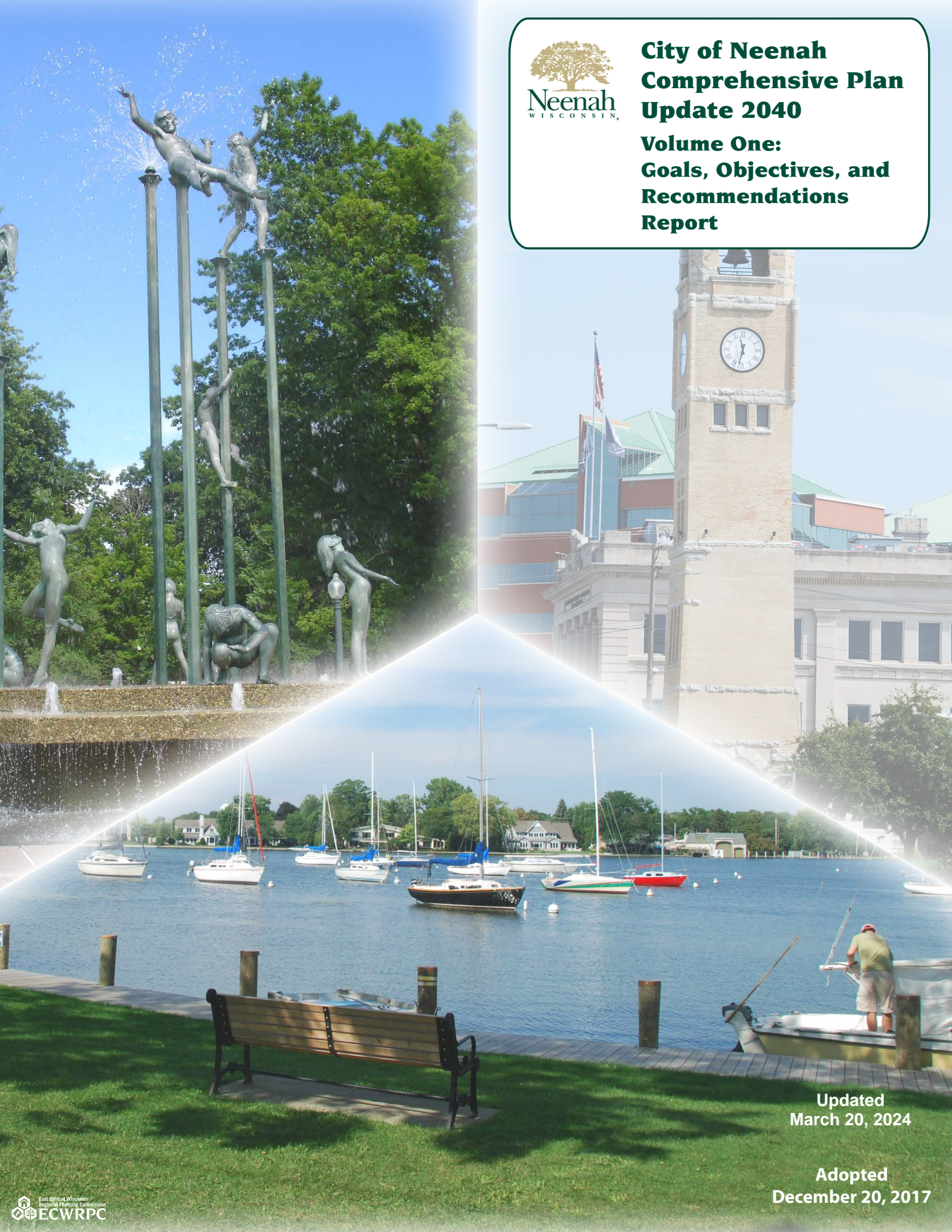




# City of Neenah Comprehensive Plan Update 2040

## Volume One: Goals, Objectives, and Recommendations Report



Updated  
March 20, 2024

Adopted  
December 20, 2017

# **Comprehensive Plan Update 2040**

## **Volume One: Goals, Objectives and Recommendations Report**

### **City of Neenah**

### **Winnebago County, WI**

**Adopted December 20, 2017**

Updated March 20, 2024

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Prepared by the  
East Central Wisconsin Regional Planning Commission

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## **ABSTRACT**

**TITLE:** CITY OF NEENAH COMPREHENSIVE PLAN UPDATE 2040  
VOLUME ONE: GOALS, OBJECTIVES AND  
RECOMMEDATIONS REPORT

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**SUBJECT:** Comprehensive Plan Update for the City of Neenah

**DATE:** December, 2017

**PLANNING AGENCY:** East Central Wisconsin Regional Planning Commission

**SOURCE OF COPIES:** City of Neenah

This report describes the goals, objectives and recommendations for the comprehensive plan update for the City of Neenah, Winnebago County, WI.

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**CHAPTER 1**  
**INTRODUCTION**

## CHAPTER 1: INTRODUCTION

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## CHAPTER 1: INTRODUCTION

### INTRODUCTION

Located within the Fox Cities in northeast Wisconsin, Neenah is strategically located along the western shores of Lake Winnebago. With a population of nearly 28,000 people, the City offers residents the friendliness and strong community spirit of a small town and the amenities of a much larger area. The City encompasses about 6,300 acres and includes a mix of residential, commercial, industrial and recreational land uses. Embracing its past, Neenah's unique and distinct character merges the historic architecture of the past with the modern design of today.

The City grew sharply in the 1960's and 1970's, but slowed during the 1980's and 1990's. Over the planning period, which extends to 2040, the City is expected to grow by about 5.8 percent or by about 1,609 people. New growth is expected to be accommodated through a mixture of redevelopment activities and growth into surrounding unincorporated areas through annexation. Between 2000 and 2023, the City increased by about 24 percent in land area. Annexations are expected to continue as the City grows west and south.

### PLANNING HISTORY

Neenah enjoys a long history of land use and comprehensive planning. This plan updates an earlier comprehensive plan that was originally adopted by the City of Neenah in 1999 and amended in 2009 to comply with the "Smart Growth" legislation (Wisconsin Statutes 66.1001). According to the legislation, a comprehensive plan "shall be updated no less than once every 10 years". Prior to the 1999 Comprehensive Plan, the City adopted a Comprehensive Plan in 1986.

### PLAN PURPOSE

The purpose of the City of Neenah's comprehensive plan is to assist local officials in making land use decisions that are harmonious with the overall vision of the community's future. Developing a comprehensive plan is a proactive attempt to delineate the ground rules and guidelines for future development. Comprehensive planning decisions evaluate existing facilities and future needs; promote public health, safety, community aesthetics, orderly development and preferred land use patterns; and foster economic prosperity and general welfare in the process of development. The plan evaluates what development will best benefit the community's interests, while at the same time provide flexibility for land owners and protect property rights.

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## ENABLING LEGISLATION

This plan was developed under the authority granted by Wisconsin Statutes 66.1001. If the local governmental unit enacts or amends any of the following ordinances, the ordinance should be consistent with local government's comprehensive plan:

- Official mapping ordinances enacted or amended under s. 62.23 (6).
- Local subdivision ordinances enacted or amended under s. 236.45 or 236.46.
- City or village zoning ordinances enacted or amended under s. 62.23 (7).
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under s. 59.692, 61.351, 61.353, 62.231, or 62.233

## COMPREHENSIVE PLAN FORMAT

The City of Neenah's Comprehensive Plan is composed of two documents – Volume One and Volume Two. Together the two volumes contain all the information necessary to meet state "Smart Growth" requirements. The purpose of the two reports is to create a user-friendly plan that separates a majority of the required background material from the City's vision, goals, objectives and recommendations. Generally, Volume One serves as the "guide" for decision-making, whereas Volume Two provides data and supports the actions detailed in Volume One. Specific details are provided below for each volume.

Volume One. "Goals, Objectives and Recommendations". This volume contains issues, goals, objectives and recommendations for each of the nine required comprehensive plan elements for implementation over the next twenty years. It describes actions and strategies to achieve the goals and objectives listed in each of the nine planning elements, or chapters, within the plan. This document should be consulted by the City Council, City Plan Commission, Committees, Board and Departments when managing community resources.

Volume Two. "Existing Conditions Report". The second volume of this comprehensive plan contains an analysis of existing conditions with the City. It provides a series of Census and other empirical data available through local, regional, state and national sources. The data reveals current findings within the City and how these compare to historical numbers within the City, Winnebago County and Wisconsin. This information was primarily used to identify challenges and opportunities in Volume One. The report is a companion to Volume One and should be used to locate evidence of existing conditions that provide support for recommendations.

Public Visioning Workshops Summary Report. The "*Public Visioning Workshops Summary Report*" provides a summary and detailed results from the three public visioning workshops that were held between April 19, 2016 and April 21, 2016. The purpose of the workshop was to identify key issues and opportunities that should be considered during the planning effort.

Community Survey Summary Report. The "*2040 Neenah Comprehensive Plan Community Survey*" reports provides a summary and detailed results from a public survey offered in the summer of 2016. The purpose of the survey was to gather input from Neenah residents and

visitors on a broader scale and to use those results to help validate the more intense visioning sessions conducted previously.

On-Line Asset/Issues Mapping Exercise. In addition to the public survey, an on-line interactive map was created to allow respondents to identify locations in the City they identified as either assets or issues. These results were used in combination with the public survey to validate the visioning workshop results.

Youth Survey Summary Report. After conducting the public survey in the summer of 2016, a youth survey and mapping exercise was conducted in November 2016 where nearly 250 Neenah High School students participated. The purpose of the survey was to engage the youth of the community similar to the visioning workshops and public survey.

The comprehensive plan also contains the nine elements required by the Wisconsin Statutes 66.1001:

1. Issues and Opportunities
2. Economic Development
3. Housing
4. Transportation
5. Utilities and Community Facilities
6. Agricultural, Natural and Cultural Resources
7. Land Use
8. Intergovernmental Cooperation
9. Implementation

In addition, the state requires that Wisconsin's 14 goals for local planning be considered as communities develop their goals, objectives and recommendations. These goals are:

1. Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
2. Encouragement of neighborhood designs that support a range of transportation choices.
3. Protection of natural features, including wetlands, wildlife habitats, lakes, woodlands, open spaces, and groundwater resources.
4. Protection of economically productive farmlands and forests.
5. Encouragement of land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and state governmental utility costs.
6. Preservation of cultural, historic, and archeological sites.
7. Encouragement of coordination and cooperation among nearby units of government.
8. Building of community identity by revitalizing main streets and enforcing design standards.
9. Providing an adequate supply of affordable housing for individuals of all income levels throughout each community.

10. Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.
11. Promoting the expansion or stabilization of the current economic base and the creation of a range of employment opportunities at the state, regional, and local levels.
12. Balancing individual property rights with community interest and goals.
13. Planning and development of land uses that create or preserve varied and unique urban and rural communities.
14. Providing an integrated, efficient, and economical transportation system that affords mobility, convenience, and safety that meets the needs of all citizens, including transit dependent and disabled citizens.

## **INTERRELATIONSHIPS BETWEEN PLAN ELEMENTS**

Although all required elements are presented as separate chapters, it is important to recognize that they are interrelated. For instance, transportation infrastructure allows for the movement of goods, services, and employees; likewise, land use and zoning affect the types of housing that can be built within the City, thus affecting the affordability of housing.

Chapter 10: Implementation integrates the goals, objectives and recommendations into one location, Map 10 -1 Future Land Use, which not only depicts future land use but also illustrates key items that affect land use, as identified in other elements. These include, but are not limited to, natural resources, growth areas, potential upgrades to transportation infrastructure (trails and roads) and public infrastructure.

## **PLANNING PROCESS**

The City of Neenah's comprehensive plan was completed in six phases, all of which provided opportunities for public involvement, as specified in the public participation plan (Appendix A). The phases include: Organization, Plan Kickoff and Public Participation, Inventory/Analysis and Issue Identification, Plan/Goal Alternative Development, Plan Implementation, and Plan Adoption. The City's Ad Hoc Comprehensive Plan Committee worked with East Central staff on the development of the plan.

The first phase (Organization) involved the creation and development of the public participation plan, establishment of a comprehensive plan update webpage, appointment of members to an Ad Hoc Comprehensive Plan Committee, development of an on-line survey, an article in the Post Crescent kicking off the comprehensive plan process and the preparation of preliminary demographic information.

During the second phase (Plan Kickoff and Public Participation), a news article appeared in the Post Crescent to let community members know about the upcoming visioning sessions. General information about comprehensive planning and the process and preliminary demographic information were presented at an initial meeting with the Ad Hoc. Three community visioning workshops were held to identify key issues and opportunities that should be considered during the planning effort. In addition, a community on-line survey was created based off the information that was gathered at the community visioning workshops. An interactive asset-mapping website was created, and City Staff initiated a youth survey to gather additional input.

Data from the previous comprehensive plan was used as a starting point for the third phase (Inventory/Analysis and Issue Identification Development) of the planning effort. Background information was revised to reflect new U.S. Census data and updated to reflect changes to the physical, social and economic resources of the City. This data was analyzed to identify existing and potential issues. Using results from the community visioning workshops, on-line survey, feedback from the Ad Hoc Comprehensive Plan Committee, City Staff, and others, as well as background data compiled during the inventory stage, key issues and opportunities were identified.

Goals, objectives and recommendations were developed for each of the comprehensive planning elements as part of the fourth phase (Develop Draft Goals, Strategies and Recommendations). Utilizing the Existing Conditions Report, the Goals, Objectives and Recommendations Report, input from the Ad Hoc Comprehensive Plan Committee, the community visioning workshops, on-line survey and City staff, a draft future land use map (Map 10-1) was created.

The fifth phase (Plan Implementation) established the tools necessary for implementation of the plan. Recommendations for regulatory techniques including zoning and an action plan with an accompanying timeline were developed to ensure that the intent of the plan is achieved. An intergovernmental meeting was held to obtain input from neighboring jurisdictions, county departments, local governmental units and state agencies.

The final phase (Plan Review, Public Hearing and Adoption) of the planning process culminates in the adoption of the comprehensive plan update by the City Council. Draft plans were available at the City Hall, and the Neenah Public Library, as well as on the plan website. Following the publication of a 30-day notice in the local newspaper and a public hearing, the Plan Commission recommended that the City adopt the plan by ordinance.

## **Public Participation**

Public participation is a major component of the comprehensive planning process. In accordance with s. 66.1001 (4), which defines “Procedures for Adopting Comprehensive Plans”, the City of Neenah actively sought public participation from its citizens. To gain citizen

understanding and support throughout the planning process, the public was provided with a variety of meaningful opportunities to become involved in the process. The first step in the planning process was the development and adoption of a public participation plan for comprehensive planning. Public input was encouraged through meetings and activities. Approximately 13 (13) public meetings with the Ad Hoc Comprehensive Plan Committee; a public visioning session with the City Council; three community vision workshops; an on-line survey; youth survey and mapping exercise; attendance by City Staff at Farmers Markets, Community Fest, Neenah Library, several senior living apartments, Bergstrom Mahler Museum; input from school groups and three public information meetings at the end of the planning effort. All meetings were open to the general public; notices were posted at predetermined public areas. Articles appeared in the Post Crescent, updates were posted on the City's Facebook Page and relevant information was posted on the project website. A public hearing was held to present the final draft version of the plan to the general public and neighboring municipalities and to solicit further input. The draft plans were available for review at the Neenah Public Library, the City Hall, and the comprehensive plan update website. A website specific to the planning effort was developed for the planning effort. To facilitate public knowledge and involvement in the comprehensive planning process, the plan provided a timeline and methods for public participation.

## **Community Visioning Workshops, On-Line and Youth Surveys**

### Community Visioning Workshops

Three Community Visioning Workshops were held between Tuesday, April 19, 2016 and Thursday, April 21, 2016 to obtain input from residents, business owners and others. Each workshop focused on a specific area of the City, though participants were invited to attend any of the workshops. Workshop focus areas included Downtown and Doty Island, South Commercial Street / Green Bay Road Corridor and the West Side Growth Areas. A total of eighty-one participants attended the sessions; five people attended multiple sessions. A series of five interactive group/individual exercises were completed. Input was sought on the following concepts: Community Assets, Neighborhood and Business District Delineation, Community Connections, Business District / Corridor and Community Improvements, and New Development and Redevelopment. Major input from each concept is identified below:

Community assets are qualities or characteristics that define Neenah. Assets were identified and separated into seven (7) main categories: recreational / natural resources, community facilities, historic / cultural resources, economic development, transportation, housing and other. Top group assets identified included: Trestle Trail / Bike System / "Loop the Little Lake" and Library. Top individual assets identified included: City Parks, City of Neenah (positive, clean, well-maintained, safe, progressive, friendly, quiet, good people and diverse) and Neenah Downtown (engaging, vibrant, good mix of retail, food and bars, restaurants, historic, viable and historic).

Specific neighborhoods were identified based on participants' delineation of their own neighborhood. Five neighborhoods received the highest number of responses: Two neighborhoods on Doty Island, one neighborhood in the downtown area, one neighborhood in the Congress Street / Cedar Street / Cecil Street / Fairview Avenue area, and the final neighborhood in the South Park Avenue / Maple Street / Kraft Street / Omaha Avenue area.

Business districts / corridors within Neenah were delineated to better define the boundaries of the Downtown Neenah Business District, the Doty Island Business District, the S. Commercial Street Business Corridor and the Fox Point / Green Bay Road Commercial Corridor for planning activities.

