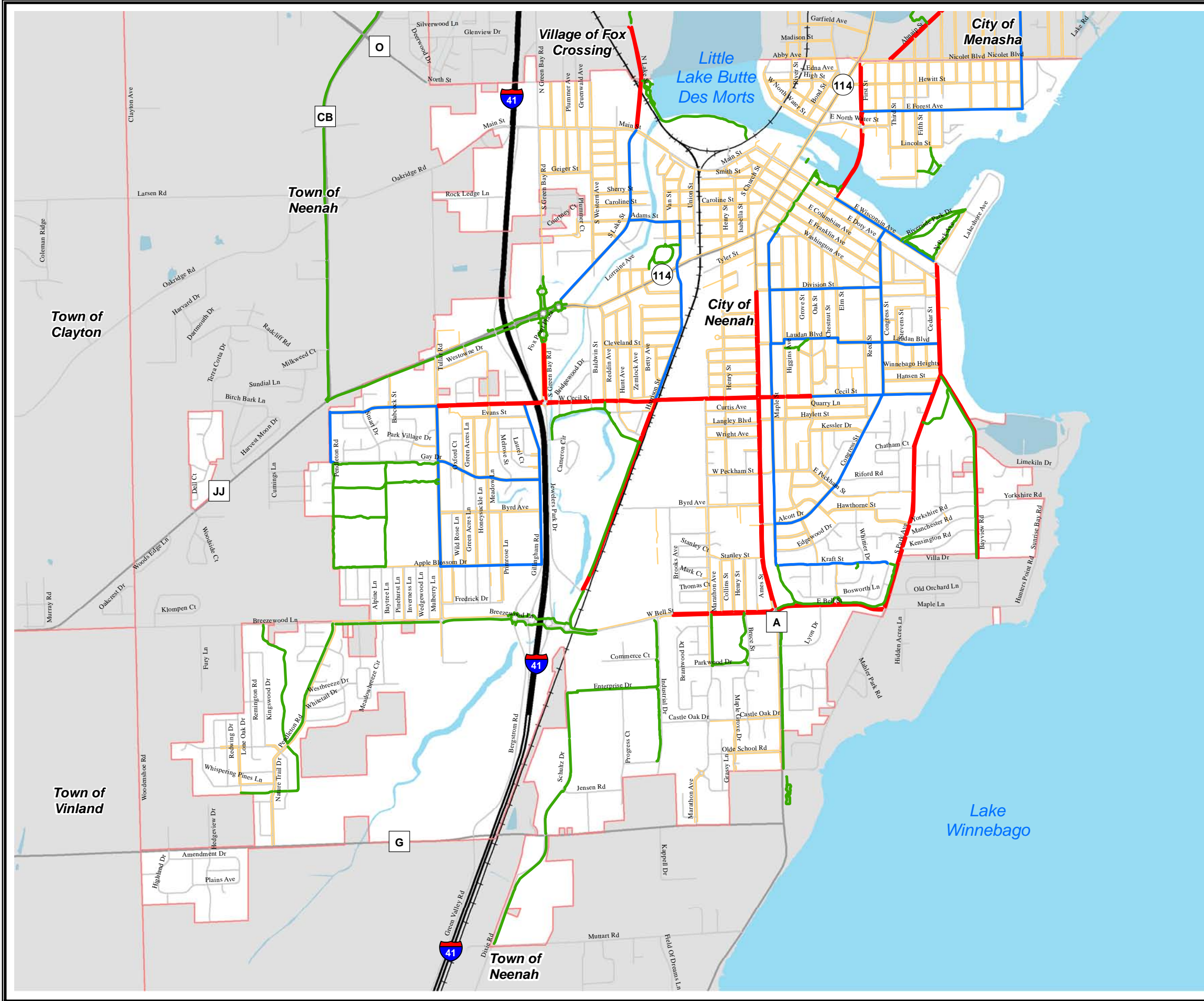


Badger Bus	Indian Trails	Megabus
Burlington Trailways	Jefferson Lines	Van Galder/Coach USA
Greyhound	Lamers Bus Lines	Wisconsin Coach Lines/Coach USA

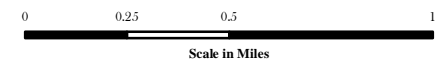
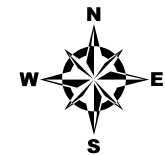


### Bicycle & Pedestrian Facilities City of Neenah

- Off Road Multi Use Path
- Bicycle Lane
- Bicycle Route
- Sidewalk



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Template Mapping created by ECWRPC 2016.  
 Bicycle Pedestrian data hosted by ECWRPC 2016.



Prepared January 2017 by:







# Heavy Truck Routes Official Map

City of Neenah Municipal Code Section 16-36 (a)  
[www.ci.neenah.wi.us/services/municipal-code/](http://www.ci.neenah.wi.us/services/municipal-code/)

REVISION DATE: April 3, 2013

**HISTORY:**  
Adopting Ordinance: 7194 April 18, 2008  
Introduces the Speed Limits Official Map.  
Adopting Ordinance: 2011-6 March 16, 2011  
Revises Resolutions 7194 and 7208.  
Amending Ordinance: 2013-8 April 3, 2013  
Adds Brooks St. (W. Bell St. - Byrd Ave.)  
Adds Marathon Ave. (W. Bell St. - Byrd Ave.)  
Removes Byrd Ave. (Harrison St. - Brooks St.)

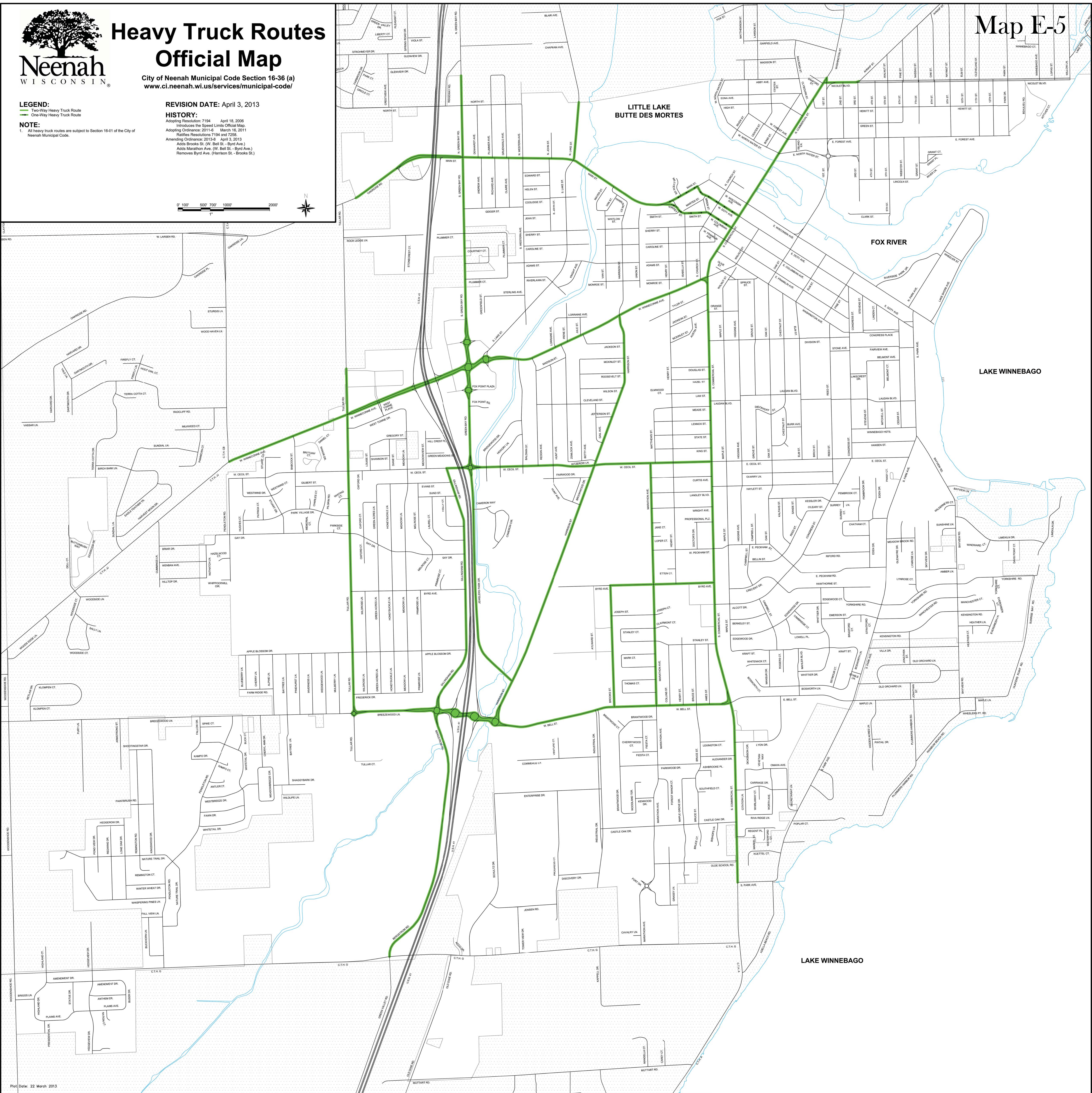
**LEGEND:**  
Two-Way Heavy Truck Route  
One-Way Heavy Truck Route

**NOTE:**  
1. All heavy truck routes are subject to Section 16-61 of the City of Neenah Municipal Code.

0' 100' 500' 700' 1000' 2000'



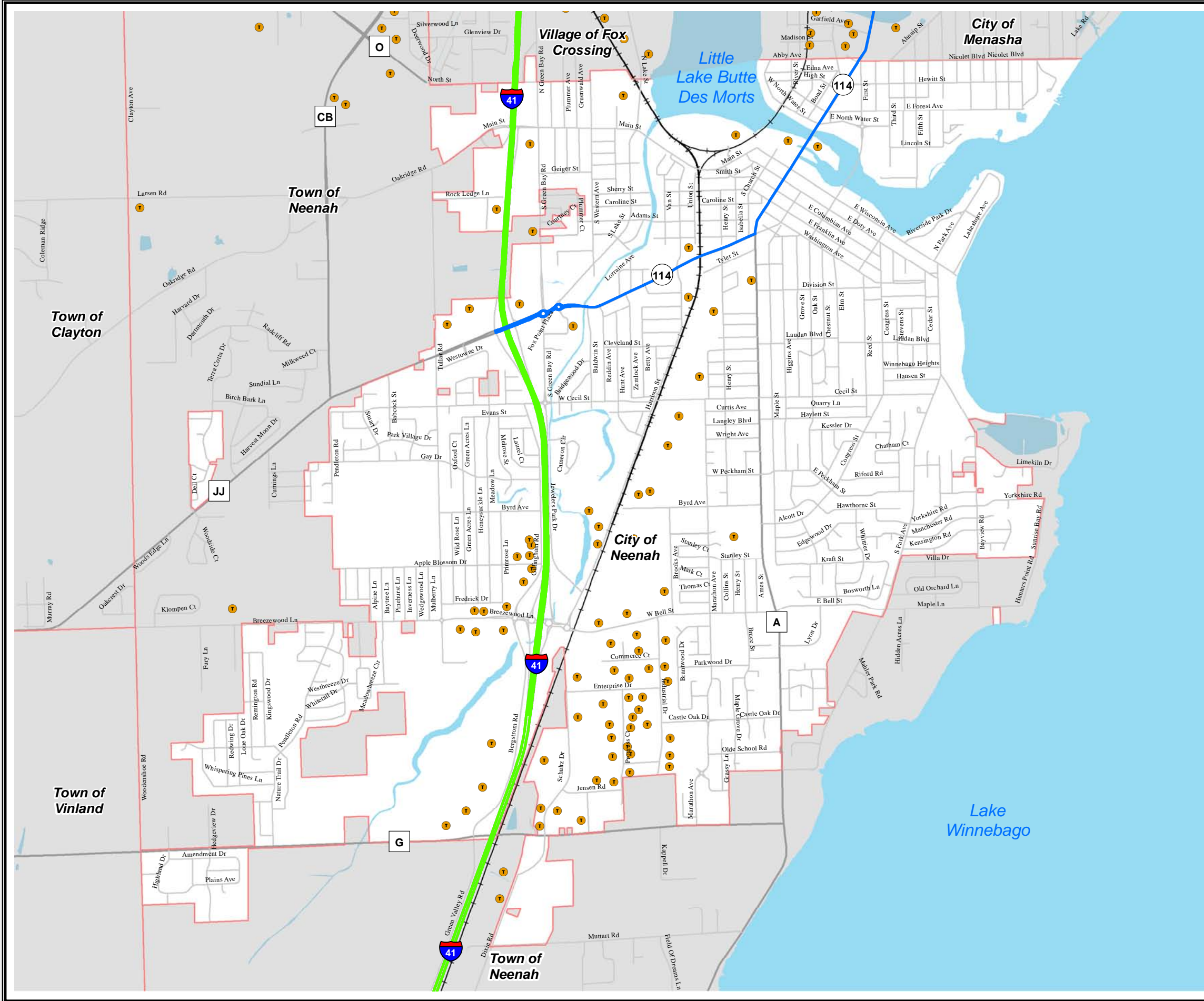
## Map E-5



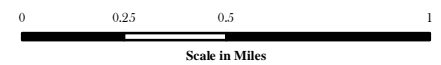
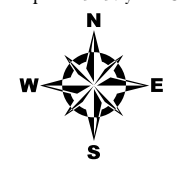


### Freight Terminals & Trucking Routes City of Neenah

- Freight Terminals
- None
- 75"
- 65"



Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Template Mapping created by ECWRPC 2016.  
 Freight Terminals created by ECWRPC 2014.  
 Freight Routes provided by WIS DOT 2014.

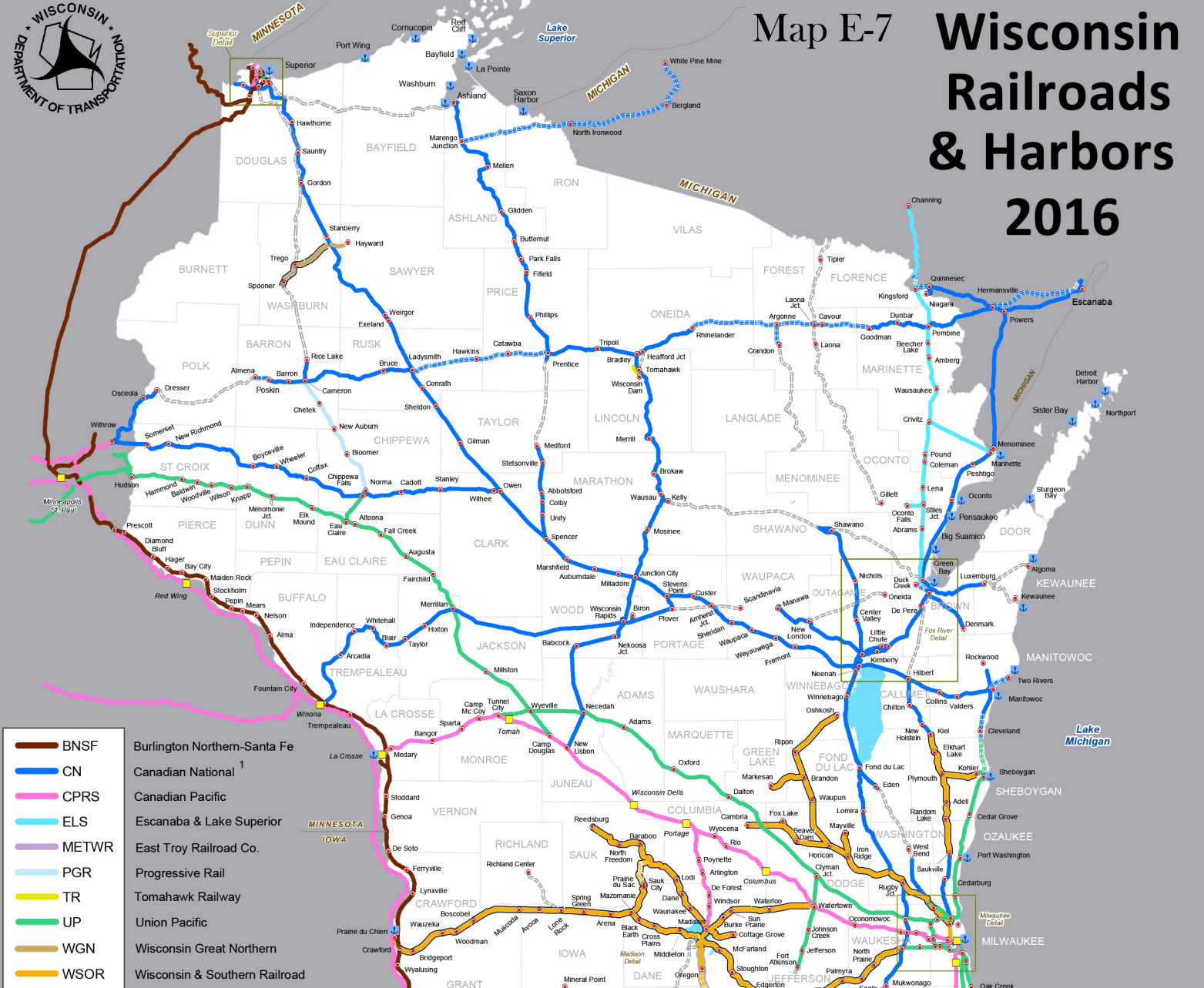


Prepared January 2017 by:





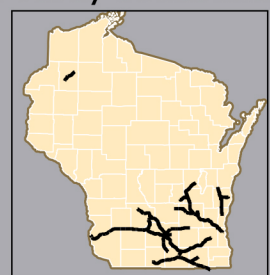
# Map E-7 Wisconsin Railroads & Harbors 2016



- BNSF Burlington Northern-Santa Fe
- CN Canadian National <sup>1</sup>
- CPRS Canadian Pacific
- ELS Escanaba & Lake Superior
- METWR East Troy Railroad Co.
- PGR Progressive Rail
- TR Tomahawk Railway
- UP Union Pacific
- WGN Wisconsin Great Northern
- WSOR Wisconsin & Southern Railroad

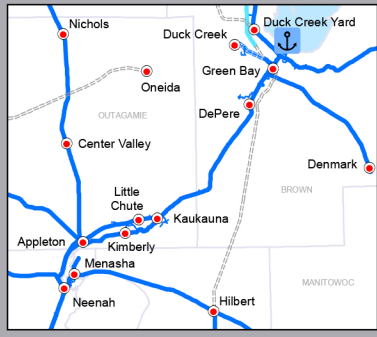
## Publicly-owned lines

- Port or harbor
- Amtrak Station
- Rails-to-Trails
- Out of service
- RTC-owned <sup>2</sup>
- State-owned

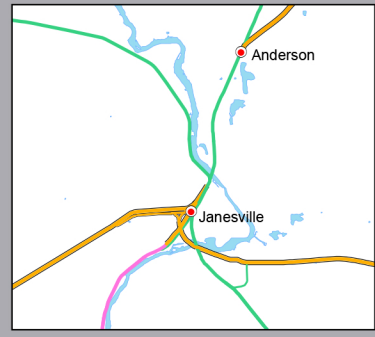


**NOTES:**  
 1 Canadian National is the parent company of Wisconsin Central Limited and the Sault St. Marie Railroad.  
 2 Rail Transit Commission (RTC) owned  
 - Switching and terminal operations (Madison Terminal Railway, LLC, Rail & Transload, Inc. in Watertown, and the Port of Milwaukee) are not shown.  
 - Map displays rail lines and corridors owned by operating freight railroads and government agencies.  
 - Industrial leads, utility company spurs, museum tracks are not shown.  
 - Line color represents principal operator, may not be owner.

