



CHAPTER 3: LAND USE

INTRODUCTION

This element includes a brief summary of existing conditions, future land use projections, a list of issues and opportunities that were identified during the planning process, a vision statement and a series of goals, objectives and recommendations to guide future development and redevelopment in the City of Neenah.

Issues and opportunities identified in this element were determined through the public participation process, collection of background data and through a review of the following documents:

- *Neenah Comprehensive Plan 2020*, adopted in 1999; and
- *City of Neenah's Sustainability Plan*, adopted September 5, 2013.

SUMMARY OF EXISTING CONDITIONS

Land use directly influences all elements presented in the other chapters. Housing type and location, transportation alternatives, decisions on employment locations, recreational opportunities and the natural environment are inherently affected by land use. Policy decisions can influence housing growth, natural resource protection and economic development.

Below is a summary of key land use points. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two, Existing Conditions Report*.

Existing Land Use

- The City of Neenah encompasses approximately 6,447.6,335 acres. About 82 percent of the land within the City is developed leaving 1,087 acres as undeveloped.
- Residential (2,280.8,371 acres, 37.437.4%) and transportation (1,247.71,295 acres, 20.320.4%) comprise over half (57.458.1%) 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 2000-2015 and 2015-2023, the City of Neenah's land use footprint grew by about 20.1 percent, from 5,447.6,147 to 6,447.6,335 acres, while its population grew by 6.30.6 percent.

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Land Market Development

- 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. From 2016 to 2023, 246 new residential building permits were issued (30 per year average).

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Market Trends

- Overall, the City's land value peaked in 2009 at \$394,665,400. In 2015, it increased to \$375,783,800, and then decreased to \$357,421,400 in 2016, a decrease of 4.9%. In 2013, as a result of the economic downturn, the equalized land value has been increasing, though it has not reached the level it was in 2009.

Land Use Density and Intensity

- Between 2000 and 2010, residential densities (1,236.6 units/sq. mi.) and 2010 and 2020 (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. Between 2016 and 2023, the City annexed approximately 107 acres of land. Over 44% (47 acres) of the land was single-family and 30% (32.5 acres) of land was multi-family.

FUTURE LAND USE

Future Land Use Projections

Wisconsin statutes require comprehensive plans to include five year projections for residential, commercial, industrial, and agricultural uses over the length of the plan.¹ The projections for the City of Neenah can be seen in Table 3-1.

While projections can provide extremely valuable information for community planning, by nature, projections have limitations that must be recognized. First and foremost, projections are not predictions. Projections are typically based on historical growth patterns and the composition of the current land use base. Their reliability depends, to a large extent, on the continuation of those past growth trends. Second, projections for small communities are especially difficult and subject to more error, as even minor changes can significantly impact growth rates. Third, growth is also difficult to predict in areas that are heavily dependent on migration, as migration rates may vary considerably based on economic factors both within and outside of the area.

The actual rate and amount of future growth communities experience can be influenced by local policies that can slow or increase the rate of growth. Regardless of whether communities prefer a no growth, low growth, or high growth option, it is recommended they adequately prepare for future growth and changes to provide the most cost-effective services possible. Furthermore, individual communities can maximize the net benefits of their public infrastructure by encouraging denser growth patterns that maximize the use of land resources while minimizing the impact on the natural resource base.

Expected increases in residential and commercial acreage and resulting decreases in agricultural acreage can be estimated by analyzing and projecting historical data into the future.

¹ Wisconsin State Statutes 66.1001.



Population and housing growth and the amount of land that would be required to accommodate that increase in growth were made using past housing and population trends, and future population and household projections.

In 2010, the City of Neenah had a total of 10,173 housing units². Using information obtained from the City's assessor's office, it is estimated that there are currently 11,409 housing units in the City (2016). Using household projections from the Wisconsin Department of Administration, it is estimated that by 2040 there will be approximately 13,246 housing units³ or about 1,837 additional housing units in the City. Maintaining the current split between single family, duplex and multi-family units, there will need to be an additional 1,313 single family units (71.5%), 185 duplexes (10.1%) and 339 multi-family units. Based on the current density, the City will need 464 acres for single family and duplexes, and 31 acres for multi-family development⁴ or a total of 496 acres for residential development.

Future commercial and industrial land use needs are based on the ratio between commercial and industrial acreage and population. The WDOA estimates that in 2016, the population of the City of Neenah was 26,050 people. Therefore the ratio of acres of commercial land use to population in 2016 is 0.02 acres per person, while the ratio of acres of industrial land use to population was also 0.02 acres per person. Multiplying the ratio of commercial and industrial acres per person by the 2040 population⁵ and adding a 15 percent infrastructure factor and 20 percent market factor, it is determined that an additional 76 acres of commercial acreage and an addition 75 acres of industrial acreage will be needed by 2040.

Growth within the City of Neenah is expected to occur over the planning period within and adjacent to the City (Map 10-1). Table 3-1 provides five year land consumption estimates for residential, commercial and industrial land uses and the resulting depletion of agricultural land. Since the growth areas encompass land within and outside of the City, it is assumed that not all agricultural losses will occur within the existing City limits. Based on these assumptions approximately 418 acres of agricultural land will be lost over the life of the plan.

Table 3-1: Future Land Consumption (Acres)

Land Use	2016	2020	2025	2030	2035	2040
Single Family Residential	2,137	2,230	2,322	2,415	2,508	2,601
Multi-Family Residential	144	150	156	163	169	175
Commercial	457	472	487	502	517	533
Industrial	450	465	480	495	510	525
Agricultural (City)	80	64	48	32	16	0
Agricultural (Exterterritorial Area)	10,958	10,913	10,868	10,823	10,777	10,732

Source: ECWRPC, 2017

Since 2010, the City's housing units increased by 10.4 percent while the population increased by about 7.3 percent. The land area grew by over 107 acres between 2016 and 2023, primarily

² U.S. Census 2010.

³ A 10% increase was added to the difference between the WDOA estimated number of housing units in 2040 minus the number of units in 2015.

⁴ This includes a 15% infrastructure factor and a 20% market factor.

⁵ A 10% increase was added to the difference between the WDOA population estimate in 2040 minus the population estimate in 2016.

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through annexations. Single-family represented 44 percent (47 acres) of all annexations while multi-family represented 30 percent (32.5 acres). The projected single-family growth in the City was higher than the actual growth (46 acres). Multi-family growth (32.5 acres) exceeded the projected growth (6 acres). Commercial land use industrial land use growth was also less than projected growth.

Many factors impacted these growth patterns, including the COVID-19 pandemic. Uncertainty in the economy and higher inflation increased the cost to construct new housing. The price of existing housing stock increased significantly as a result of high demand and lack of supply. While the City didn't see an increase in commercial or industrial annexations, there was significant development and redevelopment within the city since 2010.

ISSUES AND OPPORTUNITIES

A number of issues and opportunities were identified through the public participation process, collection of background data and through a review of other documents. A list of issues and opportunities are described below:

Community Identity

Residents define the City as welcoming and a safe place to raise a family; they value the historic neighborhoods and downtown; the many beautiful parks and the small community feel with larger community attributes. As the City moves into the future, care should be taken so that redevelopment and new development is done in a manner that preserves the values and characteristics that define the City and make it special for its residents.

Many factors contribute to Neenah's identity and how residents, visitors and businesses view the City. Entrances into the City provide a first impression. For the most part, these entrances or corridors (Breezewood Lane / Bell Street, Main Street, North Commercial Street, South Commercial Street and Winneconne Avenue) into the City are a mixture of residential, commercial and industrial uses and most have seen little investment in a number of years. As these corridors are transformed into vibrant locations, an opportunity exists to re-energize and connect the corridors to the surrounding neighborhoods. A guidance manual should be developed to ensure that new development and redevelopment moves the City toward its future vision that will enhance quality of life.