To assess the level of connectivity within the City, participants were asked to highlight routes that they use to go between various locations in Neenah. Major routes for bicycling and walking included: Kimberly Point area (N. Park Avenue and Lakeshore Drive), Wisconsin Avenue (Lakeshore Avenue to Main Street), N. Lake Street, S. Park Avenue (Wisconsin Avenue to Bell Street), Oak Street (Wisconsin Avenue to the north side of the W. G. Bryan Bridge), First Street (W. G. Bryan Bridge to Nicolet Boulevard), N. Commercial Street (Nicolet Boulevard to the north) and the trail along Little Lake Butte des Morts from Main Street to N. Lake Street.

Barriers to travel, and business district, commercial corridor and community improvements were also addressed. Identified major barriers to connectivity/mobility that people felt restrict or limit travel include S. Commercial Street from Cecil Street to Bell Street (congestion, parking and bicycle safety), N. Commercial Street (congestion north of Wisconsin Avenue and confusion at the Nicolet Boulevard / First Street Intersection) and Winneconne Avenue (congestion, roundabouts and pedestrian and bicycle safety in the Green Bay Road area and congestion at the Henry Street intersection).

Suggested improvements to business districts / corridors were categorized by district / corridor. The downtown business district received the largest number of responses. Common suggestions in the downtown included additional parking and enhanced dining, recreation and cultural experiences. Suggestions for S. Commercial Street focused on corridor revitalization. The primary focus for Doty Island was the N. Commercial Street and First Street corridors. Participants would like to see façade improvements, additional parking, retail and restaurants on N. Commercial Street. While on First Street people are looking for redevelopment. Top businesses or services that people identified as missing in Neenah included: a grocery store like Trader Joe's, a dog park and a community theater. Top features, businesses or buildings that should be preserved included: the downtown area (charm historical, brick and facades); the ThedaCare Regional Medical Center; and historic architecture (businesses, homes, neighborhoods and corridors).

Specific sites or broader locations for redevelopment within Neenah included First Street (Jersild and ThedaCare Regional Medical Center (if the hospital decides to leave) sites),

Arrowhead Park (recreational uses including access to the water, site for music and festivals) and S. Commercial Street (revitalization).

Suggestions for improvements in undeveloped areas surrounding the City were less focused. Multiple groups identified the growth area north of Breezewood Lane and west of Pendleton Road extended, the Pendleton Road to Breezewood Lane connection and the growth area at the southwest corner of Winneconne Avenue and Pendleton Road extended.

### On-Line Survey

An on-line survey was created based off the information that was gathered from the community visioning workshops to continue to identify the community vision. A total of 770 people participated in the survey which went live on June 30th, 2016, and remained active until August 15th, 2016, a total of 47 days. Questions focused on assets, issues or things that should be changed, statements where attention in terms of investment, perceptions on things ranging from schools to the environment, rehabilitation or redevelopment should be made, and people's vision for the future.

To determine top assets in Neenah, people were asked to identify why Neenah is a great place to live, work and visit. Top reasons selected by people were downtown Neenah (46%), city parks (43%) and safe community (42%). Interestingly a larger percentage of non-residents (58%) identified the downtown as a great place versus residents. Parks (42%) and public access to lakes (40%) and river were the other top assets identified by non-residents.

Top issues or things that people would like to see changed in the City included improvements to the S. Commercial Street corridor (40%), improvements to the condition of street surfaces (32%) and investment in additional sidewalks and trails (31%). Priorities for non-residents were slightly different. Things non-residents would like to see changed included more opportunities for visitors (40%), more public access to waterfronts (34%) and improvements along the S. Commercial Street corridor.

People were asked to respond about how strongly they agreed or disagreed with certain statements. Respondents overwhelmingly agreed with the statement "Protecting Neenah's water resources (Fox River, Neenah Slough, Lakes) from pollution is important" (Strongly Agreed (75%) or Agreed (22%)). Other statements people supported included "Schools (public and private) within the City area valuable asset to attracting and retaining young families to Neenah" (Strongly Agreed (55%) and Agreed (35%)), and "Neenah's historical structures and neighborhoods should be preserved" (Agreed (52%) and Agreed (35%)).

Respondents were asked to think about areas in need of most attention in terms of investment, rehabilitation, or redevelopment. Most respondents chose S. Commercial Street followed by Main Street, and Doty Island.



People were asked to think about Neenah 20 year from now. Top responses included Safety, Diversity, Family-Oriented Community, and Emphasis on Downtown Neenah. Many of these responses aligned with the assets people identified in an earlier question.

### Youth Survey

In conjunction with the Neenah Historical Society, the City conducted a group asset/issue mapping exercise and a survey to nearly 250 participating Neenah High School Students on November 17 and 18, 2016. Top responses are listed below.

Most students travel to school by car, which takes them between 5 to 10 minutes (40.2%) or more than 10 minutes (33%). About two-thirds (65.4%) felt that there were activities and things for them to do in Neenah. In 2 years about three-quarters of the students expect to be away at college (75.6%), while in 10 years about three-quarters (73.9%) of the students would like to be living and working outside of Neenah. The top 3 favorite things to do or places to go in Neenah included: parks (109 responses), downtown Neenah (65 responses) and community facilities (39 responses). What's missing in Neenah included restaurants (69 responses) such as Noodles and Company, Chipotle, White Castle, and others; outdoor recreation / activities (35 responses); and entertainment (28 responses). Positive descriptions of the City included: small (62 responses); nice, kind people, community oriented (48 responses); and clean, comfortable and relaxing (29 responses). Negative descriptions of Neenah included bland, boring, generic (24 responses). Top assets in Neenah reported during the group activities included Riverside Park (78%), downtown Neenah (78%) and the Neenah Pool (72%). Top group issues included the Neenah High School (50%), I-41 construction (39%) and Lake Winnebago water quality (39%).

Input from the community visioning workshops, and on-line and youth surveys were used to identify key issues and opportunities.

### **Intergovernmental Meeting**

The City of Neenah hosted an intergovernmental meeting October 12, 2017. Invitations, which included a link to the plan documents and future land use map, were sent to neighboring jurisdictions, county departments, local governmental units, state agencies and those with non-metallic mineral interests near the City.

The meeting was designed as an open forum for the City to solicit input into the development of the comprehensive plan update.

### **Community Open Houses**

The City of Neenah hosted three community open houses to allow the community an opportunity to view the plan and ask questions. The open houses were held on Tuesday, November 14, 2017 at the Neenah City Hall, Wednesday, November 15, 2017 at the Neenah Public Library and Thursday, November 16, 2017 at the Neenah-Menasha Fire Station No. 31.

## **Written Comments**

Written comments were solicited throughout the planning process. A website was developed and maintained by the City.

## **Public Hearing**

A formal public hearing on the proposed comprehensive plan update was held by the City's Plan Commission prior to recommendation to the City Council for approval of the plan. The hearing was held on December 12, 2017 to solicit input on the comprehensive plan.

A Class I public notice was published in the Appleton Post-Crescent on November 8, 2017. Copies of the draft City's Comprehensive Plan Update, Volume One and Two were available for review at the Neenah Public Library, City Hall in the Community Development Department, and on the City's Comprehensive Plan Update website. Notices were sent to all adjacent and overlapping jurisdictions, non-metallic mining operators and the Neenah Public Library.

## **2024 Update**

The City updated the Comprehensive Plan in 2024. The update primarily consisted of a cursory review of the documents and a more thorough review of demographic, housing, economic, and other data. In addition, each of the recommendations of the plan were reviewed to determine whether they have been completed or whether they are still relevant. A public hearing was held on March 20, 2024, prior to adopting the updated plan.



## **CHAPTER 2**

# **ISSUES AND OPPORTUNITIES**

## CHAPTER 2: ISSUES AND OPPORTUNITIES

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## CHAPTER 2: ISSUES AND OPPORTUNITIES

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 meet the current and future needs in the City of Neenah.

Neenah has a unique and distinct character that has been formed over time based on cultural, economic and political experiences. This element will focus on enhancing the “Sense of Place” through public place making, enhancement of neighborhoods, natural resources, architectural and aesthetic appeal of the City.

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;

### SUMMARY OF EXISTING CONDITIONS

Changes in population and household characteristics combined with existing and future development patterns and policy choices will determine how well the City of Neenah will be able to meet the future needs of its residents.

Below is a summary of the key issues and opportunities conditions. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

#### Population Trends

- The City of Neenah experienced a significant gain in population between 1960 and 1970, followed by a more moderate rate of population growth between 1980 and 2020.
- Between 2010 and 2020, the population in the City of Neenah is estimated to have grown by 7.3 percent or 1,818 people, outpacing the estimated growth in the county (0.9%) and the state (3.6%).
- According to the WDOA, the City of Neenah is expected to grow by 5.8 percent (1,609 people) between 2020 and 2040.
- From 2010 to 2020, the overall population density of the City of Neenah increased from 2,762.8 persons per square mile in 2010 to 2,915 persons per square mile in 2020.
- In 2020, the median age of City of Neenah residents was 36.9.
- The child bearing population (25 to 44) comprised the City’s largest cohort in both 2010 (27.6%) and 2020 (27.6%).

#### Race

- In 2020, whites comprised 87.8 percent of the City of Neenah population compared to 86.7 percent in the county and 80.1 percent of the state's population.

### Household Structure and Trends

- Household size in the City of Neenah decreased from 2.36 persons per household in 2010 to 2.4 persons per household in 2020.
- In 2010 (62.7%) and 2020 (56.0%), about two-thirds of the households in the City of Neenah were family households.
- Married couple families (husband and wife) made up slightly more than half (55.9%) of all households in the City of Neenah in 2020, compared to 58.3 percent in Winnebago County and 60.7 percent in the state.
- The number of households is expected to increase by about 9.1 percent from 11,624 in 2020 to 12,682 in 2040.

### Income and Education

- The 2017-2021 American Community Survey 5-Year Estimates indicate that the City of Neenah had a slightly higher percentage of residents age 25 or older who graduated from high school or higher (94.7%) than the county (93.6%) and the state (92.9%).
- The share of residents holding a bachelor's degree or higher increased by 4.9 percent in the City of Neenah between the 2009-2013 American Community Survey (30.1%) and the 2017-2021 ACS 5-Year Estimates (31.6%).
- According to the 2017-2021 American Community Survey, approximately 79.2 percent (+/-2.0%), of households derive income from earnings in the City of Neenah.
- The average (mean) household income (\$82,922 +/- \$4,181) is more than the average (mean) earnings per household (\$82,559 +/- \$4,084).
- According to the 2017-2021 ACS 5-Year Estimates, the City of Neenah median family income was \$79,872, which was an increase from the 2009-2019 ACS median family income of \$66,653.
- The per capita income in the City of Neenah in 2017-2021 ACS was \$34,991, an increase of 20 percent from 2009-2013 ACS (\$29,160).
- According to the American Community Survey 5 Year Estimates, in 2017-2021 11.0 percent (+/-2.2%) of the City of Neenah's population was living below the poverty line.
- Approximately 8.6 percent (+/-2.0%) of families lived below the poverty level in the City of Neenah, according to the 2017-2021 American Community Survey 5-Year Estimates.

## 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:

### Placemaking

General comments made about Neenah during visioning was the “Sense of Community”, spirit, identity and pride that was felt in City. It was felt that Neenah’s neighborhoods were an asset to the City and that this was a great place to raise a family.

Shattuck Park and the Neenah Library are good examples of public spaces that were created in the downtown area. This space is used to host concerts, the Farmers Market and other events. It has enhanced the vibrancy of the downtown area. However, there may be other areas in the City that could also be used to create a public space that will enhance the Sense of Community Neenah residents feel. One such area that was mentioned numerous times during the visioning process was the undeveloped Arrowhead Park area. People felt that this area could be developed as a special place where residents and visitors to the City



**Shattuck Park**

could enjoy the proximity and access to the water. The Loop the Little Lake Trail connect to the Park and circles the southern end of Little Lake Butte des Morts from the Trestle. To further enhance the experience, connections from Arrowhead Park could be made along the water to the downtown and the Neenah Riverwalk.

Though the public participation process, participants mentioned that they valued Neenah’s historical business district, neighborhoods and historic homes. Many people valued the neighborhood they lived in, the safety they feel, the quietness, the friendliness of their neighbors and the pride people take in maintaining their property. While people were very positive about their neighborhoods, there may be things that the City can do to enhance and strengthen connections and relationships both within the neighborhood but also between the neighborhood and City government.

#### Issues and Opportunities:

- The City has several great public gathering places including Shattuck Park and Kimberly Point Park.
- Arrowhead Park and Gateway Plaza are two underutilized public spaces.
- Many neighborhoods in the City have a neighborhood park, however, some neighborhoods lack an easily accessible park or other public area.

#### Community Entrances

Neenah’s community entrances provide the first impression of the City to visitors and residents. While the City has numerous positive attributes (Lake Winnebago and the Fox River, waterfront parks, historic neighborhoods and downtown, museums and public art), one must travel along significant commercial corridors to access these destinations. Direct entry points into the City from I-41 are limited to three locations (Breezewood Lane / Bell Street, Winneconne Avenue and Main Street). Except for standard highway exit signs, entrances into the City are unannounced. Due to space limitations, it is difficult to make an effective welcoming area along I-41. Therefore, a better location might be off the highway near I-41 corridor. The City installed an entrance sign along the northbound lane of I-41, south of the Breezewood/Bell intersection in 2018.

There are four main entrance corridors into the City (Breezewood Lane / Bell Street, Winneconne Avenue, Main Street and Commercial Street). Depending on the corridor traveled, land uses along these routes vary and include residential, commercial and industrial areas. Many of these corridors have seen little investment in some time; as a result, vacant buildings and lots, and run down properties are evident. Commercial corridors and suggested improvements were identified as part of visioning. These corridors should be redeveloped to connect to the surrounding neighborhoods. Corridor plans should be developed to include a purposeful arrangement and / or grouping of uses that are appropriate for the corridor and provide for the surrounding neighborhoods. These corridors should be designed to fill people's physical, social and economic needs. In 2019, the City finalized the South Commercial Street Corridor Plan to help stimulate private investment, increase a sense of place, and provide design alternatives for the reconstruction of S. Commercial Street in 2025.

The City should develop a wayfinding signage program that can be used to guide people to key destinations within the City. Wayfinding signage will help overcome some of the visual and geographic separation of city amenities from I-41 and will make it easier to visitors or those unfamiliar with the City.

#### Issues and Opportunities:

- I-41 running through the City provides an opportunity to guide visitors into the City, promote our downtown and other attractions, and welcome people to the City with signage.
- The City lacks plans which would help redevelop and revitalize several commercial corridors/districts in the City.
- There are no consistent welcome signs along major entrance corridors into the City.

#### Natural Environment

Neenah's rich natural resource base is one of the City's defining aspects. This base includes access and shoreline along Lake Winnebago, Little Lake Butte des Morts and the Neenah Slough, as well as associated wetlands, environmental areas, fish and wildlife habitat and park and open lands. Many top assets (water resources, parks, trees, trails) associated with Neenah's natural resources, as well as ways to enhance these assets, were identified during visioning, the Community Survey, and the Youth Survey. Protection of the City's natural resources is essential so that they will be available for current and future generations to enjoy. Neenah's natural resources should be used to enhance the community's identity and sense of place.



Lake Winnebago

Trees have a calming effect on people and vehicles. They increase curb appeal and property values, absorb traffic and other noises and build neighborhood and civic pride. Urban trees should be recognized as a natural resource and should therefore be properly managed and protected. While the City has an urban forestry plan, it does not currently have an urban forestry program.



The City's history is tied to its location along the Fox River. People identify and take great pride in the river system, which includes Little Lake Butte des Morts and Lake Winnebago. Neenah has embraced and should continue to utilize this resource to create a unique sense of community by showcasing and educating the public about local history, enhancing the downtown experience by connecting people to the water, and increasing recreational pursuits and tourism opportunities.

Issues and Opportunities:

- Lake Winnebago is a great asset for its recreational opportunities, however, water quality concerns threaten those recreational opportunities.
- Neenah has several large parks adjacent to Lake Buttes Des Morts and Lake Winnebago and the Fox River which provide public access to those water resources.
- The City has an urban forestry plan, but does not have an urban forestry program.
- There is little public access to the Neenah Slough.
- Although the City recognizes the importance of protecting wetlands in the City, wetlands protection has come at the cost of development as poor drainage has created wetlands on undeveloped and developed land.

### Signage and Street Graphics

Signs are not only used to provide direction and identification, but they can be used to enhance the urban landscape by providing branding and character and encouraging exploration. Signs should be designed based on the viewer. For example, signs for the traveling public should be big, bold, concise and far enough away to give ample warning. Pedestrians, on the other hand, have more time to study a sign and therefore signs geared for pedestrians can be smaller, provide more detail and be at eye level.

Signs and graphics can be used to provide community and / or area identity. For example, the Downtown and Doty Island Business communities have utilized street banner and branding to better identify their district. Other commercial corridors would also benefit by adopting a brand that would provide unified recognition.



**Historic Downtown Neenah**

Issues and Opportunities:

- There are no specific sign guidelines for the Historic Downtown district.
- Neenah restricts off-premises (bill boards) signage.
- The City does not have a program to document existing off-premises signage in the City to determine when they need to be removed.

### Historical/Architectural Heritage

Neenah's historic buildings and rich architecture defines the heritage that has shaped and formed the City. The importance that people place on preserving the City's historic architecture (businesses, homes, neighborhoods and corridors) was identified during visioning.

Both private and public investments have been made to protect the City's heritage. The Downtown Business District with its historic facades; well preserved historic homes along E. Wisconsin Avenue, Kimberly Point and Doty Island; the Clock Tower, Old Post Office, Lighthouse, Doty Cabin are examples of this investment.

