

# Conceptual Master Plan for Arrowhead Park



January 2017



# ARROWHEAD PARK CONCEPTUAL MASTER PLAN

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## Acknowledgements

Mayor and Neenah City Council

Dean Kaufert, Mayor

Kathie Boyette

Cari Lendrum

William Pollnow

Marge Bates

Tamara Erickson

Christopher Kunz

Todd Stevenson

Lee Hillstrom

Jane Lang

### Arrowhead Park Master Plan Steering Committee

Michael Kading

Chris Haese

Christopher Kunz

Lee Hillstrom

Jim Vedder

### City of Neenah Park and Recreation Commission / Department

Lee Hillstrom

Peter Kelly

Judy Zaretzke

Kate Hancock-Cooke

Jim Vedder

Amanda Loudon

Gary Lawell

Ted Galloway

Christopher Kunz

Laurie Olson, Recreation Superintendent

Trevor Fink, Park Superintendent

Jim Kluge, Recreation Supervisor

### City of Neenah Staff

Michael Kading, Director, Parks and Recreation Department

Chris Haese, Director, Community Development Department

### Future Neenah, Inc.

Amy Barker, Executive Director

Consultant Team: Short Elliott Hendrickson Inc (SEH) in association with Engberg Anderson



## Section 1: Executive Summary

Located at the southern end of Little Lake Butte des Morts, Arrowhead Park sits atop a 27-acre former landfill. The Arrowhead Park Conceptual Master Plan establishes a long-term vision for transforming the current site into a major destination (Figure 1).

**The vision is to create a major destination with multiple recreational, educational, and visitor experiences serving a range of guests.** The park will be a treasured local asset, well connected to the surrounding neighborhoods and providing unique, enriching experiences for all of Neenah's residents. As a destination attraction it will bring additional visitors to Neenah, positively impacting local businesses.

As the City and its partners work collaboratively to implement the Master Plan, decisions will be guided by the following set of guiding principles:

- Create a Great, Engaging Destination
- Build a High Quality, Enduring Park
- Embrace the Water
- Provide a Place Promoting Healthy Living
- Embrace the Natural Environment
- Leverage the Park to Encourage Investment
- Make the Park Accessible to All

The Arrowhead Park Conceptual Master Plan establishes a collection of outdoor rooms which will provide a wide range of uses and activities. Key programmatic elements of the final design include a boat works building and pier situated near the shoreline of the park, which will provide skills training, equipment rentals, and concessions.

A larger, centrally located multi-use community building is intended to provide space for a variety of larger events and programs, which may include a museum, concessions, wedding space, educational programs, or other uses. A narrow, two-lane parkway will provide access to the western edge of the park, where a long sinuous boardwalk provides fishing access and wildlife watching.

The western portion of the park includes several outdoor rooms to accommodate activities such as sledding, hiking, biking, kite flying, informal outdoor sporting events, and environmental education.

The eastern portion of the park closer to downtown provides social gathering areas which will accommodate events such as outdoor picnics, concerts, movies, and recreational event staging. It also includes a kayak pier, bicycle amenities, and an arbor/shade structure for visitors to relax under.



Figure 1 Arrowhead Park Conceptual Master Plan

## Section 2: Vision, Goals, & Guiding Principles

### Vision

Arrowhead Park, located at the southern end of Little Lake Butte des Morts, sits atop a 27-acre former landfill. Ever since Nathan Bergstrom proposed to the City of Neenah in 1950 that a park be developed on land created by filling in the south end of Little Lake Butte Des Morts with paper mill waste, it has been recognized as a unique location deserving of a great park. Throughout the planning process residents, downtown business owners, and elected officials emphasized the desire to create a special park providing a rich variety of experiences to visitors, including recreational and educational opportunities.

**The Arrowhead Park Conceptual Master Plan (The Plan) establishes a long-term vision for transforming the current site into a major destination with multiple educational and recreational opportunities.**

The Plan takes into consideration several prior studies and reflects significant public input gathered throughout the planning period from September 2016 through January 2017 including:

- Lobby & On-Line Survey
- Bergstrom-Mahler Museum
- City Staff
- Parks and Recreation Commission
- Leadership Group
- Common Council
- Business Leaders
- Public Workshop

See Appendix 'Summary of Prior Planning Efforts and Citizen Comments and Public Input' for more detail regarding the park planning process.

### Project Goals

The Plan is guided by the goals established in the 2008 Little Lake Butte des Morts Park Properties Master Plan:

**Goal 1: Recreational Uses and Programming.** Recreational opportunities which emphasize non-motorized and non-programmed forms of recreation that are generally “passive” in nature.

**Goal 2: Path Access and Connectivity.** Pedestrian and bicycle connectivity between parks, public facilities, and local destinations is established through improved access, trail development, and year-round trail maintenance.

**Goal 3: Dynamic and Interactive Park Amenities.** The parks include “signature” features that are dynamic in their appeal and entice repeat visitation.

**Goal 4: Design Standards.** The standards of park and recreational facility design achieve a high level of aesthetic and functional quality.

**Goal 5: Natural Environment.** Ecological values and natural processes are established, enhanced, and protected through environmental restoration efforts.