Generally people were very positive about the neighborhoods that they live in. However there were some neighborhoods within the City that people felt would benefit from neighborhood revitalization activities. Other areas within or adjacent to existing neighborhoods would also be prime areas for redevelopment. "Placemaking" is a concept that empowers the public or possibly a neighborhood to design a space or area for their use or benefit. This concept could be used to improve neighborhoods or other areas in need of redevelopment.

Issues and Opportunities:

- The City lacks design standards for new and remodeled buildings.
- The S. Commercial Street, Main Street and Doty Island commercial districts have lacked any significant reinvestment over the last decade.
- Neenah's historic neighborhoods on Doty Island and E. Wisconsin Avenue are well defined and help to promote a community identity for the City.

- Some older neighborhoods in the City are deteriorating as the City lacks property maintenance standards and adequate enforcement ability.
- Neenah is a safe place to live and visit.
- The City is strategically located next to Lake Winnebago, Little Lake Buttes Des Morts and the Fox River.

Residential

Neenah's existing neighborhoods are a mixture of housing types that offer a wide variety of style, size and value. The City's oldest neighborhoods on the east end of Doty Island, along East Wisconsin Avenue and in the Riverside Park area, offer some of the highest quality homes. While neighborhoods surrounding these areas, provide smaller scale affordable housing. Since World War II, the City has grown south and west (beyond I-41). The City's newer neighborhoods offer a wide choice of single-family homes, duplexes, condominiums and apartments. Today, people enjoy a more active lifestyle and are therefore seeking neighborhoods that offer the ability to walk and bike for recreational purposes and to safely visit nearby commercial and retail establishments through non-motorized means.

As the City continues to grow south and west, areas for future residential development should be identified that provide for a mixture of uses, and the ability to walk and bike safely within the neighborhood, to key destinations within the City, and to the regional trail system.

Neighborhood plans should be developed to ensure that neighborhoods develop in a cohesive manner per the City's vision, are accessible, are incorporated into the street system and provide walking, bicycle and recreational infrastructure.



Vacant Lot on First Street~~Custom Marine Site~~

While some areas of the City have been beautifully preserved, other areas have deteriorated as housing has aged. During the public participation process, participants mentioned that they would like to see additional housing near the downtown; they also identified areas where they would like to see neighborhood revitalization activities occur. Larger parcels such as the former Custom Marine site on First Street and former Affinity Clinic site on Lincoln Street might have the potential to fill this need. ~~In addition, the fate of the ThedaCare Hospital is uncertain, as ThedaCare decides what might be best for the organization moving forward. If ThedaCare decides to close this facility, the site might be a good location for some type of mixed-use development that would include housing. The ThedaCare site encompasses roughly 30 acres of land adjacent to the Fox River and Downtown.~~

The City should review its existing zoning code to allow for a mix of uses in existing neighborhoods, ensure that zoning districts address different lots sizes, protect neighborhoods from incompatible uses, and protect the natural resources.

Issues and Opportunities:



- Many older neighborhoods are in need of reinvestment as the housing stock continues to deteriorate.
- Neenah ~~lacks newer~~ can benefit from adding more housing developments in or around the Downtown.
- The City's zoning code prohibits non-residential uses such as commercial or retail in residential neighborhoods.
- Several neighborhoods in the City abut industrial uses where land use conflicts can occur.
- Neenah has several large undeveloped areas within the City's growth area suitable for residential development.
- Downtown Neenah includes several large employers and has a daytime population of nearly 14,000 people within one-mile of the downtown. Downtown housing may be of interest for those already working in the downtown.

Economic Development

The City of Neenah's retail and commercial activities are centered in six major areas (Downtown Business District, Doty Island Business District, S. Commercial Business Corridor, Main Street Commercial Corridor, Fox Point / Green Bay Road Commercial District and the Westowne Commercial District). With the exception of the Downtown Business District and Westowne, many of these areas are facing decline. Three major corridors (Commercial Street, Main Street and Winneconne Avenue) provide access into the City. A fourth corridor, Green Bay Road, runs parallel along the east side of I-41. These corridors are the first thing that residents and visitors see as they travel toward into the City. Corridor plans should be developed for the major commercial corridors. These plans should seek to reconnect the corridor to the surrounding neighborhoods, intensify residential development, provide purposefully arrangements/grouping of uses, increase pedestrian friendly infrastructure, and create places where people can meet, relax, eat, or recreate. [A corridor plan for the S. Commercial Street corridor was completed in 2019.](#)



Doty Island Business District

The historic Downtown Business District is thriving, though opportunities exist to strengthen this district by providing a better connection to the waterfront, addressing parking concerns and increasing cultural, entertainment and recreational opportunities. [A Downtown Master Plan \(Neenah Next\) was completed in 2023.](#)

The Doty Island Business District has been transitioning to a community service and health care area as older residential and commercial properties have been torn down and replaced. However, vacant and deteriorating buildings along the N. Commercial Street corridor and aging buildings along First Street still exist. ~~Opportunities exist for redevelopment of The business district is also facing uncertainty as ThedaCare decides the fate of its hospital on the island. Nevertheless, opportunities exist for redevelopment. Besides the potential ThedaCare site, and~~ vacant and aging buildings along N. Commercial Street and First Street, larger vacant parcels exist in the district and provide excellent opportunities for redevelopment.

The newest commercial district, the Westowne Commercial District is located on the City's west side. While this district provides a mix of commercial and retail uses, it lacks connection to nearby neighborhoods and safe accessible connections for pedestrians and bicycles between residential developments on the City's west side or for areas east of I-41. Growth opportunities for commercial uses are likely to occur within the commercial corridors and business districts in the form of redevelopment.

Early industrial development in Neenah occurred along the Fox River, and then moved south along the railroad corridor. More recent growth has been in the Southpark Industrial Center and along the east side of I-41, between CTH G and Byrd Avenue.

Given emerging land use patterns and infrastructure capabilities, future industrial growth is likely to occur in areas to the south and southwest of the City within the identified growth areas.



Issues and Opportunities:

- Neenah's downtown is a vibrant commercial district with several large employers such as Plexus, Alta Resources, ~~Affinity-Ascension~~ Medical Clinic, ThedaCare Regional Medical Center, ~~Bemis Corp~~Bergstrom Automotive Group, and Associated Bank.
- Many opportunities for redevelopment exist within all of the commercial districts and corridors in the City.
- The City ~~has no recently created plans for the commercial districts/corridors of the City~~has recently adopted the S. Commercial Street Corridor Plan and the Neenah Next Downtown Master Plan.
- The City has an extensive network of on-street and off-street pedestrian and bicycle facilities; however, ~~significant~~ gaps exist.
- Land for new commercial and industrial uses within the City are becoming limited.
- Neenah is home to several large corporations including the corporate headquarters for Plexus, Alta Resources, ~~Bemis Corp~~ThedaCare, Jewelers Mutual, and Menasha Corp.

Community Facilities

It is more cost effective for development to occur in areas served by existing infrastructure (street, sewer and water) or where existing infrastructure is readily available. Costs to provide garbage collection, snow plowing, police, fire and emergency services are less when densities are higher and located near the origin of these services. As growth expands into new areas, the City should work with the school district, fire department and others to plan for new facilities as the need arises. The City should identify areas for future parks and open spaces so that these areas are preserved for recreational uses. Park and open spaces enhance quality of life and provide opportunities for residents, visitors and employees of local business to relax, exercise and socialize. During the visioning process people expressed a desire for additional public access to Lake Winnebago, Little Lake Butte des Morts, the Neenah Slough and the Fox River.