In 1986, the City Landmarks Commission was created to support the efforts of private property owners and the public sector in the preservation and thoughtful redevelopment of the community's historic and architectural resources. The Commission has worked to identify local properties for historic landmark designation, reviewed proposed improvements at designated properties and has promoted the community's heritage to residents and visitors.

**Issues and Opportunities:**

- Neenah has a fascinating history spanning over 150 years which included the creation of successful businesses and prominent residents who helped build the community.
- The Neenah Landmarks Commission is active in promoting and preserving Neenah's history and its historic structures.
- The City has one locally designated Historic District (Downtown).

**Public Art**

Public art can be used to create a sense of place. Art can be utilized to impart new energy, enhance aesthetics, or define a specific area. During the visioning process, participants identified the desire for additional local art in the downtown area. Investment has been made in bronze statues within the downtown area, in Riverside Park and in other areas of the City. Bronze statues include the Statue of Liberty, Thomas Jefferson, Abraham Lincoln, George Washington, Benjamin Franklin, the Gateway Plaza entrance sign, and the American eagle in the downtown, Playing in the Rain at Riverside Park and the American eagle in the roundabout on Green Bay Road. It may be possible to bring additional statues into the City and to build upon the theme that is already here. Murals are another form of local art that can be applied to placemaking. Local history can be emphasized through a variety of murals, possible commissioned by local businesses and residents.



**George Washington Statue**

**Issues and Opportunities:**

- The City has no guidelines for the placement of art in public spaces.
- Downtown Neenah and surrounding areas have benefited from private benefactors who commissioned and placed statues in parks, along sidewalks, and other public places.
- The City created an Arts Council to promote art within the City.

**Urban Design**

Concern has been expressed that current ordinances related to land use and development do not allow for flexibility. The City should utilize urban design standards to ensure that development corresponds to the City's vision. Design standards should allow flexibility, though the final product should conform to the City's ultimate goal or vision. An urban design manual could be developed to provide guidance on building architecture, site design, landscaping and signage and would allow the City to review projects in a neighborhood setting. The manual should provide guidance on commercial corridors so that they connect to existing neighborhoods and fill people's physical, social and economic needs (see community entrances above). The urban design manual should be used as a companion document to the zoning

code. Therefore, as the City develops its urban design manual it should also be reviewing its zoning code and making revisions as necessary.

The City should be discouraging strip development and should be instead encouraging new commercial and industrial developments to develop in clusters or nodes. New residential, both single-family and multi-family developments should be encouraged to develop as clustered mixed-use developments that employ pedestrian friendly infrastructure that retains open space and natural features, encouraging walking and provides connections to area amenities.

During visioning, participants mentioned that they valued Neenah's historical business district and neighborhoods. They also valued other neighborhoods within the City that might not be historical but provided connections to neighbors. On the downside, people also felt that some neighborhoods in the City were in need of improvement.

Issues and Opportunities:

- The City's zoning code does not regulate or promote specific design standards.
- Many of the declining commercial corridors in the City are linear in nature as opposed to the more vibrant clustered commercial districts.
- The zoning code prohibits commercial uses in residential neighborhoods.
- Single-Family Residential uses are prohibited in the downtown zoning district.
- The City lacks a property maintenance code.
- Review and revise the zoning code to allow flexibility and ensure that the zoning code is meeting the City's vision.

Festivals and Community Events

Festivals and community events can enhance local character, image and pride and showcase the culture and history of the community. During the public participation process, people mentioned that there are great events and a lot happening in the City. Many of the community events hosted by the City of Neenah, Future Neenah, Inc. (FNI) and the Business Improvement District (BID) were identified through the public participation process. Community events, whether hosted by the City or other non-profit organizations, should promote the community in a positive way and attract both residents and non-residents alike.

Issues and Opportunities:

- The City of Neenah, Future Neenah, Inc. and the Neenah Downtown Business Improvement District host events in the Downtown that attract residents and non-residents to the City.
- Neenah's larger parks are capable of hosting larger community events.
- Many of the larger events in Neenah occur at Riverside Park.
- Downtown Neenah has several public spaces such as Arrowhead Park, Shattuck Park, and Gateway Plaza capable of hosting events.

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## VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: *A community which embraces its history, protects and provides public access to its natural resources, and has a community identity which is unique, identifiable, and different from other communities in the Fox Cities.*

### **Goal IO 1: Develop a unique City identity based on the City's history and natural resources such as Lake Winnebago and the Fox River.**

#### Placemaking

Objective IO 1.1: Enhance and strengthen neighborhoods to increase a sense of place and belonging.

- Recommendation IO 1.1.1: Identify key areas in the City that could be enhanced through creative placemaking techniques, or other methods such as neighborhood improvement districts or neighborhood associations. (See recommendation LU 1.2.3)
- Recommendation IO 1.1.2: 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 LU 1.4.7, H 2.1.4)
- Recommendation IO 1.1.3: Partner with neighborhood leaders and groups to identify and strengthen public places within existing City neighborhoods.

#### Community Entrances

Objective IO 1.2: Create welcoming and aesthetically pleasing entry points into the City.

- Recommendation IO 1.2.1: Maintain the current ban on the construction of new billboards. Enforce the removal of existing billboards as they become vacated.
- Recommendation IO 1.2.2: Work with WisDOT to provide additional signage to the downtown and other points of interest along I-41.
- Recommendation IO 1.2.3: Promote and encourage the underground installation of all electric, telephone and cable utility lines in newly developed areas. Pursue a plan to promote the burial of existing overhead lines, with prioritization of areas based on visual significance and sensitivity.
- Recommendation IO 1.2.4: Develop a plan to identify key entry points into the City and identify appropriate welcome signage and a wayfinding system that is consistent in design. (See recommendation ED 2.3.2, LU 1.5.6, LU 1.5.7)
- Recommendation IO 1.2.5: Encourage a tree planting program along major road corridors, recognizing appropriate species and placement.
- Recommendation IO 1.2.6: Work in cooperation with business and property owners along entry corridor commercial districts to develop detailed corridor plans for

Winneconne Avenue, Bell/Breezewood Avenue, Green Bay Road, Main Street and Commercial Street. (See recommendation ED 2.3.5, LU 1.5.6, LU 1.5.7)

### Natural Environment

Objective IO 1.3: Protect environmentally sensitive areas and corridors.

- Recommendation IO 1.3.1: Encourage the use of Green Infrastructure in areas planned for new development. (See recommendation LU 1.10.2, LU 1.10.4, CF 1.4.4)
- Recommendation IO 1.3.2: Continue ongoing regulatory control over wetlands and floodplain areas, shoreland protection areas, and other environmentally sensitive areas. (See recommendation NR 1.1.1)

Objective IO 1.4: Utilize and enhance the City's natural resources to create an inviting atmosphere for City residents, workers and visitors.

- Recommendation IO 1.4.1: 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. (See recommendation LU 1.8.7)
- Recommendation IO 1.4.2: Create a plan that would identify locations and increase the area of the community's waterfront that is accessible to the public for passive / active recreation, dining and enjoyment. (See recommendation LU 1.8.7)
- Recommendation IO 1.4.3: Continue the City's urban forestry program to address the long term care of urban trees for proper maintenance, removal, protection and planting.
- Recommendation IO 1.4.4: Utilize the water resources to teach the public about the value of the City's water resources, local history, enhance the downtown experience by connecting people to the water, and increasing recreational pursuits and tourism opportunities. (See recommendation ED 2.2.3, LU 1.8.7)

### Signage, Street Graphics and Other Amenities

Objective IO 1.5: Establish a community identity through the use of distinct signage, street graphics and other amenities.

- Recommendation IO 1.5.1: Review and update the City's sign code to account for signage which is compatible to the district it's located in and for the use of the property.
- Recommendation IO 1.5.2: Assist business districts to create a unified brand and to incorporate that brand within business signage and street graphics such as banners.
- Recommendation IO 1.5.3: In conjunction with the adoption of a Sign Code, the City should prepare a street graphics handbook that can be used by property owners and the sign industry to select signage that is attractive, functional, and appropriate for the streetscapes of Neenah.

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## Historical / Architectural Heritage

Objective IO 1.6: Protect, preserve and promote the City's historical and architectural heritage. Continue to regard the preservation and promotion of historically and architecturally significant buildings and sites as an important component in maintaining the image and character of Neenah.

- Recommendation IO 1.6.1: Recognize and support efforts of the Neenah Landmarks Commission and other local preservation groups and other historic preservation efforts. (See recommendation CR 1.1.2)
- Recommendation IO 1.6.2: Develop a comprehensive preservation strategy to better define common goals, roles and responsibilities of all interested groups, individuals and property owners to ensure broader community understanding and acceptance of the need to preserve Neenah's history. (See recommendation CR 1.1.3)
- Recommendation IO 1.6.3: Develop a comprehensive list of potential historic structures, properties, and districts.
- Recommendation IO 1.6.4: Support the continuation of state tax credits for historic building renovation.

## Public Art

Objective IO 1.7: Support public art within the City.

- Recommendation IO 1.7.1: Develop an Arts Council/Committee responsible for encouraging and supporting public art within the City.
- Recommendation IO 1.7.2: Develop public art selection guidelines and an approval process that can be used as both a marketing and management tool.
- Recommendation IO 1.7.3: Create a database of existing art in the City to be used for marketing and tourism purposes.
- Recommendation IO 1.7.4: Review local ordinances to determine restrictions that would prohibit murals and other art forms.
- Recommendation IO 1.7.5: Develop a brochure that will provide information about local art in the City. The guide should provide information on the artist, a description of the art and a map.

## Urban Design

Objective IO 1.8: Encourage high quality design of public and private buildings and structures in the City.

- Recommendation IO 1.8.1: The City should explore the level of interest in using design review more fully in its development approval process.
- Recommendation IO 1.8.2: Identify districts/areas within the City that would benefit from consistent design standards.
- Recommendation IO 1.8.3: The City should develop an urban design manual that would provide guidance on building architecture, site design, landscaping and signage. (See recommendation LU 1.2.2)
- Recommendation IO 1.8.4: The City should review its Site Plan Review approval process to ensure that it's consistent with established goals in the comprehensive plan. (See recommendation LU 1.1.3)
- Recommendation IO 1.8.5: 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 LU 1.5.2)
- Recommendation IO 1.8.6: The City should encourage the development of mixed-use cluster residential neighborhoods that are built at a pedestrian scale and that retain extensive open space areas. Neighborhoods should be developed with individual identities but which also reinforce the overall image and character of the community. (See recommendation LU 1.4.1)
- Recommendation IO 1.8.7: The City should rigorously enforce property maintenance and nuisance codes to enhance the attractiveness and quality of all areas in the community. (See recommendation H 2.2.4, H 2.2.7)

## Festivals and Community Events

Objective IO 1.9: Create and sustain a positive community image by supporting festivals and celebrations, culture, and neighborhood events.

- Recommendation IO 1.9.1: Partner with and support local organizations to provide quality community events.
- Recommendation IO 1.9.2: The City shall proactively seek out community events and partners to host events in Neenah.



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## **CHAPTER 3**

### **LAND USE**

## CHAPTER 3: LAND USE

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## 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 6,335 acres. About 82 percent of the land within the City is developed leaving 1,087 acres as undeveloped.
- Residential (2,371 acres, 37.4%) and transportation (1,295 acres, 20.4%) comprise over half (58.1%) 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 2015 and 2023, the City of Neenah's land use footprint grew by about 1 percent, from 6,147 to 6,335 acres, while its population grew by 0.6 percent.

#### 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).

## Market Trends

- Overall, the City's land value peaked increased from at \$375,783,800 in 2015, to \$616,486,

## Land Use Density and Intensity

- Between 2010 (1,226.3 units/sq. mi.) and 2020 (1,248.4 units/sq. mi.), residential densities increased slightly in the City of Neenah by 22.1 units per square mile
- 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.<sup>1</sup> 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. 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.

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<sup>1</sup> Wisconsin State Statutes 66.1001.

In 2010, the City of Neenah had a total of 10,173 housing units<sup>2</sup>. 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 units<sup>3</sup> 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 development<sup>4</sup> 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 population<sup>5</sup> 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 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

<sup>2</sup> U.S. Census 2010.

<sup>3</sup> 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.

<sup>4</sup> This includes a 15% infrastructure factor and a 20% market factor.

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

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 because 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.

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.



**Vacant Lot on First Street**

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 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 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, Ascension Medical Clinic, ThedaCare Regional Medical Center, 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 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, 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, 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:

- 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 system is adequate for existing 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 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.
- The City's Officially Mapped Street Plan needs to be updated to reflect changes to the City's extraterritorial jurisdiction 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.



**Community Garden**

#### 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.

## 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)

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)
- 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.
  - 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 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)

## 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 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)
- 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)

### **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)

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## 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:

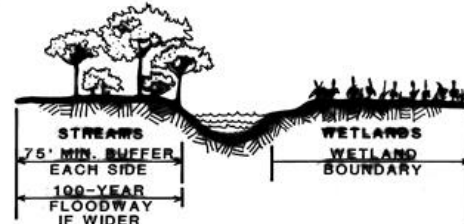
- all lakes and streams shown on the USGS quadrangle maps and adjacent 75-foot shoreland buffer areas;
- all wetlands shown on the state Wisconsin Wetland Inventory Maps;
- and floodways as delineated on the official Federal Emergency Management Administration Flood Boundary and Floodway Maps

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

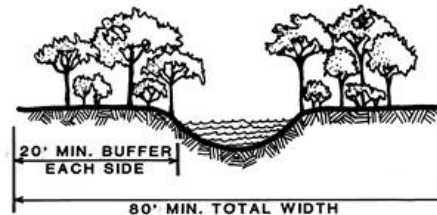
##### NAVIGABLE STREAMS & WETLANDS



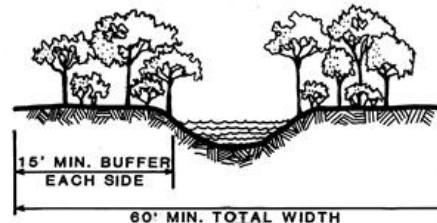
##### NON-NAVIGABLE STREAMS & DRAINAGEWAYS DRAINAGE AREA GREATER THAN APPROXIMATELY 2000 ACRES



##### 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), 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	
<hr/>	
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 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

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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:

- 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.



## **CHAPTER 4**

# **ECONOMIC DEVELOPMENT**

## CHAPTER 4: ECONOMIC DEVELOPMENT

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## CHAPTER 4: ECONOMIC DEVELOPMENT

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 meet the current and future economic development needs 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;
- *Neenah Central City Business Improvement District Year twenty-two Operating Plan-2023*; and
- *Ignite Fox Cities: A Blueprint for Economic Prosperity, November 22, 2011*.

### SUMMARY OF EXISTING CONDITIONS

Planning for economic development is an ongoing process in which a community organizes for the creation and maintenance of an environment that will foster the retention and expansion of existing businesses, the attraction of new businesses and the attraction of a talented work force.

Below is a summary of the key economic development conditions. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

#### Labor Force Characteristics

- 68.6 percent of the City of Neenah's population 16 years old and older was in the civilian labor force (2016-2021 ACS 5-Year Estimates).
- Between 2000 and 2009-2013, the civilian labor force grew by 4.8 percent in Neenah (2009-2013 ACS 5-Year Estimates).
- Between 2000 and 2009-2013, employment rates decreased in Neenah from 96.5 percent to 93.8 percent (2009-2013 ACS 5-Year Estimates).
- Overall unemployment rates have been declining in the City, county and state since reaching a high between 2009 and 2010 (WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2002-2014).
- Unemployment rates have been historically higher in Neenah than in the county and state (WI Dept. of Workforce Development, Office of Economic Advisors, LAUS 2002-2014).
- The City of Neenah's workforce traveled an average of 17.9 minutes to their workplace in 2009-2013, this was 1.4 minutes longer than in 2000 (2009-2013 ACS 5-Year Estimates).

- Top workplace destinations for Neenah residents in 2014 was the City of Neenah (21.9%), City of Appleton (12.9%), City of Oshkosh (9.3%), the City of Menasha (4.4%) and the City of Green Bay (2.3%) (onthemap.ces.census.gov).
- Top places of residence for people working in the City of Neenah in 2014 was City of Neenah (15.6%), City of Appleton (12.8%), City of Oshkosh (7.7%) and City of Menasha (5.7%) (onthemap.ces.census.gov).

### **Economic Base Analysis**

- The top three occupations for City residents were Management, Business, Science, and Arts (30.5%), Sales and Office (28.3%) and Production, Transportation, Material Moving (17.8%) (2009-2013 ACS 5-Year Estimates).
- The top two industry sectors for the City of Neenah (26.7%, 17.5%), Winnebago County (24.5%, 19.6%) and the State (18.2%, 23.2%) was the Manufacturing sector and Educational, Health and Social Services sector.
- The Oshkosh-Neenah MSA is an exporter of manufacturing (2.70), construction (1.05) and other services (1.09). It is an importer of natural resource and mining (0.30), trade, transportation and utilities (0.82), information (0.82), financial activities (0.77), professional and business services (0.85), education and health services (0.75), and leisure and hospitality (0.70).
- Top employers in Neenah included Alta Resources, Neenah Foundry Co., ThedaCare Regional Medical Center – Neenah, Plexus, Menasha Corporation, and Amcor (Wisconsin Worknet, 2023 and City of Neenah).
- Employment forecasts indicate that the largest industry in the City of Neenah will be manufacturing 2025, though this industry is expected to employ fewer people than it does today (EMSI Q4 Data Set, zip code 54956).
- The largest industry growth areas between 2015 and 2025 are expected to be Construction (28%), Administrative & Support and Waste Management & Remediation Services (26%), Finance and Insurance (24%), Accommodation and Food Services (23%), Real Estate Rental and Leasing (38%), and Educational Services (32%).