### Fox River Valley



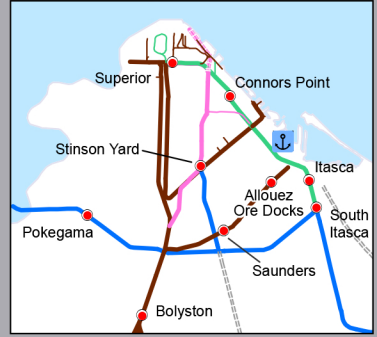
### Janesville



### Milwaukee



### Superior





## **APPENDIX F**

# UTILITIES AND COMMUNITY FACILITIES

## APPENDIX F: UTILITIES AND COMMUNITY FACILITIES

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**Table F-1: Neenah Park and Recreation Department Facilities**

Name	Date Established	Acres	Shoreline (Feet)	Shelter	Public Restrooms	Picnic Tables	Grills	Flowerbeds	Paved Trails	Woods / Natural Areas	Open Space	Playground Equipment	Ball Diamonds	Soccer Fields	Tennis Courts	Volleyball Courts	Basketball Courts	Ice Rinks	Sledding Hills	Boat Launch	Boat Stalls	Fishing Deck
Arrowhead - 355 Millview Dr.	1975	26.65	2,400	Currently Under Development																		
Baldwin - 855 Baldwin St.	1974	2.90	830		X						X	X					1					
Bill Miller - 345 Kraft St.	1993	6.22		X		X			X		X	X										
Carpenter - 1590 Breezewood Ln.	1996	102.13								X												
Castle Oak - 2696 Marathon Ave.	2007	3.00		Currently Under Development																		
Cook - 425 W. North Water St.	1941	1.80		X	X	X		X			X	X										
Doty - 701 Lincoln St.	1922	9.25	1,200	X	X	X	X	X	X	X	X	X			5					X		X
Doty Cabin				Historical Home of Governor James Duane Doty - Doty Park																		
Whiting Boathouse - 98 Fifth St.	1956	0.50	85	X			X	X														
Douglas - 121 Douglas St.	1949	4.30		X	X	X					X	X										
Fresh Air - 495 Maple Ln.	1921	1.68	180			X					X											
Great Northern - 735 Kensington Rd.	2001	10.50		X	X	X		X	X		X	X		11								
The Green - 337 Columbian Ave.	1843	1.60		X	X	X		X			X	X		2				1				
Island - 200 First St.	1931	2.50	563		X				X		X											X
Kimberly Point - 290 Lakeshore Ave.	1929	3.50	830		X	X	X				X	X										X
Laudan - 225 Laudan Blvd.	1856	2.00							X		X	X										
Liberty - 1801 Highland Dr.	2005	2.65		Undeveloped																		
Memorial - 1131 Tullar Rd.	1962	105.00		X	X	X	X	X	X	X	X	X	3	5		1	1	1	1			
Quarry - 655 Cedar St.	1973	5.00									X	X							1			
Recreation - 600 S. Park Ave.	1939	8.33	650		X	X		X				X									X	
Neenah Pool	1997			Water Slides, Concession Area, Sand Volleyball Court																		
Riverside - 500 E. Wisconsin Ave.	1872	19.85	2,050	X	X	X	X	X	X		X											X
Shattuck - 210 E. Wisconsin Ave.	1915	1.60	400	X	X	X		X	X		X										X	X
Skatepark - 2121 Marathon Ave.	1996	1.50		Skate Boarding, Biking, Inline Skating																		
Southview - 200 W. Bell St.	1965	27.40		X	X	X		X	X	X	X	X	4	1	6	1	1					
Washington - 631 W. Winneconne Ave.	1931	11.50		X	X	X		X	X		X	X	1		4				1	1		
Wilderness - 940 S. Park Ave.	1971	19.45						X	X													
Herb & Dolly Smith - 167 N. Lake St.	2006	2.50	900	X	X	X			X	X											X	

Source: City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019, updated by the City of Neenah Parks Department 9/2016.

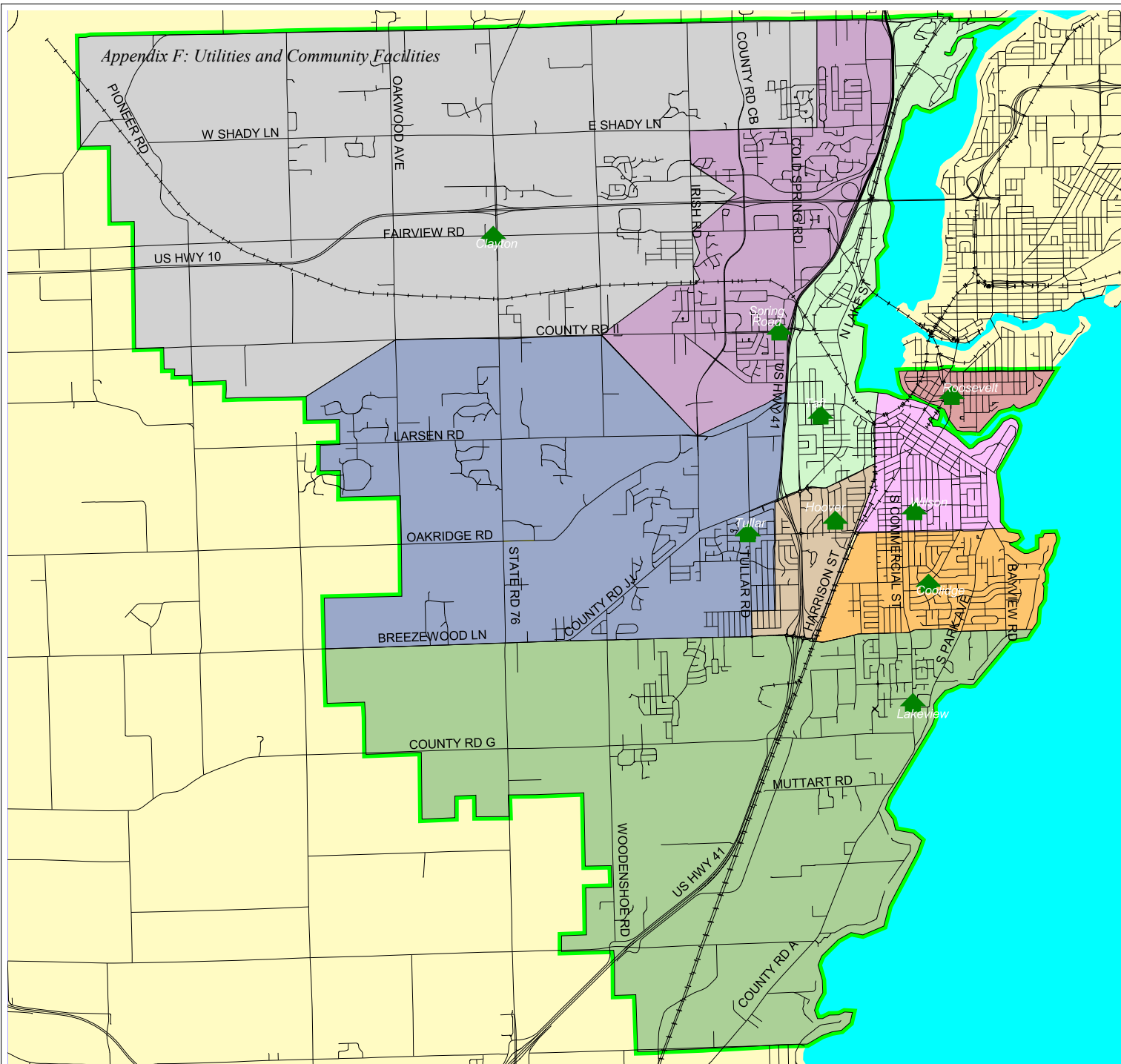
**Table F-2: Area Hospitals, Level of Service**

Inpatient Service Area	ThedaCare Regional Medical Center - Neenah (Neenah)	Children's Hospital of WI - Fox Valley (Neenah)	St. Elizabeth Hospital (Appleton)	ThedaCare Regional Medical Center - Appleton (Appleton)	Aurora Medical Center (Oshkosh)	Mercy Medical Center (Oshkosh)	ThedaCare Medical Center - New London (New London)	Calumet Medical Center (Chilton)	Agnesian HealthCare/ St. Agnes Hospital (Fond du Lac)
Distance	0	0	10	12	14	16	25	27	28
Beds	151	42	190	147	61	120	25	15	160
Occupancy Rate (Percent)	59.4%	43.1%	51.7%	62.4%	41.3%	42.4%	20.4%	20.6%	46.8%
General Medical-Surgical:									
Adult Med-Sur, Acute	1	5	1	1	1	1	1	1	1
Orthopedic	2	5	1	2	2	2	2	2	5
Rehab & Phy. Med.	1	5	5	3	5	1	2	3	1
Hospice	2	5	4	2	2	4	2	4	3
Acute Long-Term	3	5	4	3	5	4	5	5	5
Other Acute	5	5	5	5	5	5	5	5	5
Pediatric, Acute	4	1	2	2	2	2	2	2	5
Obstetrics	1	5	1	1	1	1	1	3	1
Psychiatric	1	5	1	3	5	1	3	5	1
Alcoholism/Chem. Dep	2	5	2	2	5	2	3	5	5
ICU/CIU:									
Med-Sur. IC	2	5	2	2	2	2	3	5	5
Cardiac IC	2	5	2	2	2	2	3	5	5
Pediatric IC	2	5	2	2	5	2	3	4	5
Burn Care	5	5	5	5	5	2	5	4	5
Mixed IC	1	5	1	1	1	1	3	2	1
Step-Down (Special Care)	1	5	2	2	5	2	3	2	1
Neonatal Intensive/Interm. Care	4	1	1	4	5	4	3	5	5
Other IC	5	5	5	5	5	5	5	5	5
Subacute	3	5	5	3	5	5	2	5	1
Other Inpatient	5	5	5	5	5	5	5	5	5
<i>Source: Wisconsin Hospital Association: InfoCenter Guide to Wisconsin Hospitals, FY2015. Publication Revised: September 14, 2016</i>									
Note: 1 = Provided-Distinct Unit, 2 = Provided-Not Distinct Unit, 3 = Available in Network,									
4 = Contracted, 5 = Service Not Provided									



**Table F-3: Public and Private School Enrollment, 2015-2016**

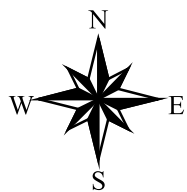
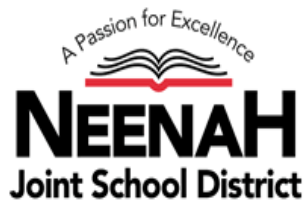
School	PK	K4	K	1	2	3	4	5	6	7	8	9	10	11	12	Total
<b>Neenah Joint School District</b>																
ACE Charter School	0	0	22	17	21	20	19	17	0	0	0	0	0	0	0	116
Clayton Elementary	0	0	44	43	44	37	37	33	0	0	0	0	0	0	0	238
Coolidge Elementary	0	0	66	66	57	54	52	69	0	0	0	0	0	0	0	364
Hoover Elementary	0	0	44	38	44	42	42	43	0	0	0	0	0	0	0	253
Horace Mann Middle	0	0	0	0	0	0	0	19	496	0	0	0	0	0	0	515
Lakeview Elementary	0	0	67	58	62	58	63	52	0	0	0	0	0	0	0	360
Neenah High	0	0	0	0	0	0	0	0	0	0	0	539	479	465	478	1,961
Roosevelt Elementary	0	0	20	22	13	19	18	21	0	0	0	0	0	0	0	113
Shattuck Middle	0	0	0	0	0	0	0	0	0	461	492	0	0	0	0	953
Spring Road Elementary	0	0	65	60	66	70	63	63	0	0	0	0	0	0	0	387
Taft Elementary	0	0	45	33	40	42	26	23	0	0	0	0	0	0	0	209
Tullar Elementary	0	0	66	64	62	70	68	72	0	0	0	0	0	0	0	402
Washington Early Learning Ctr	39	321	0	0	0	0	0	0	0	0	0	0	0	0	0	360
Wilson Elementary	0	0	0	43	58	50	48	62	46	0	0	0	0	0	0	307
<b>Private Schools</b>																
Fox Valley Christian Academy	15	0	20	13	28	20	25	22	16	17	17	0	0	0	0	193
Martin Luther Evang Luth Grade	7	9	13	11	14	11	9	15	6	7	4	0	0	0	0	106
New Hope Christian School	29	54	25	25	20	22	23	21	18	21	17	0	0	0	0	275
Saint Gabriel Grade School	24	23	19	16	24	14	25	11	0	0	0	0	0	0	0	156
Saint Margaret Mary Grade Sch	20	33	32	27	27	32	35	31	0	0	0	0	0	0	0	237
Saint Mary Catholic High	0	0	0	0	0	0	0	0	0	0	0	65	56	83	50	254
St Mary Catholic Middle	0	0	0	0	0	0	0	0	59	53	50	0	0	0	0	162
Trinity Lutheran Grade School	4	7	5	10	11	17	10	9	4	16	6	0	0	0	0	99
<i>Source: Wisconsin Department of Public Instruction, 2015-2016, revised October 26, 2015. Enrollment is a headcount of students who are physically attending schools as of the third Friday in September.</i>																
<a href="http://dpi.wi.gov/cst/data-collections/private-enrollment/excel-1993-present">http://dpi.wi.gov/cst/data-collections/private-enrollment/excel-1993-present</a>																



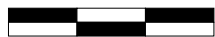
# Neenah Joint School District

Elementary Attendance Areas  
Effective 2014-15

Prepared by: Neenah Joint School District  
February 5, 2014



0 0.5 1 1.5 Miles



- Major Road
- Streets
- Railroads
- School District Boundary
- Water
- Background

Elementary Attendance Areas

- Clayton
- Coolidge
- Hoover
- Lakeview
- Roosevelt
- Spring Road
- Taft
- Tullar
- Wilson



## **APPENDIX G**

# **AGRICULTURAL, NATURAL AND CULTURAL RESOURCES**

## APPENDIX G: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

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Table G-3: National Register and State Register of Historic Places .....	G-5

# Solid and Hazardous Waste Sites

## Waste Management Facility Search Results

T20 R17E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	HESSER OLDS PONTIAC INC (FORMER)	969 PLANK RD	MENASHA	WI	54952	471078740
CLOSED	MENASHA TN	E SHADY LN	MENASHA	WI		471018130
CLOSED	MONDI AKROSIL LLC	206 GARFIELD AVE	MENASHA	WI	54952	471031770
CLOSED	NEENAH-MENASHA SEWAGE COMM	101 GARFIELD AVE	MENASHA	WI	54952	471005590
CLOSED	SCHULZ CONCRETE PRODUCTS INC	3019 W PROSPECT AVE	MENASHA	WI		471017470
CLOSED	SUPERAMERICA #4167 (FORMER)	209 RACINE ST	MENASHA CITY	WI	54952	471010870
CLOSED	KIMBERLY-CLARK BADGER GLOBE MILL	128 N COMMERCIAL ST	NEENAH	WI	54956	471143310
CLOSED	MINERGY CORP FOX VALLEY GLASS AGGREGATE PLT	231 MILLVIEW DR	NEENAH	WI	54956	471135280
CLOSED	NEENAH CTY	ALONG THE NEENAH SLOUGH	NEENAH	WI		471179170
CLOSED	NEENAH CTY PARKSITE BERGSTROM	355 MILLVIEW DR	NEENAH	WI	54956	471013840
CLOSED	PH GLATFELTER	LARSEN RD	NEENAH	WI		471013290
CLOSED	REFUSE SERVICE INC LF	905 CHAPMAN	NEENAH	WI		471017030
CLOSED	SCHULZ LF	OAKRIDGE RD	NEENAH TN	WI		471017690
OPERATING	AZCO INC	2150 HOLLY RD	MENASHA	WI	54915	471099090
OPERATING	CHEMTRADE SOLUTIONS - MENASHA	388 AHNAIP ST	MENASHA	WI	54952	471036720
OPERATING	CLARK OIL STATION #1090	901 APPLETON RD	MENASHA	WI	54952	471114820
OPERATING	GRAPHIC PACKAGING INTL MENASHA FACILITY	160 WASHINGTON ST	MENASHA	WI	54952	471033970
OPERATING	MADISON GENERAL FUELS INC	882 VALLEY RD	MENASHA	WI	54952	471118780
OPERATING	MENASHA CTY	455 BALDWIN ST	MENASHA	WI	54952	471020660
OPERATING	MIRON CONSTRUCTION	1801 BUDD DRIVE	MENASHA	WI	54952	471182030
OPERATING	PECHINEY PLASTIC PACKAGING	258 RIVER ST	MENASHA	WI	54952	471009660
OPERATING	SCHINDLER CONST INC	1310 EARL ST	MENASHA	WI	54952	471030010
OPERATING	STOP N GO LLC	1200 PLANK RD	MENASHA	WI	54952	471167070
OPERATING	W M W I - MENASHA TRANSFER STATION	1860 NOVAK DR	MENASHA	WI	54952	471146280
OPERATING	ZIEL EDWARD PROPERTY	81 RACINE ST	MENASHA	WI	54952	471137150
OPERATING	MENASHA CTY	981 PLANK RD	MENASHA CTY	WI	54956	471151450
OPERATING	APPLETON PRS EMBK USH 10 W ARTL WEST	USH 10	MENASHA TN	WI		471144630
OPERATING	KIMBERLY-CLARK LAKEVIEW PLT	1040 CHAPMAN (1055 WINCHESTER)	MENASHA TN	WI	54956	471043760
OPERATING	SUN CHEMICAL INK	830 EHLERS RD	MENASHA TN	WI	54956	471024290
OPERATING	WPSC EMBK USH 10 & COLDSRING	USH 10 & COLDSRING RD	MENASHA TN	WI	54952	471125710
OPERATING	WPSC EMBK USH 10 W ARTL-EAST	USH 10 WESTSIDE ARTERIAL	MENASHA TN	WI	54952	471125820
OPERATING	APPLETON NEON & SIGN INC	2400 HOLLY RD	NEENAH	WI	54956	471118450
OPERATING	BERGSTROM GM OF NEENAH	150 N GREEN BAY RD	NEENAH	WI	54956	471078630
OPERATING	DONALDSONS ONE HOUR CLEANERS (FORMER)	110 W CECIL ST	NEENAH	WI	54956	471007460
OPERATING	EXPRESS CONVENIENCE CENTER #66	899 S COMMERCIAL ST	NEENAH	WI	54956	471129340
OPERATING	EXPRESS CONVENIENCE CENTER #71	904 GREEN BAY RD	NEENAH	WI	54956	471108660
OPERATING	J & L GAS STATION	1005 WINNECONNE AVE	NEENAH	WI	54956	471065650
OPERATING	KIMBERLY-CLARK KIMTECH FACILITY	1109 S HENRY ST	NEENAH	WI	54956	471032540
OPERATING	KRIST OIL CO	1305 S COMMERCIAL	NEENAH	WI	54956	471135500
OPERATING	MOBIL WEST	1350 GILLINGHAM RD	NEENAH	WI	54956	471144740
OPERATING	MORTON PHARMACY	1112 S COMMERCIAL ST	NEENAH	WI	54901	371003050
OPERATING	NEENAH FOUNDRY PLT 1	500 WINNECONNE AVE	NEENAH	WI	54956	471031990
OPERATING	P H GLATFELTER CO BERGSTROM DIV	225 W WISCONSIN AVE (101 MAIN)	NEENAH	WI	54956	471031660
OPERATING	PECHINEY PLASTIC PACKAGING INC	155 N WESTERN AVE	NEENAH	WI	54956	471032980
OPERATING	SHILOBRITS CLEANERS	1231 S COMMERCIAL ST	NEENAH	WI	54956	471007570
OPERATING	VALMET INC	1615 MATTHEWS ST	NEENAH	WI	54956	471034300
OPERATING	CHEMTRADE SOLUTIONS LLC	LARSEN RD	NEENAH TN	WI	54956	471015270
UNKNOWN	BOB ULRICH PROPERTY	MARQUETTE ST (AT IDA & PLANK)	MENASHA	WI	54952	471063010
UNKNOWN	CITY MENASHA	BRIGHTON DR	MENASHA	WI		471162450
UNKNOWN	HARRY LOPAS PROPERTY	1297 PLANK RD	MENASHA	WI	54952	471095570
UNKNOWN	MENASHA CTY / BADGER HWYS DUMP	963 APPLETON RD	MENASHA	WI	54952	471051680
UNKNOWN	RANDALLS AUTO HAUS FORMER	67 MILWAUKEE ST	MENASHA	WI	54952	471154310