Issues and Opportunities:

- ~~Lack of water pressure in the City's west growth area will limit development until the problem is resolved.~~
- Leap-frog development has occurred due to properties within the Town of Neenah that are either developed or property owners that are unwilling to sell/develop their property.
- Many redevelopment opportunities exist within the City where existing infrastructure and services can be provided.
- ~~The City's park~~The City's park system is adequate for existing ~~residents--residents.~~
- Neenah's major community facilities (fire stations, police station, City Hall, Water Treatment Plant) are expected to meet future needs and demands.
- Neenah has several public access points along Little Lake Buttes Des Morts, Lake Winnebago, and the Fox River.
- Downtown parking for employees and visitors continues to be a challenge as more employees work downtown and more guests visit downtown.

Transportation

A quality transportation system provides mobility to different types of land uses. Land use patterns are dependent upon the condition, safety and effectiveness of the transportation system to move people, goods and services within the City and to different parts of the area and state. A quality transportation system includes pedestrian and bicycle infrastructure such as



sidewalks, designated bike lanes and off-road trails that allow people to pursue recreational opportunities and to safely access key destinations and regional trails.

Issues and Opportunities:

- The City has an extensive off-street bicycle and pedestrian network which connects to larger regional networks.
- Several significant gaps exist in the City's off-street pedestrian trail network where neighborhoods could be connected to employment centers, commercial districts, and surrounding communities.
- A couple of Neenah's major intersections such as Winneconne Ave/S. Commercial St and Wisconsin Ave/S. Commercial St. were identified as issues during the City's Visioning workshops and public survey.
- Develop a plan to help maintain the efficient flow of traffic into and out of downtown Neenah.
- Connecting the gaps in the road network such as the Pendleton Road northerly extension from Breezewood Lane to County Road JJ should be completed.
- The City's Officially Mapped Street Plan needs to be updated to reflect changes to the City's extrajurisdictional area.
- Several major streets in the City are in need of reconstruction or resurfacing.

Natural Resources

Wetlands protect surface waters by acting as natural filtering system to remove nutrients and particulates. They provide an area free from development where stormwater can naturally drain to and be stored. Floodplains are susceptible to flooding and are usually considered unsuitable for development due to potential health risks and property damage. Floodplains and wetlands are associated with the Neenah Slough and along the shores of Lake Winnebago and the Fox River. Scattered wetlands are found to the west of the City in the towns of Neenah, Clayton and Vinland.

The City has a stormwater management plan, a general MS4 permit, and has to comply with total maximum daily load (TMDL) standards set by the Lower Fox TMDL and the Upper Fox / Wolf TMDL. The City has a number of years to reduce the amount of total suspended solids and total phosphorus that the storm sewer system releases into the Neenah Slough, Lake Winnebago and Little Lake Butte des Morts. To meet the TMDL requirements, the City will be required to construct a number of stormwater ponds and implement other best management practices.



Urban farming activities are becoming more popular as people seek to grow their own food. However, existing zoning may limit locations where community gardens are allowed or where people are allowed to grow food.

Issues and Opportunities:

- The City has been proactive in identifying the location for future City-owned stormwater facilities.
- Neenah enforces shoreland, wetland and floodplain regulations.
- The zoning code does not restrict the amount of impervious area on residential or non-residential developments.
- The City has one community garden in the City and has been a proponent of allowing residents raise chickens and bees.



Community Garden

VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: Neenah's focus on redevelopment within its urban core has strengthened existing neighborhoods, increased investment in existing commercial corridors, and reduced the prevalence of land use conflicts all while improving the community image. New development on the City's outskirts incorporate a mixture of housing types, on and off-street pedestrian infrastructure, neighborhood scale retail/commercial uses, and access to parks and open space.

Goal LU 1: Create a balanced pattern of land uses that meets the needs and desires of residents, preserves and enhances the quality of life and is compatible with adjacent land uses.

Objective LU 1.1: Ensure that land decisions are meeting the needs and desires of residents and the City's vision for the future.

- Recommendation LU 1.1.1: The future land use plan should be used as a guide in making decisions regarding annexations, plan approvals, development proposals, and public infrastructure investments.
- Recommendation LU 1.1.2: The future land use plan map should be used as a guide for amending and updating the Neenah Zoning Ordinance and Map so that the objectives of the plan can be implemented through the regulation and management of future land development projects.
- Recommendation LU 1.1.3: The City should review its comprehensive Site Plan Review approval process to ensure that it's consistent with established goals in the comprehensive plan. (See recommendation IO 1.8.4)
- Recommendation LU 1.1.4: Explore the possibility of initiating extraterritorial zoning.



Community Identity

Objective LU 1.2: Focus on the quality and character of new development in order to create a sense of place and/or neighborhood identity.

- Recommendation LU 1.2.1: Preserve the values and characteristics that define the City and make it special for its residents.
- Recommendation LU 1.2.2: Develop an urban design manual that would provide guidance on building architecture, site design, landscaping and signage. (See recommendation IO 1.8.3)
- Recommendation LU 1.2.3: Identify key areas that could be enhanced through creative placemaking techniques, or other methods such as neighborhood improvement districts or neighborhoods. (See recommendation IO 1.1.1)

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Objective LU 1.3: Protect and preserve the historic character, and the important cultural and historical resources of the City.

- Recommendation LU 1.3.1: Consider cultural resource and historic preservation in future land use planning and development decisions. (See recommendation CR 1.1.4)

Housing

Objective LU 1.4: Provide a sufficient supply of land for housing choices.

- Recommendation LU 1.4.1: Identify areas within and surrounding the City for residential redevelopment and development, including areas for mixed uses of residential, commercial and open spaces that provide convenient access and functionality for pedestrians and vehicles. Neighborhoods should be developed with individual identities but which also reinforce the overall image and character of the community. (See recommendation IO 1.8.6)
- Recommendation LU 1.4.2: Increase the amount of residential living space in or near the downtown. Identify locations for housing in or near the downtown. (See recommendation H 1.4.1 and LU 1.5.5)
- Recommendation LU 1.4.3: Revise the zoning code as necessary:
 - Create a zoning district for neighborhood level commercial uses. (See recommendation H 1.4.3)
 - Develop zoning districts appropriate for different lot sizes and smaller houses. (See recommendation H 1.4.8)
 - Protect existing neighborhoods from incompatible uses (i.e. industrial and manufacturing). (See recommendation H 2.1.5, LU 1.5.10, ED 2.4.3)
 - Establish progressive resource protection standards that new neighborhood developments should follow, to insure that natural features function to both enhance the value of adjoining property and continue their environmental purpose. (See recommendation H 3.1.1)

Commented [BRS2]: Two housing projects since 2016 adding 110 new housing units in the heart of downtown



- Recommendation LU 1.4.4: Review new housing proposals taking into consideration their relationship with other land uses to maintain neighborhood cohesiveness and character. (See recommendation H 3.3.1)
- Recommendation LU 1.4.5: Create neighborhood plans for undeveloped lands. (See recommendation H 3.2.1) The neighborhood plans should employ the following concepts, where practical:
 - Major street systems and connections should be identified and an overall grid system should be established and reinforced where practical. These streets should be officially mapped after completion and adoption of each plan.
 - Utility extensions, corridors and routes should be planned for and identified in order to facilitate easement acquisition / dedication as development occurs.
 - Neighborhood and community parks and trails should be identified in order to facilitate connections within the new neighborhoods and between adjacent neighborhoods.
 - Natural stormwater management, groundwater recharge, and habitat corridor / restoration opportunities should be identified through the use of green infrastructure planning concepts.
- Recommendation LU 1.4.6: Continue to improve and preserve the City's established neighborhoods. (See objective H 2.1)
- Recommendation LU 1.4.7: Develop a process that can be used to identify and strengthen the relationship and connections both within neighborhoods and between neighborhoods and City government. (See recommendation IO 1.1.2)

Economic Development

Objective LU 1.5: Promote economic growth and vitality that meets community and neighborhood needs, while preserving the City's neighborhoods, natural resources and historic character.