**Goal 6: Sustainability.** Park sites are designed and managed as sustainable public venues.

**Goal 7: Safe Facilities.** Park sites are perceived as safe environments.



**Goal 8: Park Maintenance.** Maintenance of facilities, natural resources, and trail system that do not require significant long-term costs, yet are supported through appropriate levels of staffing and funding.

**Goal 9: Funding.** Economic sustainability and stability of parks is afforded through efficient use of financial resources.

The park is intended to be a treasured local asset, well connected to the surrounding neighborhoods and providing unique, enriching experiences for all of Neenah's residents. As a destination attraction it will also bring additional visitors to Neenah, helping support local businesses and organizations. Finally, the park will serve as a demonstration site for restoring ecological processes, creating wildlife habitat, and innovatively treating storm water. As the City and its partners work collaboratively to implement the Master Plan over time, decisions should be informed by the following guiding principles, which were developed as part of the current plan.

## Guiding Principles

### Create a Great, Engaging Destination

Neenah is a community with a variety of exceptional destinations and important community gathering places. Arrowhead Park should become another great gathering place, both for residents and visitors. It should be a unique destination which draws people from across the region. It should foster interaction while creating a special connection to the waterways that define the Neenah community.



### Build a High Quality, Enduring Park

Residents, business leaders, and elected officials want Arrowhead Park built to a high standard. Historic downtown Neenah is a landmark among the Fox Cities, known for its well preserved buildings and vibrant commercial district. The Park should reinforce this positive image of Neenah, while reflecting the community's highest aspirations for itself. The City also has a proud history of innovation, and Arrowhead Park should embrace this history while also looking to the future.



### Embrace the Water

The park should bring people down to the water, let them touch the river and get wet. It should embrace the water visually, providing opportunities for multiple vantage points from different elevations. There should be many fishing, boating, and nature observation opportunities which take advantage of the site's location adjacent Little Lake Butte Des Morts.



### **Promote Healthy Living**

With the Loop the Lake Trail project, Neenah will become a hub for biking, walking, and exploring the waterfront. Arrowhead Park should provide additional opportunities for visitors to stay physically and spiritually healthy. A variety of outdoor rooms should provide multiple opportunities for visitors to both relax and enjoy nature, as well as recreate.



### **Embrace the Natural Environment**

The park should be designed in such a manner that it contributes to both the rediscovery and restoration of the site including both terrestrial and aquatic habitat. Opportunities for ecological restoration should be addressed from the interior of the site across the shore land and out into the lake. The park should be designed and built to a very high environmental standard, serving as a demonstration for how to restore the natural environment.



### **Leverage the Park to Encourage Investment**

The park should be a catalytic project which stimulates a variety of investments throughout downtown Neenah and the surrounding neighborhoods. A mix of new educational, hospitality, commercial, residential, and office uses are envisioned in and adjacent the site, strengthening the surrounding neighborhoods and extending downtown Neenah to the water's edge.



### **Make the Park Accessible to All**

The park should be well connected and designed in such a way that it is accessible to people of all abilities. Bike and pedestrian amenities, safe access points, wayfinding, and parking should combine to make the park highly accessible to and from downtown, the surrounding neighborhoods, and the rest of the Fox Cities.



## Section 3: Master Plan

### Design Program

Through the design process, committee input, and public engagement process a well-defined program was developed for Arrowhead Park. The Plan includes the following programmatic elements:

- 1. Provide Vehicular Access & Additional Parking**
  - Create new parking spaces (Approximately 100 more)
  - Narrow carriage road providing access to west end of park
- 2. Enhance Bike & Pedestrian Circulation**
  - New multi-use trails (Approximately ½ mile)
  - Recreational trail bridge and overlook parallel to Main Street
- 3. Connect Site to Downtown and Residential Fabric**
  - Multi-use trails connecting to adjacent neighborhoods
  - Pedestrian bridge access to new development bordering park
- 4. Maximize Shoreline Access**
  - Floating boardwalk and fishing pier (Approximately 500 feet)
  - Two paddle craft piers
  - Paddle craft and kayak livery
  - Water access stepping stones
- 5. Create Visual Connections**
  - Terraced viewing area
  - Sledding hill
- 6. Create Small and Large Gathering Areas**
  - Multiple outdoor rooms with flexibility to accommodate a range of uses
- 7. Create Destination Structures**
  - Boat Works building (Approximately 3,500 Square Feet)
  - Multi-Use Community building (Approximately 45,000 Square Feet)
- 8. Cluster Structures to Minimize Impact**
  - Multi-use Community building located on Minergy building footprint
- 9. Leverage the Park Investment**
  - Pedestrian bridges to new development opportunities
  - Realigned Mill View Drive
- 10. Buffer the Rail Road**
  - Tree plantings and carriage road

In addition to developing a design program for Arrowhead Park, the consultant team was asked to identify potential strategies to incorporate green infrastructure, sustainable design, and accessibility principles into the park concept. An overview of these topics is provided below. As the Master Plan is implemented in phases, these design options should be further investigated to determine their viability.