T20 R17E						
Status	Facility Name	Address	Municipality	State	Zip	FID
UNKNOWN	TRADER REALTY (DEMO) (FORMER)	1360 PLANK RD	MENASHA	WI	54952	471062240
UNKNOWN	KIMBERLY-CLARK LAKEVIEW MILL SLUDGE LF	CTH CB & SHADY LN	MENASHA TN	WI		471008780
UNKNOWN	NEENAH CTY	GREEN BAY RD & CHAPMAN AVE	MENASHA TN	WI		471170260
UNKNOWN	ISLAND MANOR	406 1ST ST	NEENAH	WI		NONE
UNKNOWN	KEYES PLUMBING	1001 MAIN ST	NEENAH	WI		NONE
UNKNOWN	NEENAH CTY - QUARRY PARK	BELMONT AVE & CEDAR ST	NEENAH	WI		471172350
UNKNOWN	PREET PETROLEUM	700 MAIN ST	NEENAH	WI	54956	471157060
UNKNOWN	FROZE FARM	OAKRIDGE RD	NEENAH TN	WI		471158820
UNKNOWN	GIBSON IRON METAL & AUTO SALVAGE	139 S FIELDCREST DR	NEENAH TN	WI		471118560
T19 R17E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	MONTEITH LF	ADDRESS UNKNOWN	OSHKOSH	WI		471016260
OPERATING	NEENAH CTY SERVICES BLDG	1495 TULLAR RD	NEENAH	WI	54956	471013950
OPERATING	STAHL USA C O CHECKER WHSE	1705 DIXIE RD	NEENAH TN	WI	54957	471152440
OPERATING	STEVENS REEF MARINA (FORMER)	1741 S COMMERCIAL ST	NEENAH TN	WI	54956	471154200
UNKNOWN	SHATTUCK PARK	210 E WISCONSIN AVE	NEENAH	WI		471163000
T19 R16E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	GRUNDY FARMS	1556 W SUNNY VIEW RD	OSHKOSH	WI		471014830
CLOSED	OSHKOSH TN (GRUNDY FARM)	1450 W CTH Y	OSHKOSH TN	WI		471176640
CLOSED	TOMAHAWK LAND CO OF DELAWARE LLC VINLAND LF	STATE RD 76 & CTH GG	VINLAND TN	WI		471081600
CLOSED	VINLAND TN	ADDRESS UNKNOWN	VINLAND TN	WI		471018790
OPERATING	WI DOC OSHKOSH CORRECTIONAL INSTITUTION	1730 W SNELL RD	OSHKOSH	WI	54901	471013070
OPERATING	WINNEBAGO CNTY SUNNYVIEW LF	100 W COUNTY RD Y	OSHKOSH	WI	54901	471083910
OPERATING	GEORGIA PACIFIC NORTH LF	3111 CTH G	VINLAND TN	WI	54956	471093040
OPERATING	VINLAND SOLID WASTE TRANSFER FACILITY	7275 COMMERCE PLAZA DR	VINLAND TN	WI		471191160
UNKNOWN	WINNEBAGO CNTY LIENHARD SITE	OFF USH 45 & CTH Y	OSHKOSH	WI		471087430
T20 R16E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	CLAYTON TN	JENSEN RD	CLAYTON	WI		471018020
CLOSED	JENSEN FARM	JENSEN RD	CLAYTON TN	WI		471172680
OPERATING	LARSEN COOP CO	8290 CTH T	LARSEN	WI	54947	471062130
UNKNOWN	NEENAH CTY (FORMER SCHULTZ FARM)	3981 CTH II	CLAYTON TN	WI		471171690

Source: WDNR SHWIMS, <http://dnr.wi.gov/sotw/SetUpAdvSearchForm.do>

## Solid and Hazardous Waste Sites

### Waste Management Facility Search Results

T20 R17E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	HESSER OLDS PONTIAC INC (FORMER)	969 PLANK RD	MENASHA	WI	54952	471078740
CLOSED	MENASHA TN	E SHADY LN	MENASHA	WI		471018130
CLOSED	MONDI AKROSIL LLC	206 GARFIELD AVE	MENASHA	WI	54952	471031770
CLOSED	NEENAH-MENASHA SEWAGE COMM	101 GARFIELD AVE	MENASHA	WI	54952	471005590
CLOSED	SCHULZ CONCRETE PRODUCTS INC	3019 W PROSPECT AVE	MENASHA	WI		471017470
CLOSED	SUPERAMERICA #4167 (FORMER)	209 RACINE ST	MENASHA CITY	WI	54952	471010870
CLOSED	KIMBERLY-CLARK BADGER GLOBE MILL	128 N COMMERCIAL ST	NEENAH	WI	54956	471143310
CLOSED	MINERGY CORP FOX VALLEY GLASS AGGREGATE PLT	231 MILLVIEW DR	NEENAH	WI	54956	471135280
CLOSED	NEENAH CTY	ALONG THE NEENAH SLOUGH	NEENAH	WI		471179170
CLOSED	NEENAH CTY PARKSITE BERGSTROM	355 MILLVIEW DR	NEENAH	WI	54956	471013840
CLOSED	PH GLATFELTER	LARSEN RD	NEENAH	WI		471013290
CLOSED	REFUSE SERVICE INC LF	905 CHAPMAN	NEENAH	WI		471017030
CLOSED	SCHULZ LF	OAKRIDGE RD	NEENAH TN	WI		471017690
OPERATING	AZCO INC	2150 HOLLY RD	MENASHA	WI	54915	471099090
OPERATING	CHEMTRADE SOLUTIONS - MENASHA	388 AHNAIP ST	MENASHA	WI	54952	471036720
OPERATING	CLARK OIL STATION #1090	901 APPLETON RD	MENASHA	WI	54952	471114820
OPERATING	GRAPHIC PACKAGING INTL MENASHA FACILITY	160 WASHINGTON ST	MENASHA	WI	54952	471033970
OPERATING	MADISON GENERAL FUELS INC	882 VALLEY RD	MENASHA	WI	54952	471118780
OPERATING	MENASHA CTY	455 BALDWIN ST	MENASHA	WI	54952	471020660
OPERATING	MIRON CONSTRUCTION	1801 BUDD DRIVE	MENASHA	WI	54952	471182030
OPERATING	PECHINEY PLASTIC PACKAGING	258 RIVER ST	MENASHA	WI	54952	471009660
OPERATING	SCHINDLER CONST INC	1310 EARL ST	MENASHA	WI	54952	471030010
OPERATING	STOP N GO LLC	1200 PLANK RD	MENASHA	WI	54952	471167070
OPERATING	W M W I - MENASHA TRANSFER STATION	1860 NOVAK DR	MENASHA	WI	54952	471146280
OPERATING	ZIEL EDWARD PROPERTY	81 RACINE ST	MENASHA	WI	54952	471137150
OPERATING	MENASHA CTY	981 PLANK RD	MENASHA CTY	WI	54956	471151450
OPERATING	APPLETON PRS EMBK USH 10 W ARTL WEST	USH 10	MENASHA TN	WI		471144630
OPERATING	KIMBERLY-CLARK LAKEVIEW PLT	1040 CHAPMAN (1055 WINCHESTER)	MENASHA TN	WI	54956	471043760
OPERATING	SUN CHEMICAL INK	830 EHLERS RD	MENASHA TN	WI	54956	471024290
OPERATING	WPSC EMBK USH 10 & COLDSRING	USH 10 & COLDSRING RD	MENASHA TN	WI	54952	471125710
OPERATING	WPSC EMBK USH 10 W ARTL-EAST	USH 10 WESTSIDE ARTERIAL	MENASHA TN	WI	54952	471125820
OPERATING	APPLETON NEON & SIGN INC	2400 HOLLY RD	NEENAH	WI	54956	471118450
OPERATING	BERGSTROM GM OF NEENAH	150 N GREEN BAY RD	NEENAH	WI	54956	471078630
OPERATING	DONALDSONS ONE HOUR CLEANERS (FORMER)	110 W CECIL ST	NEENAH	WI	54956	471007460
OPERATING	EXPRESS CONVENIENCE CENTER #66	899 S COMMERCIAL ST	NEENAH	WI	54956	471129340
OPERATING	EXPRESS CONVENIENCE CENTER #71	904 GREEN BAY RD	NEENAH	WI	54956	471108660
OPERATING	J & L GAS STATION	1005 WINNECONNE AVE	NEENAH	WI	54956	471065650
OPERATING	KIMBERLY-CLARK KIMTECH FACILITY	1109 S HENRY ST	NEENAH	WI	54956	471032540
OPERATING	KRIST OIL CO	1305 S COMMERCIAL	NEENAH	WI	54956	471135500
OPERATING	MOBIL WEST	1350 GILLINGHAM RD	NEENAH	WI	54956	471144740
OPERATING	MORTON PHARMACY	1112 S COMMERCIAL ST	NEENAH	WI	54901	371003050
OPERATING	NEENAH FOUNDRY PLT 1	500 WINNECONNE AVE	NEENAH	WI	54956	471031990
OPERATING	P H GLATFELTER CO BERGSTROM DIV	225 W WISCONSIN AVE (101 MAIN)	NEENAH	WI	54956	471031660
OPERATING	PECHINEY PLASTIC PACKAGING INC	155 N WESTERN AVE	NEENAH	WI	54956	471032980
OPERATING	SHILOBRITS CLEANERS	1231 S COMMERCIAL ST	NEENAH	WI	54956	471007570
OPERATING	VALMET INC	1615 MATTHEWS ST	NEENAH	WI	54956	471034300
OPERATING	CHEMTRADE SOLUTIONS LLC	LARSEN RD	NEENAH TN	WI	54956	471015270
UNKNOWN	BOB ULRICH PROPERTY	MARQUETTE ST (AT IDA & PLANK)	MENASHA	WI	54952	471063010
UNKNOWN	CITY MENASHA	BRIGHTON DR	MENASHA	WI		471162450
UNKNOWN	HARRY LOPAS PROPERTY	1297 PLANK RD	MENASHA	WI	54952	471095570
UNKNOWN	MENASHA CTY / BADGER HWYS DUMP	963 APPLETON RD	MENASHA	WI	54952	471051680
UNKNOWN	RANDALLS AUTO HAUS FORMER	67 MILWAUKEE ST	MENASHA	WI	54952	471154310



T20 R17E						
Status	Facility Name	Address	Municipality	State	Zip	FID
UNKNOWN	TRADER REALTY (DEMO) (FORMER)	1360 PLANK RD	MENASHA	WI	54952	471062240
UNKNOWN	KIMBERLY-CLARK LAKEVIEW MILL SLUDGE LF	CTH CB & SHADY LN	MENASHA TN	WI		471008780
UNKNOWN	NEENAH CTY	GREEN BAY RD & CHAPMAN AVE	MENASHA TN	WI		471170260
UNKNOWN	ISLAND MANOR	406 1ST ST	NEENAH	WI		NONE
UNKNOWN	KEYES PLUMBING	1001 MAIN ST	NEENAH	WI		NONE
UNKNOWN	NEENAH CTY - QUARRY PARK	BELMONT AVE & CEDAR ST	NEENAH	WI		471172350
UNKNOWN	PREET PETROLEUM	700 MAIN ST	NEENAH	WI	54956	471157060
UNKNOWN	FROZE FARM	OAKRIDGE RD	NEENAH TN	WI		471158820
UNKNOWN	GIBSON IRON METAL & AUTO SALVAGE	139 S FIELDCREST DR	NEENAH TN	WI		471118560
T19 R17E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	MONTEITH LF	ADDRESS UNKNOWN	OSHKOSH	WI		471016260
OPERATING	NEENAH CTY SERVICES BLDG	1495 TULLAR RD	NEENAH	WI	54956	471013950
OPERATING	STAHL USA C O CHECKER WHSE	1705 DIXIE RD	NEENAH TN	WI	54957	471152440
OPERATING	STEVENS REEF MARINA (FORMER)	1741 S COMMERCIAL ST	NEENAH TN	WI	54956	471154200
UNKNOWN	SHATTUCK PARK	210 E WISCONSIN AVE	NEENAH	WI		471163000
T19 R16E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	GRUNDY FARMS	1556 W SUNNY VIEW RD	OSHKOSH	WI		471014830
CLOSED	OSHKOSH TN (GRUNDY FARM)	1450 W CTH Y	OSHKOSH TN	WI		471176640
CLOSED	TOMAHAWK LAND CO OF DELAWARE LLC VINLAND LF	STATE RD 76 & CTH GG	VINLAND TN	WI		471081600
CLOSED	VINLAND TN	ADDRESS UNKNOWN	VINLAND TN	WI		471018790
OPERATING	WI DOC OSHKOSH CORRECTIONAL INSTITUTION	1730 W SNELL RD	OSHKOSH	WI	54901	471013070
OPERATING	WINNEBAGO CNTY SUNNYVIEW LF	100 W COUNTY RD Y	OSHKOSH	WI	54901	471083910
OPERATING	GEORGIA PACIFIC NORTH LF	3111 CTH G	VINLAND TN	WI	54956	471093040
OPERATING	VINLAND SOLID WASTE TRANSFER FACILITY	7275 COMMERCE PLAZA DR	VINLAND TN	WI		471191160
UNKNOWN	WINNEBAGO CNTY LIENHARD SITE	OFF USH 45 & CTH Y	OSHKOSH	WI		471087430
T20 R16E						
Status	Facility Name	Address	Municipality	State	Zip	FID
CLOSED	CLAYTON TN	JENSEN RD	CLAYTON	WI		471018020
CLOSED	JENSEN FARM	JENSEN RD	CLAYTON TN	WI		471172680
OPERATING	LARSEN COOP CO	8290 CTH T	LARSEN	WI	54947	471062130
UNKNOWN	NEENAH CTY (FORMER SCHULTZ FARM)	3981 CTH II	CLAYTON TN	WI		471171690

Source: WDNR SHWIMS, <http://dnr.wi.gov/sotw/SetUpAdvSearchForm.do>

## SW Landfills/Disposal Facilities

### 11 Facilities Found Searching For:

Activity Type Group of SW Landfills/Disposal Facilities  
Municipality begins with NEENAH  
Winnebago County  
Facility in State of WI

Sorted by Facility Name

Status	Facility Name	Address	Municipality	State	Zip	FID	County	Region
OPERATING	CHEMTRADE SOLUTIONS LLC	LARSEN RD	NEENAH TN	WI	54956	471015270	WINNEBAGO	NORTHEAST
OPERATING	CITY OF NEENAH DEVELOPMENT # 7 PROJECT	232 W WISCONSIN AVE	NEENAH	WI	54957	471189510	WINNEBAGO	NORTHEAST
UNKNOWN	FROZE FARM	OAKRIDGE RD	NEENAH TN	WI		471158820	WINNEBAGO	NORTHEAST
UNKNOWN	GIBSON IRON METAL & AUTO SALVAGE	139 S FIELDCREST DR	NEENAH TN	WI		471118560	WINNEBAGO	NORTHEAST
CLOSED	NEENAH CTY	ALONG THE NEENAH SLOUGH	NEENAH	WI		471179170	WINNEBAGO	NORTHEAST
UNKNOWN	NEENAH CTY - QUARRY PARK	BELMONT AVE & CEDAR ST	NEENAH	WI		471172350	WINNEBAGO	NORTHEAST
CLOSED	NEENAH CTY PARKSITE BERGSTROM	355 MILLVIEW DR	NEENAH	WI	54956	471013840	WINNEBAGO	NORTHEAST
UNKNOWN	NEENAH SITE SEVEN	219 W DOTY AVE	NEENAH CTY	WI		471197100	WINNEBAGO	NORTHEAST
CLOSED	PH GLATFELTER	LARSEN RD	NEENAH	WI		471013290	WINNEBAGO	NORTHEAST
CLOSED	REFUSE SERVICE INC LF	905 CHAPMAN	NEENAH	WI		471017030	WINNEBAGO	NORTHEAST
CLOSED	SCHULZ LF	OAKRIDGE RD	NEENAH TN	WI		471017690	WINNEBAGO	NORTHEAST

Source: <http://dnr.wi.gov/sotw/AdvSearchAction.do>

### 3 Facilities Found Searching For:

Activity Type Group of SW Landfills/Disposal Facilities  
Municipality begins with CLAYTON  
Winnebago County  
Facility in State of WI

Sorted by Facility Name

Status	Facility Name	Address	Municipality	State	Zip	FID	County	Region
CLOSED	CLAYTON TN	JENSEN RD	CLAYTON	WI		471018020	WINNEBAGO	NORTHEAST
CLOSED	JENSEN FARM	JENSEN RD	CLAYTON TN	WI		471172680	WINNEBAGO	NORTHEAST
UNKNOWN	NEENAH CTY (FORMER SCHULTZ F	3981 CTH II	CLAYTON TN	WI		471171690	WINNEBAGO	NORTHEAST

Source: <http://dnr.wi.gov/sotw/AdvSearchAction.do>

### 3 Facilities Found Searching For:

Activity Type Group of SW Landfills/Disposal Facilities

Municipality begins with VINLAND

Winnebago County

Facility in State of WI

Sorted by Facility Name

Status	Facility Name	Address	Municipality	State	Zip	FID	County	Region
OPERATING	GEORGIA PACIFIC NORTH LF	3111 CTH G	VINLAND TN	WI	54956	471093040	WINNEBAGO	NORTHEAST
CLOSED	TOMAHAWK LAND CO OF DELAWARE LLC VINLAND LF	STATE RD 76 & CTH GG	VINLAND TN	WI		471081600	WINNEBAGO	NORTHEAST
CLOSED	VINLAND TN	ADDRESS UNKNOWN	VINLAND TN	WI		471018790	WINNEBAGO	NORTHEAST

Source: <http://dnr.wi.gov/sotw/AdvSearchAction.do>

### National Register and State Register of Historic Places

Reference #	Location	Historic Name
74000141	537 E. Wisconsin Ave.	Babcock, Havilah, House
8000121	220 North Park Avenue	Beals, Edward D., and Vina Shattuck, House
93000144	579 E. Wisconsin Ave.	Bergstrom, George O., House
94000134	500 N. Commercial St.	Chicago and Northwestern Railroad Depot
95001552	Address Restricted	Doty Island Village Site
5001229	Generally bounded by East Forest Avenue, Webster Street, Hewitt Street, and Eleventh Street	East Forest Avenue Historic District
87001123	345 E. Wisconsin Ave.	Gram, Hans, House
74000143	Doty Park (Lincoln St.)	Grand Loggery
97000430	433 E. Wisconsin Ave.	Hawks, Frank Winchester, House
92000110	711 E. Forest Ave.	Jennings, Ellis, House
3000898	331 East Wisconsin Avenue	Jersild, Reverend Jens N., House
96000907	516 E. Forest Ave.	Kerwin, Judge J. C., House
12001275	290 Lake Shore Avenue	Kimberly Point Park Lighthouse
3000899	1102 East Forest Avenue	Lindsley, Perry, House
90001743	307 S. Commercial St.	Neenah United States Post Office
87000462	251 E. Doty Ave.	Paepke, Henry, House
3000897	256 North Park Avenue	Sensenbrenner, J. Leslie, House
78000153	547 E. Wisconsin Ave.	Shattuck, Franklyn C., House
99001607	527 E. Wisconsin Ave.	Sherry, Henry, House
79000122	824 E. Forest Ave.	Smith, Charles R., House
82000735	706 E. Forest Ave.	Smith, Henry Spencer, House
96000990	347 Smith Street	Smith, Hiram, House
96001575	413 Church St.	Van Ostrand, Dewitt Clinton, House
83004366	1590 Oakridge Rd.	Vining, Gorham, P., House
523	620 East Forest Avenue	Whiting, Frank B., House
11000204	98 Fifth Street	Whiting, Frank, Boathouse
93000400	143 N. Park Ave.	Wing, William C., House
84003827	106-226 W. Wisconsin Ave., 110 Church St.	Wisconsin Avenue Historic District

Source: National Register, Accessed from the Wisconsin State Historical Society.



## **APPENDIX H**

# **POLICIES AND PROGRAMS**

## APPENDIX H: POLICIES AND PROGRAMS

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## APPENDIX H: POLICIES AND PROGRAMS

### INTRODUCTION

Growth and development patterns do not occur in a vacuum. Over time, federal, state and local policies have directed the amount and location of development. State transportation policies and state land use legislation such as NR121, farmland preservation, natural resource protection and real estate tax codes have influenced growth and settlement. Local attitudes towards growth and accompanying zoning legislation, transportation and utility investments and tax and land subsidies also influence the type and amount of growth and development which occurs in each community.

Policies which impact growth and development have been developed over time by different agencies and different levels of government with varying missions and objectives. The resulting policies and programs are sometimes complementary and sometimes contradictory. It is the interaction of these various policies and market influences that determine actual growth patterns. Although many current federal and state policies and subsidies still encourage expansion, other policies such as the 14 land use goals developed by the state also encourage communities to accommodate growth in perhaps a more efficient manner than they have in the past. The adopted comprehensive plan legislation encourages communities to develop comprehensive plans, but provides communities with the opportunity to determine their own growth patterns. As a result, the type of development which will occur in the future is still open to debate.

Appendix F provides policies and programs sorted by comprehensive planning element that can be utilized by the City of Neenah to implement the goals, strategies and recommendations set forth in this plan.

### ISSUES AND OPPORTUNITIES

#### Regional and County Policies

##### *Regional Policies*

#### East Central Wisconsin Regional Planning Commission

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning process, several key issues were identified:

- How do we plan for continued population growth, which will result in an increase in demand for services and land consumption in the region?

- 
- How do we promote the recognition of the relationship between the density of settlement and amount and location of land consumed for housing, commercial, and industrial uses and the costs of services?
  - How do we ensure the economic vitality of the agricultural and forestry sectors in the context of a decrease in the amount of open space?
  - How do we address the conflicts that will arise given that the majority of future growth is expected to occur in the urban counties, which is where most of the region's more productive farmland is located? More specifically, how will we address the impact on the farm economy?
  - How do we ensure that an increase in urbanization has a positive impact on rural communities?
  - Urban counties in the region currently have greater social and economic capital, more government support due to a larger tax base, and greater access to nonprofit services than rural counties. Current trends show the educational and income gap between urban counties and rural counties widening. How do we plan to decrease this gap and promote a healthy, vibrant economy and quality of life for all residents throughout the region?

The core goal of the Issues and Opportunities section is:

- To promote communities that are better places to live. That is, communities that are economically prosperous, have homes at an affordable price, respect the countryside, enjoy well designed and accessible living and working environments, and maintain a distinct sense of place and community.

The intent of this goal is to minimize the negative effects of sprawl development and provide a cost-effective variety of services and infrastructure that will meet the changing demographics of the overall population.