- Recommendation LU 1.5.1: Identify locations for new commercial and industrial development and redevelopment. (See recommendation ED 1.1.2, ED 1.1.3)
- Recommendation LU 1.5.2: The City should direct new commercial and industrial uses to develop in nodes or clusters rather than as strip developments. Future developments should be subject to both site and design review approvals to produce quality projects that meet the desired community character. (See recommendation IO 1.8.5)
- Recommendation LU 1.5.3: Encourage industrial growth south, along the east and west sides of I-41 to complement the existing land use pattern of the area and to maximize the infrastructure support systems that are available to serve this type of development.
- Recommendation LU 1.5.4: Plan for future industrial uses to be geographically balanced within the community.
- Recommendation LU 1.5.5: Strengthen the downtown business district.

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Commented [BRS3]: Adopted the Neenah Next Downtown Plan



- Enhance the downtown's connection to the waterfront. (See recommendation ED 2.2.3)
 - Address parking concerns and issues. (See recommendation ED 2.2.4, T 1.2.1, CF 4.4.3)
 - Increase cultural, entertainment and recreational opportunities. (See recommendation ED 2.2.5)
 - Enhance and preserve the historical character. (See recommendation ED 2.2.6)
 - Improve traffic circulation and address safety access concerns for pedestrian, bicyclists, vehicles and public transit. (See recommendation ED 2.2.7, T 1.1.1, LU 1.6.3)
 - Increase access to downtown housing. (See recommendation LU 1.4.2 and H 1.4.1)
 - Increase tourism opportunities in the downtown. (See recommendations ED 2.2.5, IO 1.4.4, IO 1.4.1, IO 1.4.2, ED 2.2.3)
- Recommendation LU 1.5.6: Strengthen and redevelop existing commercial corridors. (See recommendation IO 1.2.6, ED 2.3.5, ED 2.3.6, LU 1.5.7)
 - Recommendation LU 1.5.7: Develop business district / corridor plans for ~~S. Commercial Street, Main Street~~, Green Bay Road, Westowne and Doty Island. Consider design standards and revisions to the zoning code that will complement and be compatible with adjacent residential neighborhoods, while providing an inviting entrance into the City. This could also include adding design amenities such as decorative pavement, corridor branding signage, trees and other vegetation. (See recommendation ED 2.3.5 and ED 2.3.6)
 - Recommendation LU 1.5.8: Maintain existing businesses and attract new businesses to commercial corridors and business districts that are within walking distance to residential neighborhoods and provide access to retail, restaurants and services. (See recommendation ED 2.4.1)
 - Recommendation LU 1.5.9: New business development should be compatible with the character of surrounding development and the overall character of the City. (See recommendation ED 2.4.2)
 - Recommendation LU 1.5.10: Develop standards that buffer commercial and residential uses and allow both to prosper. (See recommendation ED 2.4., LU 1.4.3)
 - ~~Recommendation LU 1.5.11: Develop a strategy to identify appropriate land uses for the ThedaCare hospital site, if the hospital is relocated.~~

Commented [BRS4]: Downtown parking study - short term parking enforcement

Transportation

Objective LU 1.6: Ensure that the future transportation system is integrated with the existing and future land use plan.

- Recommendation LU 1.6.1: Enhance the ability to walk and bike to key destinations in the City and to the regional trail system. (See recommendation NR 1.4.1)



- Continue to provide a minimum five (5) foot sidewalks or a designated off-road bicycle or pedestrian trail on both sides of arterial and collector streets, along designated school routes and adjacent to all parks and schools in both existing and future streets. (See recommendation T 2.1.1)
 - Implement recommendations in the City sidewalk plan. (See recommendation T 1.5.3)
 - Expand safe routes to school initiatives in the City. (See recommendation T 2.1.6).
 - Provide safe pedestrian and bicycle linkages to key destinations in the City. (See recommendations T 2.1.2, ED 2.5.1, CF 4.2.4)
 - Pursue funding and grants for bicycle lanes and pedestrian infrastructure when building and constructing roads. (See recommendation T 2.1.7)
 - Provide safe bicycle access to and within the downtown area. (See recommendation T 2.4.1)
 - Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers through the community. (See recommendation T 2.5.1)
 - Update the 1997 Neenah Trails Task Force Plan for on-street bicycle facilities and off road trails. (See recommendation T 2.5.3)
 - Expand the Loop the Little Lake Trail project by providing safe and easy access through the downtown and other points within the City. (See recommendation T 2.5.4)
 - Incorporate the Neenah Access Trails system into future neighborhood plans to provide a wider network of off-street trails and on-street routes for safe, non-motorized travel throughout the community.
 - Identify gaps in the existing trail system that would hamper accessibility to employment centers. (See recommendation ED 2.5.4)
 - Continue to develop trails that provide linkages to regional trail systems outside of the City such as Winnebago County's WIOUWASH Trail, Loop the Little Lake Trail and trails and routes in Oshkosh and throughout the Fox Cities. (See recommendation CF 4.2.4)
 - Provide a pedestrian connection between the Hiram Smith Octagon House and the downtown area. (See recommendation CR 2.1.1)
- Recommendation LU 1.6.2: Provide wayfinding signage to key destinations in the City. The signage should be geared for pedestrian, bicycle and vehicle traffic.
 - Recommendation LU 1.6.3: Address safety and congestion concerns at various locations around the City. (see Objective T 2.4, Recommendations T 1.1.1)
 - Recommendation LU 1.6.4: Increase mobility and connectivity, consider the following extensions (See recommendation T 1.3.1):
 - Industrial Drive south to CTH G
 - Pendleton Road between Cecil Street and CTH JJ, and between Breezewood Lane and Whippoorwill Circle
 - Recommendation LU 1.6.5: Encourage land development patterns that will maintain the capacity and efficiency of existing streets. (See recommendation T 1.3.11)



- Recommendation LU 1.6.6: Review and update the Official Street Map on an annual basis. (See recommendation T 1.3.2)

Community Facilities

Objective LU 1.7: Minimize the adverse environmental impacts of sprawl, as well as the costs of providing community services.

- Recommendation LU 1.7.1: Increase well-designed development densities and intensities to cost effectively provide public services and facilities.
 - Give priority to new or infill development that can be accommodated without extending existing public infrastructure. (See recommendation CF 1.2.1, AG 1.1.1)
 - Discourage development that is non-continuous and / or encourages lower densities.
 - Coordinate the orderly and efficient extension of services to areas not currently served. (See recommendation CF 1.2.2)
- Recommendation LU 1.7.2: Work with public and private school officials to identify sites for future schools, when needed.
- Recommendation LU 1.7.3: Encourage appropriate placement of telecommunications towers and structures so that they don't negatively impact residential or commercial areas.

Objective LU 1.8: Preserve and provide open spaces and recreational areas to enhance quality of the life and facilitate active and passive outdoor recreational pursuits by all age groups.