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

- Downtown Neenah Business District generally located along Wisconsin Avenue from Torrey Street to Oak Street and along Commercial Street from the river to around Winneconne Avenue. The district is a mixture of retail establishments, businesses, restaurants, a hotel and other service providers.
- South Commercial Street Business Corridor generally includes the area along S. Commercial Street from State Street to slightly past Bell Street. The corridor is a mixture of retail businesses, banks, restaurants, a grocery store, and health care providers.
- Doty Island Business District is located north of the Downtown Neenah Business District on Doty Island. This district generally includes a triangular area bounded by N. Commercial Street from the river to Nicolet Boulevard, E. North Water Street and First Street. It includes a mixture of retail, restaurants, business, churches, and service providers (health and government).
- Fox Point / Green Bay Road Commercial District is generally located along S. Green Bay Road from North Street to Cecil Street. It provides a mixture of retail goods and

services including two shopping centers, car dealers, churches, restaurants, retail, banking, motel, etc.

- Main Street Commercial Corridor extends from downtown Neenah to I-41. It includes a mixture of industrial, commercial and residential uses.
- Westowne Commercial District is located west of I-41 and east of Tullar Road near Winneconne Avenue. It is a newer district comprised of mixture of retail, restaurants, health care provider and a bank.

### **Industrial and Business Parks**

- The Southpark Industrial Center is located near the I-41 and Bell Street Interchange. Approximately 65 acres are currently available for development.

### **Tax Incremental Financing District**

- TID No. 7 (Westowne Business District) was created in 2000 to stimulate new commercial development on the City's west side. This district has an anticipated closure date of 2031.
- TID No. 8 (Doty Island / Downtown Neenah Business District) was created in 2001 to stimulate growth on Doty Island and parts of Downtown Neenah. This district has an anticipated closure date of 2031.
- TID No. 9 (U.S. Highway 41 South Industrial Redevelopment District) was created in 2015 to assist with the rehabilitation and conservation of the industrial corridor adjacent to I-41 from approximately Breezewood Lane / Bell Street to CTH G. This district has an anticipated closure date of 2027.
- TID No. 10 (Downtown Gateway Redevelopment District) was created in 2015 to assist with the elimination of blight and overall improvement of the area to significantly enhance the value of the real property in the district. This district has an anticipated closure date of 2041.
- TID No. 11
- TID No. 12

### **Business Improvement District**

- The Neenah Central City Business Improvement District was created in 2001 to sustain the competitiveness of the Downtown. Key focus areas include management, retention, recruitment, marketing, public relations and physical maintenance.

### **Economic Development Strategy and Assessment**

- Key Economic Development Strengths include: key transportation links; available infrastructure; Lake Winnebago and the Fox River system; highly rated school system; proximity to higher educational opportunities; major employers; low cost of living; low crime rate; pedestrian and bicycling infrastructure; part of the larger Fox Cities metro area; Southpark Industrial Center; cultural resources; quality recreational opportunities; natural areas and open space; availability of local healthcare facilities/providers; mixture of housing choices; public transit; intermodal facilities; diverse economic base; availability of business and industrial space; vibrant downtown with historic features intact; and housing near the downtown.

- Key Economic Development Weaknesses include: accessible public transportation; availability of skilled industrial workers, technicians, engineers and scientists; cost of electricity for Industrial Use; availability of suitable, reasonable priced, commercial and industrial space and land; lack of regional planning and communication; and limited opportunities for city annexation.

## 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:

### Downtown Neenah Business District Enrichment

The historic downtown business district is a diverse mix of retail, businesses including a number of major employers, restaurants, retail establishments, a hotel and other service providers. Shattuck Park, adjacent to the river and marina, and public library, provides a venue for community events, concerts, and the Saturday farmers market. The Neenah Riverwalk between N. Commercial Street and Oak Street provides an opportunity for residents to enjoy the waterfront. While this area was identified as a major asset to the City during the public participation process, suggestions were made on how this area could be enhanced.



Downtown Neenah Business District

Enhancement suggestions include:

- Increase opportunities for walking and bicycling
  - Connect the Neenah Riverwalk at N. Commercial Street to Main Street
  - Increase awareness of existing bike parking in the downtown
  - Develop a way-finding system for pedestrians and bicyclists
  - Connect the downtown to residential areas via on-street and off-street trails
- Address bicycle safety / access in the downtown
- Increase tourism and recreational opportunities, including the connection and access to the waterfront
- Address congestion concerns
- Develop Arrowhead Park as a destination for residents in the region
- Address parking concerns for long term and short term users
- Pursue connectivity to Doty Island and downtown Menasha
- Increase cultural and entertainment opportunities for residents and visitors
- Increase waterfront and outdoor dining opportunities
- Provide additional residential living space in and around the downtown
- Update wayfinding signage
- Address lighting on E. Wisconsin Avenue in the downtown area



- Increase diversity of restaurants and unique retail businesses
- 
- Integrate additional residential housing with the downtown business district
- Improve short-term and long-term parking options

The Neenah Next Downtown Plan was adopted in 2023. The plan focuses on many of the concerns identified above. The plan addresses the bike/pedestrian connectivity issue by proposing a cyclist track through Downtown via Main Street and Wisconsin Avenue. In addition, the plan identifies a plan to re-route bypass traffic away from Main Street via Torrey/Columbian. Finally, long-term parking solutions included a potential 600-stall parking structure located on the west side of downtown.

## **Business and Commercial Corridor Redevelopment**

### S. Commercial Street Business Corridor

The S. Commercial Street Business Corridor is the southern entrance into the City. It has experienced little in the way of significant new real estate investment in a number of years and struggles to sustain core businesses in the older parts of the district. It faces the challenge of maintaining a strong neighborhood retail shopping and dining experience. There are several notable vacant buildings, sites identified as Brownfields or potential Brownfields, and many small parcels of land adjacent to residential properties. This corridor received numerous suggestions for improvement during the public participation process.



**S. Commercial Street Business Corridor**

Suggestions for improvements include:

- Address bicycle and pedestrian safety and access concerns
- Improve walkability from residential areas to businesses
- Address intersection safety concerns
- Address temporary retail businesses
- Encourage retail and business redevelopment
- Improve the appearance of the overall commercial corridor by establishing design standards
- Encourage building façade and site improvements
- Address building and site maintenance issues
- Increase opportunities for restaurants in the southern portion of the corridor to serve the industrial park
- Improve the street surface
- Create a district identity
- Improve property maintenance

The City adopted the S. Commercial Street Corridor Plan in 2019. The plan addresses many of the concerns identified above and created a façade improvement program for businesses along the corridor. The implementation of the plan will continue with the S. Commercial Street reconstruction project beginning in 2025.

### Main Street Commercial Corridor

The Main Street Commercial Corridor is a sporadic mix of residential, commercial and industrial uses and is a gateway into the downtown area. This corridor has not seen any major investment for some time.

Suggestions for improvements include:

- Redevelop commercial properties near the Neenah Slough, Lake Street and Western Avenue areas of the corridor, consider multi-family residential uses for the areas near the Neenah Slough
- Improve the appearance of the corridor by establishing commercial design standards
- Encourage neighborhood / residential property improvements
- Consider developing a gateway area near I-41
- Increase safety on the Main Street overpass
- Consider a roundabout at the Lake Street intersection



Main Street Commercial Corridor

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

The Fox Point / Green Bay Road Commercial District has received some redevelopment, though redevelopment is still needed in the district. I-41 / USH 41 was initially located on Green Bay Road and some of the existing development along Green Bay Road stems from this time frame. It has traditionally served a market area that encompasses the City and surrounding towns.

Suggestions for improvements include:

- Address pedestrian and bicycle safety at the Cecil Street, Green Bay Road and Lake Street roundabouts
- Improve the appearance of the corridor by establishing commercial design standards
- Renovate / redevelop commercial properties near the Lake Street intersection, and in the former Twin City Appliance area



Doty Island Business District

#### Doty Island Business District

The Doty Island Business District has undergone redevelopment as older residential and commercial properties have been torn down or replaced. Challenges such as the rail road spur, and a number of undesirable and incompatible uses exist in the district, making it difficult to attract new businesses and investment. There are a number of vacant buildings along the N. Commercial Street corridor and a fairly large undeveloped parcel on the northwest corner of Forest Avenue and First Street which provides an opportunity for

new development. Recently, ThedaCare finalized an

expansion and modernization of their Emergency Department and numerous projects throughout the building. Numerous suggestions were made during the visioning process for improvements and redevelopment ideas for this district.

Suggestions for improvements and redevelopment include:

- Address safety concerns for vehicles, bicyclists and pedestrians along the N. Commercial Street corridor
- Increase opportunities for bicyclists and pedestrians
- Address truck unloading at Neenah Paper which disrupts traffic on N. Commercial St.
- Address the confusing intersection at Nicolet Boulevard, N. Commercial Street and First Street
- Encourage building façade and site improvements
- Address building and site maintenance issues
- Address parking on N. Commercial Street
- Encourage retail and business redevelopment
- Encourage the establishment of restaurants in the vicinity of the YMCA
- Redevelop the First Street corridor
- Develop the vacant parcel at Forest Avenue and First Street and the former Nicolet Clinic site on Lincoln St.
- Update the master plan for the ThedaCare Regional Medical Center – Neenah.
- Encourage additional housing, especially waterfront housing in the area
- Encourage opportunities for waterfront access
- Provide connection between the downtown areas in Neenah and Menasha

#### Westowne Commercial District

The Westowne Commercial District south of I-41 near Winneconne Avenue is a newer commercial district. Existing development is a mixture of retail including big box retail, fast food restaurants, a bank and a health care provider. Winneconne Avenue / CTH JJ is a designated urban minor arterial that connects Neenah and I-41 to the towns to the west of the City.

Suggestions for improvements in this area include:

- Increase opportunities and address safety issues for pedestrians and bicyclists
  - Under the I-41 bridge
  - Westowne Place, provide safe routes from senior housing
  - Tullar Road
- Further develop this commercial district with a mixture of retail and restaurants

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

The Southpark Industrial Center is in close proximity to I-41 and rail; it is served by municipal utilities and services. This park is nearing capacity and additional land adjacent to I-41 and rail should be made available.



Southpark Industrial Center

Suggestions for the Southpark Industrial Center include:

- Concern about building vacancies
- Concern about the adjacent incompatible uses, industrial and residential
- Median maintenance on Industrial Drive
- Additional industrial land for expansion
- Increase opportunities for pedestrians and bicyclists
- Improve access into and out of the Industrial Park
- Aesthetic concerns from businesses storing goods and materials outside

### Redevelopment of Other Commercial Areas

Commercial areas beyond the districts and corridors identified above do exist within the City. Some of these areas are adjacent to the I-41 corridor, while others are located near industrial uses or near existing commercial / business districts or corridors.

Suggestions for other commercial areas include:

- Renovate / redevelop Gillingham Road between Breezewood Lane and Gay Drive

### New Development

Future growth will be predominately to the west and south in the City growth areas, as defined by the 2003 boundary agreement with the Town of Neenah. Areas adjacent to existing commercial and industrial development near I-41 corridor, the Southpark Industrial Center and rail corridor and on the west side of I-41, bordering the frontage road, the CTH JJ corridor and south of CTH G should be targeted.

## VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

*Vision Statement: Neenah continues to grow to accommodate new commercial and industrial land and focuses on redeveloping underutilized commercial districts and neighborhoods which has created a demand for business expansion and relocation, and a desire for people wanting to live and visit the City.*

**Goal ED 1: Provide and support a range of economic development activities that encourages retail, commercial and industrial growth, while enhancing quality of life for residents.**

Objective ED 1.1: Maintain a strong, diversified economic base that can provide steady employment with quality jobs for all.

- Recommendation ED 1.1.1: Create an economic development strategic plan.
- Recommendation ED 1.1.2: Identify strategic locations for future mixed use business and industrial development. (See Recommendation LU 1.5.1 and ED 1.1.3)
- Recommendation ED 1.1.3: Support the development and expansion of new commercial areas that can meet neighborhood and community needs.

Objective ED 1.2: Actively promote the community as a good location for business growth.

- Recommendation ED 1.2.1: Create marketing materials to assist in attracting people to live in the City, people to visit the City, and businesses to invest in the City.
- Recommendation ED 1.2.2: Promote the City as being part of the Fox Cities metropolitan area.

Objective ED 1.3: Provide the public infrastructure needed to support economic growth in the community.

- Recommendation ED 1.3.1: The City should continue to invest in maintaining its current public infrastructure.
- Recommendation ED 1.3.2: Develop a strategic plan which identifies future infrastructure needs and costs for the City's growth areas.

Objective ED 1.4: Develop the City's tourism potential.

- Recommendation ED 1.4.1: Recognize tourism as a substantial economic opportunity, and support community and sporting events, festivals, waterfront and water access activities, walking tours of historic areas and other heritage tourism activities.

Objective ED 1.5: Promote the City's Industrial Park.

- Recommendation ED 1.5.1: Continue to provide information regarding available properties, buildings and amenities in the Southpark Industrial Center.
- Recommendation ED 1.5.2: Identify ways to improve the public portions of the industrial park including the streets, bike trails, medians, terraces, and signage.
- Recommendation ED 1.5.3: Develop a strategy to improve the appearance of private property within the industrial park, specifically the storage of outside materials, landscaping, and building facades.

Objective ED 1.6: Support existing businesses, while at the same time considering new business opportunities.

- Recommendation ED 1.6.1: The City should create a business retention and expansion program. As part of the program, the City should:
  - Conduct and annually track business retention visits;
  - Provide follow up with businesses;
  - Partner with the Fox Cities Regional Partnership and Future Neenah, Inc..
- Recommendation ED 1.6.2: Create a local incentive program for business expansion and building improvements.

Objective ED 1.7: Promote the redevelopment of land with existing infrastructure and public services.

- Recommendation ED 1.7.1: Direct development to areas already served by public infrastructure and services (sewer, water, streets and emergency services). Give second priority to areas adjacent to public services.
- Recommendation ED 1.7.2: Continue to identify redevelopment sites and make this information available.
- Recommendation ED 1.7.3: Promote underutilized commercial /industrial properties that may have commercial or residential potential.
- Recommendation ED 1.7.4: Collaborate with Future Neenah, Inc. to promote available underutilized commercial / industrial properties (including Brownfield sites) in the City. (See recommendation IC 1.1.4)
- Recommendation ED 1.7.5: Use Locate in Wisconsin ([www.locateinwisconsin.com](http://www.locateinwisconsin.com)) to promote available buildings, sites and properties that will sync and be promoted on the following economic development organizations' websites: Wisconsin Economic Development Corporation, New North, Inc. and the Fox Cities Regional Partnership.

Objective ED 1.8: Partner and collaborate with other organizations on economic development efforts.

- Recommendation ED 1.8.1: The City should continue to support and participate in cooperative regional marketing efforts for the recruitment of industrial and service business prospects from outside the region and/or state. (See recommendation IC 1.1.1)
- Recommendation ED 1.8.2: The City, working in cooperation with private development partners, should pursue development of a strategy and recruitment program to more fully develop the economy of the community. (See recommendation IC 1.1.3)
- Recommendation ED 1.8.3: Continue to participate in the Fox Cities Regional Partnership. (See recommendation IC 1.1.2)

## **Goal ED 2: Enhance Community and Neighborhood Identity.**

Objective ED 2.1: Create a culture of creativity and openness in order to retain, attract and engage people.

- Recommendation ED 2.1.1: Continue to promote and expand the City's quality of life attributes (low crime, low cost of living, cultural enhancements, quality schools, access to higher education, parks, vibrant downtown, riverfront access, access to a system of walking and biking trails, etc.).

Objective ED 2.2: Promote and grow downtown Neenah.

- Recommendation ED 2.2.1: Continue to support the Neenah Central City Business Improvement District (BID) in downtown Neenah as a way to equitably fund programs for the management, maintenance, and promotion of the central business district. (*Note: The Neenah Central City Business Improvement District was created in 2001.*)
- Recommendation ED 2.2.2: Consider expanding the public wireless broadband system in the downtown business district. (See recommendation CF 1.1.6)
- Recommendation ED 2.2.3: Enhance the downtown's connection to the waterfront by promoting waterfront activities and development. (See Recommendation IO 1.4.1 , IO 1.4.2 , IO 1.4.4, LU 1.8.7)
- Recommendation ED 2.2.4: Continue to address parking concerns and issues. (See Recommendation LU 1.5.5, T 1.2.2)
- Recommendation ED 2.2.5: Increase cultural, entertainment and recreational opportunities in the downtown. Ensure that these uses are integrated with and enhance existing and future business uses. Within the historic downtown district these uses should complement the historic district. (See Recommendation LU 1.5.5, LU 1.8.7, IO 1.4.4, IO 1.4.1, IO 1.4.2, ED 2.2.3 )
- Recommendation ED 2.2.6: Protect the historic character of the downtown area by adopting historical preservation design standards to enhance and preserve the historical significance of the Central Business District. (See Recommendation LU 1.5.5)
- Recommendation ED 2.2.7: Improve traffic circulation and address safety access concerns for pedestrian, bicyclists, vehicles and public transit. (See Recommendation LU 1.5.5, T 1.1.1, LU 1.6.3)

Objective ED 2.3: Sustain and improve the vitality of commercial corridors and business districts.