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

This section includes information on federal, state and regional programs which were used to develop this chapter. Other programs which influence growth and may impact future socio-economic conditions will be described in pertinent chapters within this appendix.

#### ***Federal Programs***

##### **United States Department of Commerce**

**Economics and Statistics Administration (ESA).** The Economics and Statistics Administration collects, disseminates and analyzes broad and targeted socio-economic data. It also develops domestic and international economic policy. One of the primary bureaus within the ESA is the U.S. Census Bureau. The majority of information analyzed in this chapter was collected and disseminated by the Census Bureau, which is the foremost data source for economic statistics and demographic information on the population of the United States. The

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Census Bureau conducts periodic surveys and decennial censuses that are used by federal, state, and local officials and by private stakeholders to make important policy decisions. The Bureau produces a variety of publications and special reports regarding the current and changing socio-economic conditions within the United States. It develops national, state and county level projections and also provides official measures of electronic commerce (e-commerce) and evaluates how this technology will affect future economic activity.

#### *State Programs*

### **Wisconsin Department of Administration (DOA)**

#### ***State Programs***

### **Wisconsin State Data Center (WSDC)**

The Wisconsin State Data Center is a cooperative venture between the U.S. Bureau of the Census, DOA, the Applied Population Laboratory at the University of Wisconsin-Madison and 35 data center affiliates throughout the state.<sup>1</sup> The U.S. Bureau of the Census provides census publications, tapes, maps and other materials to the WSDC. In exchange, organizations within WSDC function as information and training resources. DOA is the lead data center and the Applied Population Laboratory functions as the coordinating agency throughout the state. Local data center affiliates, such as East Central, work more closely with communities and individuals within their region.

### **Wisconsin Department of Administration (DOA)**

**Demographic Services Center.** The Wisconsin Department of Administration (DOA) Demographic Services Center is responsible for developing annual population estimates for all counties and all minor civil divisions (MCD) in the state. They develop annual estimates of the voting age population by MCD and population estimates by zip code. The Demographic Services Center also produces annual county level housing unit and household estimates. The Demographic Services Center also develops population projections by age and sex for all Wisconsin counties, and produces population projections of total population for all municipalities.

### **University of Wisconsin-Madison**

**Applied Population Laboratory (APL).** The Applied Population Laboratory is located with the Department of Rural Sociology at the University of Wisconsin-Madison. They conduct socio-economic research, give presentations and publish reports and chartbooks. They will contract to do specific studies or school district projections. APL also functions as the coordinating agency for the WSDC and the lead agency for the Wisconsin Business/Industry Data Center (BIDC).

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<sup>1</sup> Wisconsin Department of Administration, <http://www.doa.state.wi.us/Divisions/Intergovernmental-Relations/Demographic-Services-Center/US-Census-State-Data-Centers/>. Accessed 10/15/15.

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## **Regional Programs**

### **East Central Wisconsin Regional Planning Commission**

**Planning for our Future Program.** This program element promotes, builds awareness and coordinates the implementation of the Commission's Year 2030 Regional Comprehensive Plan and locally adopted Comprehensive Plans. It also includes the Commission's Health and Planning work element. Examples of work under this program element include: population information and projections, comprehensive planning and implementation assistance.

- **State Data Center Affiliate.** East Central receives census materials and Demographic Service Center publications from DOA, plus additional information and reports from other State agencies. This information is maintained within its library, used for planning purposes and published within East Central reports. Information and technical assistance regarding this data is also provided to local governments, agencies, businesses and the public upon request.
- **Official Regional Population Projections and Household Growth.** While DOA provides base level population projections for the State, local conditions such as zoning regulations, land-locked communities, and local decisions regarding land use development can influence the accuracy of these base line projections. As a result, East Central has the authority to produce official population projections for the region. East Central also estimates future household growth.

## **LAND USE**

### **State, Regional, County, and Local Policies**

#### ***State Policies***

#### **Zoning Ordinances**

Wisconsin State Statutes 66.1001 requires that if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan:

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6);
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46;
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.
- City or village zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- Town zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

## **Regional Policies**

### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for land use, which states:

*East Central will promote land use patterns which foster healthy communities, preserve individual community identity, enhance personal mobility, reduce the cost of services and protect our natural environment.*

The Milestone #3 report contains four land use “plan guidelines” which contain goals, strategies, and recommendations for achieving this vision. “Plan guidelines” include: LU-1: Land Consumption and Development, LU-2: Regional and Community Character, LU-3: Balancing Community Interests and Property Rights, and LU-4: Regional and Local Sustainability.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. The plan’s land use element provides the following goals:

- Small, compact development that integrates public spaces into development.
- Large areas with low population density and small areas with high population density.
- Development and protection of nature-based recreational resources.
- Provision of housing for all populations.
- Effective transportation system, including continued development of public transit, automobiles, and pedestrian and bicycle modes.
- Vital infrastructure and services balanced with reasonable and equitable taxes.
- Education of public and private landowner on environmental stewardship and conservation ethic.
- Effective protection of natural resources.
- The rural, agricultural area maintained in large, contiguous tracts.
- Healthy urban centers with diversified uses.
- Historical preservation of unique community characteristics.
- Maintenance and enhancement of a quality education system.
- Owner rights balanced with community rights.
- Promote communication and respect between diverse populations.

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates private on-site wastewater treatment systems, land divisions, land uses and other ordinances that may be relevant to the City of Neenah and / or the 3 mile extraterritorial area. Several chapters that relate to land use are summarized below.



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**Chapter 18 - Subdivisions and Platting.** The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and Plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks and utility easements.

**Chapter 20 – Non-metallic Mining.** The purpose of this chapter is to establish a local program to ensure the effective reclamation of nonmetallic mining sites on which nonmetallic mining takes place in Winnebago County.

**Chapter 26 – Floodplain Zoning Code.** This chapter is intended to regulate floodplain development to protect life, health and property; minimize expenditures of public funds for flood control projects; minimize rescue and relief efforts undertaken at the expense of the taxpayers; minimize business interruptions and other economic disruptions; minimize damage to public facilities in the floodplain; minimize the occurrence of future flood blight areas in the floodplain; discourage the victimization of unwary land and homebuyers; prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain.

**Chapter 27 – Shoreland Zoning Code.** Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands means those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagoons, and other uses which may be detrimental to this area.

**Winnebago County Farmland Preservation Plan, adopted March 13, 2012.** The Winnebago County Farmland Preservation Plan is included in the Winnebago County Comprehensive Plan. The plan is intended to guide local efforts related to farmland protection and the promotion of the agricultural sector in Winnebago County during the 15-year period from 2012 through 2026. The goals of the plan are: (1) Protect farmland in Winnebago County, while balancing landowner rights and community benefit; (2) Maintain a strong agricultural economy; (3) Support agriculture-related businesses and support systems; and (4) Promote urban agriculture. The intent of the plan is to meet the requirements of chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the County as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the County.

**2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan.** Appendix C, 2016- 2020 Work Plan was updated in 2016. The LWRM) addresses soil and water quality concerns using local, state and federal programs. The goal of the Winnebago County Land and Water Resource Management Plan is to restore, improve, and protect the

ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the County.

**Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017.** The Winnebago County Comprehensive Park and Recreation Plan, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of County residents when planning for parks and recreational development.

### ***Local Policies***

#### **City of Neenah**

**Code of Ordinances.** The City of Neenah's Code of Ordinances regulates land divisions and land uses. Several chapters that relate to land use are summarized below.

**Chapter 21 – Buildings and Building Regulations.** This chapter governs the design, construction, alteration, demolition, and moving of all buildings and structures.

**Chapter 22 – Environmental Control.** This chapter regulates floodplain zoning, shoreland-wetland zoning, construction site erosion control and post construction stormwater management, and illicit discharge and connection to stormsewers. Floodplain zoning regulates all areas that would be covered by the regional flood or base flood. Shorelands area defined as lands which are within: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams or to the landward side of the floodplain whichever distance is greater. Wetland are those areas where water is at, near or above the land surface long enough to support aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. The Winnebago County shoreland zoning provisions in effect on the date of annexation remain in effect administered by the City for all areas annexed by the City after May 7, 1982. This chapter specifies permitted and prohibited uses, and amending shoreland/wetland zoning regulations.

**Chapter 23 – Historic Preservation.** This ordinance creates the Landmark Commission; the designation of historic districts; designation and recognition of historic structures and sites; regulation of construction, reconstruction, alteration, demolition and sale of historic structures and sites; the survey and inventory of historic sites; and maintenance.

**Chapter 24 – Signs.** This chapter regulates, administer, and enforce outdoor sign advertising and display within the City.

**Chapter 25 – Subdivisions and Other Land Divisions.** This chapter regulates the division of lands. It includes requirements for a conceptual plan, preliminary and final plat, and certified survey map. Design standards for lots, streets, etc.

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**Chapter 26 - Zoning Code.** This chapter regulates 11 zoning districts including: R-1 Single-Family Residence; R-2 Two-Family Residence; M-1 Multifamily Residence; M-2 Multifamily Residence; C-1 General Commercial; C-2 Central Commercial; I-1 Planned Business Center; I-2 General Industrial; PDD Planned Unit Development; CH Community Health; and TND Traditional Neighborhood Development.

**City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019.** The City of Neenah Comprehensive Park and Recreation Plan, adopted in 2015, describe existing conditions, projects future growth, and offer recommendations to guide the future growth and development of recreational facilities in the City of Neenah.

**Official Map.** The City of Neenah has an official map. An official map is intended to implement a master plan for a city, village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

**Existing Comprehensive Plans.** This plan is an update to City of Neenah Comprehensive Plan that was adopted in 1999. Winnebago County and the adjacent communities have smart grow comprehensive plans that have been developed and adopted in compliance with SS. 66.1001. The following is a listing of the adopted comprehensive plans: Winnebago County (adopted 02/2016), City of Menasha (adopted 08/2008), Village of Fox Crossing<sup>2</sup> (adopted 08/25/2003) and the towns of Neenah (adopted 05/26/2009), Clayton (adopted 12/16/2009), Vinland (adopted 02/12/2007, updated 01/09/2017 ). These plans should be taken into consideration when decisions along an adjoining border are being made.

## State and Regional Programs

### State Programs

**Land and Water Resource Management Planning Program (LWRM).** The land and water resource management planning program (LWRM) was established in 1997 by Wisconsin Act 27 and further developed by Wisconsin Act 9 in 1999.<sup>3</sup> Although both Acts are designed to reduce non-point pollution, Wisconsin Act 27 regulates rural and agricultural sources while Wisconsin Act 9 regulates urban sources. Counties are required to develop LWRM plans and revise these plans every five years. Only counties with DATCP approved LWRM plans are eligible to receive annual funding through the soil and water resource management grant program. Plans must be developed through a locally led process that identifies local needs and priorities and describes how a county will implement runoff control standards for farms and urban areas. All LWRM plans must be approved by the Wisconsin Department of Agriculture, Trade, and Consumer Protection.

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<sup>2</sup> The Village of Fox Crossing was incorporated in 2016. The existing comprehensive plan was prepared for an adopted by the Town of Menasha.

<sup>3</sup> Wisconsin Department of Agriculture, Trade and Consumer Protection. <http://datcp.wi.gov>

## **Regional Programs**

### **East Central Wisconsin Regional Planning Commission**

**Community Development and Affordable Housing.** This program element incorporates the Commission's ongoing efforts to help address regional land use and housing issues which have a strong relationship with the regional economic development strategy for the region. Examples of work under this program element relating to land use include: neighborhood planning, zoning ordinance assistance, urban/rural development strategies, downtown redevelopment, waterfront/riverfront planning, subdivision ordinance assistance, and historic preservation.

## **ECONOMIC DEVELOPMENT**

### **Regional and County Policies**

#### ***Regional Policies***

### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21<sup>st</sup> Century".** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for economic development, which states:

*The East Central Region has diversified employment opportunities including well paid knowledge based jobs. The regional economy benefits from advances in research and technology and supports entrepreneurialism and local business ownership. The region conducts collaborative economic development efforts across jurisdictional boundaries of governments, educational institutions, and other economic development entities. The preservation of natural resource amenities supports tourism opportunities, assists in attracting an educated workforce and enhances the quality of place for residents in the region.*

The Milestone #3 report contains five economic development "plan guidelines", which contain goals, strategies, and recommendations for achieving this vision. More Information is available at: <http://www.ecwrpc.org/programs/comprehensive-planning/>.

### **Comprehensive Economic Development Strategy (CEDS) Report**

The East Central Wisconsin Regional Planning Commission annually creates a Comprehensive Economic Development Strategy (CEDS) report, which evaluates local and regional population and economic activity. Economic development trends, opportunities, and needs are identified within the CEDS report. All communities, which are served by the Commission, are invited to identify future projects for economic development that the community would like to undertake. Those projects are included within the CEDS and may become eligible for federal funding through the Economic Development Administration (EDA) Public Works grant program.

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Additional information can be found at <http://www.ecwrpc.org/programs/economic-development-housing/ceds/>.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. Economic development policies and programs in Winnebago County are to achieve maintenance and enhancement of a strong economic base through economic diversification, labor force education and development, and efficient movement of goods, services, and employees that also protects our quality environment and community atmosphere.

### ***Federal, State, Regional, Local and Private Programs***

#### ***Federal Programs***

#### **Occupation Safety and Health Administration (OSHA)**

- **Susan Harwood Training Grants Program.** These training grants are awarded to nonprofit organizations for training and education. They can also be used to develop training materials for employers and workers on the recognition, avoidance, and prevention of safety and health hazards in their workplaces. Grants fall into two categories; Target Topic Training and Training Materials Development. The Target Topic Training grants are directed towards specific topics chosen by OSHA. Follow-up is required to determine the extent to which changes were made to eliminate hazards associated with the chosen topic. The Training Materials Development grants are specifically aimed at creating classroom quality training aids. Aids which are developed under the grant program must be ready for immediate self-study use in the workplace. Information regarding the Susan Harwood Training Grant Program can be found at <https://www.osha.gov/dte/sharwood/>.

#### **United States Department of Labor**

- The Employment and Training Administration (ETA) administers federal government job training and worker dislocation programs, federal grants to states for public employment service programs, and unemployment insurance benefits. These services are primarily provided through state and local workforce development systems. More information on grant opportunities can be found at: [https://www.doleta.gov/grants/find\\_grants.cfm](https://www.doleta.gov/grants/find_grants.cfm).

#### **United States Environmental Protection Agency (EPA)**

**One Cleanup Program.** The One Cleanup Program is EPA's vision for how different cleanup programs at all levels of government can work together to meet that goal and ensure that resources, activities, and results are effectively coordinated and communicated to the public. The EPA has entered into a memorandum of understanding with the Wisconsin DNR to provide a single, consolidated approach to environmental cleanup. More information regarding the program can be found at: <http://dnr.wi.gov/topic/brownfields/rrprogram.html>.

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## **State Programs**

There are many state programs that communities can consider utilizing to meet their stated goals and objectives. While not an all-inclusive list, there are several programs that the City of Neenah should consider and are addressed below.

### **Wisconsin Department of Administration**

- **Community Development Block Grant for Economic Development (CDBG-ED).** CDBG-ED grant funds are awarded to local governments to assist businesses to create or retain jobs for individuals with low and moderate income. Additional information regarding the CDBG-ED program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Public Facilities Funds (CDBG-PF).** CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems, sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Planning Funds.** CDBG Planning grant funds support community efforts to address improving community opportunities and vitality. Grants are limited to projects that, if implemented, are CDBG eligible activities. Additional information regarding the CDBG Planning funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Public Facility - Economic Development (CDBG PF-ED).** CDBG PF-ED grants are awarded to local government for public infrastructure projects that support business expansion or retention. Additional information regarding the PF-ED funds program can be found at <http://doa.wi.gov/Divisions/Housing/Bureau-of-Community-Development>.
- **CDBG Emergency Assistance (EAP).** The CDBG-EAP program assists communities to recover from a recent natural or manmade disaster. Eligible activities include repair of disaster related damage to dwellings, assistance to purchase replacement dwellings, and repair and restore public infrastructure and facilities. <http://www.doa.state.wi.us/Divisions/Housing/CDBG-EAP>.
- **Venture Capital Investment Program.** The venture capital investment program was created as part of 2013 Wisconsin Act 41. This program will help create jobs and promote economic growth in Wisconsin by identifying new investors for Wisconsin, bringing new capital to Wisconsin investments, and cultivating Wisconsin entrepreneurship.

### **Wisconsin Department of Transportation**

- **Transportation Economic Assistance (TEA) Program.** The Transportation Economic Assistance (TEA) program provides 50% state grants to governing bodies, private

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businesses, and consortiums for road, rail, harbor and airport projects that help attract employers to Wisconsin, or encourage business and industry to remain and expand in the state. Additional information regarding the TEA program can be found at the following website: <http://www.dot.wisconsin.gov/localgov/aid/tea.htm>.

- **State Infrastructure Bank Program.** This program is a revolving loan program that helps communities provides transportation infrastructure improvements to preserve, promote, and encourage economic development and/or to promote transportation efficiency, safety, and mobility. Loans obtained through SIB funding can be used in conjunction with other programs. Additional information regarding the State Infrastructure Bank Program can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/sib.aspx>.
- **Freight Railroad Infrastructure Improvement Program.** This program awards loans to businesses or communities wishing to rehabilitate rail lines, advance economic development, connect an industry to the national railroad system, or to make improvements to enhance transportation efficiency, safety, and intermodal freight movement. Additional information for the Freight Railroad Infrastructure Improvement Program is available at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/default.aspx>.
- **Freight Railroad Preservation Program.** The Freight Railroad Preservation Program provides grants to communities to purchase abandoned rail lines in the effort to continue freight rail service, preserve the opportunity for future rail service, and to rehabilitate facilities, such as tracks and bridges, on publicly-owned rail lines. Additional information for the Freight Railroad Infrastructure Improvement Program is available at <http://www.dot.state.wi.us/localgov/aid/frpp.htm>.

### **Wisconsin Department of Natural Resources**

- **Remediation and Redevelopment Program (RR).** The WDNR Remediation and Redevelopment program oversees the investigation and cleanup of environmentally contaminated sites (e.g. “brownfields.” The program is comprehensive, streamlined, and aims to consolidates state and federal cleanups into one program. More information can be found at <http://dnr.wi.gov/topic/Brownfields/>.

### ***Regional Programs***

#### **East Central Wisconsin Regional Planning Commission**

**Economic Growth and Resiliency Program.** The primary focus of this program element is to coordinate and promote the federal Economic Development Administration's (EDA's) programs with public and private stakeholders throughout the region. East Central also coordinates and communicates with State of Wisconsin economic development agencies and programs, including the Wisconsin Economic Development Corporation (WEDA). Examples of work under this program element relating to economic development include: access to EDA grants for eligible projects, development of the Comprehensive Economic Development Strategy (CEDS 5-year update) and subsequent CEDS annual reports, database of industrial parks, facilitation of joint economic development efforts, industrial site plans, industrial site data, ESRI Business



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Analyst Market Assessments/Profiles, EMSI Economic Impact Scenario Modeling, tourism development and marketing, local economic development strategy process/reports, global trade/exporting information, heritage tourism planning, maintain/update the "Farm Fresh Atlas" map, GDBG grant assistance/administration, business development grants, tourism grants and historic preservation grants. Additional information on some of the programs is provided below:

**EMSI Developer.** EMSI Developer is used by ECWRPC to provide economic data to requesting economic development entities or municipalities in the East Central WI Region as a service of WEDC. EMSI data is composed of comprehensive information on industries, occupations, demographics - as well as things like occupational skills, education, training, and even the names and size of companies in your region broken down by industry. EMSI links more than 90 data sources from federal sources like the Bureau of Labor Statistics to state and private sources. Additional information on EMSI Analyst is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

**Global Trade Strategy.** As part of the Economic Development Administration's Community Trade Adjustment Assistance Program, ECWRPC developed a study to increase exports for small to medium size companies in NE Wisconsin. This program assists communities impacted by trade with economic adjustment through the: (1) coordination of federal, State, and local resources; (2) creation of community-based development strategies; and (3) development and provision of programs that help communities adjust to trade impacts. The Community TAA Program is designed to provide a wide range of technical, planning, and infrastructure assistance and respond adaptively to pressing trade impact issues. Fond County was one of nine counties identified by the Department of Labor as being significantly impacted by global trade. More information on the Global Trade Strategy is available at <http://www.ecwrpc.org/programs/economic-development-housing/economic-data-resources/>.

**Initiative 41.** Initiative 41 was formed as a result of large-scale layoffs by Oshkosh Corporation in 2012-2013 that impacted much of the East Central region. This initiative focuses on the I-41 corridor from Green Bay to Fond du Lac. It is designed to create greater economic diversity by increasing collaborative efforts between businesses, governments, community leaders, universities and technical colleges throughout the region. Additional information on Initiative 41 is available at <http://www.ecwrpc.org/programs/economic-development-housing/initiative-41/>.