- Recommendation LU 1.8.1: Identify locations for future neighborhood parks in the southwest and northwest City growth areas. (See recommendations CF 4.3.3)
- Recommendation LU 1.8.2: Provide park facilities for existing neighborhoods that are under-served, particularly in the northwest and south central areas of the City. Identify future park land if existing parkland does not exist. (See recommendation CF 4.3.2)
- Recommendation LU 1.8.3: Take measures to insure the preservation of natural areas. Where it is feasible, natural areas should be targeted for acquisition and inclusion as part of the park and open space system, particularly when these areas are threatened by urban development. (See recommendation CF 4.3.4)
- Recommendation LU 1.8.4: Consider acquiring land/vacant building for a community center (long-term). (See recommendation CF 4.4.1)
- Recommendation LU 1.8.5: Maintain and expand public access and accessibility to the Neenah Slough and areas along the Lake Winnebago and Fox River shorelines. (See recommendation CF 4.4.4)

Commented [BRSS]: Constructed the Hellen Kimberly Stewart Trail along Lakeshore Avenue

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- Recommendation LU 1.8.6: Create recreational opportunities in and around employment centers by encouraging developers to incorporate common open space and pedestrian trails in the design and development of business and light industrial properties / parks to increase amenities and attract a quality workforce and business partners. (See recommendation NR 1.5.1)
- Recommendation LU 1.8.7: Identify recreational and other opportunities on or adjoining community waterways that would offer greater public access and enjoyment while protecting this resource as our finest natural amenity. Seek to increase the area of the community's waterfront that is accessible to the public for passive / active recreation, dining and enjoyment. (See recommendation IO 1.4.1, IO 1.4.2, ED 2.2.3, ED 2.2.5)

Natural Resources

Objective LU 1.9: Encourage urban farming activities.

- Recommendation LU 1.9.1: Review the zoning ordinance to determine limitations that might affect the siting of community gardens and other urban gardening uses. Identify regulations that would support community gardens throughout the City. (See recommendation AG 2.1.6)

Objective LU 1.10: Ensure that environmentally sensitive areas such as wetlands, floodplains, corridors and surface water resources are protected.

- Recommendation LU 1.10.1: Encourage the proactive protection of existing woodland and wetland areas in the west and south side growth areas. (See recommendation NR 1.1.3)
- Recommendation LU 1.10.2: Encourage the use of Green Infrastructure to areas planned for new development. (See recommendation IO 1.3.1, CF 1.4.4, LU 1.10.4)
- Recommendation LU 1.10.3: Identify areas for future stormwater detention ponds. (See recommendation CF 1.4.6)
- Recommendation LU 1.10.4: Review existing development codes:
 - Identify regulations that would improve the overall management of stormwater in the City. (See recommendation CF 1.4.7)
 - **Revise to reduce impervious areas. (See recommendation NR 2.1.10)**
 - Encourage "green infrastructure". (See recommendations LU 1.10.2, IO 1.3.1, CF 1.4.4)

Commented [BRS6]: Amended code to limit residential driveway widths

Intergovernmental Cooperation

Objective LU 1.11: Ensure that land uses are compatible near common borders and consistent with the City's comprehensive plan.

- Recommendation LU 1.11.1: Participate in cooperative planning efforts with local governmental units and service providers. (See recommendation IC 1.4.2)



- Recommendation LU 1.11.2: Develop an intergovernmental committee to foster, maintain and enhance communication and cooperation with the towns of Neenah, Vinland and Clayton, the cities of Menasha and Oshkosh and the Village of Fox Crossing. (See recommendation IC 1.4.3)
- ~~Recommendation LU 1.11.3: Finalize a boundary agreement with the Village of Fox Crossing.~~

YEAR 2040 FUTURE LAND USE MAP & FRAMEWORK

The proposed future land use (Year 2040) is shown in Map 10-1 and is described in this section. The map represents the overall vision established for the City of Neenah based on the information gathering, analysis, and discussions held throughout the comprehensive plan update process. The public and Ad Hoc Comprehensive Plan Committee's comments, concerns, and ideas were synthesized into Vision Statements and Goals that are represented conceptually on the proposed Future Land Use Map.

Rather than follow a traditional method of identifying specific separate uses such as residential, commercial, industrial, etc., the map is more generalized in order to better match the established vision, as well as to provide City staff the flexibility that is required when assessing new development proposals against the plan for consistency purposes. Nonetheless, a total of 13 different "Districts", or land use classifications, have been developed which generalize the characteristics and functions of certain parts of the City. Some areas may be targeted for re-development, while some may have only minor infill opportunities amongst scattered vacant lots. Other major areas of undeveloped land around the periphery of the City are identified and reserved for rural conservation until a time adequate City services are available for development.

Map 10-1 can generally be described as conveying the "Policy" of the City in the sense that new development proposals, or proposed changes to existing land uses – whether they be in the center of the City or on its' periphery – should ultimately be in conformance with the intent and vision of the community as a whole. The map relies heavily on existing land use patterns which are then generalized into a distinct set of land use districts that convey and integrate multiple policy statements. New growth areas are also considered and, for the most part are governed by the existing intergovernmental agreements in place with the Town of Neenah and Village of Fox Crossing. With minor exceptions, the City's 2040 Future Land Use Map stays within its designated growth areas and considers the 'ultimate' use of land, which in some cases may not be realized until after the year 2040.



A general description of each District is contained below along with a short set of major land use objectives, strategies and recommendations that are critical to achieving the overall vision for the community. It should be noted however that ALL of the detailed goals, objectives and recommendations contained in Plan Elements 2 through 9 should be consulted and considered when reviewing proposed land use changes.

1. Environmentally Sensitive Areas

Environmentally Sensitive Areas, or ESAs, are defined as part of the NR-121 Sewer Service Area (SSA) planning process which is overseen by the WDNR. The environmentally sensitive areas are also shown on Map 10-1 contained in this plan. This district is not all encompassing, but should be used as a guide to understanding where development constraints are located. Environmentally sensitive areas are defined by the Neenah-Menasha SSA Plan as being geographic areas consisting of:

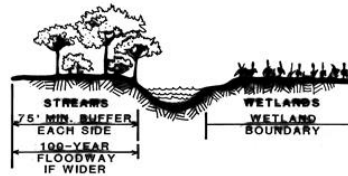
- all lakes and streams shown on the USGS quadrangle maps and adjacent 75-foot shoreland buffer areas;
- all wetlands shown on the state Wisconsin Wetland Inventory Maps;
- and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps

The purpose of designating environmentally sensitive areas is to preserve significant environmental features from encroachment by development. Environmentally sensitive areas perform a variety of important environmental functions including stormwater drainage, flood water storage, pollutant entrapment, and the provision of wildlife habitat. They can also provide desirable green space to enhance urban aesthetics.

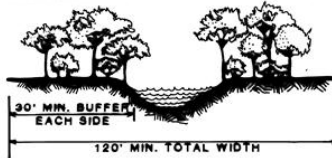
These layers of information have been combined into a single category for the purposes of the Proposed Land Use Plan Map and generally represent areas that should be preserved or protected from new development and other land use changes. It should be noted that this layer isn't meant to be an exact representation of all environmentally sensitive areas in the City or within its growth boundaries.