## Green Infrastructure & Sustainable Design

The green infrastructure and sustainable design opportunity framework identifies several opportunities at Arrowhead Park and adjacent Little Lake Butte Des Morts including:

- Shoreline buffers
- Vegetated bio-swales
- Improved water circulation
- Storm water collection and treatment
- LEED certified buildings

The ecological opportunities framework identifies opportunities for:

- Near shore habitat enhancements
- Shoreline buffers
- Aquatic habitat enhancements
- Terrestrial and avian habitat improvements
- Native vegetation plantings

Additional opportunities to incorporate sustainable design into the park include:

- Energy efficient lighting
- Environmental education
- Use of recycled and regionally sourced materials
- Solar energy
- Wind energy, possibly along the proposed perimeter road
- Compact development
- Brownfield remediation
- Community gardens



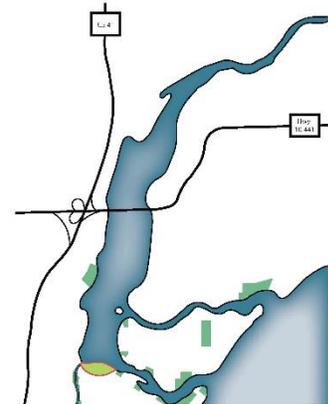
Figure 2 Green Infrastructure and Sustainable Design Opportunities Framework



Figure 3 Ecological Opportunities Framework

Demonstrating a variety of sustainable design techniques at Arrowhead Park to showcase innovative solutions can help repair the damage of past harmful industrial practices while telling the “story” of the site including on-going terrestrial and aquatic habitat restoration efforts.

If there is continued interest in utilizing Arrowhead Park as a showcase for sustainable design, the LEED Neighborhood Development<sup>1</sup>, SITES Sustainable Sites program<sup>2</sup>, and ENVISION<sup>3</sup> rating system each provide guidance on relevant strategies, as well certification programs designed to differentiate innovative approaches to building construction, landscape design, and infrastructure development.



*Figure 4 Arrowhead Park provides opportunities to strengthen green connections throughout the broader community*

### Accessibility

In addition to green infrastructure and sustainable design, accessibility was identified as a priority concern during the planning process. The Master Plan proposes several additional access points, including multi-purpose trails, a widened Mill View Drive, and overhead crossings connecting to future development south of the railroad tracks along Main Street. With completion of an additional trail bridge as part of the Loop the Little Lake Project, Arrowhead Park will become much more accessible to both residents of Doty Island and to visitors utilizing a unique trail system within the region.

In addition to new linkages to and from Arrowhead Park, this Master Plan envisions that the City will continue making its parks and waterfront areas accessible to people of all abilities as discussed in the 2015 Comprehensive Outdoor Recreation Plan. Recent accomplishments include a wheelchair lift at the Recreation Park Pool, an accessible kayak launch at Shattuck Park, and an accessible shoreline and piers at Doty, Herb & Dolly, Island, Kimberly Point, Recreation, Riverside and Shattuck Parks.

The Master Plan identifies several opportunities to enhance accessibility for all types of users including but not limited to:

- An accessible kayak launch
- New bike trail connections to adjacent neighborhoods
- Wheel chair accessible trail connections
- Accessible shoreline areas and piers
- ADA compliant buildings, play structures, and other public spaces constructed with public funding

<sup>1</sup> LEED for Neighborhood Development is a program of the U.S. Green Building Council, intended to promote the adoption of voluntary measures to enhance neighborhood scale sustainability.

<sup>2</sup> The SITES Rating System is intended for use by persons engaged in sustainable land design and development. Persons may use the material contained in the SITES v2 Rating System for the purpose of applying guidelines and performance benchmarks for sustainable land design and development.

<sup>3</sup> ENVISION is a sustainable infrastructure rating tool developed by the Institute for Sustainable Infrastructure.



## Detailed Zonal Enlargements and Descriptions of Use

The park's key design features and uses are described on the following page. They are organized and referenced by Zones (1 through 7) as shown in the figure below. The drawings and precedent images which follow represent conceptual ideas only. As the development process moves forward, preliminary and final designs will establish what ultimately is built on the site and where.



**Legend**

- 1. Public Terrace
- 2A. Long Pier
- 2B. Paddle Craft Pier
- 3. Paddle Craft & Kayak Livery
- 4. Boardwalk/Fishing Pier
- 5. Neighborhood Recreational Trail
- 6. Recreational Trail Bridge & Overlook
- 7. Pedestrian Bridge Access

- 8. Community Building/Eating & Dining
- 9. Drop Off Zone
- 10. Terraced Viewing Area
- 11. Water Access Stepping Stones
- 12. Shade Structure
- 13. Programmable Community Gathering Area
- 14. Tree Canopy Areas
- 15. Boat Works Building
- 16. Stedding Hill
- 17. Gathering/Picnic Areas/Open Space

- 18. Neenah Historical Society
  - 19. Gateway Plaza
  - 20. Redevelopment Opportunities
  - 21. Playground
  - 22. Aesthetic Enhancements
  - 23. Trailhead Kiosk
  - 24. Park Entrance
- Parking Areas A-D = 150 Total Spaces