### **Northeast Wisconsin Regional Economic Partnership**

The combined Bay-Lake and East Central Wisconsin Regional Planning Commission areas were named as Technology Zone by the Wisconsin Department of Commerce in 2002. The Northeast Wisconsin Regional Economic Partnership (NEWREP) Technology Zone has provided over \$5 million in tax credits to businesses certified by Commerce, based on a company's ability to create jobs and investment and to attract related businesses. The Technology Zone Program focuses primarily on businesses engaged in research, development, or manufacture of advanced products or those that are part of an economic cluster and knowledge-based businesses that utilize advanced technology production processes in more traditional manufacturing operations. Additional information can be found at [http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-\(newrep\)](http://newnorthwww.web1.buildmyownsite.com/doing-business/new-regional-economic-partnership-(newrep)).

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### **New North, Inc**

New North’s mission is “to harness and promote the region's resources, talents and creativity for the purposes of sustaining and growing our regional economy.” New North maintains a number of regionally based economic development committees charged with addressing the following initiatives:

- Fostering regional collaboration
- Focusing on targeted growth opportunities
- Supporting an entrepreneurial climate
- Encouraging educational attainment
- Encouraging and embracing diverse talents
- Promoting the regional brand

For more information on the New North, visit: <http://www.thenewnorth.com/>.

### **ADVOCAP**

ADVOCAP, a non-profit community action agency, was founded in 1966 to fight poverty within our local communities. It offers programs in Fond du Lac, Green Lake and Winnebago counties and helps low-income person’s secure affordable housing, gain employment skills and training, start a small business and become self-employed, volunteer at schools and daycares, etc. More information regarding ADVOCAP can be found at: <http://www.advocap.org/>.

### **Fox Cities Regional Partnership**

The Fox Cities Regional Partnership is an organization committed to helping businesses locate and expand in the Fox Cities Region, and supported by public and private sector partners from around the region. Located in east-central Wisconsin, along the banks of the Fox River and Lake Winnebago, the Fox Cities Region is comprised of several dozen communities, the largest of which is the City of Appleton. Additional information on the Fox Cities Regional Partnership is available at <http://foxcitiesregionalpartnership.com/>.

### ***Local Programs***

#### **Future Neenah**

Future Neenah is a non-profit civic development organization incorporated in 1983. Initially, Future Neenah focused on downtown revitalization. Since the early 1990’s, the organization has broadened its scope to include the entire community. Additional information is available at <http://www.neenah.org/>.

#### **Doty Island Economic Development Council, Inc.**

Doty Island Economic Development Council is a non-profit organization whose mission is “to improve the quality of life for all Doty Island residents and helping to preserve the vitality of a historic district of Neenah and Menasha”. The economic development council coverage area includes the entire island (750 acres surrounded by Lake Winnebago, Lake Butte des Morts, and the Fox River).

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## **Private Programs**

### **Wisconsin Economic Development Corporation**

WEDC is a quasi-public agency and is the state's lead economic development agency. It works collaboratively with more than 600 regional and local partner organizations, educational institutions and other government offices to help businesses, communities and individuals take advantage of new opportunities for growth and job creation through innovative market-driven programs.

- **Main Street Program.** The Main Street program assists communities ranging from towns with populations of less than 1,000 to large neighborhoods in Milwaukee and Green Bay. Communities selected to participate in the Wisconsin Main Street Program initially receive five years of free, intensive technical assistance. The end goal is to enable participating communities to professionally manage a downtown or historic commercial district that is stable, physically attractive, competitive and visible. Additional information can be found at <http://inwisconsin.com/community-development/programs/main-street-program/>.
- **Connect Communities Program.** The Connect Communities Program helps local planners leverage the unique assets of their downtowns and urban districts, providing technical assistance and networking opportunities to local leaders interested in starting a downtown revitalization effort. It also provides access to additional financial and technical assistance programs. Additional information on the Connect communities Program is available at: <http://inwisconsin.com/community-development/programs/connect-communities-program/>.
- **Capacity Building Grants.** Capacity Building (CAP) Grant funds are designed to help strengthen Wisconsin's economic development network by assisting local and regional economic development groups with economic competitive assessments and the development of a Comprehensive Economic Development Strategy. Additional information regarding the CAP grants can be found at <http://inwisconsin.com/grow-your-business/programs/capacity-building-grants/>.
- **Brownfield Program.** Wisconsin's Brownfield Program provides grant funds to assist local governments, businesses and individuals with assessing and remediating the environmental contamination of an abandoned, idle or underused industrial or commercial facility or site. This program will help convert contaminated sites into productive properties that are attractive and ready for redevelopment. Additional information regarding the Brownfield Program can be found at <http://inwisconsin.com/grow-your-business/programs/brownfield-program/>.
- **Enterprise Zone Tax Credit.** A certified business may qualify for tax credits only for eligible activities that occur after an eligibility date established by WEDC. Positions that are created as a result of the tax credits claimed shall be maintained for at least five years after the certification date established by WEDC. Additional information regarding the Enterprise Zone Tax Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/enterprisecredit/>.

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- **Industrial Revenue Bond.** Industrial Revenue Bonds (IRBs) are designed to help Wisconsin municipalities support industrial development through the sale of tax-exempt bonds. IRB financing can be used for building, equipment, land, and bond issuance costs, but not for working capital. Additional information regarding the Industrial Revenue Bond program can be found at <http://inwisconsin.com/grow-your-business/programs/industrial-revenue-bond/>.
  - **Wisconsin Manufacturing and Agriculture Credit.** The manufacturing and agriculture tax credit is available to individuals and entities for taxable years that begin on or after January 1, 2013, for manufacturing and agricultural activities in Wisconsin. The tax credit is available for income derived from manufacturing or agricultural property located in Wisconsin and will offset a significant share of Wisconsin income taxes. The credit is a percentage of “eligible qualified production activities income. Additional information regarding the Wisconsin Manufacturing and Agriculture Credit program can be found at <http://inwisconsin.com/grow-your-business/programs/wisconsin-manufacturing-and-agriculture-credit/>.
  - **Business Opportunity Loan.** Business Opportunity Loans are available to a business that has created new full-time positions and/or retained its existing full-time employment base in Wisconsin. Additional information regarding Business Opportunity Loans can be found at <http://inwisconsin.com/grow-your-business/programs/business-opportunity-loan/>.
  - **Impact Loans.** Impact Loans are available to businesses with expansion projects that will have a significant impact on job creation, job retention, and capital investment on the surrounding community. WEDC’s Impact Loan Program is a forgivable loan program. Additional information regarding Impact Loans can be found at <http://inwisconsin.com/grow-your-business/programs/impact-loans/>.
  - **Economic Development Tax Credits (ETC).** Economic Development Tax Credits (ETC) are available for businesses that begin operating in, relocate to, or expand an existing operation in Wisconsin. Additional information regarding Economic Development Tax Credits can be found at <http://inwisconsin.com/grow-your-business/programs/economic-development-tax-credits/>.
  - **Training Grants.** Rodrigues Training grants are available to any business making a firm commitment to locate a new facility in Wisconsin or expand an existing facility within the state, and is upgrading a product, process or service that requires training in new technology and industrial skills. Grants fund business upgrades to improve the job-related skills of its full-time employees. Additional information regarding Training Grants can be found at <http://inwisconsin.com/grow-your-business/programs/training-grants/>.
  - **Minority Business Development Revolving Loan Fund.** The Minority Business Development Revolving Loan Fund Program (MRLF) is designed to support minority business development through business creation, business expansion and minority community business attraction. This is accomplished through direct grant assistance to qualifying minority business associations in Wisconsin. Grant assistance is provided to minority business associations for Revolving Loan Funds, technical assistance and used

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as a pass through to fund training. Additional information is available at <http://inwisconsin.com/inside-wedc/transparency/programs/minority-business-rlf/>.

### **Wisconsin Entrepreneurs' Network**

**Business Planning or Commercialization Planning Assistance.** The Business or Commercialization Planning assistance micro-grant can fund up to 75% of the costs, limited to \$4000, spent on hiring an independent, third party to write a comprehensive business or commercialization plan for a Wisconsin business. The program is limited to businesses in certain industries. Additional information regarding the Business or Commercialization Planning assistance micro-grants can be found at <http://www.wenportal.org/>.

## **HOUSING**

### **State, Regional, County, and Local Policies**

#### ***State Policies***

#### **Wisconsin Department of Administration**

**Wisconsin Consolidated Housing Plan; 2015-2019.** The *Wisconsin 2015-2019 Consolidated Plan*, developed by the Wisconsin Department of Administration, Division of Housing (DOH), details the Division's overall strategy for addressing housing, community, and economic development needs. The plan defines how the Division of Housing will distribute grant funds to local governments, public and private organizations, and businesses. Additional information is available at: <http://www.doa.state.wi.us/Divisions/Housing/Consolidated-Plan>.

#### ***Regional Policies***

#### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21<sup>st</sup> Century".** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for housing, which states:

*In 2030 in the East Central Wisconsin region, a dynamic housing market fosters community and neighborhood cohesion. Varied types of quality housing are integrated with community facilities and various transportation alternatives. This housing market meets the needs of urban and rural households of all types, ages, income, cultures and mobility status.*

The Milestone #3 report contains four housing plan guidelines, which contain goals, strategies, and recommendations for achieving this vision. The plan can be view at the following link: <http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

**Overcoming Barriers to Affordable Housing in the East Central Region.** In January 2004, East Central adopted the report, *Overcoming Barriers to Affordable Housing in the East Central*

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*Region.* This report is a compilation of input from urban and rural residents, who identified barriers to affordable housing in their communities and suggested potential solutions that local citizens, county and local governments, developers and other housing providers can use to address these issues. Some of the identified issues and potential solutions which are pertinent to the Town of Greenville include senior housing issues, income and economic development barriers and access to funding, to name a few. This report is available online at: [www.eastcentralrpc.org](http://www.eastcentralrpc.org) and through the ECWRPC office. Communities and agencies are encouraged to review the options presented and choose the best option or combination of options which best serve the needs of their residents and clients. Communities and individuals from the private and nonprofit sectors are encouraged to develop additional solutions and share those solutions with others to help improve the quality of life for all residents in our communities.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. The plan's housing element provides the following goal "To achieve a provision of housing choices for all residents, including different age, income, and special need levels, that protect the environments, balance fiscal constraints with available services, and promote a strong economy".

## **Local Policies**

### **City of Neenah**

**City of Neenah Consolidated Plan, 2015 – 2019.** The City of Neenah is an annual recipient of federal Community Development Block Grant (CDBG) funds. As such it is required to prepare a five year consolidated plan and an annual action plan. The plan that is developed each year describes the conditions of the community and its housing, and proposes ways to address needs.

**Code of Ordinances.** The City of Neenah Code of Ordinances regulates housing standards.

**Chapter 21 Buildings and Regulations.** This chapter contains the Building, Electrical, Mechanical, Plumbing and Housing Code. It regulates building permits and inspections, movement and razing of buildings, electrical and plumbing code, and minimum housing standards.

## **Federal, National Private, State, Regional, County and Local Programs**

Funding and technical assistance for housing programs are available from several federal, state, and regional agencies. In addition the City is an annual recipient of federal Community Development Block Grant (CDBG) funds. A listing of these programs follows.

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## **Federal Programs**

### **United States Department of Housing and Urban Development**

- **Brownfield Economic Development Initiative Grant.** This grant can be used for brownfield sites (converting old industrial to residential). BEDI and Section 108 funds must be used in conjunction with the same economic development project, and a request for new Section 108 loan guarantee authority must accompany each BEDI application. Funds can be used to benefit low-moderate income persons, prevent/eliminate slum and blight, and address imminent threats and urgent needs (usually follow the same guidelines as CDBG). More specifically, funds can be used for land write downs, site remediation costs, funding reserves, over-collateralizing the Section 108 loan, direct enhancement of the security of the Section 108 loan, and provisions of financing to for-profit businesses at below market interest rates. The maximum grant amount is \$1 million, and the minimum BEDI to Section 108 ratio is 1:1. For more information visit the web site at: <https://www.hudexchange.info/programs/bedi/>.
- **Multi-family Housing Programs.** HUD offers a number of multi-family programs through the state. These programs fund facility purchases, construction, rehabilitation, lead based paint abatement, energy conservation and accessibility improvements. For more information, visit HUD's website at: [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/mfh/grants](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/mfh/grants).
- **Public Housing Programs.** HUD offers a number of public housing programs for the development/redevelopment or management of public housing authorities, rental assistance through the Section 8 program and some limited homeownership opportunities. General information can be found at: <http://www.hud.gov/progdesc/pihindx.cfm>. Information regarding the Oshkosh - Winnebago Public Housing Authority can be found at: <http://www.ohawcha.org/>
- **Affordable Housing Program.** The National Housing Trust Fund is a new program designed to complement existing Federal, state and local efforts to increase and preserve the supply of decent, safe, and sanitary affordable housing for extremely low-income and very low-income households, including homeless families. Grantees are required to use at least 80 percent of each annual grant for rental housing; up to 10 percent for homeownership housing; and up to 10 percent for the grantee's reasonable administrative and planning costs. Eligible activities include: real property acquisition; site improvements and development hard costs; related soft costs; demolition; financing costs; relocation assistance; operating cost assistance for rental housing (up to 30% of each grant); and reasonable administrative and planning costs. General information can be found at: <https://www.hudexchange.info/programs/htf/>.
- **Single Family Housing Programs.** HUD offers a number of single family home programs, including homebuyer education and counseling, down payment assistance, rehabilitation, weatherization, mortgage insurance and reverse mortgages. For general information, visit HUD's website at: [http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/sfh](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/sfh). Some of these products, such as FHA loans, are available through approved lending institutions.



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Access to HUD single family home programs can also be obtained through Wisconsin Housing and Economic Development Authority (WHEDA) or the Wisconsin Department of Administration (DOA) Division of Housing. Information about products WHEDA provides can be found on WHEDA's website at: <http://www.wheda.com/root/>. For information about products provided through the DOA, visit the Wisconsin Department of Administrations Division of Housing website at: <http://doa.wi.gov/Divisions/Housing>.

- **Special Needs Programs.** HUD also funds programs for special need populations through the state. Information regarding emergency shelter/transitional housing programs or housing opportunities for people with AIDS can be found at the Wisconsin Department of Administration Division of Housing website at: <http://doa.wi.gov/Divisions/Housing/Bureau-of-Supportive-Housing>.

### **Federal Financial Institutions Examination Council**

- **Community Reinvestment Act.** Through the Community Reinvestment Act (CRA), banks/financial institutions help meet the credit/investment needs of their markets with the primary purpose of community development. This is in part accomplished through direct grants/investments or loans to nonprofits or agencies to develop affordable housing. Direct loans are also given to individual households of which a certain percentage must go to low to moderate income households. More information can be obtained from their website: <http://www.ffiec.gov/cra/default.htm> or from your local financial institution.

### **United States Department of Veterans Affairs**

- **Home Loan Guaranty Service.** The Veterans Administration provides a variety of benefits for eligible veterans and their dependents. Housing products include low cost loans for purchase, construction or repair of owner-occupied housing. General information can be obtained from the Veteran's Affairs at: <http://www.benefits.va.gov/homeloans/>.
- **Veteran Housing and Recovery Program.** The Veteran Housing and Recovery Program (VHRP) help homeless veterans and veterans at risk of homelessness. This program is designed to help homeless veterans receive job training, education, counseling and rehabilitative services needed to obtain steady employment, affordable housing and the skills to sustain a productive lifestyle. General information on this program is available at: <http://dva.state.wi.us/Pages/benefitsClaims/VHRP.aspx>.
- **Winnebago County Veterans Service Office.** Additional information for veterans and their dependents at the following website: <https://www.co.winnebago.wi.us/veterans>.

### ***National Private Programs***

#### **National Association of Home Builders (NAHB)**

The National Association of Home Builders is a trade organization that represents the building industry. They provide information and education about construction codes and standards, national economic and housing statistics, a variety of housing issues, jobs within the housing

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industry and information about local builders who are members of their organization. Visit their website at: <http://www.nahb.org/> for more information.

### **National Low Income Housing Coalition (NLIHC)**

NLIHC is a national advocacy group which conducts research on low income housing issues, provides information and data on a variety of housing or housing related issues affecting low income families and publishes reports and data regarding low income housing issues and legislation. Their mission is to end the affordable housing crisis for low income families. Information about NLIHC and its activities can be found at: <http://www.nlihc.org/>. NLIHC also has a number of state partners. Wisconsin has two State Coalition Partners, the Wisconsin Partnership for Housing Development, Inc. and Wisconsin Community Action Association. For information about the Wisconsin Partnership for Housing Development, visit their website at: <http://www.wphd.org/>. For information about Wisconsin Community Action Association, visit their website at <http://wiscap.org/programs-services/programs/housing/>.

### ***State Programs***

#### **University of Wisconsin – Extension**

- **Family Living Program.** The family living program provides assistance to families throughout Winnebago County. Some of these programs include financial and parent education, Rent Smart training and home maintenance. For information visit the UW-Extension Family Living webpage at: <http://winnebago.uwex.edu/family-living/>.
- **Homeowner Resources.** UW-Extension provides a number of publications and materials to aid homeowners. Topics include home care, home maintenance and repair, life skills, financial information, gardening, landscaping, pest control, etc. These publications may be obtained through the Winnebago County UW-Extension office, or accessed online at: <http://www.uwex.edu/topics/publications/>.
- **Housing – Ownership and Renting.** UW-Extension provides a website which includes information on home maintenance and repair, a seasonal newsletter, and Rent Smart, which is a tenant education program. This website is located at: <http://www.uwex.edu/ces/house/renting.html>. Publications are also available in Spanish.

#### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

- **Consumer Protection.** DATCP publishes a number of resources for renters, landlords and homeowners. These publications can be found on DATCAP's website at: <http://datcp.wi.gov/Consumer/Law at Your Fingertips/Landlord Tenant Practices/Health and Safety Hazards/index.aspx>.

#### **Wisconsin Department of Administration - Division of Housing**

The Department of Administration – Division of Housing helps to expand local affordable housing options and housing services by managing a number of federal and state housing

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programs and providing financial and technical assistance. Visit their website at: <http://doa.wi.gov/Divisions/Housing> for additional information.

- **Community Development Block Grant Emergency Assistance Program (CDBG-EAP).** The CDBG-EAP program assists local units of government that have recently experienced a natural or manmade disaster. CDBG-EAP funds may be used to address damage, including: repair of disaster related damage to the dwelling unit, including repair or replacement of plumbing, heating, and electrical systems; acquisition and demolition of dwellings unable to be repaired; down payment and closing cost assistance for the purchase of replacement dwellings; assistance is limited to 50 percent of the pre-market equalized assessed value; publicly owned utility system repairs for streets, sidewalks and community centers. Additional information is available at: <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Community Development Block Grant (CDBG) - Small Cities Housing Program.** These funds are primarily used for rehabilitation of housing units, homebuyer assistance, and small neighborhood public facility projects. CDBG dollars are flexible and responsive to local needs.
- **Community Development Block Grant (CDBG) - Revolving Loan Fund.** CDBG housing funds are loaned to low and moderate-income (LMI) households (households at or below 80% of county median income) to make needed repairs to their homes. These funds are also loaned to local landlords in exchange for an agreement to rent to LMI tenants at an affordable rate. CDBG housing funds are repaid to the community when the borrower moves or when the unit ceases to be the borrower's principal place of residence. Loan to landlords are repaid on a monthly basis. Loans repaid to the community are identified as CDBG-Revolving Loan Funds (CDGB-RLF). This program is administered through the City of Neenah, for additional information, please contact the City.
- **Community Housing Development Organizations (CHDO).** A CHDO is a private nonprofit housing development corporation which among its purposes is the development of decent housing that is affordable to low- and moderate-income persons. CHDO's may qualify for special project funds, operating funds and technical assistance support associated with the state's HOME Investment Partnership Program (HOME). Additional information on CHDO can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Housing Cost Reduction Initiative (HCRI).** The HCRI program provides housing assistance to low- and moderate-income (LMI) households seeking to own or rent decent, safe, affordable housing. Funds are awarded to communities and local housing organizations to fund a range of activities that build, buy, and/or rehabilitate affordable housing for low income homeowners, homebuyers, and renters. Additional information on the HCRI program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **HOME-Homebuyer and Rehabilitation Program (HHR).** The HHR program provides funding for (1) Homebuyer assistance to eligible homebuyers for acquisition (down payment and closing costs), acquisition and rehabilitation, or new construction; (2)

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Owner-occupied rehabilitation for essential improvements to single-family homes serving as the principal residence of LMI owners; and (3) Rental rehabilitation to landlords for making essential repairs to units rented to tenants at or below 60% of the county median income. Additional information on the HHR program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.

- **Neighborhood Stabilization Program (NSP).** The Neighborhood Stabilization Program provides assistance to acquire and redevelop foreclosed properties that might otherwise become sources of abandonment and blight within their communities. Additional information on the NSP program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.
- **Rental Housing Development (RHD).** The Rental Housing Development (RHD) Program assists eligible housing organization, including Community Housing Development Organizations (CHDOs), with funds to develop affordable rental housing. Additional information on the RHD program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Affordable-Housing>.