ENVIRONMENTALLY SENSITIVE AREA STANDARDS

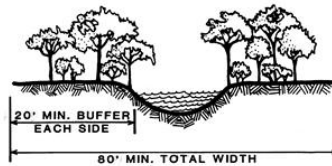
NAVIGABLE STREAMS & WETLANDS



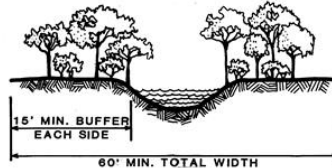
NON-NAVIGABLE STREAMS & DRAINAGEWAYS DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES



NON-NAVIGABLE STREAMS & DRAINAGEWAYS DRAINAGE AREA APPROXIMATELY 300-2000 ACRES



NON-NAVIGABLE STREAMS & DRAINAGEWAYS DRAINAGE AREA LESS THAN APPROXIMATELY 300 ACRES



Employment-Based Land Uses



Six (6) distinct areas of industrial, commercial, retail, service, and office employment within the City are categorized for the purposes of illustrating the future vision for the City of Neenah. These districts are listed below and described in detail:

1. Neenah Industrial Corridor
2. Downtown Employment Center
3. Regional Commercial
4. Neighborhood Commercial
5. Doty Island District
6. Mixed Use

2. Neenah Industrial Corridor

This District encompasses a large swath of land from the City's southern border to the central part of the community that basically parallels Interstate 41 and the CN Railroad mainline. Visibility and access to transportation and freight infrastructure makes these lands particularly desirable for industrial and manufacturing uses. It is envisioned that areas adjacent to existing industrial uses will continue to expand within the planning period. This District encompasses approximately 1,711 acres, of which approximately 862 acres are considered vacant and developable. The objectives of this District are to:

- Maintain good transportation and rail access and infrastructure condition;
- Fill existing vacant lots to a reasonable level prior to expansion of the industrial park;
- Plan for and expand the industrial park to the south and west as required during the planning period.
- Promote industrial and business expansion in the City's Industrial Corridor.
- Enhance the corridor through design standards.

Appropriate Land uses for this District include:

- Heavy and light industrial/manufacturing uses, retail and service uses which support and compliment the industrial uses, trucking terminals, large employment centers, and warehouse/distribution uses.
- Zoning Districts: Planned Development District (PDD), Planned Business Center (I-1), and Industrial District (I-2).

Key strategies and recommendations for this District include:

- Work with WisDOT and the ECWRPC on existing and future transportation and freight issues;
- Utilize the Capital Improvement Program to address future road maintenance needs within the industrial park;
- Annex, re-zone and acquire properties within the planned expansion areas as required;



- Actively market the industrial park as a key location for business along the I-41 corridor;
- Identify environmental barriers to development such as wetlands;
- New development within this district will be constructed using high quality building materials, incorporate extensive landscaping and other buffering measures to limit noise, vibration and aesthetic nuisances from the public, and extend bicycle and pedestrian trails to connect these employment areas to residential neighborhoods;
- The portions of the district which abut less intense land uses such as residential shall increase buffering measures such as landscaping and fencing when properties redevelop, change use, or when an expansion of the use occurs.

3. Downtown Employment Center

This District represents a significant portion of the commercial and retail activity within the City of Neenah. It houses several major employers, restaurants, local retail shops and service businesses. The downtown also contains a series of public and institutional uses as well as recreation and community gathering spaces. Its waterfront location and access is another reason that it serves as the heart and soul of the City of Neenah. It's a downtown that is the pride of many, and the envy of others. This District encompasses approximately 125 acres, of which approximately 28 are vacant (of which 26 acres is part of the proposed Arrowhead Park property). The objectives of this District are to:

- Maintain the quality of existing buildings and uses, while seeking opportunities to redevelop or enhance underutilized structures;
- Intensify uses and activities so as to improve the vitality of downtown, including recreation, entertainment and waterfront access opportunities;
- Preserve the historic character of the downtown;
- Maintain and/or improve upon the unique identity and a sense of place which includes keeping things of a pedestrian scale, increasing human interaction, and celebrating the community through programming, events, and the arts;
- Increase mobility and connectivity within downtown and between downtown and other major nodes within the City. This includes the incorporation of all modes of transportation – walking, biking, driving, transit (and even boating in this case); and
- Increase the resident population of downtown by seeking opportunities for the inclusion of residential uses into new mixed use developments, where appropriate.

Appropriate Land uses for this District include:

- Office, retail and service uses, restaurants, hospitality, mixed-use development, high-density residential, entertainment venues, parks/public spaces, community facilities, and research/light manufacturing uses.
- Zoning Districts: Planned Development District (PDD), [Traditional Neighborhood Development \(TND\) District](#), and Central Business District (C-2).



Key strategies and recommendations for this District include:

- Modification of existing regulations to increase density of housing / target areas;
- Addressing parking issues as needed;
- Increasing connections with and access to the waterfront;
- Application of placemaking principles to improve identity;
- Attract and retain a mix of retail, service, office, and high-density residential uses;
- Improve bicycle and pedestrian amenities into and within the downtown; and
- Identify potential redevelopment sites.
- Work with local non-profit partners to help promote the downtown.

4. Regional Commercial

This area is located along the I-41 corridor and includes large employers like Jewelers Mutual and several larger regional retailers like Walmart, Kohls and Festival Foods. This area generally has high visibility and easy access to/from the Interstate and therefore has concentrations of commercial, retail and service development that serve not only City residents, but draw business from well beyond the City's borders, including travelers. This District designation encompasses approximately 361 acres, of which approximately 26 acres are considered vacant and developable. The objectives of this District are to:

- Maintain and redevelop properties in order to increase economic activity;
- Encourage consolidation of land to create larger parcels for regional commercial developments; and
- Increase connectivity within the District and between the District and downtown Neenah providing improved pedestrian, bicycle and transit accommodations.
- Improve transportation connections to ensure efficiency and safety.

Appropriate Land uses for this District include:

- Large-scale commercial developments, restaurants, drive-thru restaurants, service uses, community facilities, hotels, convenience and gasoline stores, small-scale office uses, assisted living facilities, automobile sales and service uses, and mixed-use development which may include residential.
- Zoning Districts: Planned Development District (PDD), Traditional Neighborhood Development (TND) District, Planned Business Center (I-1), and General Commercial District (C-1).

Several basic strategies and recommendations for this District include:

- Develop detailed and specific development/redevelopment plans for these commercial centers and corridors;



- Consider modifications to zoning ordinance which require design standards for new commercial development, limit off-street parking to avoid large parking lots, require shared driveways and cross-access between properties when appropriate, and increase landscaping standards;
- Update and apply specific signage regulations for the corridors; and
- Utilize green infrastructure concepts and sustainable development practices to better address stormwater management and energy consumption needs.

5. Neighborhood Commercial

This district encompasses three distinct commercial corridors and centers which primarily serve, or have the potential to service the daily needs of adjacent residential neighborhoods.

1. West Main Street Corridor
2. South Commercial Street Corridor
3. Bell Street

The two existing commercial corridors (S. Commercial Street and W. Main Street) have walkable environments that could be enhanced over time and offer attractive areas for adjacent neighborhoods. These four corridors and districts are surrounded by or are close proximity to most of the residential neighborhoods east of I-41. The development in these districts tends to be smaller-scale, neighborhood-oriented. The smaller lots will make development difficult. Redevelopment and re-use of existing buildings should be encouraged. This District designation encompasses approximately 193 total acres, of which approximately 11 acres are considered vacant and developable. The objectives of this District are to:

- Maintain and redevelop properties in order to increase economic activity;
- Intensify uses/activity into mixed used developments that incorporate recreation and entertainment (and waterfront access where applicable);
- Increase urban living opportunities with a variety of higher density housing styles;
- Maintain or create identity by preserving historic character where practicable; and
- Increase connectivity within the District and between the District and downtown Neenah providing improved pedestrian, bicycle and transit accommodations.

Appropriate Land uses for this District include:

- Several medium-scale commercial developments, assisted living facilities, small medical offices and clinics, high-density residential, restaurants, convenience and gasoline stations, service and office uses, and mixed-use developments which may include residential or standalone higher density residential developments.
- Zoning Districts: Planned Development District (PDD), Traditional Neighborhood Development (TND) District, Planned Business Center (I-1), Multi-Family Residence District (M-1/M-2) and General Commercial District (C-1).