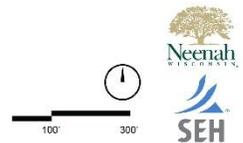
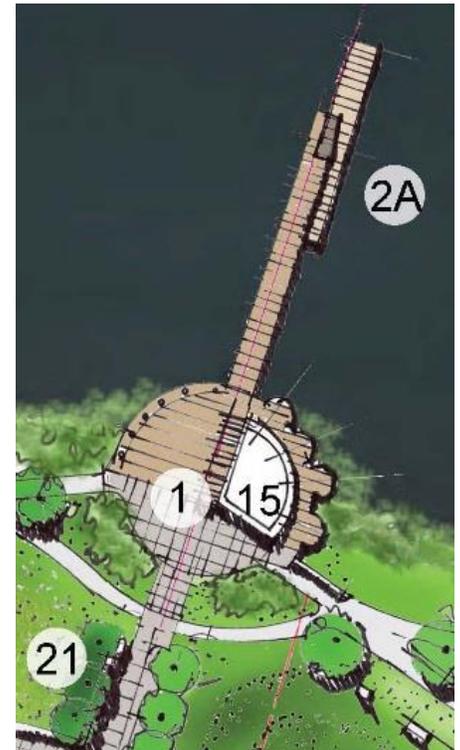


Figure 6 Zone enlargements overview diagram

## Zone 1

Zone 1 is centrally located and is intended to serve as a primary destination along the park's shoreline. The area south of the shoreline development connects with the greater park, including the proposed multi-use community building. The area provides views of the lake and integrates the Loop the Lake Trail to promote regional access to these amenities. Suggested improvements include:

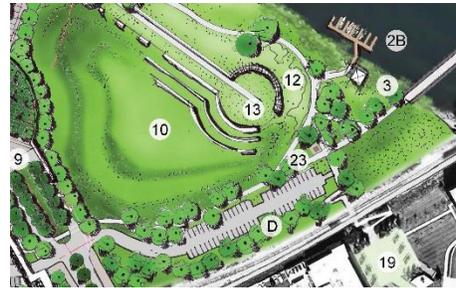
- A Boat Works building providing boat and equipment rentals to the public; educational and recreational classes; small concessions; bathrooms and changing area; storage space (15)
- A wood decked terrace (brown) and paved plaza (grey) providing outdoor seating and dining (1)
- A long combination fixed and floating pier, provides public recreational access for paddle craft sports, bird watching, and fishing (2A)
- A natural playground with views of the lake, located between the proposed multi-use building and boat works building (21)



## Zone 2

Zone 2 is an important gateway to the park for visitors arriving from Doty Island. It also provides a connection to downtown Neenah via an existing pedestrianized railroad crossing and Gateway Plaza. The circular shape maintains design continuity from the 2008 Master Plan and its primary function is to serve as a public gathering space. Key elements include:

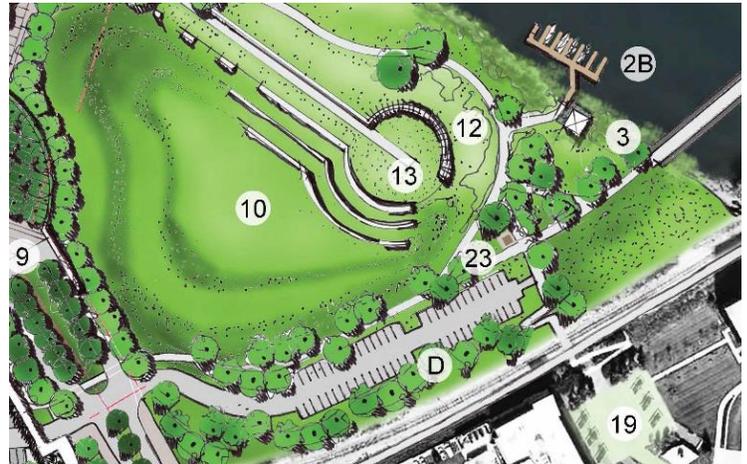
- Programmable community gathering area and natural amphitheater flexible enough to accommodate a variety of users and evolve to meet user demand over time (13)
- Shaded arbor to accommodate picnicking, relaxing, reading, as well as gatherings such as birthdays, corporate luncheons, and other group functions (12)
- An elongated lawn and long block seating walls provide a commanding view of the lake
- An accessible, six finger paddle craft pier (2B) and paddle craft and kayak livery providing seasonal boat storage for easy access to the lake (3)
- A trailhead area, including informational kiosk, wayfinding signage, bike racks, and bike fix it station (23)
- Existing parking provides spaces for both office and park users (D)



**Zone 2 continued...**

Zone 2 also provides a raised mound that will provide topographic relief to the flat site, sloping from higher ground nearer the railroad track to lower ground nearer the lake. Bands may set up in the lawn, while spectators use the hill to view concerts and performances. Design elements include:

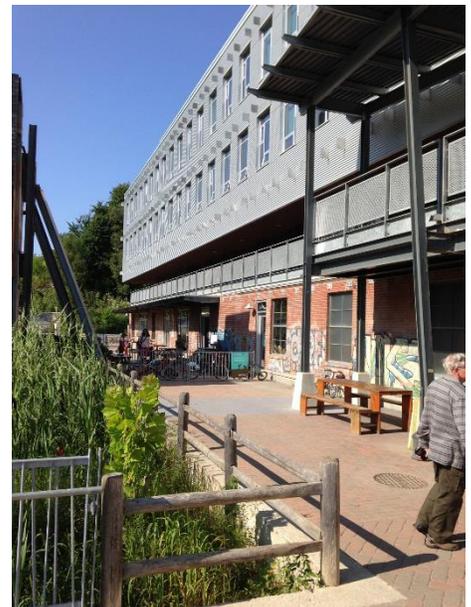
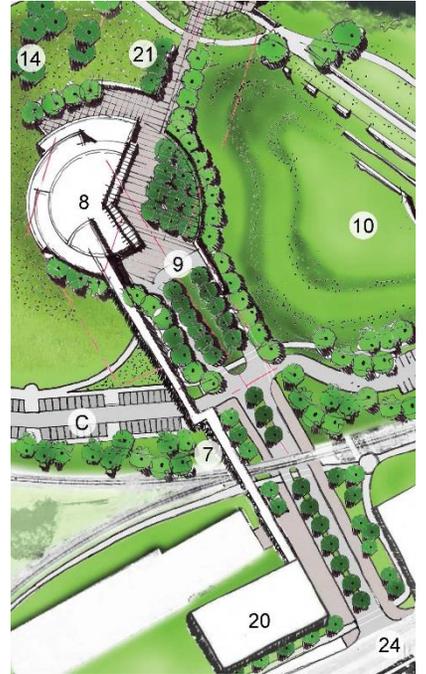
- A terraced viewing area allows visitors to gain a height advantage over the lawn with views down to the lake and toward the Community Building (10)
- Large open lawn areas serve multiple uses, including as an entertainment venue, recreational event staging area, and outdoor weddings venue.



### Zone 3

Zone 3 contains some of the largest physical features on the site. The primary intended use is a proposed Multi-Use Community Building, set within a public plaza. Key components include:

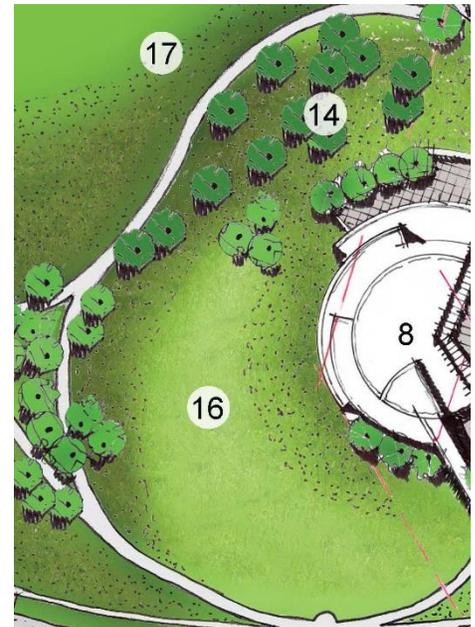
- A conceptual multi-use Community Building housing several different uses is located on the existing slab in order to minimize site disturbance. Slab boundaries are delineated with a faint, dashed red line on the plan. The building's entrance is oriented toward a large plaza (8)
- The conceptual building incorporates multiples uses, such as a museum, educational facilities, artist studio spaces, classrooms, meeting space, public gathering areas, and rentable venues. Food service and a rooftop viewing area contribute to Arrowhead Park's appeal as a unique destination for visitors
- Loading dock facility and service access at the southwest corner of the building
- Vehicle turn around and drop off with loading areas and emergency services access as well as 10 parallel parking spaces (9)
- 60 parking stalls on the proposed carriage road (C)
- Pedestrian bridge access to new development (20) located to south outside park boundary (7)
- A re-aligned park entrance from the intersection of Mill View Drive and Main Street (24)



## Zone 4

Zone 4 includes a large mound or earth form created to provide topographical sculpture to the site. Improvements include:

- A sledding hill, which would slope toward the new parking area (16)
- Native prairie focuses sledding activity and provides visual appeal from the new community building
- Tree canopy areas with berms less than 3 feet in height creating 4-5 foot rootball zones (14)
- A mix of both turf grass and native vegetation plantings



## Zone 5

Zone 5 incorporates earth mounds and native plantings. Large and smaller spaces within this area can be used for a variety of activities. For example, this area could be used as an educational platform for local school children and clubs to learn about pollinators, small mammal habitat, and native prairies.

Design features include:

- Larger spaces for picnicking, sun bathing, hacky sack, kite flying, star gazing. Lighter green areas closer to the lake include turf grass, while areas closer to the railroad tracks include larger expanses of native vegetation (17)
- Space for winter activities such as snowshoeing, XC-skiing (17)
- A network of multi-use trails (17)
- Two triangular outdoor rooms, which could accommodate a small labyrinth or outdoor maze
- An elevated pedestrian walkway connecting to new development outside the park from south of the railroad tracks
- A carriage road with two 10-foot traffic lanes extending from Millview Drive to the western end of the park
- 20 parking stalls along the northern side of the carriage road (B); and 60 parking stalls along the carriage road adjacent the railroad tracks, with proximity to the sledding hill and multi-use Community Building (C)
- Lighting along the carriage road and perimeter trail system



## Zone 6

Zone 6 is located at the end of the proposed internal carriage road, and serves as a gateway into the park for visitors arriving from Herb and Dolly Smith Park. A key priority for Zone 6 is providing public access to the water. The site is adjacent the confluence of the Neenah Slough and Little Lake Butte Des Morts, a prime fishing area. Proposed features include:

- Vehicular and multi-modal access to fishing, nature observation, picnicking areas
- 15 parking spaces along the perimeter of the carriage road, incorporating low impact design features and views of the small playground and water (A)
- Picnicking and smaller gathering areas, including native plantings (17)
- A small playground (21)
- A shade structure which matches the Zone 1 arbor in character and materials (12)
- A trailhead kiosk and wayfinding signage serving as a gateway into the park from Herby and Dolly Smith Park (23)



## Zone 7

Zone 7 includes the entire shoreline area within the park outside Zone 1. Proposed enhancements include:

- A 500 foot long, floating sinuous boardwalk with multiple fishing piers and observation areas at the western edge of the park adjacent the Neenah slough. The boardwalk would create aquatic habitat creating environmental education and interpretation opportunities between it and the shoreline (4)
- A paddle craft and kayak livery (3)
- Multiple bird watching opportunities and seating areas along the length of the shoreline
- Water access stepping stones providing opportunities for touching the water, fishing, nature observation, and relaxation (11)
- Paddle craft pier near the eastern edge of the park – also shown in Zone 2 (2)
- Shoreline and aquatic restoration opportunities include native plantings, fish habitat improvements, bird nesting areas, and wetland restoration
- A trailhead kiosk and wayfinding signage serving as a gateway into the park from Herby and Dolly Smith Park.



## Peripheral Areas

Peripheral areas located outside Arrowhead Park not included in the zone descriptions include the following:

1. Two new trail connections to the neighborhood south of the park. The proposed trails extend underneath the Main Street Bridge and provide access to the park and downtown. They incorporate a trail bridge and side paths extending into the park alongside Millview Drive (5, 6)
2. A recreational trail bridge and overlook (6)
3. Re-aligned Millview Drive, providing a stronger visual and physical connection between the park and downtown Neenah (19)
4. Four proposed redevelopment sites located along Main Street (20), two of which include pedestrian bridge access (7) directly into the park over the railroad tracks
5. Aesthetic enhancements within the railyard directly south of the park (22)



## Section 5: Opinion of Probable Construction Cost

### Overall Cost

The table below summarizes overall estimated costs for development of the park by major investment area. Figures do not include any improvements outside the park boundary except for Millview Drive. The approximate total project cost is \$25 million. A detailed breakdown of costs by project phase is provided in the Appendix 'Preliminary Engineer's Opinion of Probable Construction Cost.'

### Operational and Maintenance Impacts

In addition to the capital improvements it is important to be cognizant of the long-term financial requirements to operate and maintain the completed park to a satisfactory level.

Using figures from the 2013 Parks and Recreation National Database Report published by the National Recreation and Park Association, the estimated annual operation and maintenance cost for Arrowhead Park is \$172,287.<sup>4</sup>

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<sup>4</sup> Based on published figure of \$6,381 per acre annual management and maintenance cost.

## Section 6: Implementation Strategy

### Phasing

In today's fiscal environment, successful project implementation is less straightforward than in the past. Most communities can't afford to make large capital investments without carefully aligning those investments with a multitude of funding sources and project partners. The proposed phasing strategy for developing Arrowhead Park reflects this reality. The strategy identifies four phases, including their estimated costs, major funding sources, anticipated timing, and partnership opportunities. These areas, which are depicted in the figure below, include the following major components:

#### **PHASE 1A      Public Access, Fishing, and Shoreline Enhancements (\$3.6M)**

- A. Shoreline and aquatic habitat development and restoration
- B. 500' long floating boardwalk; pull-up or pile supported
- C. 2 terraced limestone water access points
- D. 250' long solid paddle craft pier; with gangway and floating pier extension
- E. 6-finger floating paddle craft pier; anchored with gangway
- F. Canoe and kayak livery
- G. Pile supported terrace deck connecting to pier
- H. 3,500 Square Feet Boat Works Building.

#### **PHASE 1B      Infrastructure and Circulation (\$2M)**

- A. Community gathering area landscaping and overhead structure (arbor or pergola)
- B. Main entrance and drop off zone
- C. Railroad crossing reconstruction
- D. Carriage road (Bituminous) and parking
- E. 6,000' paved and aggregate multi-use trails
- F. Carriage road and path lighting

#### **PHASE 2      Interior Parkland (\$2M)**

- A. Wayfinding and interpretive signage
- B. 2 natural playgrounds
- C. 20 acres grass and natural areas
- D. 150 canopy trees
- E. 600' of seat wall