### **Wisconsin Department of Health Services**

**Lead-Safe Wisconsin.** Funds are available for individuals and organizations working toward reducing lead-based paint hazards through home renovation and repair. There are different grants available. Many focus on low and moderate-income homeowners or property owners with tenants with low to moderate incomes. Some funding opportunities are aimed at special groups, such as veterans and rural residents. Additional information on Lead-Safe Wisconsin can be found at: <https://www.dhs.wisconsin.gov/lead/tools.htm>.

### **Wisconsin's Focus on Energy**

Focus on Energy is Wisconsin utilities' statewide energy efficiency and renewable resource program. It offers a variety of services and energy information to energy utility customers throughout Wisconsin. To learn about the programs and services they offer, visit their website at: <http://www.focusonenergy.com>.

### **Wisconsin Historical Society**

- **Historic Preservation.** The Wisconsin Historical Society offers technical assistance and two tax credit programs for repair and rehabilitation of historic homes in Wisconsin. One tax credit program provides state tax credits; the other program provides federal tax credits. The Wisconsin Historic Society also provides grants to local governments and nonprofit organizations for conducting surveys and developing historic preservation programs. For additional information, visit: <http://www.wisconsinhistory.org/hp/>.

### **Wisconsin Housing and Economic Development Authority (WHEDA)**

- **WHEDA Foundation.** The WHEDA Foundation awards grants to local municipalities and nonprofit organizations through the Persons-in-Crisis Program Fund to support the development or improvement of housing facilities in Wisconsin for low-income persons

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with special needs. Special needs is defined as homeless, runaways, alcohol or drug dependent, persons in need of protective services, domestic abuse victims, developmentally disabled, low-income or frail elderly, chronically mentally ill, physically impaired or disabled, persons living with HIV, and individuals or families who do not have access to traditional or permanent housing. For more information, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.

- **WHEDA Multi-family Products.** WHEDA offers a number of multi-family home products, including tax credits, tax exempt bond funding, construction, rehabilitation and accessibility loans, asset management and tax credit monitoring services. For information about this programs, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **WHEDA Single Family Products.** WHEDA offers a number of single family home products, including home improvement or rehabilitation loans, homebuyer assistance and homebuyer education. For information about this programs, visit WHEDA's web site at <https://www.wheda.com/WHEDA-Foundation/>.
- **Wisconsin Affordable Assisted Living.** The WI Department of Health and Family Services and the WI Housing and Economic Development Authority in partnership with NCB Development Corporation's Coming Home Program, a national program of the Robert Wood Johnson Foundation created Wisconsin Affordable Assisted Living. This website is a resource guide for providers, developers and consumers. Additional information on Affordable Assisted Living is available at <http://www.wiaffordableassistedliving.org/index.html>.

### **WIHousingSearch.org**

The WIHousingSearch.org is a searchable statewide data base designed to help connect those looking for affordable housing with those providing housing and housing services. The website is searchable by location, unit size, availability, accessibility and cost of rent. Landlords and property managers can list their properties; they are also responsible for updating information about their properties. Renters can search for housing and services to fit their needs. WIHousingSearch.org is funded by Wisconsin Housing and Economic Development Authority, Wisconsin Department of Health Services and Wisconsin Division of Housing. Additional information on WIHousingSearch.org and to search the database can be found at <http://www.wihousingsearch.org/index.html>.

### ***Regional Programs***

#### **East Central Wisconsin Regional Planning Commission**

**Community Development and Affordable Housing.** This program element incorporates the Commission's ongoing efforts to help address regional land use and housing issues which have a strong relationship with the regional economic development strategy for the region. Examples of work under this program element relating to housing include: housing assessments and housing data, support for government, non-profit and for-profit agencies and they address housing issues.

**Fair Housing Center of Northeast Wisconsin**

The Fair Housing Center of Northeast Wisconsin, a branch of the Metropolitan Milwaukee Fair Housing Council, serves the counties of Brown, Calumet, Outagamie and Winnebago as well as the City of Fond du Lac. It seeks to “promote fair housing by guaranteeing all people equal access to housing opportunities and by creating and maintaining racially and economically integrated housing patterns. The Fair Housing Center maintains four broad programmatic areas: Enforcement, Outreach and Education, Fair Lending and Inclusive Communities. Additional information on the Fair Housing Center of Northeast Wisconsin can be found at <http://www.fairhousingwisconsin.com/new.html>.

**Fox Cities Housing Coalition**

The Fox Cities Housing Coalition (FCHC) is a consortium of twenty-seven housing providers in the Fox Cities that maintain a Continuum of Care model to ensure that the housing needs of all persons in the Fox Valley are met. In addition, the housing coalition conducts a semi-annual point in time survey of homeless persons in the Fox Valley, and collaborates to submit joint applications for funding. More information on the FCHC can be found at: <http://www.fchc.net/>.

**Homeless Connections**

Homeless Connections serves the Neenah area and is located in Appleton. Its mission is to end homelessness by connecting individuals and families to resources that promote self-sufficiency and prevent future homeless episodes. More information is available at: <http://homelessconnections.net/>.

**Financial Information & Services Center**

Financial Information & Services Center (FISC) provides financial, housing and bankruptcy information and counseling for primarily low and moderate income clients. More information is available at: <https://www.fisc-cccs.org/>.

**Limited Emergency Assistance Valley Ecumenical Network (LEAVEN)**

LEAVEN provides limited financial assistance to people who are struggling to meet their basic needs and have nowhere else to turn for help. LEAVEN assists with rent, mortgage payments and security deposits, utility payments, etc. More information is available at: <http://www.leavenfoxcities.org/>.

**County Programs****Winnebago County Home Buyer Program**

The Winnebago Homebuyer Program is a collaborative program administered by the Oshkosh / Winnebago County Housing Authority (OHAWCHA). The OHAWCHA partners with the cities of Neenah, Oshkosh, Menasha, and Omro, local lending institutions and community housing agencies to facilitate affordable homeownership and housing rehabilitation in the county. More information is available at: <http://www.winnebagohomebuyer.org/about/>.

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## **Oshkosh/Winnebago County Housing Authority**

The Oshkosh/Winnebago County Housing Authority (OHAWCHA) was formed in 1970 and provides affordable rental housing assistance, homebuyer support, and resident services to low and moderately low income families living in Winnebago County. The OHAWCHA maintains over 650 Public Housing units including family, single, disabled, and elderly units, administers over 400 Housing Choice Vouchers, owns and maintains the properties of multiple group homes, coordinates a family self-sufficiency program, and facilitates the county's home ownership program. Within the City of Neenah, the OHAWCHA owns a total of 14 units; three side by side three bedroom duplexes, three side by side four bedroom duplexes, one single family four bedroom home and one single family five bedroom home. More information is available at: <http://www.ohawcha.org/>.

### ***Local Programs***

#### **City of Neenah**

**Community Development Block Grant.** The City of Neenah is an annual recipient of federal Community Development Block Grant (CDBG) funds. It prepares a plan each year that describes the conditions of the community and its housing, and proposes ways to address needs. Part of the CDBG funding that the City receives is awarded to agencies who address the needs of Neenah residents. In 2016, agencies funded through this program included: Homeless Connections, Christine Ann Domestic Abuse Services, Advocap Nutrition Program, Reach Counseling Services, Best Friends of Neenah-Menasha, Financial Information and Service Center, Leaven Inc., and Fair Housing Center of Northeast Wisconsin. Other activities funded through this program include: Façade Improvement and Design Assistance Program, Property Acquisition and Redevelopment Activities, and Neighborhood Improvements.

## **TRANSPORTATION**

### **State, Regional, County, and Local Policies**

#### ***State Policies***

#### **Wisconsin Department of Transportation (WisDOT)**

- **Wisconsin State Highway Plan 2020.** Wisconsin's State Trunk Highway system, consisting of approximately 11,800 miles of roads, is aging and deteriorating while traffic congestion is increasing. In response to this critical issue, WisDOT, in partnership with its stakeholders, has developed the *Wisconsin State Highway Plan 2020*, a 21-year strategic plan that considers the highway system's current condition, analyzes future uses, assesses financial constraints and outlines strategies to address Wisconsin's preservation, traffic movement and safety needs. The plan is updated every six years to reflect changing transportation technologies, travel demand and economic conditions in Wisconsin.

According to the Wisconsin State Highway Plan, 2020, USH 41 is expected to be extremely congested through the Fox Cities if no improvements are made. The USH 41



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corridor has been identified as a potential major project. Potential projects are subject to environmental analysis and legislative approval; they will be re-evaluated in future state highway plans.

This plan also stressed the need to develop a safe inter-modal transportation system which accommodates alternate forms of transportation by designating specific state and county highways that could safely accommodate bicycle transportation. Specific accommodations recommended by the plan include the use of designated bicycle lanes in urban areas, widening traffic lanes to allow for bicycle travel, and paving shoulders to allow for increased bicycle use. The plan estimated that approximately \$6 million would be necessary to provide adequate bicycle accommodations throughout the state. More information is available at <http://wisconsin.gov/Pages/projects/multimodal/ship.aspx>.

- **Connections 2030 Long Range Multimodal Transportation Plan.** Connections 2030 addresses all forms of transportation; integrates transportation modes; and identifies policies and implementation priorities to aid transportation decision makers when evaluating program and project priorities over the next 20 years. The plan is organized around transportation themes rather than modes. The seven themes are to (1) Preserve and maintain Wisconsin's transportation system; (2) Promote transportation safety; (3) Foster Wisconsin's economic growth; (4) Provide mobility and transportation choice; (5) Promote transportation efficiencies; (6) Preserve Wisconsin's quality of life; and (7) Promote transportation security. The plan's policies were written using the seven themes as a base. More information is available at <http://wisconsin.gov/Pages/projects/multimodal/c2030-plan.aspx>
- **Wisconsin State Bicycle Transportation Plan 2020.** The *Wisconsin State Bicycle Transportation Plan (WSBTP) 2020* specifically addresses the future needs of bicycle transportation. The plan establishes two primary goals: to double the number of bicycle trips made by 2010 and to reduce the number of motor vehicle-bicycle crashes by 10 percent by 2010. To achieve these goals, objectives for engineering, education, enforcement and encouragement were identified. These goals included not only the need for the construction of an expanded network of transportation facilities that allows for safe bicycle travel, but also for the promotion of education to advance vehicle driver awareness of bicyclists (drivers licensing and bicycle safety courses). Finally, tips to promote the utility and ease of bicycle transportation were identified as well as a mandate to increase the enforcement of reckless driving behavior by both motorists and bicyclists.

The *WSBTP* provides suggestions for both intercity (rural) and urban/suburban bicycle facilities. The suitability of rural roads for bicycle traffic is primarily determined by the paved width of the road and the volume of traffic. To be bicycle accessible, high volume roads (greater than 1,000 vehicle trips per day) should have a paved shoulder. Most State Trunk Highways located on the Priority Corridor System meet these criteria. No improvements were recommended for low volume roads (less than 1,000 vehicles per day). Finally, separated multi-use paths (trails) were also promoted as a viable option to increase bicycle transportation opportunities within rural areas. Urban improvements should include designated bicycle lanes within the street area, widened lanes, and paved shoulders. Larger urban parks often have both paved and unimproved multi-purpose trail systems, which commonly parallel rivers or other scenic corridors. More

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information is available at

<http://wisconsin.gov/Documents/projects/multimodal/bike/2020-plan.pdf>.

- **Wisconsin Pedestrian Policy Plan 2020.** The *Wisconsin Pedestrian Policy Plan 2020* provides a long-range vision to address Wisconsin pedestrian needs. It offers basic descriptions of existing and emerging pedestrian needs over the next 20 years, with a set of recommendations to meet those needs. More information is available at <http://wisconsin.gov/Documents/projects/multimodal/ped/2020-plan.pdf>.
- **Wisconsin Guide to Pedestrian Best Practices.** The Wisconsin Guide to Pedestrian Best Practices provides detailed design, planning and program information for improving all aspects of the pedestrian environment. The guide serves as a companion document to the *Wisconsin Pedestrian Policy Plan 2020* to assist in the implementation of the goals, objectives and actions of the plan and serve as a reference or guidebook for state and local officials. More information is available at <http://wisconsin.gov/Pages/projects/multimodal/ped.aspx>.
- **Wisconsin State Airport System Plan 2030.** The *Wisconsin State Airport System Plan 2030* builds off the policies and issues identified in *Connections 2030*, Wisconsin's statewide long-range transportation plan adopted in October 2009. It provides an inventory and evaluation of the Wisconsin Airport System's 98 airports and an implementation plan to meet established goals and objectives. The Appleton International Airport is classified as a Commercial Service Airport. More information is available at <http://wisconsin.gov/Pages/projects/multimodal/sasp/default.aspx>.
- **Midwest Regional Rail System Report.** The *Midwest Regional Rail System Report* outlines a high speed (up to 110 mph) passenger rail system that utilizes 3,000 miles of existing rail right-of-way to connect rural, small urban and major metropolitan areas. The plan calls for a rail corridor connecting Green Bay to Milwaukee and Chicago. The regional passenger rail system remains a conceptual idea at this time. More information is available at <http://www.dot.state.mn.us/planning/railplan/docs/railmidwest.pdf>.
- **Wisconsin Rail Plan 2030.** The Wisconsin Rail Plan 2030 is the statewide long-range rail transportation plan. It provides a vision for freight rail, intercity passenger rail and commuter rail, and identifies priorities and strategies that will serve as a basis for Wisconsin rail investments over the next 20 years. A copy of the plan is available at <http://wisconsin.gov/Pages/projects/multimodal/railplan/default.aspx>.
- **Wisconsin State Freight Plan.** The Wisconsin State Freight Plan was started in early 2014 and is anticipated to be completed in December of 2016. Once completed, it will provide a vision for multimodal freight transportation and position the state to be competitive in the global marketplace by ensuring critical connections to national freight systems remain, or become, efficient. More information on this planning effort is available at <http://wisconsin.gov/Pages/projects/sfp/default.aspx>.

## Regional Policies

### **East Central Wisconsin Regional Planning Commission**

- **Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for transportation, which states:

*In 2030, the East Central region will have an efficient regional transportation network which provides options for the mobility needs of all people, goods, and services.*

The Milestone #3 report contains five transportation “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. These plan guidelines are (1) Effects of Sprawl Development on Transportation, (2) Transportation Funding and Priority Plans and Projects, (3) Regional Connectivity, (4) Balance Between Transportation and the Environment, and (5) Alternative Modes of Transportation and Mobility. The plan can be view at the following link:

<http://www.ecwrpc.org/programs/comprehensive-planning/2030-regional-comprehensive-plan-2030/>.

- **Appleton (Fox Cities) Transportation Management Area: Long Range Transportation / Land Use Plan Appleton (Fox Cities) Urbanized Area.** The Appleton Transportation Management Area (TMA): Long Range Transportation / Land Use Plan for the Appleton (Fox Cities) Urbanized Area was prepared to meet the requirements of the Moving Ahead for Progress in the 21st Century Act (MAP-21) for long range transportation and land use planning in metropolitan areas.. The plan can be viewed at the following link: <http://fcompo.org/planning-activities/long-range-transportation-planning/>.
- **Transportation Improvement Program Fox Cities Transportation Management Area 2017.** The Transportation Improvement Program for the Fox Cities Transportation Management Area is a staged multi-year program of both capital and operating projects designed to implement the long-range element of the transportation plan and shorter-range transportation system management (TSM) element. The staged program covers a period of four years and includes projects recommended for implementation during the 2015-2018 program period. The specific annual element time frame recommended for funding approval differs for the FHWA Surface Transportation Program (STP) and the Federal Transit Administration Operating and Capital Assistance Programs. It includes funding recommendations for STP-Urban Projects from 2019 through 2020; and for transit assistance programs for 2017 and 2018. The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2012/06/2017-Fox-Cities-TIP.pdf>.
- **Congestion Management Process (CMP) Plan Fox Cities (Appleton TMA) Urbanized Area.** The Congestion Management Process (CMP) plan is designed to provide systematic planning solutions to the transportation needs of the Fox Cities. It inventories traffic congestion across the Fox Cities. The primary goal of the CMP is to develop a balanced transportation network which can be efficiently integrated within the Fox Cities MPO

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boundaries. The plan can be viewed at <http://fcompo.org/wp-content/uploads/2013/10/Appleton-TMA-Congestion-Management-Plan-2013.pdf>.

- **Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan – 2014.** The bicycle / pedestrian plan focuses on regional connectivity of bicycle and pedestrian networks throughout the Fox Cities (Appleton) and Oshkosh Metropolitan Planning Organizations. The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2012/06/Appleton-TMA-and-Oshkosh-MPO-BikePed-Plan-2014.pdf>.
- **Valley Transit - Transit Development Plan.** The Valley Transit Development Plan was adopted in 2009 and provides a comprehensive examination of Valley Transit. It identifies recommendations for improving the transit system over the next five years. The plan can be viewed at: <http://fcompo.org/planning-activities/public-transit-specialized-transportation/>.
- **Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program Management and Coordination Plan Appleton Metropolitan Planning Organization 2014.** The Section 5310 plan details procedures for administering the Section 5310 Enhanced Mobility of Seniors and Individuals with Disabilities Program for the Appleton Transportation Management Area (TMA). The plan can be viewed at: <http://fcompo.org/wp-content/uploads/2014/06/Appleton-TMA-Section-5310-Management-Coordination-Plan.pdf>.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. The plan's transportation element provides the following goal: To achieve a safe, efficient, and environmentally sound transportation system that provides personal mobility for all segments of the population and supports the economy of the county.

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates transportation facilities. Several chapters may be relevant to the City of Neenah and/or the 3.0 mile extraterritorial area. These chapters, relating to transportation are summarized below.

**Chapter 7 – Traffic Code.** The Traffic Code regulates the speed limits on county highways within the unincorporated areas of the county.

**Chapter 8 – Public Works.** The public works ordinance establishes criteria for sharing the cost of funding for urban type construction on County Trunk Highways under County maintenance jurisdiction.

**Chapter 18 - Subdivisions and Platting.** The ordinance facilitates division of larger parcels of land into smaller parcels of land through two methods: Certified Survey Maps (CSMs) and Plats. Certified Survey Maps create up to four new lots, parcels or tracts from the parent parcel. Plats are required for land subdivisions that create five or more lots created from the parent parcel. The ordinance also contains design standards for streets, blocks, setbacks and utility easements.

**Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017.** The Winnebago County Comprehensive Park and Recreation Plan, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of County residents when planning for parks and recreational development.

### **Local Policies**

#### **City of Neenah**

**Code of Ordinances.** The City of Neenah Code of Ordinances regulates transportation facilities.

**Chapter 14 - Streets, Sidewalks, and Other Public Places.** This chapter regulates street and sidewalk improvements without bids, railroad crossing, tree and shrubbery planting within right-of-ways, sidewalk and trail construction, driveways, street use and street furniture.

**Chapter 25 – Subdivisions and Other Land Divisions.** This chapter regulates the division of lands. It includes requirements for a conceptual plan, preliminary and final plat, and certified survey map. Design standards for lots, streets, etc.

**Official Map.** The City of Neenah has an official map. An official map is intended to implement a master plan for a city, village or town. The master plan helps direct development by designating areas for streets, highways, parkways, floodplains, and other pertinent land uses. Official maps direct development away from sensitive areas which are designated for future public use.

**Downtown Parking Analysis and Management Plan.** This study, completed in March of 2015, looked at current and future parking needs in the downtown area.

**1997 Neenah Trails Task Force Plan.** This plan looked at and identified on-street bicycle and off road trails.

**City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019.** The City of Neenah Comprehensive Park and Recreation Plan, adopted in 2015, describe existing conditions, projects future growth, and offer recommendations to guide the future growth and development of recreational facilities in the City of Neenah.

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## Federal, State, Regional and Local Programs

### ***Federal Programs***

#### **Department of Transportation (DOT)**

- **Surface Transportation Urban Program (STP-Urban, STP-U).** This program allocates federal Fixing America's Surface Transportation (FAST) Act funds to complete a variety of transportation improvements including projects on higher function local roads not on the State Trunk Highway system, and local safety improvements. To be eligible roads must be functionally classified as urban "collector" or higher. More information can be found at <http://wisconsindot.gov/Documents/doing-bus/local-gov/astnce-pgms/highway/stp-urban.pdf>.
- **Transportation Alternatives Program (TAP).** The TAP allocates federal Fixing America's Surface Transportation (FAST) Act funds to transportation improvement projects that "expand travel choice, strengthen the local economy, improve the quality of life, and protect the environment. Projects that met eligibility criteria for the Safe Routes to School Program, Transportation Enhancements, and/or the Bicycle and Pedestrian Facilities Program will be eligible TAP projects. More information on the TAP can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tap.aspx>.