- Recommendation ED 2.3.1: Recognize Tax Increment Financing (TIF) as an important economic development tool.
- Recommendation ED 2.3.2: Develop a plan for a sign / landscaped area welcoming residents and visitors to the City. (See Recommendation IO 1.2.4)
- Recommendation ED 2.3.3: Continue to utilize Community Funds to assist projects within business district development areas.
- Recommendation ED 2.3.4: Maintain a Small Business Loan revolving fund to assist small, growing companies that are creating new jobs in the community.
- Recommendation ED 2.3.5: Develop a S. Commercial Street corridor plan to identify land use, urban design and zoning standards that will be compatible with the existing

bordering residential neighborhood and create an inviting entrance into the City. (See Recommendation IO 1.2.6, LU 1.5.6, LU 1.5.7)

- Recommendation ED 2.3.6: Develop business district / corridor plans for the Main Street, Green Bay Road and Doty Island. Consider design standards and revisions to the zoning code that will complement and be compatible with bordering 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 IO 1.2.6, LU 1.5.6, LU 1.5.7)

Objective ED 2.4: Promote commercial and business development that complements and enhances adjacent neighborhoods.

- Recommendation ED 2.4.1: 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 LU 1.5.8)
- Recommendation ED 2.4.2: New business development should be compatible with the character of surrounding development and the overall character of the City. (See recommendation LU 1.5.9)
- Recommendation ED 2.4.3: Develop standards that buffer commercial and residential uses and allow both to prosper. (See recommendation LU 1.5.10, LU 1.4.3)

Objective ED 2.5: Increase alternative forms of transportation to employment centers.

- Recommendation ED 2.5.1: Enhance pedestrian and bicycling facilities within the City by linking key destinations and providing linkages to regional trail systems. (See recommendation T 2.1.2, CF 4.2.2, LU 1.6.1)
- Recommendation ED 2.5.2: Support the development of a regional transit route. (See recommendation T 2.2.3, IC 1.1.5)
- Recommendation ED 2.5.3: Encourage Valley Transit to evaluate existing bus routes within the City to determine if service should be expanded to serve other locations.
- Recommendation ED 2.5.4: Identify gaps in the existing trail system that would hamper accessibility to employment centers. (See recommendation LU 1.6.1)

### **Goal ED 3: Promote entrepreneurial programs and lifelong learning.**

Objective ED 3.1: Encourage continuing education in the workplace through employer commitment to, and investment in, the local labor force.

- Recommendation ED 3.1.1: Encourage local employers to provide opportunities for employees to continue new skills and competencies.



Objective ED 3.2: Support entrepreneurial programs to facilitate local business start-ups.

- Recommendation ED 3.2.1: Encourage entrepreneurs to submit business plans to the Northeast Wisconsin Regional Economic Partnership (NEWREP) Business Plan Competition as well as the Governor’s Business Plan Competition through the Wisconsin Technology Council.
- Recommendation ED 3.2.2: Support individual’s efforts to seek support for business plan development, financing information, and other assistance:
  - The Wisconsin Women’s Business Initiative Corporation (WWBIC), <https://www.wwbic.com/>;
  - Fox Valley Technical College’s Venture Center;
  - Small Business Development Center-Oshkosh;
  - SCORE, a partner of the Small Business Administration, the Fox Cities SCORE Chapter is located at the Fox Cities Chamber of Commerce & Industry;
  - Wisconsin Small Business Development Center, <https://www.wisconsinsbdc.org/business-starts>;
  - Impact Seven, <http://www.impactseven.org/>; and
  - Wisconsin Economic Development Corporation (WEDC), <http://inwisconsin.com/>.

Objective ED 3.3: Support and promote programs for youth and adults through FVTC, the Neenah Joint School District and UW-Extension.

- Recommendation ED 3.3.1: Work cooperatively with secondary and post-secondary educators in identifying those education and job-training needs that must be met to maintain a well-trained workforce.
- Recommendation ED 3.3.2: Connect employers with local high schools and guidance counselors to promote technical programs / job skill training through FVTC and the local high school that are needed in the community.
- Recommendation ED 3.3.3: Encourage local schools to continue to work with CESA 6, FVTC and the business community to provide a youth apprenticeship program to provide students with valuable skills.



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## **CHAPTER 5**

### **HOUSING**

## CHAPTER 5: HOUSING

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## CHAPTER 5: HOUSING

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 meet the current and future housing needs in the City of Neenah for all income levels, age groups, and special needs.

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 Consolidated Plan, 2020-2024*

### SUMMARY OF EXISTING CONDITIONS

Planning for housing ensures that the City of Neenah's housing needs can be met. The design, placement and density of housing impacts the overall appearance and character of a community by defining a sense of place and encouraging or discouraging social interaction between residents.

Below is a summary of the key housing conditions. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

#### Housing Stock Characteristics

- More than half of the existing housing stock was built after 1980 and 14.5 percent was built after 1999 (2021 ACS 5-Yr Estimate).
- Nearly 70 percent of the City's residential housing stock is single-family residential (2021 ACS 5-Yr Estimate).

#### Occupancy Characteristics

- Owner occupied units accounted for about two-thirds of the occupied housing units in 2021, while rentals made up the remaining third.
- The percentage of owner occupied housing units decreased between 2000 (66.9%) and 2020 (64.1%).
- The homeowner vacancy rate was 0.5 percent in 2021, which was less the vacancy rate of 3.3 percent for a healthy housing market.
- The rental vacancy rate was 5.0 percent in 2021 which was slightly above the vacancy rate of 3.3 percent for a healthy housing market.

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## Housing Stock Value

- Between 2013 ACS 5-Year Estimates and 2021 ACS 5-Year Estimates, the median value of owner-occupied housing prices in the City rose by 18.4 percent from \$131,000 to \$155,200. This was a smaller increase than the county and the state.
- The median gross rent between 2013 ACS 5-Year Estimates and 2021 ACS 5-Year Estimates in the City increased by 22.8 percent from \$671 to \$824.
- Just over 18 percent of homeowners with a mortgage and about 35 percent of renters were paying a disproportionate amount of their income for housing in the City according to the 2021 ACS 5-Year Estimates.

## Household Characteristics

- Owner-occupied household size was slightly larger in the City of Neenah in 2010 and 2021 than in Winnebago County as a whole.
- The most prevalent owner occupied household size in the City and the county was 2-persons in both 2010 and 2021.
- About half of renter occupied housing units were 1-person in the City and the county in 2010 and 2021.
- About 60 percent of households in the City were living in their place of current residence since 2000.

## Subsidized and Special Needs Housing

- There are 17 assisted living facilities in the City of Neenah with a combined capacity of 393 beds.
- Subsidized housing within the City of Neenah is provided by the Oshkosh / Winnebago County Housing Authority (OHAWCHA), ADVOCAP, Housing Partnership – Fox Cities, Rooftree and Dominion. In total there are about 219 units of subsidized housing in the City.

## Homelessness

- There are no emergency shelters in the City of Neenah for the general public.
- According to the January, 2018 Point in Time survey there were 195 people in the Fox Cities who were in a shelter, in transitional housing or unsheltered and sleeping outdoors.
- In 2015, according to Homeless Connections, 74 people from Neenah sought assistance at the warming shelter.
- Homeless Connections stated that there are usually a couple of people identified in the City of Neenah during the semi-annual Point in Time counts.

## 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:

### Housing Choices

Just over 18 percent of homeowners with a mortgage and about 35 percent of renters were paying a disproportionate amount of their income for housing in the City according to the 2017-2021 ACS 5-Year Estimates. Approximately 11 percent of individuals and 6.2 percent of families were below the federal poverty level in Neenah according to the 2017-2021 ACS 5-Year Estimates. This means that in 2023, the poverty threshold for a family of four was \$31,008. For one person, this would be \$15,852<sup>1</sup>. In order to afford rent of \$671 you would have to earn \$26,840 or at least \$12.90 per hour.<sup>2</sup> This assumes that you would pay no more than 30 percent of your income on rent, the accepted standard.



Island Shores

Between 2010 and 2021, median home values increased by 18.4%, which may indicate a growing inability for low and moderate income households to become home owners. Rents increased during the same time period by 22.8%, maintaining a level of affordability.<sup>3</sup>

About a third of the total occupied units in the City were renter occupied in 2021. While vacancy rates in 2021 were below the standard, historically the City has had low vacancy rates<sup>4</sup>. Vacancy rates below or near the standard limits the choice of affordable housing for lower income households. Therefore the City should be encouraging affordable housing options for renters and homeowners.

Neenah's population is aging, and the elderly cohort will continue to grow as the baby boom generation ages. Seniors are looking to downsize and for maintenance-free housing choices such as condominiums and independent living developments. While younger generations are looking for affordable single family starter homes and townhouses.<sup>5</sup>

During the public participation process the following issues and opportunities were identified:

- Provide housing choices for seniors and younger generations;
- Provide residential living space near or in downtown;

<sup>1</sup> Under 65 the poverty threshold is \$15,852 and over 65 the poverty threshold is \$14,614.

<sup>2</sup> <http://nlihc.org/library/wagecalc>

<sup>3</sup> *City of Neenah Consolidated Plan, 2020-2024*

<sup>4</sup> *Neenah 2020 Comprehensive Plan, 1999.*

<sup>5</sup> <http://www.realtor.com/news/trends/sneak-peek-home-buying-trends-will-shape-2017/>

- Improve the existing housing stock in some neighborhoods such as the west-end of Doty Island and some neighborhoods south and west of Downtown Neenah;
- Develop multi-family housing for all age groups; and
- Maintenance free housing choices for seniors.

The City of Neenah Consolidated Plan, 2020-2024 identifies the following issues and opportunities:

- Rental housing affordable to moderate income households ("workforce housing") as a market demand;
- Insufficient housing affordable to households at the 0-30% median income level;
- Insufficient renter housing at the 30-50% median income level;
- Preservation of existing rental units is part of the strategy to provide housing to households at all income levels; and
- Land development costs may have an effect on the ability of the community to provide a full range of housing opportunities, and in particular, housing for low and moderate income households.

Other issues and opportunities:

- Provide affordable housing choices for renters and homeowners for all income groups and ages;
- Historic neighborhoods such as the one on the east end of Doty Island and the one along E. Wisconsin Avenue and Park Avenue continue to see reinvestment in the housing to maintain its historical significance;
- The City does not have a property maintenance code;
- Neenah's new housing development continues to occur in the south and west areas of the City; and
- The City currently has a demand for new housing construction, but lacks available lots for construction and/or available land to develop.

#### Housing Preservation and Neighborhood Revitalization

Large historic homes along Wisconsin Avenue, Kimberly Point, Doty Island and other areas provide community character and are considered an asset. The City's diverse existing housing stock provides housing choice and helps maintain housing affordability. Over 50 percent of Neenah's housing stock was constructed before 1980 and is approaching 50 years in age. Neenah's oldest housing is concentrated on Doty Island and near the downtown. Although age is not an indication of quality, it can provide limited information about construction and material content. While some neighborhoods in the City are beautifully preserved, other areas have deteriorated. During the visioning process numerous properties and areas were identified as needing revitalization and maintenance. Neighborhoods were identified in the older areas of Neenah that were constructed between 1900 and 1940.

21 percent of owner occupied housing and 38 percent of rental housing have one substandard selected condition<sup>6</sup>. In addition, 1 percent of rental housing has two substandard selected conditions. This housing is suitable for rehabilitation and includes properties in which one or more mechanical or structural components are defective but costs are less than 50% of the value. Given the number of units and their year of construction, 2,349 housing units occupied

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<sup>6</sup> City of Neenah Consolidated Plan, 2020-2024



by low or moderate income families are estimated to contain lead-based paint hazards, plus or minus 10%.

Issues and Opportunities:

- Reinvestment continues to occur in older, historic neighborhoods;
- Neenah does not have a strategy to improve neighborhoods;
- Neenah is beginning to see more owner-occupied homes converted into rental properties; and

Subsidized and Special Needs Housing

Subsidized housing within the City of Neenah is provided by the Oshkosh / Winnebago County Housing Authority (OHAWCHA), ADVOCAP, Housing Partnership – Fox Cities, Rooftree and Dominion. In total there are about 219 units of subsidized housing in the City. The OHAWCHA provides affordable rental housing assistance, homebuyer support, and resident services to low and moderately low income families living in the City of Neenah and Winnebago County. Within the City of Neenah, the OWCHA owns a total of 14 units. The OWCHA provides Housing Choice Section 8 vouchers to very low income families, the elderly and disabled for decent, safe housing. 386 vouchers were provided in Winnebago County in 2015 (excludes the City of Oshkosh).<sup>7</sup> 209 or slightly over half were to disabled families, and a quarter (91) were to elderly (>62) participants. There are 142 on the waiting list for public housing in Neenah, and 661 on the Section 8 Voucher Program for Winnebago County. There is no one on the waiting list for accessible housing in Neenah<sup>8</sup>.

ADVOCAP programs include affordable housing, food and nutrition, getting out of poverty, and home energy conservation. Within the City ADVOCAP owns two single family homes that are rented to non-related persons with disabilities. In addition, ADVOCAP operates a scattered site transitional housing program and rapid rehousing ESG program in the City.

Housing Partnership of the Fox Cities provides transitional housing, permanent supportive housing, independent living programs for persons with special needs, and rapid rehousing assistance. Within the City, Housing Partnership owns 28 units. Section 8 housing is also administered by two private management companies in the City: Rooftree and Dominion. These two companies manage a combined total of 175 units (120 units of elderly housing).

Within the City of Neenah, there are 17 assisted living facilities with a capacity of 393 beds.

Issues and opportunities:

- As the population ages, more assisted living facilities may be needed.

Homelessness

According to the January, Pillas, Inc and CADAS there were 140 from Neenah who were in a shelter, in transitional housing or unsheltered and sleeping outdoors. High housing cost burden could lead to homelessness.

Neighborhoods

<sup>7</sup> City of Neenah Consolidated Plan, 2020-2024.

<sup>8</sup> City of Neenah Consolidated Plan, 2020-2024.

Neighborhoods were defined as an asset during the public participation process. However, with the exception of Doty Island, most neighborhoods have not been defined or formally organized. Strong neighborhoods support residents living in the area. They provide a safety net and avenue for social interaction. They can also be used to provide input during local planning and improvement efforts.

#### Redevelopment Opportunities

Areas for redevelopment were identified during the visioning process. Some of these sites may be suitable for mixed use that would include a housing component. Sites identified include:

- Former Custom Marine property on First Street and Forest Avenue;
- Land north of the Valley VNA along Bell Street;
- City-owned property along S. Commercial Street; and
- Former Affinity Clinic property on Lincoln Street.

People would also like to see housing developed in the downtown area adjacent to the water. The housing stock surrounding the downtown is old, and somewhat dilapidated. Opportunities for high-density housing within or adjacent to the downtown exist. Two housing developments with about 110 units were constructed in Downtown since 2020.

Issues and Opportunities:

- Large, undeveloped parcels of land exist within or relatively close to the Downtown which are suitable for housing; and
- Neenah's downtown lacks any significant housing options.

#### New development

Future residential growth for residential neighborhoods will be predominately to the west and south in the City growth areas, as defined by the 2003 boundary agreement with the Town of Neenah. These areas are within the Little Lake Butte des Morts Watershed, which includes the Neenah Slough. The headwater of the Neenah Slough is facing extreme development pressures. The stream is impacted by storm sewer discharge, which carries high levels of polluted sediments to Little Lake Butte des Morts.

Many of Neenah's residential neighborhoods are in close proximity to retail businesses, restaurants, and medical services. Residents have identified the ability to walk and bicycle to downtown and other areas.

Issues and Opportunities:

- As new residential growth continues west and south of the City, wetlands, floodplain, and high bedrock continue to increase the cost to develop and construct;
- Neenah's bike and pedestrian trail system is extensive, however, gaps exist to connect neighborhoods to retail center, the downtown business district, employment centers, and parks.

## **VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS**

Vision Statement: *Neenah's vibrant neighborhoods offer a range of housing types for all income levels, neighborhood-appropriate commercial opportunities, pedestrian trail connections to retail*

*and business districts, and the housing stock is properly maintained and rehabilitated when needed.*

### Housing Choice

#### **Goal H 1: Provide housing choices, which reflect the needs of individual households.**

Objective H 1.1: Promote and encourage the development of innovative programs and projects that can provide affordable housing for low and moderate income households and for persons with special needs.

- Recommendation H 1.1.1: Continue to explore and promote all available programs that can lead to an increased supply of housing units in the local market.
  - New affordable housing units
  - Rehabilitation of existing units.
  - Continuation of rental and homebuyers assistance initiatives

Objective H 1.2: Promote collaboration between governmental, private and non-profit sectors to encourage opportunities around affordable housing.

- Recommendation H 1.2.1: Pursue regional ventures that promote neighborhood stabilization, housing rehabilitation and affordable housing solutions in the City of Neenah.
- Recommendation H 1.2.2: Encourage the Neenah Joint School District to consider a construction training program between the high school and local construction companies.
- Recommendation H 1.2.3: The City should identify areas or neighborhoods that could benefit from affordable housing, housing rehabilitation and neighborhood stabilization programs.

Objective H 1.3: Support proposals to provide a variety of affordable housing choices for seniors.

- Recommendation H 1.3.1: Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities.
- Recommendation H 1.3.2: Address the needs of the growing elderly population through both supportive in-home care programs and the development of additional special needs housing facilities, including locked nursing home units.

Objective H 1.4: Encourage residential developments that promote a variety of different housing types.