#### **PHASE 3      Destination Buildings (\$17.5M)**

- A. 45,000 Square Feet Multi-Use Community Building

# ARROWHEAD PARK CONCEPTUAL MASTER PLAN

JANUARY 19, 2017



**Legend**

- |   |   |                                 |
|---|---|---------------------------------|
| 1. Public Terrace                       | 8. Community Building/Eating & Dining     | 18. Neenah Historical Society   |
| 2A. Long Pier                           | 9. Drop Off Zone                          | 19. Gateway Plaza               |
| 2B. Paddle Craft Pier                   | 10. Terraced Viewing Area                 | 20. Redevelopment Opportunities |
| 3. Paddle Craft & Kayak Livery          | 11. Water Access Stepping Stones          | 21. Playground                  |
| 4. Boardwalk/Fishing Pier               | 12. Shade Structure                       | 22. Aesthetic Enhancements      |
| 5. Neighborhood Recreational Trail      | 13. Programmable Community Gathering Area | 23. Trailhead Kiosk             |
| 6. Recreational Trail Bridge & Overlook | 14. Tree Canopy Areas                     | 24. Park Entrance               |
| 7. Pedestrian Bridge Access             | 15. Boat Works Building                   |                                 |
|   | 16. Sledding Hill                         |                                 |
|   | 17. Gathering/Picnic Areas/Open Space     |                                 |
- Parking Areas A-D = 150 Total Spaces

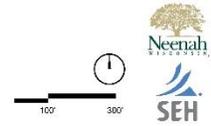


Figure 7 Phasing Diagram for Arrowhead Park

As funding and project partners are identified, detailed design will allow the City to accurately budget for and schedule future park improvements. The table on the following page provides a general framework for near term investments, and can be used to help establish Capital Improvement Plans for Arrowhead Park. The investment framework should be considered a placeholder to be updated as additional planning and design work is completed, and as specific partnership opportunities are developed.

## Partnership and Funding Opportunities

The following matrix identifies potential funding and partnerships as they relate to specific investments by phase.

*Table 1 Investment Framework*

Improvement Area	Costs	Major Funding	Timing
<b>PHASE 1A Public Access, Fishing, and Shoreline Enhancements</b>			
Fishing pier/boardwalk and aquatic habitat improvements	\$1M	Natural Resource Damage Assessment (NRDA) Wisconsin Department of Natural Resources (WDNR) City of Neenah (City)	2017-2018: Planning, grant applications 2019-2020: Construction
Little Lake Butte Des Morts Lake Management Plan	\$10,000-\$20,000	WDNR City	2017: Grant application 2018: Plan Development
Paddle Craft Pier (East)	\$100,000-\$200,000	WDNR, RBF City	2018: Design 2019: Construction
Boat Works Building	\$1M	Private Partners/Non-Profits City	2017: Develop partnership strategies 2018-2019: Fundraising 2020: Construction
<b>PHASE 1B Infrastructure and Circulation</b>			
Utilities including sewer, water, lighting, power	\$1M	City	See timing for trail development and destination buildings
Carriage road and parking	\$300,000	City	2017: Planning 2018: Design 2019: Construction
<b>PHASE 2 Interior Parkland</b>			
Community Gathering Area, Shade Structure	\$100,000-\$200,000	City Alice Jean Memorial Fund (If applicable)	2017: Design 2018: Construction
Multi-use trails	\$300,000-\$400,000	WDNR Wisconsin Department of Transportation (WisDOT) City	2017: Grant writing 2018-2019: Design & Construction
Trail Amenities including wayfinding, service mapping	\$100,000	On-going funding through Loop the Lake Project City Private Businesses	2017: Fundraising 2018: Design and construction
Signage, site furniture, playgrounds, natural areas	\$1M-\$1.5M	Existing WDNR Grant Dollars City	2017-2018: Planning, grant applications 2019: Construction
<b>PHASE 3 Destination Buildings</b>			
Community Building	\$11M +	Private Partners/Non-Profits City	2017: Develop partnership strategies 2018-2020: Fundraising 2021: Construction

## Partnership Strategies

Partnerships have been critical to the success of many projects in Neenah, including but not limited to recent efforts brought forward under the umbrella of Navigate Neenah-Menasha. Building off of the success of the Loop the Lake initiative, this Plan recommends three major partnership opportunities be pursued in order to accelerate development of Arrowhead Park. The first is the park itself, including but not limited to trails, playground areas, pedestrian furnishings, fishing, and boating access to the water. The second major partnership opportunity is the Multi-Use Community Building. The third is the Boat Works building. This Plan recommends a three step approach for identifying and developing partnerships.

### **Step 1: Compile background information into a succinct document**

The City should compile relevant background documentation into a single document, available as a PDF to facilitate sharing among potential partners. The document should include items such as the existing known environmental constraints on the site, the Arrowhead Park Conceptual Master Plan, and the WDNR's comments on the draft Arrowhead Park Conceptual Master Plan.

### **Step 2: Develop a task force to explore partnership opportunities**

The City should establish a small task force of City staff, elected officials, and public partners to explore partnership opportunities. A preliminary list of potential partner organizations includes:

- A Friends of Arrowhead Park Group
- Future Neenah
- Bergstrom-Mahler Museum
- Local Boating Groups
- Neenah Joint School District
- Other Educational Organizations
- Fox Cities Greenways Inc
- Sierra Club, Wisconsin John Muir Chapter
- Fox Cities Convention and Visitors Bureau
- University of Wisconsin System
- Wisconsin Department of Natural Resources
- US Fish and Wildlife Service

A communications plan should be developed to inform staff, elected officials, and the broader public of the partnership strategy and how it will be implemented.

### **Step 3: Partnership development**

The groundwork for partnership opportunities should be laid in 2017, with a goal of having specific partnership opportunities defined by the end of the year.