### ***State Programs***

#### **Wisconsin Department of Transportation (DOT)**

WisDOT is responsible for planning, building and maintaining Wisconsin's network of state highways and Interstate highway system. The department shares the costs of building and operating county and local transportation systems - from highways to public transit and other modes. WisDOT plans, promotes and financially supports statewide air, rail and water transportation, as well as bicycle and pedestrian facilities. A few of the funding opportunities are listed below, more information on other WisDOT associated funding opportunities (various programs) is available at:

<http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/default.aspx>.

- **Local Bridge Improvement Assistance Program.** This program helps counties, cities, villages, and towns rehabilitate or replace existing bridges on Wisconsin's local highway system based on the sufficiency rating. The program operates on a cost-shared basis with federal and state funds accounting for 80% of the total eligible project costs. More information on the Local Bridge Improvement Assistance Program can be found at <http://wisconsindot.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/localbridge.aspx>.
- **General Transportation Aid.** Road maintenance is partially funded by disbursement of the state transportation fund. The largest portion of the fund is from General Transportation Aids. The state provides an annual payment to each county and municipality that funds a portion of the local governments' costs for activities such as road construction, filling potholes, snow removal, and other related transportation maintenance. Disbursements from the account are determined by the total mileage of local roads within the municipality or by a formula based on historic spending. This

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information must be reported annually. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.

- **Local Roads Improvement Program (LRIP).** This program provides funding to improve or replace seriously deteriorating county highways, town roads, and city or village streets. New roads are not eligible. LRIP funds pay up to 50% of total eligible costs while the remaining amounts must be matched by the local government. The program has three basic programs: County Highway Improvement (CHIP); Town Road Improvement (TRIP); and Municipal Street Improvement (MSIP). Additional discretionary funds are available for high cost projects. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/lrip.aspx>.
- **Bicycle and Pedestrian Facilities Program.** This program provides funding for projects that construct or plan for bicycle or bicycle/pedestrian facilities. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/gta.aspx>.
- **Disaster Damage Aids.** Towns, villages, cities or counties may apply for financial aid due to disaster damage to any public highway under its jurisdiction that is not on the State Trunk or Connecting Highway systems. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/highway/disaster.aspx>
- **Wisconsin Employment Transportation Assistance Program (WETAP).** This program is designed to provide transportation for low-income workers to jobs, training centers, and childcare facilities through enhanced local transportation services. Funding is provided by a combination of federal, state, and local funds. This program provides a crucial link to allow low-income workers to remain in the workforce. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/transit/wetap.aspx>.
- **Local Transportation Enhancement Program (TE).** This program provides funds that increase multi-modal transportation within a region while enhancing the community and the environment. Eligible projects include multi-use recreational trails, landscaping, or the preservation of historic transportation structure. Funds cover up to 80% of the total eligible project costs. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/te.aspx>.
- **Transportation Economic Assistance Grant Program (TEA Grant).** This program provides a 50% state grant to local governments, private businesses, and consortiums for road, rail, harbor, and airport projects that are necessary to help attract employers to Wisconsin. These grants have a performance based incentive and successful funding requires that businesses and industries created by the grant program retain and expand local economies in Wisconsin. More information can be found at <http://wisconsin.gov/Pages/doing-bus/local-gov/astnce-pgms/aid/tea.aspx>.



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## **Regional Programs**

### **East Central Wisconsin Regional Planning Commission**

**Mobile and Active Communities Program.** The program element coordinates, administers and promotes federal, state, regional and metropolitan transportation planning through the Commission's Metropolitan Planning Organization (MPO) designation for the three urbanized areas. Major work efforts include the Fox Cities and Oshkosh Urbanized Areas MPOs, Short-Range Planning – Congestion Management Process (TMA) (TAP), Regional Transportation Planning, and the Fond du Lac Urbanized Area MPO. Examples of work under this program element include: local road and highway planning (Long-Range Transportation/Land Use Plans, Transportation Improvement Programs, CUBE Traffic Demand Model for transportation planning scenario analysis, highway corridor studies, traffic facility assistance, transportation assistance management, highway access control assistance, official street mapping, jurisdictional road transfers, PASER Pavement Evaluation Ratings, WisDOT WISLR access and training, local road sign inventories and airport systems), public transit planning, freight system planning, bicycle and pedestrian planning (bicycle and pedestrian plan development and implementation, on-street and off-street bicycle facilities issues and assessments, safe routes to school plans, bicycle and pedestrian safety training and bicycle route mapping), and grant assistance and support letters.

- **Fox Cities Area MPO.** The Appleton TMA includes the cities of Appleton, Neenah, Menasha, and Kaukauna; the villages of Kimberly, Combined Locks, Harrison, Little Chute, and Sherwood; the towns of Buchanan, Grand Chute, Greenville, Harrison, Kaukauna, Menasha, Neenah, Vandenberg; and the counties of Calumet, Outagamie, and Winnebago.
- **East Central Wisconsin Regional Safe Routes to School (SRTS).** The SRTS is a national and international movement to create safe, convenient and fun opportunities for children to bicycle and walk to and from schools. The goal of the program is to enable and encourage children K-8th grade, including those with disabilities, to walk and bike to school. The East Central Wisconsin Regional SRTS Program focuses on empowering local communities and school districts with the resources and knowledge needed to implement SRTS activities. The Regional SRTS program has worked with the Fond du Lac Public School District to complete local action plans for the district's elementary and middle schools. The Regional SRTS program has worked with individual schools within the Neenah Joint School District to complete local action plans for the City of Neenah's elementary and middle schools. SRTS has also worked with the Neenah Police Department, City of Neenah Park and Recreation and Public Works Department. Some schools within the Neenah Joint School District have participated in education and encouragement activities and programs.

### **Other**

**Northern Winnebago Dial-A-Ride.** This program provides reduced fare transportation for residents of the cities of Neenah and Menasha who are age 60 years and older.

## **Local Programs**

### **Valley Transit**

**Fixed Route Bus Service.** Valley Transit provides fixed route transit service to the cities of Appleton, Kaukauna, Menasha and Neenah, villages of Fox Crossing, Kimberly, Little Chute and Harrison and the towns of Buchanan and Grand Chute.

**Valley Transit II ADA Paratransit Service.** Valley Transit provides paratransit service for people with disabilities, who are unable to use the fixed route bus system. Coverage includes the Cities of Appleton, Kaukauna, Menasha, and Neenah; the Villages of Combined Locks, Fox Crossing, Kimberly, and Little Chute; and those parts of the Towns of Buchanan, Grand Chute, Harrison, Kaukauna, Neenah, and Vandebroek that are within 3/4 mile of the fixed route system.

**The Connector.** The Connector is designed to provide safe, convenient, and affordable access to public transportation for Fox Cities residents who work second or third shift schedules or who need to travel throughout the community beyond Valley Transit's fixed route service area.

## **UTILITIES AND COMMUNITY FACILITIES**

### **Federal, State, Regional, County, and Local Policies**

#### ***Federal Policies***

**Water Pollution Control Act.** The Federal Water Pollution Control Act (1977), more commonly known as the Clean Water Act, established the basic structure for regulating discharges of pollutants into surface waters. Effluent standards for wastewater treatment plants and other industrial facilities were established by this landmark legislation. The legislation also provided grants to communities to assist with planning and construction of upgraded facilities. Today, increasing levels of growth and changing treatment standards have caused more recent expansions and improvements of these systems.

**Safe Drinking Water Act (SDWA).** Drinking water standards are set by the USEPA. The Safe Drinking Water Act (SDWA) requires the USEPA to set primary standards, while individual public water systems must ensure that they are met. Drinking water standards apply to public water systems which supply at least 15 connections or 25 persons at least 60 days of a calendar year. Standards have been set for 90 chemical, microbiological, radiological, and physical contaminants. Non-enforceable guidelines are also set for secondary standards for contaminants that may cause cosmetic effects such as poor taste or odors.

#### ***State Policies***

### **Wisconsin Administrative Code**

**Chapter SPS 383 Private Onsite Wastewater Treatment Systems.** Formally COMM 83, Chapter SPS 383 establishes uniform standards and criteria for the design, installation,

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inspection and management of a private onsite wastewater treatment system, POWTS, so that the system is safe and will protect public health and the waters of the state.

**Chapter 287 Solid Waste Reduction, Recovery and Recycling.** Chapter 287 regulates solid waste reduction, recovery and recycling the state, as well as littering and enforcement requirements. The law requires that every citizen in Wisconsin must have residential recycling service or drop-off centers within easy access and should be provided with recycling education and outreach.

**Chapter NR-110 Sewerage Systems.** Chapter NR-110 regulates site-specific facility planning and sanitary sewer extensions. Decisions regarding the extension or expansion of wastewater collection facilities are made primarily at the local level.

**Chapter NR-121 Areawide Water Quality Management Plans.** Chapter NR-121 specifies the standards and processes for initiating and continuous area wide wastewater treatment management planning. As provided by NR-121, the WNDNR's role is to review and approve every sewer service area plan and its amendments, taking into account water quality impacts and cost-effectiveness.

**Chapter NR-809 Safe Drinking Water.** Drinking water standards are also maintained at a state level. NR-809 regulates the design, construction, and proper operation of public water systems. The WDNR also assures that regulated contaminants are adequately monitored.

### ***Regional Policies***

#### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21<sup>st</sup> Century".** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed a vision for utilities and community facilities, which states:

*Efficient, cost effective community facilities are provided, which enhance the quality of life and ensure prosperity and economic stability for all. The emphasis in service provision is on cooperative planning, fostering collaboration, enhancing partnerships, sharing resources and transcending boundaries, as appropriate. In 2030, there are regional opportunities for the sustainable and safe management of solid waste and recycling, collection, processing and disposal activities. A well-managed and planned public and private water supply provides for the region's citizens and industry. The region is served by a variety of well-functioning public and private wastewater treatment systems, which are capable of accommodating future growth, while limiting the inherent conflicts caused by both urban and rural development patterns. Adequate, cost effective, environmentally conscientious utility infrastructure exists to support industry and the general population. There are cost effective, efficient, quality emergency and non-emergency services to ensure public safety. A variety of meaningful educational options and opportunities exist for all students. Children and adults in the region are provided with accessible educational, informational and recreational library services and materials in an economically efficient and timely manner. There is a collaborative regional forum to create and implement a strategic framework for the*

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*continuum of care for the health and wellbeing of the residents of the region. Through cooperative efforts, park, open space, and recreational facilities and programs are protected and preserved and there are plans for new facilities. There are community facilities which meet the needs of various groups, including youth, elderly, and minorities, in a balanced and financially responsible manner.”*

The Milestone #3 report contains nine utilities and community facilities “plan guidelines”, which contain goals, strategies, and recommendations for achieving this vision. The plan guidelines are (1) Waste: Garbage and Recycling, (2) Public and Private Wastewater Treatment, (3) Public and Private Water Supply, (4) Electric, Gas and Telecommunications, (5) Public Safety, (6) Education and Libraries, (7) Health and Childcare, (8) Local Parks and Recreational Facilities, and (8) Wind Energy. The plan can be view at the following link:  
<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>.

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. The plan’s utilities and community facilities goal is to achieve maintenance and development of quality public services and facilities that provide for recreational opportunities, a low crime rate, strong rural and urban economies, a clean environment, and reasonable and equitable taxes.

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates private on-site wastewater treatment systems. Several chapters may be relevant to the City of Neenah and/or the 3.0 mile extraterritorial area. These chapters, relating to Utilities and Community Facilities are summarized below.

**Chapter 6 – Emergency Management Operations.** The Emergency Management Operations ordinance ensures that the county will be able to cope with emergencies resulting from enemy action and with emergencies resulting from natural disasters.

**Chapter 11 – Health and Social Services.** This chapter regulates the County Department of Health and Human Services and contains the Public Health Code.

**Chapter 15 – Sanitary Landfill.** This ordinance regulates the County sanitary landfill and transportation of waste to the landfill.

**Chapter 16 – Private On-site Wastewater Treatment Systems.** This ordinance regulates private on-site wastewater systems in the County.

**Chapter 19 – Parks and Recreation.** This chapter regulates parks and related activities.

**Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017.** The Winnebago County Comprehensive Park and Recreation Plan, adopted in 2013, describes existing conditions, projects future growth, and offers recommendations to guide the future growth and development of recreational facilities in Winnebago County. The plan identifies three goals: (1) Provide throughout the county a planned system of parks and recreation areas

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that will enable county residents and visitors alike to participate in and enjoy a diversity of recreational activities; (2) Preserve scarce and valuable resources important to the ecological, sociological, and economic life of the county; and (3) To encourage continued involvement of County residents when planning for parks and recreational development.

### ***Local Policies***

#### **City of Neenah**

**Code of Ordinances.** The City of Neenah Code of Ordinance contains numerous chapters that address utilities and community facilities. These chapters are found below:

**Chapter 5 – Cemetery.** This chapter pertains to the City Cemetery.

**Chapter 6 - Emergency Management and Emergency Services.** This chapter establishes an emergency management organization, declarations of emergency and charges for false alarms.

**Chapter 7 - Fire Prevention and Protection.** This ordinance establishes a fire prevention inspector, addresses correction of hazardous conditions, investigation of fires, open burning, uniform system of numbering, etc.

**Chapter 12 – Solid Waste.** This ordinance establishes regulations that reduce the amount of solid waste and other disposables in landfills and thus protect the public health and welfare and the environment. It is further intended by this article to comply with mandatory recycling legislation.

**Chapter 17 - Utilities.** This chapter establishes the powers and duties of the Waterworks Commission, regulates water services, cross connections, sewers and sewage disposal, establishes the Stormwater Utility and cable television.

**Chapter 18 – Vegetation.** This chapter regulates and control the planting, transplanting, removal, maintenance and protection of trees and shrubs in or upon all public areas and terrace areas of the City. It also guards all trees and shrubs in both public and private areas within the City against the spread of disease, insects or pests.

**City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019.** The City of Neenah Comprehensive Park and Recreation Plan, adopted in 2015, describe existing conditions, projects future growth, and offer recommendations to guide the future growth and development of recreational facilities in the City of Neenah.

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

#### ***Federal Programs***

#### **United States Environmental Protection Agency (USEPA)**

- **National Pollutant Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act also established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two-phased program

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addresses the non-agricultural sources of stormwater discharges which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff.

### **Federal Emergency Management Administration (FEMA)**

FEMA offers several annual grant awards to fire departments. Eligible project costs include equipment, supplies, training, emergency work (evacuations, shelters, etc.), and mobilization/demobilization activities. All municipal jurisdictions with a population of less than 50,000 are eligible to receive funding. Recipients must provide a 10 percent match for all project costs. Additional information on FEMA grants is available at <http://www.fema.gov/grants>.

### **Other Federal Agencies**

Federal regulation of telecommunications, radio, and television towers is currently under the auspices of the **Federal Communications Commission (FCC)**, the **Federal Aviation Administration (FAA)**, and the **Occupational Safety and Health Administration (OSHA)**. The FCC issues licenses for new telecommunication facilities by determining the overall need, coordinates frequencies, and regulates tower placement. Communication towers must be located at the most central point at the highest elevation available. The FAA regulates tower height, coloring, and lighting to ensure aircraft safety. OSHA regulates the occupational exposure to non-ionizing electromagnetic radiation emitted from radio, microwave, television, and radar facilities.

### **State Programs**

#### **Public Service Commission (PSC)**

Public utilities in Wisconsin are regulated by the PSC, an independent regulatory agency. The PSC sets utility rates and determines levels for adequate and safe service. More than 1,400 utilities are under the agency's jurisdiction. PSC approval must be obtained before instituting new rates, issuing stock or bonds, or undertaking major construction projects such as power plants, water wells, and transmission lines. Additional information on the Public Service Commission is available at <http://psc.wi.gov/>.

#### **Wisconsin Department of Administration**

- **Community Development Block Grant – Public Facilities (CDBG – PF)**. CDBG-PF funds help support infrastructure and facility projects for communities. Some examples of eligible projects include streets, drainage systems, water and sewer systems, sidewalks, and community centers. Additional information regarding the CDBG-PF program can be found at <http://www.doa.state.wi.us/Divisions/Housing/Bureau-of-Community-Development/CDBG-PF-Program-Overview>.

#### **Wisconsin Department of Natural Resources**

- **Wisconsin Solid Waste Management Program**. Begun in the 1970s, the Wisconsin Solid Waste Management Program regulates the collection, storage, transportation,

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treatment and disposal of solid waste. The solid waste administrative codes are extensive and include Chapter 502, Solid Waste Storage, transportation, transfer, incineration, air curtain destructors, processing, wood burning, composting and municipal solid waste combustors; Chapter 518, Land spreading of solid waste; and ATCP 34, Clean sweep program. More information is available at: <http://dnr.wi.gov/topic/waste/solid.html>.

- **Knowles-Nelson State Stewardship.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Created by the state legislature in 1989, \$60 million dollars per year is utilized to purchase lands for parks and other recreational purposes. An important component of the program is the cooperation between the DNR and local governments and non-profit organizations. The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <http://dnr.wi.gov/topic/stewardship/>.
- **Clean Water Fund Program (CWFP).** The Clean Water Fund Program (CWFP) is one of two Environmental Improvement Fund (EIF) loans that are jointly managed and administered by the Department of Natural Resources and the Department of Administration. It offers loans and hardship grants to any town, village, city, county utility district, public inland lake protection and rehabilitation district, metropolitan sewerage district or federally recognized American Indian tribe or band to construct or modify municipal wastewater systems or construct urban storm water best management practices. More information is available at: <http://dnr.wi.gov/aid/eif.html>.
- **Safe Drinking Water Loan Program (SDWLP).** The Safe Drinking Water Loan Program (SDWLP) is one of two Environmental Improvement Fund (EIF) loans that are jointly managed and administered by the Department of Natural Resources and the Department of Administration offers loans to any city, village, town, county, sanitary district, public inland lake protection and rehabilitation district, or municipal water district to construct or modify public water systems to comply with public health protection objectives of the Safe Drinking Water Act. More information is available at: <http://dnr.wi.gov/aid/eif.html>.
- **Wisconsin Pollutant Discharge Elimination System (WPDES) program.** The Department regulates the discharge of pollutants to waters of the state through the WPDES program. Individual (e.g., site-specific) WPDES permits are issued to municipal and industrial facilities discharging to surface water and/or groundwater. As of 2012, approximately 358 industrial facilities require individual WPDES permits and approximately 649 municipalities held individual WPDES permits. WPDES general permits are issued by the Wisconsin Department of Natural Resources for specific categories of industrial, municipal and other wastewater discharges. More information is available at: <http://dnr.wi.gov/topic/wastewater/permits.html>.
- **Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPDES) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected



municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control ( $\geq 1$  acre in size), post construction site stormwater management, and pollution prevention. More information is available at: <http://dnr.wi.gov/topic/wastewater/dischargeypes.html>.

### **Department of Public Instruction (DPI)**

The Wisconsin Constitution as it was adopted in 1848 provided for the establishment of district schools that would be free to all children age 4 to 20. Subsequent laws allowed a property tax to be collected to fund school programs. Today, the Department of Public Education (DPI) oversees the operations of school systems and sets state standards for educational curricula, teacher certification standards, and other educational programs.

### **Wisconsin Community Action Program Association (WISCAP)**

The Wisconsin Community Action Program Association (WISCAP) is the statewide association for Wisconsin's sixteen (16) Community Action Agencies and three single-purpose agencies with statewide focus. CAP Services, a member of WISCAP covers Winnebago County.

### **Board of Commissioners of Public Lands (BCPL)**

- **State Trust Fund Loan Program.** The State Trust Fund Loan Program offers loans to municipalities, lake districts, metropolitan sewerage districts and town sanitary districts for a wide variety of municipal purposes.

### ***Regional Programs***

#### **East Central Wisconsin Regional Planning Commission (ECWRPC)**

**Sustainable and Efficient Community Services and Facilities Program.** This program element implements the requirements of the "Smart Growth" planning legislation for the Community Facilities and Utilities plan element and incorporates the Commission's ongoing NR-121 sewer service area (SSA) planning function. In addition to SSA planning, the Commission provides assistance in the following areas: electric transmission line project reviews, capital improvement programs, resource recovery and recycling/composting and solid waste management planning.

- **Sewer Service Area Planning.** This function is derived from ECWRPC being designated by the WDNR as the 208 Water Quality Management Planning Agency for the region. The Commission acts in an advisory and regulatory role for Sewer Service Area (SSA) Plans and has prepared detailed long range plans for 26 wastewater treatment plants to address growth and ensure water quality within the region. In addition, the Commission acts in an advisory capacity to WDNR and provides recommendations on various plan updates, amendments, facilities plans, and sewer extensions. Additionally the Commission provides population and development projections for facility siting and sewer service area planning.

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**Recreation and Heritage Opportunities Program.** The Recreation and Heritage Opportunities work program element encompasses planning activities associated with meeting the open space and recreational needs of the region as a whole, as well as plans for individual governmental jurisdictions. Examples of work under this program element include: park and open space plans, park site plans, park funding and programming information, recreation inventories, recreation surveys, park needs assessments, water trail planning and ADA accessibility issues.