- Recommendation H 1.4.1: Increase the amount of residential living space in or near the downtown. Identify locations for housing in or near the downtown. (See recommendation LU 1.4.2, LU 1.5.5)
- Recommendation H 1.4.2: Consider new emerging trends in housing such as tiny houses, granny flats, and cohousing.
- Recommendation H 1.4.3: Create a zoning district for neighborhood level commercial uses. (See recommendation LU 1.4.3)
- Recommendation H 1.4.4: Promote the conversion of underutilized properties for residential and / or mixed uses, if feasible.
- Recommendation H 1.4.5: Encourage the design and siting of new affordable housing that fits into existing neighborhoods.
- Recommendation H 1.4.6: Allow flexibility in the building code to develop varied types and sizes of housing.
- Recommendation H 1.4.7: The City of Neenah should develop a Housing Market Analysis to determine housing needs in the City.
- Recommendation H 1.4.8: Consider revising the zoning code to allow zoning districts appropriate for different lot sizes. (See recommendation LU 1.4.3)
- Recommendation H 1.4.9: Develop a neighborhood program which partners with residents to improve Neenah's neighborhoods.

### Housing Preservation

**Goal H 2: Maintain and preserve the quality of existing neighborhoods and housing stock to encourage the provision of an adequate supply and choice of housing for all residents and to preserve the cultural identity and history of the City.**

Objective H 2.1: Promote continuous improvement and preservation of the community's established neighborhoods. (See recommendation LU 1.4.6)

- Recommendation H 2.1.1: Maintain and improve the public infrastructure in existing neighborhoods to insure reliable service and to encourage private investment and pride in ownership.
- Recommendation H 2.1.2: Encourage neighborhood / housing improvement activities.
- Recommendation H 2.1.3: Develop a program to encourage individuals and local groups, such as church, civic, school and local youth organizations to aid elderly residents with home maintenance issues. (See recommendation IC 1.2.1, CF 1.1.4)

- Recommendation H 2.1.4: Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts which helps neighborhoods to develop tools to address maintenance and other issues. (See recommendation LU 1.4.7, IO 1.1.1)
- Recommendation H 2.1.5: Protect existing neighborhoods from existing incompatible uses (i.e. industrial, manufacturing, etc.). (See recommendation LU 1.4.3, LU 1.5.10, ED 2.4.3)

Objective H 2.2: Support rehabilitation, renovation and preservation of the community's older housing stock and historic homes.

- Recommendation H 2.2.1: Continue the funding and operation of the City's Housing Rehabilitation Program.
- Recommendation H 2.2.2: Encourage homeowners to consider seeking federal and state tax credits through the State Historical Society, Division of Historic Preservation to preserve and renovate historic homes.
- Recommendation H 2.2.3: Work with the Landmark Commission to select historic homes for designation as a Neenah Historic Landmark or inclusion on the National Register.
- Recommendation H 2.2.4: Strengthen Housing Code enforcement practices to insure safe and sanitary housing conditions for all. (See recommendations H 2.2.7, IO 1.8.7)
- Recommendation H 2.2.5: Consider a rental inspection program to improve housing stock quality and provide safe housing.
- Recommendation H 2.2.6: Consider establishing a historical regulated district in various locations within the City.
- Recommendation H 2.2.7: Create a property maintenance ordinance. (See recommendations H 2.2.4, IO 1.8.7)

### New Housing Development

**Goal H 3: Encourage new housing developments that protect the natural resources, provides infrastructure for pedestrians and bicyclists, and include a mixture of uses.**

Objective H 3.1: Ensure that future residential developments protect existing natural features that contribute to flood water protection, surface water quality, fish and wildlife habitat, and wetland and stream bed protection.

- Recommendation H 3.1.1: 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 LU 1.4.3)

- Recommendation H 3.1.2: Consider low-impact development practices such as permeable pavement, rain gardens, rain barrels and bio-retention facilities to assist in meeting stormwater requirements. (See recommendation NR 2.1.3)
- Recommendation H 3.1.3: Identify sites for residential development that are adjacent to the City and utilize existing infrastructure. (See Recommendation LU 1.4.1, IO 1.8.6)
- Recommendation H 3.1.4: Create incentives to promote residential development within areas with existing infrastructure.

Objective H 3.2: Provide for mixed-use residential neighborhoods that offer a variety of housing types, effectively combine residential and commercial uses and retain extensive open areas.

- Recommendation H 3.2.1: Create neighborhood plans for undeveloped land. (See recommendation LU 1.4.5)

Objective H 3.3: Address the relationship between housing and other land uses.

- Recommendation H 3.3.1: Review new housing proposals taking into consideration their relationship with other land uses to maintain neighborhood cohesiveness and character. (See recommendation LU 1.4.4)
- Recommendation H 3.3.2: Develop a study that analyzes development costs for the City of Neenah and other communities in the Fox Cities.



## **CHAPTER 6**

# TRANSPORTATION

## CHAPTER 6: TRANSPORTATION

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## CHAPTER 6: TRANSPORTATION

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 the future development of the various transportation modes and facilities. It includes policies that enhance mobility for people, goods and services, and increases mobility for all income levels, age groups, and special needs.

Issues and opportunities identified in this element were determined through the public participation process<sup>1</sup>, collection of background data and through a review of the following documents:

- *Neenah Comprehensive Plan 2020*, adopted in 1999;
- *Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan*, adopted in 2021;
- *Transportation Improvement Program Fox Cities Transportation Management Area 2024*;
- *Long Range Transportation/Land Use Plan – 2050, Appleton (Fox Cities) Urbanized Area*, adopted in 2020;
- *Congestion Management Process (CMP) Plan, Fox Cities (Appleton TMA) Urbanized Area*, October 2021; and
- *City of Neenah 5-Year Capital Improvement Program, 2023-2027*.

### SUMMARY OF EXISTING CONDITIONS

Neenah's roadway system is comprised of a series of local, county, state and federal roads. Interstate 41 (I-41), found on Neenah's west side provides north-south movement through the state. It connects Milwaukee and points south, to Green Bay and areas north. STH 114 (Winneconne Avenue / Commercial Street) is a vital east-west route. It provides direct access from I-41, through Neenah and along with USH 10, connects the Fox Cities to Manitowoc. Commercial Street / CTH A provides north-south movement through the City from STH 114 to Oshkosh.

Below is a summary of the key transportation conditions. For a complete listing, including references to local, regional, and state plans for the transportation element, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

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<sup>1</sup> The public participation process includes not only the three formal visioning sessions but also input from the Neenah Committee on Aging, Thursday, August 18, 2016, the Public Community Survey, Youth Survey, and On-line mapping exercise.

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## Streets and Highways

- In total, there are approximately 172 miles of urban functionally classified roads in the City. This includes 22.2 miles of urban principal arterials, 21.7 miles of urban minor arterials, 21.9 miles of collectors and 106.2 miles of urban local roads.

## Pavement Surface Evaluations and Rating (PASER)

- Approximately 22.4 miles (17.6 percent) of the roads are in excellent to very good condition (Ratings 8-10);
- Approximately 89 miles (45.5 percent) are in good to fair condition (Ratings 5-7); and
- About 47 miles (36.5 percent) of local roads are in fair to failed condition (Ratings 1-4).  
*Updated PASER statistics only include local roads*

## Public Transportation

- Fixed route transit service (Routes 30, 31, 32, 41) in or to the City of Neenah and the surrounding areas is primarily provided by Valley Transit. Route 33 (Neenah Industrial Park Shuttle-Pilot Program) was temporarily offered in 2015-2016.
- Go Transit (Oshkosh) also provides a connecting route (Route 10) with Valley Transit's service at the Neenah Transit Center to the Oshkosh Transit Center.
- ADA and Senior Transportation options provided in Neenah include: Northern Winnebago Dial-A-Ride, Valley Transit Fixed Route Bus, Valley Transit-II, Winnebago County Volunteer Transportation Services and Medical Assistance Transportation (MTM).

## Non-motorized Transportation

- Current safe pedestrian and bicycle friendly opportunities are limited to those areas in the City with close access to multi-use bicycle/pedestrian trails and sidewalks. Approximately 190 miles of bicycle and pedestrian facilities exist within the City. Bicycle and pedestrian facilities include a combination of bicycle routes, bicycle lanes, off-road multi-use paths and sidewalks.

## Trucking and Freight

- Several designated truck routes exist within the City of Neenah and are governed under Municipal Code; and
- A number of truck terminals exist within and near the City.

## Air Transportation

- Appleton International Airport provides regional air transportation.

## Railroads

- There are currently two active railroad lines running through the City of Neenah; both with 286,000 pound railcar limits.

## Future Plans and Studies

The following projects were identified in the 2024 Transportation Improvement Program (TIP) for the City of Neenah:

- S. Commercial Street from Wright Avenue to Winneconne Avenue.

The following projects were identified in the City of Neenah 5-Year Capital Improvement Program (CIP) (current 2023-2027):

- S. Commercial Street Reconstruction - 2025 (Stanley to Winneconne Ave), cost \$2,560,000
- S. Commercial/Winneconne Intersection – 2024, cost \$215,000
- Quarry Lane – 2024, cost \$500,000
- Doty Avenue -2024 (Commercial-Oak), cost \$410,000
- Doty Avenue – 2024 (Oak-Pine), cost \$244,000
- Bayview – 2024 (800' section), cost \$132,000
- Bergstrom Road – 2024, cost \$1,300,000
- Elm Street – 2026 (Cecil – Division), cost \$1,100,000
- Reed Street – 2026 (Cecil-Division), cost \$1,250,000
- Wisconsin Avenue – 2026, cost \$1,700,000
- Congress Street – 2027 (Cecil-Doty), cost \$1,300,000
- Pendleton Road – 2027, cost \$466,000

## 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 transportation and other documents. A list of issues and opportunities are described below:

### Congestion

Congestion on the following roads was reported to be a problem:

- Breezewood Lane and Tullar Road intersection. Congestion and speed is limiting the ability to change lanes. AADT on Breezewood Lane, east of Tullar was 8,000 in 2019. Congestion and speed is more pronounced due to vehicles exiting the high school at the end of the school day and after events.

- North Commercial Street (Nicolet Boulevard to Wisconsin Avenue). North Commercial Street is designated as an urban principal arterial and a heavy truck route. In 2019, average annual daily traffic (AADT) ranged from 11,900 south of Nicolet Boulevard to 15,400 on the Commercial Street Bridge. Truck unloading and a pedestrian crossing at Neenah Paper, timing of the signals at Wisconsin Avenue and pedestrian traffic at Alta Vista is adding to the problem. Traffic is backing up from Wisconsin Avenue across the Commercial Street Bridge. Left turns at N. Water Street intersection are difficult. At N. Water Street the area is congested due to pass through traffic, the YMCA, St. Paul's English Lutheran Church, Winnebago County Human Services, Island Shores and other commercial businesses in the area.



N. Commercial Street



S. Commercial Street and Bell Street Intersection

- South Commercial Street (Wisconsin Avenue to Division Street and Cecil Street to Bell Street). South Commercial Street to Winneconne Avenue is designated as an urban principal arterial and a heavy truck route. In 2019, AADT was 12,800 between Washington Avenue and Franklin Avenue. Concern was expressed that it is difficult to turn at Winneconne Avenue and Commercial Street or switch lanes. South of Winneconne Avenue, AADT's remained consistent at 10,000 in 2019 as the functional classification changed to urban minor arterial. Between Cecil

Street and Bell Street, land use is predominately commercial and institutional. Vehicles, pedestrians and bicyclist access the numerous businesses and doctors' offices along the street. In 2019, AADT's averaged about 9,800 vehicles per day. The Neenah Committee on Aging expressed concern about the traffic pattern between Winneconne Avenue and Bell Street.

- Main Street. Traffic makes it difficult to turn left onto Main Street, especially in the Arrowhead Park area. AADT was 13,400 in 2019.
- Winneconne Avenue (South Commercial Street to the Tullar Road). While congestion is heavy throughout the corridor, congestion is identified as being more limiting in some areas. Between South Commercial Street and the railroad overpass, congestion makes it difficult to turn left from Henry Street. AADT's west of Harrison Street was 12,200 in 2019. Another area identified included the multiple roundabouts at Green Bay Road and Lake Street. Concern was expressed that cars were focusing on other vehicles in the roundabouts and not pedestrians and bicyclists. AADT's at the roundabout were 27,800 in 2019. This intersection had a crash count of 243 between 2008 and 2022 in the

*Congestion Management Process Plan* for the City of Neenah.<sup>2</sup> In 2010, roundabouts were constructed at the Green Bay Road and S. Lake Street intersections. Crash counts in 2011 fell significantly and therefore safety concerns for vehicles may have been addressed.

- Wisconsin Avenue (East and West of Commercial Street). Due to heavy traffic volumes, the timing of signals at Wisconsin Avenue and vehicles (including busses) and pedestrians accessing downtown businesses, traffic frequently backs up in the downtown area. On Wisconsin Avenue, AADT's west of Commercial Street were 8,300, while AADT's east were 5,400. The Oak Street intersection was also identified. AADT was 8,100 on W.G. Bryan Bridge in 2019.

### Additional Parking

Parking was reported to be a concern in the following locations:

- Downtown area: A *Downtown Parking Analysis and Management Plan*, was completed in March 2015. This study indicated that sufficient parking is available in the downtown area (includes Shattuck Park, Neenah Public Library and Columbian Avenue), though these options may be further than employees and customers are willing to walk.
- Other commercial areas identified during the visioning process includes:
  - S. Commercial Street between Wisconsin Avenue and Winneconne Avenue
  - S. Commercial Street near Byrd Street
  - N. Commercial Street between Forest Avenue and High Street
  - Insufficient handicap parking at the YMCA

### Bicycle and pedestrian facilities

Additional safe bicycle and pedestrian facilities were identified through the visioning exercise<sup>3</sup>, in the Appleton (Fox Cities) TMA and Oshkosh MPO Bicycle and Pedestrian Plan (A/OBPP), the City of Neenah's Comprehensive Outdoor Recreation Plan 2022-2026 (CORP) and by the Trails Task Force. The following areas were reported for additional or updated bicycle and pedestrian facilities:

- Concerned about walkability for basic needs.
- Bell Street / Breezewood Lane (Marathon Avenue to Tullar Road). The roundabouts and the overpasses at I-41 were identified as an issue for walking due to speeds. From Gillingham Road to Tullar Road, a minimum 10' paved off-street trail should be constructed. The Tullar Road intersection was identified as being congested and unsafe. This could make it more difficult for students living south of Breezewood Lane to safely cross the street.
- Breezewood Lane (west of Pendleton Road). West of Pendleton Road, the pavement narrows and pedestrian and bicycling facilities are not present. This section was identified as being challenging for bicyclists and pedestrians.



Great Northern Park Trail

<sup>2</sup> *Congestion Management Process (CMP) Plan, Fox Cities (Appleton TMA) Urbanized Area*, October 2021. Crash data 129-160 crashes between 2005 and 2011.

<sup>3</sup> Includes input from the Neenah Committee on Aging, 08/18/16.

- North Commercial Street (Nicolet Boulevard to Wisconsin Avenue). This entire segment was identified; including the lack of bicycle facilities on the Commercial Street Bridge was identified during visioning.
- South Commercial Street (Wisconsin Avenue to Division). This entire segment was identified. In addition, the Columbian Street crossing (Boys and Girls Brigade) was identified as unsafe with no bicycle facilities or flashing lights.
- South Commercial Street (southern end). On road bicycle facilities are not available from Peckam Street to Bell Street. Crosswalks at Lyon Drive and Lakeview Elementary School were identified as being dangerous due to speed.
- CTH G from CTH A west. This segment has heavy truck traffic and was identified for pedestrian and/or bicycle accommodations. The segment west of I-41 was also identified.
- First Street and E. Forest Avenue. The intersection is dangerous for Roosevelt Elementary School students.
- Jewelers Park Drive (Harrison Street to Cameron Way). This segment of the roadway was identified as needing bicycle or pedestrian improvements.
- Lakeshore Avenue / N. Park Avenue (pedestrians & bicycles). Concern was expressed for safety and access for pedestrians, bicyclist and wheelchair occupants. This segment receives heavy use. Lighting should be considered along this trail segment.
- Main Street from I-41 west. This area is identified in the A/OBPP for regional bicycle accommodations.
- Marathon Avenue (between Bell Street and Cecil Street). This segment of the roadway was identified as needing bicycle or pedestrian improvements. In addition, disjointed sidewalks north of Bell Street were highlighted.
- Marathon Avenue (south of Parkwood). Sidewalks do not exist in this area. Sidewalks were needed to safely get children to school.
- Nicolet Boulevard (S. Commercial Street to 3<sup>rd</sup> Street). A designated bike lane does not exist for this segment. Completion of this segment would allow for bicycle travel between 1<sup>st</sup> Street and Ahnaip Street in Menasha.
- South Park Avenue (Cecil Street to the Neenah pool). A designated narrow on-street bicycle lane exists in this segment of S. Park Avenue.
- Pendleton Road from Breezewood Lane to CTH CB. Currently Pendleton Road is not continuous in this area. Accommodations for bicyclists and/or pedestrians to connect Pendleton Road to Breezewood Lane and CTH B are needed.
- Towerview Drive / Jensen Road / Progress Court / Discovery Drive. Bicycling and / or pedestrian improvements are needed to connect CTH G to an existing off-road trail on Industrial Drive.
- Tullar Road (Breezewood Lane to Winneconne Avenue). Pedestrian facilities between Breezewood Lane and Appleblossom Drive and between Cecil Street and Winneconne Avenue are recommended. In addition, it is difficult to cross Tullar Road near the High School and Memorial Park (Appleblossom Drive and Gay Drive). AADT on Tullar south of Cecil Street was 5,200 and 3,300 south of Byrd Street in 2013.
- Schultz Drive (Enterprise Drive to Bell Street). Currently Schultz Drive does not connect to Bell Street. Accommodations for pedestrians and/or for bicyclists to connect Schultz Drive to Bell Street.
- Western Avenue to Adams Street (Main Street to S. Lake Street). Accommodations for pedestrians and/or for bicyclists to connect Main Street to S. Lake Street are needed.