Several basic strategies and recommendations for this District include:

- Developed detailed and specific development/re-development plans for these commercial centers;
- Consider modifications to zoning ordinance that allow for increases in the density of development, the incorporation of mixed-used development principles, and form-based regulation;
- Develop a new commercial zoning district specific to neighborhood commercial areas which takes into account smaller lot sizes;
- Identify area-wide improvements such as shared parking, regional stormwater management, etc. to encourage redevelopment of these areas;
- Update and apply specific signage regulations for the corridors;
- Apply placemaking principles and strongly consider the design and use of the rights-of-way in order to improve identity and create social networking opportunities; and
- Utilize green infrastructure concepts and sustainable development practices to better address stormwater management and energy consumption needs.

6. Doty Island District

Figure 3-1: Doty Island District Concept



The Doty Island District covers a major portion of the island's west side. Centered on N. Commercial Street and encompassing ThedaCare Hospital properties, this District is comprised of a variety of existing businesses, as well as a number of vacant and/or underutilized properties. Redeveloping this area into a mixed use cluster of innovation based companies and uses could provide a unique market opportunity within the Fox Cities. This District's unique setting (Figure 3-1) on an island, its proximity along a major connecting thoroughfare between two thriving downtowns, plus the existence of nearby research-based industry anchors (health care and paper) makes this area ripe for intensified urban uses.

This District encompasses approximately 77.4 total acres, of which approximately 2.3 acres are considered vacant and developable. The objectives of this District are to:

- Maintain and redevelop properties in order to increase economic activity;
- Intensify uses/activity into mixed used developments that incorporate recreation and entertainment and waterfront access;
- Increase urban living opportunities with a variety of higher density housing styles;
- Provide flexible work space which encourages entrepreneurship, innovation and job creation;
- Maintain or create identity by preserving historic character where practicable; and
- Increase connectivity within the District and between downtown Neenah and downtown Menasha by providing improved pedestrian, bicycle and transit accommodations.

WHAT IS AN INNOVATION DISTRICT?

According to the Brookings Institute, Innovation Districts can be described as “dense enclaves that merge the innovation and employment potential of research-oriented anchor institutions, high-growth firms, and tech and creative start-ups in well-designed, amenity-rich residential and commercial environments. Innovation districts facilitate the creation and commercialization of new ideas and support metropolitan economies by growing jobs in ways that leverage their distinct economic attributes. These districts build on and revalue the intrinsic qualities of cities: proximity, density, authenticity, and vibrant places.”

Appropriate Land uses for this District include:

- Research and development facilities which may include light industrial uses, medical facilities, restaurants, mixed-use developments, high-density residential, community facilities, office and retail uses, and other service-oriented uses.
- Zoning Districts: Planned Development District (PDD), Planned Business Center (I-1), Central Business District (C-2), [Multi-Family Residence District \(M-1/M-2\)](#), Community Health District (CH), and General Commercial District (C-1).

Specific strategies and recommendations for the District include:

- Conduct a feasibility study for creation of an Innovation District and consider engaging with/partnering with the City of Menasha as a regional project. Seek potential funding from the U.S. Department of Commerce – Economic Development Administration (EDA);
- Conduct detailed inventory of businesses, space, and space/property availability within the District;
- Assess industry cluster connections and detailed innovation strategies;
- Develop public/private financing strategies and opportunities;
- Develop master plan which incorporates mixed use development, creative workspaces and placemaking concepts.



7. Mixed Use

This district is composed of existing developed, but underutilized, areas with the City, undeveloped areas outside the City, and developed areas outside the City. The Mixed Use District encompasses approximately 768 acres, of which approximately 504 acres are considered vacant and developable.

The Mixed Use district is intended to identify those undeveloped areas which have the potential to become a number of different uses including commercial, high-density residential, or low-density residential. The use of these districts will really be determined by the surrounding, more dominant land uses. The corner of Breezewood Lane and Woodenshoe Road seems like a logical location for Neighborhood Commercial development, but could easily develop as high-density residential or even a mixed use development. The active rock quarry north of County Road JJ and west of I-41 could be an extension of the Regional Commercial district or a large employment center. The purpose of the Mixed Use district is to provide several land use options which would be dependent on the surrounding land use patterns. The objectives of this District are to:

- Use of these areas should be complimentary to the surrounding land use patterns;
- Allows for the flexibility for a variety of future land uses; and
- Encourages the development of land through the planned development process.

Appropriate Land uses for this District include:

- Depending on the area and surrounding development, this district could support any use from Residential to Heavy Industrial.
- Zoning Districts: Planned Development District (PDD), [Traditional Neighborhood Development \(TND\) District](#), Planned Business Center (I-1), General Industrial District (I-2), ~~any all~~ Residential zoning districts, and General Commercial District (C-1).

Several basic strategies and recommendations for this District include:

- Create detailed studies of these areas to identify appropriate land uses;
- Ensure each mixed use area has adequate access to utilities and has a suitable transportation network to meet the demands of the future land use; and
- Review and plan for the closure of the rock quarry west of I-41.

RESIDENTIAL LAND USES

While a variety of residential land use types exist within the City, little effort has been made to classify these uses in detail with respect to the Proposed Future Land Use Map. In order to provide general guidance which aligns with the Vision established in this plan, the Proposed



Future Land Use Map identifies five (5) separate Districts. These Districts are split in the sense that three (3) of them deal with areas that are already urbanized or developed, and two (2) with areas that are not developed on vacant lands at the periphery of existing development. These districts are listed below and described in detail:

8. Residential Neighborhood Investment Area	URBANIZED
9. Mixed Use Transitional Area	DISTRICTS
10. High Density Residential District	
11. Low Density Residential District	PERIPHERY
12. Rural Conservation	

8. Residential Neighborhood Investment Area

This District is defined as being primarily comprised of single-family homes, which in many cases, self-identify in clusters of neighborhoods. Other uses such as higher density apartments or duplexes may also be scattered through these areas. It is not expected that much land use change will occur within this District over the planning period. However, that being said, any new land use changes should be consistent in terms of land use, density and design. When higher density land uses or other non-conforming land uses are replaced, emphasis should be on development which is compatible to the surrounding uses, density, and architectural styles. In some cases, small neighborhood oriented development may be appropriate within some neighborhoods. New public or institutional uses should also be considered within this District as long as potential negative impacts are addressed. This District encompasses approximately 5,041 acres, of which approximately 860 acres are considered vacant and developable. The objectives of this District are to:

- Protecting and strengthening existing neighborhoods within the City and surrounding residential developments; and
- Encourage the orderly replacement of non-conforming and more intense land uses in established residential neighborhoods.

Appropriate Land uses for this District include:

- Single-family residential, two-family residential, multi-family residential when consistent and appropriate for the surrounding neighborhoods, small-scale neighborhood commercial uses including retail and service uses where appropriate.
- Zoning Districts: Planned Development District (PDD), [Traditional Neighborhood Development \(TND\) District](#), R-1, Single-Family Residence District, Two-Family Residence District (R-2), M-1 or M-2, Multi-Family Residence District when appropriate, and General Commercial District (C-1) when appropriate.

Several basic strategies and recommendations for this District include:



- Develop neighborhood plans with the input of residents to improve neighborhoods within the City;
- Identify possible pedestrian trail connections between residential neighborhoods and retail/employment areas;
- Develop zoning requirements for neighborhood-level commercial opportunities;
- Create a strategy for handling non-conforming structures in older residential neighborhoods; and
- Update the zoning code to encourage investment in older neighborhoods in the City including reducing setbacks for principle and accessory structures.