The figure on the following page lists major relevant grant funding opportunities for developing Arrowhead Park. The Appendix 'Summary of Grant Funding Opportunities' provides more detail for each program, including agency, program description, match requirements, funding cycle, and contact information.

	<b>Program Name</b>	<b>Agency/Organization</b>
1	Community Development Investment Grant (CDIG)	Wisconsin Economic Development Corporation
2	Natural Resource Damage Assessment (NRDA) Program	Settlement funding from Fox River contamination
3	Transportation Alternatives Program (TAP) Funding	WisDOT
4	Sports Fishing Restoration (SFR)	WDNR (Federal Dollars)
5	Recreational Boating Facilities (RBF)	WDNR (State Dollars)
6	WDNR Knowles-Nelson Stewardship Program AALP	WDNR
7	WDNR Knowles-Nelson Stewardship Program UGS	WDNR
8	WDNR Knowles-Nelson Stewardship Program URGP	WDNR
9	WDNR Knowles-Nelson Stewardship Program LAWCON	WDNR
10	Congestion Mitigation and Air Quality Improvement Program. (CMAQ).	WisDOT
11	Urban Nonpoint Source and Storm Water Management Grant Program (UNPS & SW)	WDNR
12	Joint Effort Marketing (JEM) Grant Program	Wisconsin Department of Tourism
13	Kodak American Greenways	Eastman Kodak Company & National Geographic
14	Boating Infrastructure Grant	WDNR
15	Migratory Bird Conservancy	National Fish and Wildlife Foundation
16	Municipal Flood Control	Wisconsin Department of Natural Resources
17	North American Wetlands Conservation Act	U.S. Fish & Wildlife Service
18	NFWF General Matching Grants Program	National Fish and Wildlife Foundation
19	Recreational Trails Aids (RTA) Program	WDNR
20	American Hiking Society – National Trails Fund	Privately supported, national grants program
21	People for Bikes Community Grant Program	Funding for projects that leverage federal funding,
22	Fox Cities Greenways	Non-Profit dedicated to fostering preservation and
23	Trail Grants	Fox Cities Convention and Visitors Bureau
24	Environmental Grants	Community Foundation of the Greater Fox Valley
25	WE Energies Foundation	WE Energies
26	Aquatic Invasive Species (AIS) Control Grant	WDNR
27	Lake/River Planning and Protection Grants	WDNR

*Figure 8 Summary of Grant Funding Opportunities*

## Regulatory and Permitting Considerations

In 1951 the State Legislature granted the City of Neenah, through legislative act, permission to fill in the bed of Little Lake Butte des Morts for a "public purpose." Despite the passage of time and subsequent filling of the land, the 1951 Wisconsin Act 52 continues to apply. The filled lakebed must therefore be used for a "public purpose" and the Wisconsin DNR is obligated to review future plans for Arrowhead Park to verify that the use meets the following criteria:

- A public body must control use of any buildings on site;
- All areas and building(s) must be devoted to public purposes and must be open to the public;
- The reduction in the area of the lake resulting from construction of the building must be very small;
- No public use of the lake can either be destroyed or greatly impaired by construction of the building;
- The loss of the public's ability to use the area of the building for "traditional" public rights in navigable waters (the rights to navigate, fish, swim, etc...) must be substantially outweighed by the benefits that would accrue to the public using the building.

For additional discussion of the public trust doctrine see Appendices 'Environmental Challenges and Opportunities' and 'WDNR Comments on Draft Conceptual Master Plan.'

In addition to meeting the regulatory requirements of the public trust doctrine, permitting requirements will be determined as the City decides to implement specific construction projects. Key issues and environmental impacts include but are not limited to landfill impacts, stormwater management, sustainable design features, water quality, and grading.

As a former landfill, future development on Arrowhead Park may also require building exemptions. The DNR's Remediation and Redevelopment and Waste and Materials Management programs have jointly developed a process and guidance for development on historic fill sites, which is available on their website.

## Let's Get Started!

The importance of any successful initiative is to identify early demonstration projects which through their implementation create momentum and lead to successful long-term completion of the vision. The following action items will maintain the initiative and should be promoted as a priority in 2017:

1. **Establish an overall Implementation Team, representing a mix of public, private, and non-profit partners with a strong interest in seeing Arrowhead Park come to fruition.**
2. **Prioritize and budget for capital improvement activities in 2018 and beyond.**
3. **Identify and meet with potential partners to identify areas of mutual interest and benefit.**
4. **Continue to meet with the WDNR and other funding and regulatory staff to discuss the Plan.** Early discussions will help the City avoid unforeseen requirements and strategically align its resources to maximize its potential use of outside funding for plan implementation..See Appendices for WDNR comments on the draft conceptual master plan.



## Appendices

### Planning Process

Summary of Prior Planning Efforts

Citizen Comments and Public Input

Documentation of Meeting Summaries

Programming Ideas Summary

Conceptual Alternatives (3)

WDNR Comments on Draft Conceptual Master Plan

### Site Analysis

Environmental Challenges and Opportunities

Existing and Future Land Use Diagrams

Connectivity Diagrams

Circulation Diagrams

Opportunities and Challenges Diagram

Summary of Grant Funding Opportunities

Preliminary Engineer's Opinion of Probable Construction Cost