- Winneconne Avenue (S. Commercial Street to Green Bay Road). This segment of the roadway was identified as needing bicycle or pedestrian improvements. This segment does not have a marked bicycle lane or designated bicycle off-road path. In addition, sidewalks are not available on the south side of Winneconne Road between Henry Street and Harrison Street. Winneconne Avenue is a designated principal arterial and per section 14.57 of the City's municipal code; sidewalks are required on both sides of a principal arterial. In addition, crossing Winneconne Avenue in the highly congested Henry Street area is dangerous for pedestrians and bicyclists living south of Winneconne Avenue in the Henry Street area. The pedestrian crossing at Harrison Street was identified as dangerous for those wishing to access Washington Park on the corner. Finally the multiple roundabouts at S. Lake Street and Green Bay Road were identified as dangerous for bicyclists and pedestrians.
- Wisconsin Avenue (Downtown). Bicycle facilities are not available currently through the downtown area.
- Completion of Loop the Little Lake trail.
- A current bicycle and pedestrian plan does not exist for the City of Neenah.

#### Dangerous intersections

Dangerous intersections were reported to be a problem during the visioning session. Most of these intersections are located in congested areas and therefore it is difficult to make left hand turns.

- North Commercial Street. Two intersections were identified: Nicolet Boulevard and N. Water Street. Nicolet Boulevard, South Commercial Street and 1<sup>st</sup> Street come together. Cars turn left from Nicolet Boulevard onto 1<sup>st</sup> Street from the far left lane, while cars going straight or turning left onto N. Commercial Street use the center lane. Frequently cars turn left onto N. Commercial Street from the left lane. The Congestion Management Process (CMP) Plan, Fox Cities (Appleton TMA) Urbanized Area, October 2024 identified this intersection as high risk crash area. The N. Water Street area is congested (see above) and left turns are difficult.
- South Commercial Street (Wisconsin Avenue to Bell Street). Numerous intersections along the corridor were identified. Traffic backs up during certain times from the Wisconsin Avenue intersection in all directions. This could be caused by the programming of the signals at Wisconsin Avenue, Columbian Avenue and Winneconne Avenue. The Congestion Management Process (CMP) Plan, Fox Cities (Appleton TMA) Urbanized Area dated October 2024, identified Wisconsin Avenue, Columbian Avenue, Cecil Street, Bell Street and Winneconne Avenue as a high risk crash areas. During the visioning process people mentioned that it was difficult to change lanes north of Winneconne Avenue and to make left turns at the intersection. At Division Street, a left turn only lane exists which confuses and forces vehicles to turn left instead of proceeding straight down Commercial Street. At Cecil and Peckham Streets it is difficult to make left turns into traffic during certain times of the day.
- City roundabouts. While the Neenah Committee on Aging identified roundabouts as an asset, they also expressed concern about navigating roundabouts. This may be especially difficult for seniors in areas of heavy traffic and where a series of roundabouts exist.

#### Train blocking traffic

- N. Lake Street (north of Main Street). It was reported that a train blocks traffic at the railroad crossing north of Main Street.

### Road Reconstruction

- According to the PASER rating about 47 miles (36.5 percent) of local roads are received a rating of 1 to 4. Roads receiving a PASER rating of 1 have failed and will require a total reconstruction. Roughly about 0.1 miles of local roads in Neenah fall into this category. 7 miles of roads received a 2 rating, 10.7 miles received a 3 rating, and 35.5 miles received a 4 rating.

### Lighting

- Commercial Street Bridge

### Connectivity

- Industrial Drive should be extended south to CTH G. The extension of Industrial Drive was recommended in the existing comprehensive plan.
- Pendleton Road between Breezewood Lane and Whippoorwill Circle should be installed. The extension of Pendleton Road was recommended in the existing comprehensive plan and during the visioning process.

### Public Transportation

- A concern was expressed regarding the Dial-A-Ride program by the Neenah Committee on Aging.

### Summary reported issues and opportunities:

- Address congestion concerns along N. and S. Commercial Street, Wisconsin Avenue, Winneconne Avenue, Breezewood Lane and Tullar Road intersections, and Main Street;
- Address safety concerns at intersections along N. and S. Commercial Street, Main Street and Winneconne Avenue;
- Address parking concerns in the downtown, along N. and S. Commercial Street and near the YMCA;
- Increase walkability for basic needs;
- Increase and enhance pedestrian and bicycling facilities throughout the City;
- Increase safety and access for pedestrians, bicyclists, wheelchair occupants and the disabled;
- Provide interconnections between local and regional trails;
- Address pedestrian and bicycle safety at roundabouts;
- Address trains blocking N. Lake Street;
- Increase road maintenance activities;
- Address lighting concerns along the Commercial Street Bridge and E. Wisconsin Avenue;
- Extend Industrial Drive and Pendleton Road; and
- Increase opportunities for fixed route transit service.



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## VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: *The City supports a well-connected community through a network of streets, on and off-street pedestrian and bicycle facilities, and traffic control and safety devices to protect residents and ensure the most efficient transportation network within the City.*

### **Goal T 1: To provide a well maintained, safe, and efficient transportation network for the movement of people, goods and services.**

Objective T 1.1: Address congestion along key transportation routes.

- Recommendation T 1.1.1: Develop a traffic study to look at congestion, dangerous intersections and signaling for the entire transportation system along the City's major corridors (N. and S. Commercial Street, Wisconsin Avenue, Main Street, Winneconne Avenue, Green Bay Road and the Southpark Industrial Center). (See recommendation LU 1.6.3, LU 1.5.5, ED 2.2.7)
- Recommendation T 1.1.2: Identify an alternative route for commuter (through) traffic going between I-41 and Doty Island.
- Recommendation T 1.1.3: Evaluate solutions to limit truck traffic through residential areas and the downtown area.

Objective T 1.2: Address parking needs in the downtown and along commercial corridors.

- Recommendation T 1.2.1: Implement the recommendations in the *Downtown Parking Analysis and Management Plan*, dated March 2015. (See recommendation LU 1.5.5)
- Recommendation T 1.2.2: Continue to monitor downtown parking needs. (See recommendation ED 2.2.4)
- Recommendation T 1.2.3: Study parking needs along commercial corridors. This should include looking at ordinance changes to address parking for commercial properties.

Objective T 1.3: Ensure that the road network is well maintained and operates efficiently.

- Recommendation T 1.3.1: To increase mobility and connectivity, consider the following extensions (See recommendation LU 1.6.4):
  - Industrial Drive south to CTH G
  - Pendleton Road between Cecil Street and CTH JJ, and between Breezewood Lane and Whippoorwill Circle
- Recommendation T 1.3.2: Review and update the Official Street Map on an annual basis. (See recommendation LU 1.6.6)
- Recommendation T 1.3.3: Develop a program to encourage consolidation of driveways on main commercial corridors, as a means to promote better access control and safer driving conditions.

- Recommendation T 1.3.4: Review street standards to ensure proper traffic flow based on the functionality of the street, allowing for flexibility in street design standards.
- Recommendation T 1.3.5: Increase funding for road maintenance and reconstruction projects so that the current distribution of pavement conditions (PASER ratings) is sustained.
- Recommendation T 1.3.6: Utilize 5-year capital improvement programming to fund and prioritize road maintenance work.
- Recommendation T 1.3.7: Explore alternative funding sources for road funding.
- Recommendation T 1.3.8: Work with the Fox Cities MPO to review and revise road classification functionality as needed so that roads receiving the greatest use are eligible for federal funding.
- Recommendation T 1.3.9: Reconstruct Lakeshore Avenue and E. Wisconsin Avenue.
- Recommendation T 1.3.10: Design and develop a street system that provides mobility, safety, and convenience while preserving neighborhood integrity.
- Recommendation T 1.3.11: Encourage land development patterns that will maintain the capacity and efficiency of existing streets. (See LU 1.6.5)
- Recommendation T 1.3.12: Update the City's Subdivision Ordinance to limit the use of cul-de-sacs in new subdivisions.

Objective T 1.4: Timely respond to site-specific road and sidewalk maintenance and/or safety concerns.

- Recommendations T 1.4.1: Conduct a PASER evaluation of the existing road network on a biennial basis.
- Recommendations T 1.4.2: Implement a program that will allow residents to report specific areas where maintenance or safety issues are a concern.
- Recommendation T 1.4.3: Identify road reconstruction and maintenance activities based on the PASER evaluation and other tools. Incorporate these projects into the City's Capital Improvement Program (CIP).

Objective T 1.5: Coordinate short and long range transportation planning efforts.

- Recommendations T 1.5.1: Submit a list of proposed projects annually to the Fox Cities MPO for inclusion in the Transportation Improvement Program.
- Recommendation T 1.5.2: Participate in the *Fox Cities Transportation Policy Advisory Committee*.

- Recommendation T 1.5.3: Implement recommendations in the City sidewalk plan. (See recommendation LU 1.6.1)

**Proposed Goal T 2: To provide, support and maintain a wide range of transportation alternatives for residents and visitors.**

Objective T 2.1: Encourage pedestrian and non-motorized travel as viable alternatives for both commuting and mobility.

- Recommendation T 2.1.1: 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 LU 1.6.1)
- Recommendation T 2.1.2: Provide safe pedestrian and bicycle linkages and wayfinding signage to key destinations in the City. (See recommendations LU 1.6.1, T 2.1.1, ED 2.5.1, CF 4.2.2)
- Recommendation T 2.1.3: Encourage / initiate a bicycle rental program in the downtown area.
- Recommendation T 2.1.4: Encourage businesses to provide bicycle parking for employees who bike to work. Update the ordinance to provide an incentive for businesses that provide bicycle parking.
- Recommendation T 2.1.5: Develop a “Complete Streets” policy and process to better guide infrastructure decisions.
- Recommendation T 2.1.6: Expand safe routes to school initiatives in the City of Neenah, in coordination with the Neenah Joint School District and East Central Wisconsin Regional Planning Commission’s Safe Routes to School Program. (See recommendation LU 1.6.1)
- Recommendation T 2.1.7: Pursue funding and grants for adding bicycle lanes and pedestrian infrastructure, sidewalks and pedestrian crossing when building and constructing roads. (See recommendation LU 1.6.1)

Objective T 2.2: Provide cost-effective and convenient public transit.

- Recommendation T 2.2.1: Continue to support public transit and promote its use by the general public.
- Recommendation T 2.2.2: Investigate the benefits of supporting a regional transit authority.
- Recommendation T 2.2.3: Support the development of a regional transit route. (See recommendation ED 2.5.2)

- Recommendation T 2.2.4: Work with Valley Transit to monitor existing routes within the City and expand or revise routes as needed.

Objective T 2.3: Reduce and avoid mobility barriers for the elderly and disabled.

- Recommendation T 2.3.1: Continue to provide ADA and Senior Transportation options within the City.
- Recommendation T 2.3.2: Consider installing benches in strategic locations.
- Recommendation T 2.3.3: Conduct a walking study at key intersections and areas near senior housing developments, parks, downtown, etc.

Objective T 2.4: Accommodate bicyclists and pedestrians in and through areas of high activity, or concentrated development and commercial areas. (See recommendation LU 1.6.3)

- Recommendation T 2.4.1: Provide safe bicycle access to and within the downtown area. (See recommendation LU 1.6.1)
- Recommendation T 2.4.2: Create a trail network from Loop the Little Lake Trail that navigates through the downtown. (See recommendation T 2.5.4, LU 1.6.1)
- Recommendation T 2.4.3: Consider improvements at the Green Bay Road/Winneconne Avenue, Bell Street and I-41 and Tullar Road and Breezewood Lane roundabouts that would improve pedestrian safety by increasing visibility of the pedestrian crossings.
- Recommendation T 2.4.4: Consider safety improvements to the S. Commercial Street and Columbian Avenue pedestrian crossing at the Boys and Girls Brigade.
- Recommendation T 2.4.5: Address safety concerns for bicyclists and pedestrians in crosswalks at the following potential locations, these concerns should be addressed in the traffic study:
  - S. Commercial Street at Lyons Drive
  - S. Commercial Street at Winneconne Avenue
  - First Street and E. Forest Avenue at Roosevelt Elementary School
  - Tullar Road at the Neenah High School and Memorial Park
  - Winneconne Avenue at Henry Street
  - Winneconne Avenue at Harrison Street

Objective T 2.5: Expand the bicycle and pedestrian system to provide access to key destinations and linkages to regional trails.

- Recommendation T 2.5.1: Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers through the community. (See recommendation LU 1.6.1)
- Recommendation T 2.5.2: Initiate a permanent Bicycle / Pedestrian Committee to address bicycle and pedestrian facilities in the City.

- Recommendation T 2.5.3: Update the 1997 Neenah Trails Task Force Plan for on-street bicycle facilities and off road trails. Utilize recommendations from the *Appleton (Fox Cities) TMA and Oshkosh MPO Bicycle and Pedestrian Plan, the City of Neenah Comprehensive Outdoor Recreation Plan 2015-2019* and the Neenah Trails Task Force. (See recommendation LU 1.6.1)
- Recommendation T 2.5.4: 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 LU 1.6.1, T 2.4.2)



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## **CHAPTER 7**

# **UTILITIES AND COMMUNITY FACILITIES**

## CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES

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## CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 maintain a certain level of community services to meet the current and future needs 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;
- *City of Neenah's Sustainability Plan*, adopted September 5, 2013; and
- *City of Neenah 5-Year Capital Improvement Program, 2023-2027*

### SUMMARY OF EXISTING CONDITIONS

To maintain a certain level of community services, the City must continually maintain, upgrade and expand existing facilities in a cost effective manner based on future growth projections and the desires of the community.

Below is a summary of the key utilities and community facilities that serve the City of Neenah. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

#### Wastewater Collection & Treatment

- The City of Neenah is part of the Neenah-Menasha Sewer Service Area.
- Neenah's collection system consists of approximately 120 miles of sewer mains and eight lift stations.
- The Neenah-Menasha Sewerage Plant has sufficient capacity remaining at the wastewater treatment facility to serve the City growth areas.
- The remainder of the collection system has sufficient capacity to serve projected growth through the life of this plan.



Neenah-Menasha Regional Wastewater Treatment Facility

#### Stormwater Management

- The City of Neenah maintains a stormwater system and inventory map.

- The City has developed a Stormwater Management Plan and created a Stormwater Utility (approved in 2003) to fund the structural and operational best management practices (BMPs) required to comply with the City's MS4 permit and TMDL limits.

### Water Supply

- The City of Neenah has a municipal water system that relies on surface water as the source of its water supply.
- The City's raw water (untreated) and finished water pumping capacity is rated at 12 MGD.
- The City has two elevated storage tanks; the Cecil Street water tower (1,500,000 gallons) constructed in 2004 and the Industrial Park water tower (500,000 gallons) constructed in 1997.
- One reservoir "New Plant Reservoir" is located at the water filtration plant and has a capacity of 2,500,000 gallons.
- The water system is operating at about 25 percent and has adequate capacity to meet current and future demands over the life of the plan.
- If the City annexes land within the north and west growth areas, an elevated tank or booster station will be needed to increase water pressure. A booster station was added to the Homes at Freedom Meadows subdivision in 2024.
- Neenah, like many other communities, is experiencing some lead concentrations in their drinking water due to older lead laterals.



Neenah Water Tower

### Solid Waste

- The City of Neenah collects residential solid waste and recyclable material on a weekly basis.
- The City implemented an automated curbside collection system.

### Energy Supply and Transmission

- There are no major electrical transmission lines running through the City of Neenah.
- Wisconsin Electric Power Company (WE Energies) provides power to the City of Neenah.
- No natural gas transmission lines are located in the City of Neenah or within the City's extraterritorial area.
- Local natural gas distribution to the City of Neenah is provided by WE Energies.

### Telecommunication Facilities

- There are nine towers/antennas registered with the Federal Communications Commission in the City of Neenah.

## Parks and Recreation Facilities

- The City of Neenah maintains a system of park and recreational facilities and programs.
- The City has adequate recreational space for its population base with a current surplus of 117.37 acres.
- Public park and recreational facilities within the City are jointly owned and maintained by both the City of Neenah and the Neenah Joint School District.
- The City currently operates 25 public parks.
- Amenities on school property include: playgrounds, ball diamonds, soccer fields, tennis courts, volleyball courts, football fields, tracks and a swimming pool.
- The Neenah Trails System is made up of on-street, off-street, and park trails.
- Even though the City has adequate recreational space for its population base and is projected to have a surplus of 101.4 acres by 2040, there are currently voids for a ½ mile walking distance for neighborhood parks.



Great Northern Park

## Cemeteries

- Oakhill Cemetery is the only cemetery located in the City of Neenah.

## Healthcare Facilities

- Neenah has two General Medical & Surgical Hospitals; ThedaCare Regional Medical Center – Neenah and Children’s Hospital of WI – Fox Valley.
- City residents have readily available access to nearly 1,000 doctors, 200 dentists and five health maintenance organizations.
- There is a shortage of beds in locked nursing home units. In addition, while there are sufficient nursing home beds in the Fox Cities, some facilities have long waiting lists.

## Childcare Facilities

- A total of 20 licensed, certified or regulated childcare facilities are located within the City of Neenah. These facilities have a combined capacity of 803 children.