9. Mixed Use Transitional Area

The Mixed Use Transitional District is located in two distinct areas of the community, adjacent to major commercial centers:

- An area consisting of primarily older housing stock surrounds the downtown. This area may likely experience pressures for the intensification of residential uses as the success of the downtown continues. Those who wish to live close to their work, as well as the increasing population of seniors, may create market pressures for multi-story (generally 3 to 5 story) apartments, townhomes, condominiums, or senior living facilities and some neighborhood commercial or downtown business district uses.
- The second area lies to the west of the South Commercial Avenue corridor and consists mainly of older (1950's-1970's) single family homes, as well as a number of multi-family (4 to 8 unit) residential uses. While these help to meet the affordable housing needs within the City, the area has some potential for redevelopment and intensification as the South Commercial Street Corridor improves as desired within the planning period. In addition this area is located adjacent to an established industrial corridor on its west side.

Within both of these areas, the conversion of lands to higher density housing types and some neighborhood-scale commercial or the expansion of established business/commercial or industrial areas should be considered. Also, additional public, institutional, or other similar uses may be considered.

This District encompasses approximately 156 acres, of which approximately 3 acres are considered vacant and developable. The objectives of this District are to:

- Allow for the gradual expansion of established commercial and industrial areas;
- Intensify uses/activity into mixed used developments where appropriate;
- Maintain or create identity through the use of design guidelines; and
- Increase residential density through redevelopment of blighted properties.



Appropriate Land uses for this District include:

- Single-family residential, two-family residential, multi-family residential when consistent and appropriate for the surrounding neighborhoods, small-scale neighborhood commercial uses including retail and service uses where appropriate, and expansion of existing industrial and commercial uses along the periphery of the district.
- Zoning Districts: Planned Development District (PDD), [Traditional Neighborhood Development \(TND\) District](#), Single-Family Residence District (R-1), Two-Family Residence District (R-2), M-1 or M-2, Multi-Family Residence District when appropriate, and General Commercial District (C-1) when appropriate, General Industrial (I-2), Planned Business Center District (I-1), and Central Business District (C-2) along the periphery of these areas.

Several basic strategies and recommendations for this District include:

- Develop detailed and specific development/re-development plans for these areas, seeking public input and ideas as appropriate;
- Consider modifications to zoning ordinance that allow for increases in the density/intensity of development, the incorporation of mixed-used development principles, and form-based regulation; and
- Utilize green infrastructure concepts and sustainable development practices to better address stormwater management and energy consumption needs.

10. High Density Residential District

This district encompasses approximately 91 acres, of which 36 acres are vacant and developable. Five areas for multi-family residential are on the corner of County Road JJ and Pendleton Road, an undeveloped area along Winneconne Avenue east of the Slough, an undeveloped area on the corner of Breezewood Lane and Pendleton Road, a developed area near Breezewood Lane and Tullar Road, and an area on the southwest corner of Cecil Street and Harrison Street. Major objectives of this District are to:

- Provide well-suited land for higher density residential development in strategic areas of the City close to major arterial roads; and
- Locate development sites close to existing residential neighborhoods;

Appropriate Land uses for this District include:

- Multi-family residential uses including apartments, townhomes, assisted living facilities, senior housing, and attached or detached residential condominium developments.
- Zoning Districts: Planned Development District (PDD), [Traditional Neighborhood Development \(TND\) District](#), M-1 or M-2, Multi-Family Residence District.



Several basic strategies and recommendations for this District include:

- Review Zoning Code requirements for multi-family developments to increase density maximums;
- Identify potential trail expansions to connect multi-family developments to parks, commercial areas, and employment centers;
- Develop design standards for new multi-family residential development to ensure high quality design and consistency to surrounding residential neighborhoods; and
- Utilize green infrastructure concepts and sustainable development practices to better address stormwater management and energy consumption needs.

11. Low Density Residential District

This District applies to a majority of the vacant, undeveloped lands in the Town of Neenah. It is envisioned that these lands would develop in a low density fashion (less than 8 units per acre) that is compatible with surrounding land uses. Ideally, these lands would be developed first prior to land in the Towns of Clayton and Vinland since public utilities, parks, and City services are nearby. In some cases, additional public recreation lands, trails and/or parks ("P" symbol) may be needed in order to accommodate localized demands. This District encompasses approximately 1,227 acres, of which approximately 950 acres are considered vacant and developable. The objectives of this District are to:

- Provide safe and convenient transportation access to these lands;
- Maintain or create identity through the use of design guidelines; and
- Ensure an adequate amount of land is available for residential growth.

Appropriate Land uses for this District include:

- Single-family and two-family residential uses and detached condominium development where appropriate.
- Zoning Districts: Planned Development District (PDD), [Traditional Neighborhood Development \(TND\) District](#), Single-Family Residence District (R-1) and Two-Family Residence District (R-2).

Several basic strategies and recommendations for this District include:

- Develop neighborhoods plans including potential lot layouts, street designs, utility needs for undeveloped land;
- Consider modifications to zoning ordinance that allow for increases in the density/intensity of development that are within reason;
- Apply placemaking principles and strongly consider the design and use of the rights-of-way in order to improve identity and create social networking opportunities; and



- Utilize green infrastructure concepts and sustainable development practices to better address stormwater management and energy consumption needs.



Rural Conservation Area

This District encompasses undeveloped, mostly agricultural land in the Towns of Clayton and Vinland. While the City does not project any agricultural uses within the City boundary, the purpose of this district is to protect the City's growth areas from premature development. Development in these areas shall not occur until the City is able to adequately provide water, sanitary sewer, stormwater infrastructure, and other City services. In addition, this District protects against land uses in the Town from conflicting with future land uses of the City as growth occurs.

This District encompasses approximately 9,582 acres, of which approximately 8,554 acres are considered vacant and developable. The objectives of this District are to:

- Protect undeveloped land from premature development prior to the City's ability to efficiently serve these areas; and
- Allow for the continued use of land in its current state.

Appropriate Land uses for this District include:

- Agriculture, uses associated with agriculture and farming, and low-density residential when associated with an agricultural use.
- Zoning Districts: Single-Family Residence District (R-1).

Several basic strategies and recommendations for this District include:

- Develop strategic growth management plans which identify the demand and location for future growth west and south of the City; and
- Restrict the subdivision of land unless the subdivision is associated with detaching a farm residence from the farm.

RECREATIONAL LAND USES

This District encompasses existing City parklands and utilizes information from the existing Comprehensive Outdoor Recreation Plan (CORP) to identify additional lands that may be needed for recreation during the planning period. As shown on Map 10-1, one generalized area is shown for new parks ("P" symbol). As this area is planned for development, consideration should be given for the dedication/acquisition of recreational lands that will primarily serve the neighborhoods which will surround them.

PUBLIC & INSTITUTIONAL & UTILITIES



This District primarily encompasses existing public and institutional uses. The plan does not suggest that major areas of new land will be needed during the planning period.

TRANSPORTATION

A number of critical transportation issues and opportunities were identified throughout the plan update process. In reviewing the specific recommendations and ideas, a number of them were felt to be of a scale and impact that they should be reflected on the Proposed Future Land Use Map. These include:

- ~~• The future construction of the Loop the Little Lake Trail, a portion of which will be within the City of Neenah along/near Doty Island and Arrowhead Park;~~
- Segments of planned bicycle/pedestrian accommodation improvements in the form of “off road shared use paths” in a variety of areas of the community;
- Segments of planned bicycle/pedestrian accommodation improvements in the form of “on-street bike lanes” in a variety of areas of the community; and
- Major road or street extensions that are contemplated during the planning period.