**Natural Resource Management.** The Natural Resource Management planning element ensured that the region's natural resources and unique environmental features are identified and managed as an integral part of planning and development throughout the region. This program element includes hazard mitigation planning, stormwater and watershed management and the NR-135 Non-Metallic Mining Reclamation Program Administration.

## **AGRICULTURAL, CULTURAL, AND NATURAL RESOURCES**

### **Federal, State, Regional, County, and Local Policies**

#### ***Federal Policies***

**Clean Water Act (1977).** The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the United States.

#### ***State Policies***

#### **Wisconsin State Statutes**

- **Chapter 91 Farmland Preservation.** This chapter requires the county to adopt a Farmland Preservation Plan. It addresses Farmland Preservation zoning and agricultural enterprise areas.

#### **Wisconsin Administrative Code**

- **Chapter SPS 383, Private Onsite Wastewater Treatment Systems.** Formally COMM 83, Chapter SPS 383 establishes uniform standards and criteria for the design, installation, inspection and management of a private onsite wastewater treatment system, POWTS, so that the system is safe and will protect public health and the waters of the state.
- **Chapter NR-103, Water Quality Standards for Wetlands.** Chapter NR-103 establishes water quality standards for wetlands.
- **Chapter NR-115, Wisconsin's Shoreland Management Program.** Chapter NR-115 requires counties to adopt zoning and subdivision regulations for the protection of all shorelands in unincorporated areas.
- **Chapter NR-116, Wisconsin's Floodplain Management Program.** Chapter NR-116 requires municipalities to adopt reasonable and effective floodplain zoning ordinances.

- **Chapter NR-135, Nonmetallic Mining Reclamation.** Chapter NR-135 was established to ensure that non-metallic mining sites are properly abandoned. This law promotes the removal or reuse of non-metallic mining refuse, removal of roads no longer in use, grading of the non-metallic mining site, replacement of topsoil, stabilization of soil conditions, establishment of vegetative groundcover, control of surface water flow and groundwater withdrawal, prevention of environmental pollution, development and reclamation of existing non-metallic mining sites, and development and restoration of plant, fish and wildlife habitat if needed to comply with an approved reclamation plan.
- **Chapter ATCP 49, Farmland Preservation (Proposed).** In 2009, the Wisconsin Farmland Preservation Program, which had been in existence since 1977, was repealed by the Wisconsin State Legislature and recreated with a new structure. This was done in response to growing pressures to convert farmland statewide to nonagricultural uses. Under the new law, DATCP was authorized to write an administrative rule that sets technical details as to how local governments may plan and zone to preserve farmland.

## **Regional Policies**

### **East Central Wisconsin Regional Planning Commission**

**Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan “Shaping the 21<sup>st</sup> Century”.** East Central adopted Milestone #3, its regional comprehensive plan in April 2008. The plan serves as an advisory document for counties and communities within the region. As part of this planning effort, East Central developed three separate chapters for agriculture, natural and cultural resources:

***Agricultural Resources Vision:*** *In 2030, agriculture is an important feature of the economy and lifestyle of the East Central region. Development pressures have been diverted away from prime farmland and ample, un-fragmented agricultural districts exist. Farming is practiced on the most productive soils. A variety of farm types and sizes are operating successfully. The region’s farming community supplies both local and global markets. Citizens, local officials, and farmers are aware of and continuously address interrelated economic and land use issues. The viable and stable farm economy, in terms of farm income and prosperity, reflects concerted efforts by the private and public sectors to balance free market forces and government programs for land conservation.*

***Natural Resources Vision:*** *In 2030, the importance of natural resources, including their link to the regional economy, quality of life, and cost effective service provision is recognized. Natural resource planning is sustainable, consistent and coordinated in order to protect and build a strong sense of ecological place. The Winnebago Pool Lakes and the Fox/Wolf River systems are recognized as the backbone of the region’s ecological resources. Geologic resources that are significant from an aesthetic, scientific, cultural, historic, educational, or commercial extraction purpose, have been identified, inventoried, preserved and protected to meet the development and societal needs of the region. The region has proactively addressed public access, recreation, open space, and trail facilities in order to meet the needs of its citizens; enhance the quality of life and environment; realize tax savings and other economic benefits; and to maintain and improve the region’s tourism economy. The region is comprised of well-defined urban and rural spaces which improve*

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*the individual's perception of 'sense of place', while communities within the region have maintained their individual character and identity. Within the region, surface water resources are planned for in a watershed-based manner that embraces and encourages the use of 'green infrastructure' concepts. The proactive protection of natural features not only contributes to water quality, but also to the long term sustainability and economic benefit of the region.*

**Cultural Resources Vision:** *In the year 2030, the region is recognized as a leader in the state for preservation of its cultural resources. It provides public access to resource protection tools and the political advocacy necessary to ensure protection for, and appreciation of, our diverse ethnic heritage, both historic and prehistoric.*

The Milestone #3 report contains four agricultural, five natural, and five cultural resources “plan guidelines”, which contain goals, strategies, and recommendations for achieving each vision.

The plan can be view at the following link:

<http://www.eastcentralrpc.org/planning/compplan/milestone3/MS3Final/ms3final.htm>

## **County Policies**

### **Winnebago County**

**A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.** The Winnebago County Comprehensive Plan was adopted in 2016. The plan’s agricultural, cultural, and natural resources element provides the following goals:

#### *Agricultural:*

- To achieve maintenance and development of the agricultural industry through agriculture diversification, protection of economically viable tracts of arable land, and the prevention of conflict between agricultural and incompatible uses.

#### *Natural, Cultural and Historic Resources:*

- To achieve a clean and attractive environment through the protection of natural resources, land use stewardship, development of recreational opportunities and preservation of historical assets.

**County Code of Ordinances.** The Winnebago County Code of Ordinances regulates erosion and sediment control, floods, nonmetallic mining, shoreland-wetland zoning, stormwater management and other ordinances that may be relevant to the City of Neenah and its planning area. Several chapters that relate to agricultural, natural and cultural resources are summarized below.

**Chapter 13 – Animal Waste Management.** The purpose of this Chapter is to assure the safe handling and spreading of livestock waste as well as to regulate the location, design, construction, alteration, operation, and maintenance of all livestock facilities and livestock waste transfer and storage facilities; and to regulate the abandonment/closure of livestock waste transfer and storage facilities.

**Chapter 16 – Private On-site Wastewater Treatment Systems.** This ordinance regulates private on-site wastewater systems in the County.

**Chapter 20 – Non-metallic Mining.** The purpose of this chapter is to establish a local program to ensure the effective reclamation of nonmetallic mining sites on which nonmetallic mining takes place in Winnebago County.

**Chapter 26 – Floodplain Zoning Code.** This chapter is intended to regulate floodplain development to protect life, health and property; minimize expenditures of public funds for flood control projects; minimize rescue and relief efforts undertaken at the expense of the taxpayers; minimize business interruptions and other economic disruptions; minimize damage to public facilities in the floodplain; minimize the occurrence of future flood blight areas in the floodplain; discourage the victimization of unwary land and homebuyers; prevent increases in flood heights that could increase flood damage and result in conflicts between property owners; and discourage development in a floodplain if there is any practicable alternative to locate the activity, use or structure outside of the floodplain.

**Chapter 27 – Shoreland Zoning Code.** Shorelands are defined as lands which are: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams. If the landward side of the floodplain exceeds either of these two measurements, this is used as the zoning standard. Wetlands means those areas where water is at, near or above the land surface long enough to be capable of supporting aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. This ordinance controls the lot size, building setbacks, landfills, agricultural uses, alteration of surface vegetation, sewage disposal, filling, grading, lagoons, and other uses which may be detrimental to this area.

**Winnebago County Farmland Preservation Plan, adopted March 13, 2012.** The Winnebago County Farmland Preservation Plan is included in the Winnebago County Comprehensive Plan. The plan is intended to guide local efforts related to farmland protection and the promotion of the agricultural sector in Winnebago County during the 15-year period from 2012 through 2026. The goals of the plan are: (1) Protect farmland in Winnebago County, while balancing landowner rights and community benefit; (2) Maintain a strong agricultural economy; (3) Support agriculture-related businesses and support systems; and (4) Promote urban agriculture. The intent of the plan is to meet the requirements of chapter 91 of the Wisconsin State Statutes for Farmland Preservation and help maintain sustainable agriculture economies in the County as well provide an informational base to assist decision makers in the preservation of farmland and agriculture related development within the County.

#### **2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan.**

Appendix C, 2016- 2020 Work Plan was updated in 2016. The LWRM) addresses soil and water quality concerns using local, state and federal programs. The goal of the Winnebago County Land and Water Resource Management Plan is to restore, improve, and protect the ecological diversity and quality and promote the beneficial uses of the land, water, and related resources found throughout the County.

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## **Local Policies**

### **City of Neenah**

**Code of Ordinances.** The City of Neenah's Code of Ordinances regulates land divisions and land uses. Several chapters that relate to agricultural, natural and cultural resources are summarized below.

**Chapter 18 – Vegetation.** This chapter regulates and control the planting, transplanting, removal, maintenance and protection of trees and shrubs in or upon all public areas and terrace areas of the City. It also guards all trees and shrubs in both public and private areas within the City against the spread of disease, insects or pests.

**Chapter 22 – Environmental Control.** This chapter regulates floodplain zoning, shoreland-wetland zoning, construction site erosion control and post construction stormwater management, and illicit discharge and connection to stormsewers. Floodplain zoning regulates all areas that would be covered by the regional flood or base flood. Shorelands area defined as lands which are within: 1,000 feet from the ordinary high water elevation mark of navigable lakes, ponds, or flowages; or 300 feet from the ordinary high water elevation mark of navigable rivers or streams or to the landward side of the floodplain whichever distance is greater. Wetland are those areas where water is at, near or above the land surface long enough to support aquatic or hydrophytic vegetation and which have soils indicative of wet conditions. The Winnebago County shoreland zoning provisions in effect on the date of annexation remain in effect administered by the City for all areas annexed by the City after May 7, 1982. This chapter specifies permitted and prohibited uses, and amending shoreland/wetland zoning regulations.

**Chapter 23 – Historic Preservation.** This ordinance creates the Landmark Commission; the designation of historic districts; designation and recognition of historic structures and sites; regulation of construction, reconstruction, alteration, demolition and sale of historic structures and sites; the survey and inventory of historic sites; and maintenance.

## **Federal, State, Regional, County and Local Programs**

### ***Federal Programs***

#### **US Environmental Protection Agency**

- **National Pollution Discharge Elimination System (NPDES) Storm Water Program.** The Clean Water Act established the National Pollutant Discharge Elimination System (NPDES) Storm Water Program. The comprehensive two–phased program addresses the non-agricultural sources of stormwater discharges and industrial/municipal effluents which adversely affect surface water quality. A NPDES permitting mechanism requires the implementation of controls designed to reduce the volume of stormwater runoff and the level of harmful pollutants in stormwater runoff. More information is available at: <http://www.epa.gov/npdes>.

## **State Programs**

### **Wisconsin Department of Agriculture, Trade and Consumer Protection (DATCP)**

DATCP has a number of programs related to agricultural development, conservation assistance, farm and rural services, farmland preservation, etc. A few of the programs are highlighted below:

**Working Land Initiative.** The Wisconsin Working Lands Initiative was signed into law in 2009 and is comprised of the following three programs Farmland Preservation Program, Agricultural Enterprise Program, Purchase of Agricultural Conservation Easement (PACE) Program. More information is available: [http://datcp.wi.gov/Environment/Working\\_Lands\\_Initiative/](http://datcp.wi.gov/Environment/Working_Lands_Initiative/).

- **Farmland Preservation Program.** Counties are required to revise their farmland preservation plans to meet the new requirements which are designed to better protect farmland. A grant that covers up to 50 percent of the cost of preparing a farmland preservation plan is available to all counties.
- Local governments may choose to adopt and have certified a farmland preservation zoning ordinance to ensure that landowners covered by the ordinance are eligible to claim farmland preservation tax credits.
- **Agricultural Enterprise Area (AEA) Program.** AEA's are part of Wisconsin's Working Lands Initiative. An AEA is an area where the local community has prioritized preservation of farmland and agricultural development. Once an area is officially designated as an AEA, eligible farmers owning land within the area may enter into a farmland preservation agreement with the state. This enables the landowners to receive tax credits in exchange for agreeing to keep their farm in agricultural use for at least 15 years.

**Purchase of Agricultural Conservation Easement (PACE) Program.** The PACE Program provides up to 50% of the cost of purchasing agricultural conservation easements, including transaction costs. Cooperating local governments or non-profit organizations can obtain money from the state to purchase easements from willing landowners. Land with an agricultural conservation easement cannot be developed for any purpose that would prevent its use for agriculture.

### **Wisconsin Department of Natural Resources (WDNR)**

- **Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program.** The NPDES program is administered by the WDNR through NR-216. The Wisconsin Pollutant Discharge Elimination System (WPEDS) Storm Water Program regulates stormwater discharge from construction sites, industrial facilities, and selected municipalities. Recent Phase II requirements will require six minimum control measures to be addressed by communities and other local entities: public education, public participation, illicit discharges, construction site pollutant control (1 or more acres in size), post construction site stormwater management, and pollution prevention. More information is available at: <http://dnr.wi.gov/topic/wastewater/permits.html>.



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- **Knowles-Nelson Stewardship Local Assistance Grant Programs.** The Knowles-Nelson State Stewardship Fund is a land acquisition program for the State of Wisconsin. Four Stewardship grant programs are available: Acquisition and Development of Local Parks (ADLP), Urban Green Space (UGS) grants, Urban Rivers (UR) grants, and Acquisition of Development Rights (ADR). The program offers a 50 percent grant match to create parks, hiking trails, hunting grounds, and other facilities. The funds can also be utilized for facilities improvements such as road construction and capital acquisition projects (picnic equipment, playgrounds, etc.). More information is available at: <http://dnr.wi.gov/topic/stewardship/grants/applylug.html>.
  - **Wisconsin Shoreland Management Program.** Shoreland zoning can enhance the quality of surface water, protect wildlife habitat, and improve its aesthetic appearance. The Wisconsin Shoreland Management Program is a cooperative effort between state and local governments. Local governments are allowed to adopt shoreland and floodplain zoning to direct development in compliance with state minimum standards. Specific ordinances regulate zoning for wetlands (NR-103), shorelands (NR – 115), and floodplains (NR – 116). Cities and villages can adopt similar zoning ordinances under NR – 117. More information is available at: <http://dnr.wi.gov/topic/ShorelandZoning/Programs/program-management.html>.
  - **Forest Crop Law and Managed Forest Law.** In 1927, the Wisconsin Legislature enacted the Forest Crop Law (FCL), a voluntary forest practices program to encourage sound forestry on private lands. It has promoted and encouraged long-term investments as well as the proper management of woodlands. This law allowed landowners to pay taxes on timber only after harvesting, or when the contract is terminated. Since the program expired in 1986, participants are not allowed to re-enroll in the program. Since 1986, the Managed Forest Law has replaced the Forest Crop Law. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/tax.html>.
  - **The Managed Forest Law (MFL),** enacted in 1985, encourages the growth of future commercial crops through sound forestry practices. To be eligible, a landowner must own at least 10 contiguous acres of woodlands. The landowner must implement a forestry management plan for future commercial harvests on the land. Contracts can be entered for a period of either 25 or 50 years. Portions of the land enrolled are open to public access for hunting, fishing, cross-country skiing, sight-seeing, and hiking. The program recognizes individual property owners' objectives while providing for society's need for compatible recreational activities, forest aesthetics, wildlife habitat, erosion control, and protection of endangered resources. More information is available at: <http://dnr.wi.gov/topic/forestlandowners/tax.html>.
  - **Urban Forestry Grants.** Urban Forestry Grants are provide to cities, villages, towns, counties, tribes and 501(c)(3) nonprofit organizations. More information is available at: <http://dnr.wi.gov/topic/urbanforests/grants/index.html>. These grants fall into three categories:
    - Regular grants are competitive cost-share grants of up to \$25,000. Grants are to support new, innovative projects that will develop sustainable urban and community forestry programs, not to subsidize routine forestry activities.
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- Startup grants are competitive cost-share grants of up to \$5,000. These simplified grants are available to communities that want to start or restart an urban forestry program.
- Catastrophic storm grants are used to fund tree repair, removal or replacement within urban areas following a catastrophic storm event for which the governor has declared a State of Emergency under s. 166.03, Wis. Stats.

### **Wisconsin Historical Society**

The Wisconsin Historical Society (WHS) Division of Historic Preservation (DHP) provides funds for conducting surveys to identify and evaluate historical, architectural, and archaeological resources, nominating properties and districts to the National Register, and carrying out a program of comprehensive historic preservation planning and education. These are available to local units of government and non-profit organizations. Although funding is limited, the DHP identified target communities during each funding cycle. In recent years the DHP has favored underrepresented communities: unincorporated communities or villages or fourth-tier cities with a population less than 5,000. A set of funds is also designated for use by Certified Local Government (CLG) status communities. In addition, many private funding sources specifically target smaller communities in the more rural parts of the state. Other specific programs are listed below.

- **Wisconsin Historic Preservation Fund Subgrants.** The Wisconsin Historic Preservation Fund Subgrants provide funds for surveys to identify and evaluate historical, architectural and archaeological resources, nominating properties to the National Register of Historic Places, and for carrying out a program of historic preservation planning and education. More information is available at: <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ro:20,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3314>.
- **Historic Homes Tax Credit Program.** The Historic Homes Tax Credit Program offers a 25 percent Wisconsin income tax credit for homeowners who rehabilitate historic, non-income-producing personal residences <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ro:40,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3136>.
- **Federal Historic Preservation Tax Credit.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a direct reduction in the federal income taxes. To qualify, buildings must be income producing historic buildings, must be listed on the National Register of Historic Places, or contribute to the character of a National Register Historic District. More information is available at: <http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:0,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3215&dsDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3&dsCompoundDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3>.

- **Wisconsin Historic Preservation Tax Credit Program.** This program returns 20 percent of the cost of rehabilitating historic buildings to owners as a Wisconsin income tax credit. More information is available at:  
<http://www.wisconsinhistory.org/Content.aspx?dsNav=Ny:True,Ro:0,N:4294963828-4294963805&dsNavOnly=N:1210&dsRecordDetails=R:CS3215&dsDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3&dsCompoundDimensionSearch=D:%E2%80%A2%09Wisconsin+Supplemental+Historic+Preservation+Credit.,Dxm:All,Dxp:3>.

## ***Regional Programs***

### **East Central Wisconsin Regional Planning Commission (ECWRPC)**

**Recreation and Heritage Opportunities.** The Recreation and Heritage Opportunities work program element encompasses planning activities associated with meeting the open space and recreational needs of the region as a whole, as well as plans for individual governmental jurisdictions. This program element also includes historic and agricultural preservation. Examples of work under this program element include: park and open space plans, park site plans, park funding and programming information, recreation inventories, recreation surveys, park needs assessments, water trail planning and ADA accessibility issues.

**Natural Resource Management.** The Natural Resource Management planning element ensured that the region's natural resources and unique environmental features are identified and managed as an integral part of planning and development throughout the region. Examples of work under this element include: Niagara Escarpment planning, air quality management, aquatic invasive species, environmental impact review, endangered resources reviews, groundwater resource management, green infrastructure planning, floodplain management, hazard mitigation planning, lakes management planning, the NR-135 Non-Metallic Mining Reclamation Program Administration, water quality management, stormwater and watershed management and wetlands protection/management.

## ***County Programs***

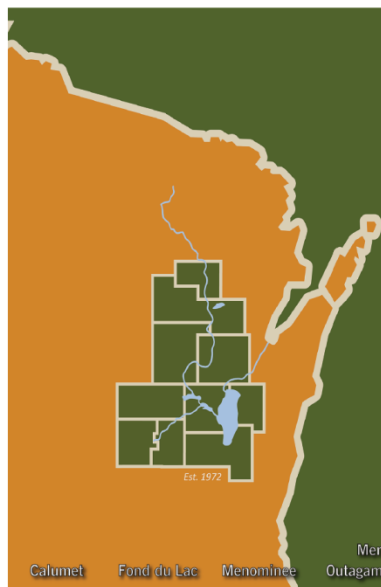
### **Winnebago County Historical and Archaeological Society**

The Winnebago County Historical and Archaeological Society is a non-profit organization that was founded in 1919. The Historical Society promotes and facilitates outreach education through historically focused public programs, local historical tours, special events, and the publication of a quarterly newsletter.

## ***Local Programs***

### **Neenah Historical Society**

The Neenah Historical Society was formed in 1948. The mission of the society is collect, preserve and share the history and stories of the City of Neenah. The Hiram Smith Octagon House contains the Historical Society's museum and archives. While the Ward House, next door, serves as the Society's office, research library and classroom.



ECWRPC builds relationships and cooperative visionary growth strategies that keep our region beautiful, healthy, and prosperous.

Member Counties:  
Calumet   Fond du Lac   Menominee   Outagamie   Shawano   Waupaca   Waushara   Winnebago

Est. 1972