## Public Safety and Emergency Services

- The Neenah Police Department is located at 2111 Marathon Avenue and is a full service department that operates 7 days a week, 24 hours a day.
- While the Neenah Police Department and facility is currently meeting the needs of the City, the Police Department employs fewer sworn officers per 1,000 population than the state average and storage needs are increasing.

- The City of Neenah does not have an adequate facility to detain prisoners for long periods of time; therefore it depends on the Winnebago County Sheriff's Department and jail for support.
- The Neenah-Menasha Fire and Rescue (NMFR) was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of Menasha Fire Departments.
- Two fire stations are located in the City of Neenah; Fire Station #31 and #32.
- In the future, to reduce operational costs, the department may utilize land behind the current building (Fire Station #31) to construct a smaller fire station.
- Fire Station 32 is currently meeting the needs of NMFR.
- The Neenah-Menasha Fire and Rescue has a PPC classification of 1. This is based on a scale of 1 to 10. Class 1 generally represents superior property fire protection, and Class 10 indicates that the area's fire-suppression program doesn't meet ISO's minimum criteria.
- The Neenah-Menasha Fire Rescue is currently meeting the needs of the residents of Neenah.
- Gold Cross Ambulance provides paramedic-trained emergency and non-emergency medical care to the City of Neenah and throughout the greater Fox Cities.
- Gold Cross Ambulance houses two ambulances within the City of Neenah; one on Breezewood Lane and a second one at the ThedaCare Regional Medical Center.



## Library

- The City of Neenah's Public Library is located at 240 E Wisconsin Avenue and is part of the Winnefox Library System.
- The Neenah Public Library provides enhanced and excellent levels of service based on its municipal population.

## Schools

- The Neenah Joint School District (NJSD) provides education to the City of Neenah, Village of Fox Crossing, Town of Neenah and part of the towns of Clayton and Vinland.
- Currently, 11 schools within the NJSD serve students residing in the City of Neenah.
- Eight private parochial schools serve residents of the NJSD.
- The City of Neenah does not have any institutions of higher education.
- The City of Neenah is a part of the Fox Valley Technical College district.



Coolidge Elementary School

## Other Municipal Buildings

- Neenah City Hall is located at 211 Walnut Street. Currently the City Hall provides enough space to accommodate City operations and there are no current plans for major expansion or updates.
- The City Services Building is located at 1495 Tullar Road. Currently, the City Services Building is meeting current needs and there are no plans for further expansion.
- The Post Office is located at 130 W Franklin Avenue in Neenah. The current postal facility needs updates to its heating and air conditioning systems, but is meeting the needs of the community. There are no plans for expansion.

## 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:

### Wastewater Collection & Treatment

In older parts of the City, the City's sanitary sewer infrastructure is aging and is in need of replacement. The City has a replacement program and is including sanitary sewer replacement in its capital improvement program. Sanitary sewer replacement should occur in conjunction with other infrastructure updates, if possible.

Public sanitary sewer serves the entire City of Neenah. As annexations occur, it is the City's intent to serve these areas as well. Future sanitary sewer extensions should occur in an orderly and efficient manner.

Clear water inflow and infiltration is an ongoing maintenance concern for the sewer system. Large discharges of clear water to the wastewater treatment plant reduce the City's capacity and increase operating costs.

### Issues and Opportunities:

- Address deficiencies in the existing sanitary sewer system.
- Continue to replace aging sanitary sewer pipes and infrastructure in combination with other infrastructure upgrades.
- Serve future growth areas in an orderly and efficient manner.
- Continue to identify and reduce inflow and infiltration.

### Stormwater Management

The City is required to have a MS4 general permit. The permit requires the City to perform the following activities: (1) Public Education & Outreach, (2) Public Involvement & Participation, (3) Illicit Discharge Detection & Elimination, (4) Construction Site Pollution Control, (5) Post Construction Management, (6) Pollution Prevention, and (7) Stormwater Quality. The City also has to comply with the standards set by the Lower Fox TMDL (Total Maximum Daily Load) and the Upper Fox/Wolf TMDL. The TMDLs establish the maximum amount of total suspended solids (TSS) and total phosphorous (TP) that the City's storm system may release to the waterways. The City has a number of years to meet the TMDL requirements which will require numerous ponds and other best management practices BMPs.

#### Issues and Opportunities:

- Continue to complete the activities as required under the City's MS4 general permit.
- Continue to work towards meeting the TMDL requirements.

### Water Supply

The City is currently experiencing low water pressure on the City's northwest and west (west of Tullar Road) sides. A water boost station is being constructed in the Homes at Freedom Meadows subdivision to increase water pressure in these areas. As residential development continues west of Pendleton Road, a new water tank will be needed in the vicinity of County Road JJ and Dell Court.

The City has experienced elevated lead concentrations in its drinking water in older parts of the City. This is due to older lead laterals and is not present in the water entering the system. The Water Utility is active in identifying and replacing private lead laterals. The Water Utility constantly monitors water quality to ensure safe drinking water. The City annually replaces older sections of watermain based on maintenance records and the condition of other infrastructure. As older watermains are replaced, lead laterals are being replaced to the property line. It is the responsibility of the property owner to replace laterals from the property line to the house.

High bedrock is found in the southern parts of the City, this can increase construction costs.

#### Issues and Opportunities:

- Low water pressures currently exist on the City's northwest and west sides. Additional infrastructure will be needed in these areas to serve future growth areas.
- The City's water infrastructure is aging, and will need to be replaced as needed.
- The City is proactive in identifying and working with property owners to replace old lead laterals.
- Areas of high bedrock can increase construction costs for watermain and other water distribution system infrastructure.

### Solid Waste

The City of Neenah is considered a "Responsible Unit" (RU). That means the City is responsible for implementing and enforcing municipal recycling programs to ensure residents, businesses, institutions, special events and construction sites recycle materials banned from landfills. While the City does a good job of collecting recycling materials from its residents, there may be room for improvement, especially for collecting recyclables at special events.

The City implemented an automated curbside collection program to improve efficiency in refuse collection in the City.

Issues and Opportunities:

- Increase recycling rates at special events.
- Reduce amount solid waste generated in the City and the amount of recyclable material collected per person.
- Continue to educate residents on the importance of recycling and reducing the amount of waste generated.
- Continue to collect yard waste and use this material to produce a good quality compost material.

Energy Supply and Transmission

The majority of energy used in the City is from fossil fuels which is a non-renewable resource. The burning of fossil fuels releases greenhouse gasses which could impact climate change. Renewable energy on the other hand is considered a clean and sustainable resource. Unlike fossil fuels, it does not release greenhouse gas emissions or particulates. During public input suggestions were made in support of renewable energy such as geothermal, solar and wind. It is also the goal of the City of Neenah's Sustainability Plan to replace current electricity and transportation energy use with 25 percent renewable sources by 2025.



City Services Building

Issues and Opportunities:

- Increase the use of renewable energy as a way to reduce the City's dependence on fossil fuels.
- Institute a policy to eliminate overhead power lines in the City and ensure that new developments utilize underground utilities.

Telecommunication Facilities

Issues and Opportunities:

- Consider expanding free high speed wireless broadband system in public areas within the City.
- Continue to educate and keep current on new telecommunication technologies.
- Regulate cellular towers and other telecommunication towers so as to protect important view sheds and reduce the visual impact on residential neighborhoods.

Parks and Recreational Facilities

Even though the City has adequate recreational space for its population base and is projected to have a surplus of 101 acres by 2040, there are currently voids for a ½ mile walking distance for neighborhood parks. According to the City of Neenah Comprehensive Outdoor Recreation Plan, 2022-2026, another developed neighborhood park will be needed to serve the area southwest of I-41/ Breezewood Lane and south of CTH G based on growth and road barriers to a recreational destination. Other current underserved neighborhoods include the northwest

corner of the City north of Main Street between Green Bay Road and Lake Street, and the northeast corner of the City on Doty Island. As the City grows, additional neighborhood parks will be needed west of Memorial Park and south of CTH G.

The State of Wisconsin's Comprehensive Outdoor and Recreation Plan (SCORP) minimum standards are merely guidelines; every community has different situations and demands that should be considered. During the development of the City of Neenah Comprehensive Outdoor Recreation Plan 2022-2026, a survey was completed to look at park and recreational needs. This plan as well as public input during the development of this plan identified additional infrastructure needs and desires.

#### Issues and Opportunities:

- Address maintenance and upgrades and current needs identified in the recent *City of Neenah Comprehensive Outdoor Recreation Plan 2022-2026* for park and recreational facilities.
- Continue to partner with the Neenah Joint School District for the use of facilities, including recreational facilities and explore new collaborative efforts.
- Voids exist currently in the ½ mile walking distance to neighborhood parks in some areas of the City and these should be addressed.
- Consider addressing park and recreational needs that were identified as part of the Neenah city-wide parks and recreation survey completed in 2021.
- Utilize the existing water resources in the downtown area to increase recreational opportunities.
- Continue to expand park and recreational infrastructure as the City expands outward.
- Consider needs and enhancements for park and recreational facilities identified during the public visioning workshops.
- Develop Arrowhead Park.
- Neenah's parks were identified as a community asset in the public visioning process.

#### Cemeteries

Current land is adequate for projected needs. However, facilities and services should continue to adapt as cultural and market trends change.

#### Issues and Opportunities:

- Facilities and services should adapt as cultural and market trends change.

#### Healthcare Facilities

ThedaCare Regional Medical Center has been located in the City of Neenah since the early 1900's and continues to be a valuable asset to the community. The City should continue to monitor ThedaCare's plans for Neenah's hospital and partner with them to ensure the long-term success of the hospital in Neenah.



Oakhill Cemetery



According to the Winnebago County Aging and Disability Resource Center, there is a shortage of beds in locked nursing home units. In addition, while there are sufficient nursing home beds in the Fox Cities, some facilities have long wait lists. During the public vision session, a comment was made that there was a need for a comprehensive eldercare facility that would provide graduated care from independent living spaces to end of life nursing facility.

Issues and Opportunities:

- Identify ThedaCare's needs in modernizing their hospital in Neenah and partner with them to ensure its long-term success.
- There is a shortage of locked nursing home units in the Fox Cities.
- There may be a need for a comprehensive eldercare facility.



ThedaCare Regional Medical Center - Neenah

Public Safety and Emergency Services

According to a police staffing study completed in January of 2024, the state average for similar size cities was 1.68 sworn officers per 1,000 population. In January of 2024, the Neenah Police Department provided 1.53 sworn officers per 1,000 population, which was below the state average. In July of 2024, the police department will be authorized 44 sworn positions, which will bring our average to 1.57 officer per 1,000 population. Since our current building was constructed over 30 years ago, we have needed to upgrade our evidence storage requirements, our office spaces, and our training spaces. Due to these increased needs, our evidence room has nearly doubled in size and we have added an external building to house long term evidence. In 2023/2024, we have also added a 10,000 square foot training center, which includes a 100-person training room, five lane range, Defense and Arrest Tactics room which includes virtual reality, fitness center, armory, and gun cleaning area. In 2024, we will also be upgrading our patrol office space and a portion of our Professional Staff office. Additionally in 2024, we will be adding a shed to store our larger vehicles so that our current garage can be used solely for patrol officers.

The Neenah-Menasha Fire and Rescue (NMFR) is a consolidation of the cities of Neenah and Menasha Fire Departments. The department operates two fire stations in the City of Neenah and two in the City of Menasha. This arrangement seems to be working well for both cities. Fire Station #31 on Breezewood Lane was built in 1995 to accommodate growth on the City's west side. Fox Valley Technical College leased space in this facility for their regional training center until 2015. Since FVTC is no longer utilizing this facility, it is larger than the NMFR needs. In addition, operational costs for this facility are higher than if the NMFR were utilizing a smaller facility. To reduce operational costs, NMFR may utilize existing land behind the current building to construct a smaller fire station. In the future, if the City expands south into the growth areas defined by the 2003 boundary agreement, response times may increase.

Issues and Opportunities:

- Neenah provides fewer police officers per 1,000 population than the state average.
- Evaluate space needs for police and fire facilities.
- Continue to partner with the City of Menasha for joint fire protection.

- ThedaStar Air Medical provides helicopter transports and transfers for trauma and critically ill patients. If the hospital relocates, it is likely that the helicopter will relocate to the new facility.

### Library

The Neenah Public Library is seeing a slight decrease in circulation, and a number of new emerging trends. More people are attending free programs, classes, workshops, and utilizing free services at the library. The demand for public meeting space continues to increase. The children's department has seen significant growth in program attendance and participation. The library offers community outreach for all ages, and has expanded offerings to seniors in retirement communities.



Neenah Public Library

### Issues and Opportunities:

- Continue to support the library and its efforts to modify its service model to accommodate the changing needs and wants of Neenah residents.

### Schools

The Neenah Joint School District (NJSD) recently constructed a new high school in the Village of Fox Crossing. The old high school became the new middle school. The former Shattuck Middle School on Elm Street was closed in 2023 and sold in 2024. In addition, the NJSD closed and sold the former Roosevelt Elementary School on Doty Island. The NJSD is currently exploring school boundary changes to better distribute students with resources. Those changes are expected to be implemented for the 2024-2025 school year.

The NJSD owns a number of recreational amenities on school property; playgrounds, ball diamonds, soccer fields, tennis courts, volleyball courts, football fields, running tracks and an indoor swimming pool. School facilities serve not only the school districts needs but also the needs of the community. They provide excellent locations for public meeting space, adult learning opportunities, and adult and children recreational activities. New facilities must be served with and impact public infrastructure such as sewer, water, public transportation, streets, etc. Therefore the planning of new and the renovation of existing facilities should be done with input of the community.

### Issues and Opportunities:

- Enrollment has increased in the last two years, but it is too soon to determine if this will continue
- The NJSD owns one undeveloped parcel in the City that could be used for new schools if the need arises
- Work with the NJSD to continue to enhance recreational opportunities in the City.
- Work with the NJSD to plan new facilities or renovate existing

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## VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: *Neenah provides services in a manner that promotes efficient, cost effective, and orderly growth and development. The City continues to maintain state-of-the art facilities which provide adequate space for current and future service-provision needs.*

### **Goal CF 1: Provide services in a manner that will promote efficient, cost-effective, and orderly growth and development and will meet existing and projected future needs.**

Objective CF 1.1: Provide adequate services and facilities in a fiscally responsible manner.

- Recommendation CF 1.1.1: Continue to develop a 5 year Capital Improvement Program (CIP) to comprehensively address the City's future needs.
- Recommendation CF 1.1.2: Continue to work with the Neenah Joint School District and establish methods of communication with private schools in the City.
  - Work with local schools and school districts to plan new facilities and community based educational and recreational programs. (See recommendation CF 3.1.1, CF 3.1.2, CF 4.1.2, IC 1.3.4)
  - Develop a list of projects for students to work on. Update the list annually.
  - Continue to utilize shared recreational facilities.
  - Establish a formal committee with representatives from public and private schools/district and key City staff to meet on a quarterly basis to discuss issues of common concern.
- Recommendation CF 1.1.3: Explore opportunities for shared services within the Fox Cities, neighboring municipalities, and other public entities.
  - Conduct a cost-benefit analysis for service consolidation.
  - Address the needs of the area's aging population when planning new facilities. Identify other partners, to provide input in this effort.
- Recommendation CF 1.1.4: Promote coordination and cooperation between community partners (civic organizations, local government, schools and the school district). (See recommendation IC 1.2.1, H 2.1.3)
  - Partner with community-based organizations on community projects including park, trail and cemetery maintenance, and light home and lawn maintenance for elderly residents
  - Set up periodic meetings with community organizations and others to discuss community needs.
  - Develop projects for community partners to work on.
- Recommendation CF 1.1.5: Promote the exchange of information between utilities, adjacent municipalities, Winnebago County Highway Department, East Central Wisconsin Regional Planning Commission, the Appleton Transportation Management Area (TMA), WisDOT and others to encourage the coordinated scheduling of planned roadway and utility improvements.
  - Set up periodic meetings to discuss upcoming projects.

- Recommendation CF 1.1.6: Expand public wireless broadband system in public areas of the City. (See recommendation ED 2.2.2)
- Recommendation CF 1.1.7: Create a space needs analysis of community facilities. (See recommendation CF 2.2.2)

Objective CF 1.2: Direct the extension of public utility systems to suitable areas that can be most efficiently and economically served.

- Recommendation CF 1.2.1: Encourage new development to occur in areas already served or adjacent to existing development. Create a plan which encourages new development to occur. (See recommendation LU 1.7.1)
- Recommendation CF 1.2.2: Coordinate the orderly and efficient extension of services to areas not currently served. (See recommendation LU 1.7.1)
- Recommendation CF 1.2.3: Develop a map that depicts how future areas will be served with the provision of public utilities. (See recommendation ED 1.3.1, LU 1.7.1)
- Recommendation CF 1.2.4: Identify a fair and equitable distribution of costs and benefits for future utility systems extensions.

Objective CF 1.3: Update public utilities to maintain reliable services in the most cost-effective manner.

- Recommendation CF 1.3.1: Continue to identify and reduce inflow and infiltration in the sanitary sewer system.
- Recommendation CF 1.3.2: Develop a sanitary sewer replacement plan to maintain and address deficiencies in the existing sanitary sewer system, as needed.
- Recommendation CF 1.3.3: Replace aging sanitary sewer, storm sewer and watermain pipes and infrastructure in combination with other infrastructure upgrades.
- Recommendation CF 1.3.4: Address low water pressures on the City's northwest and west sides.
- Recommendation CF 1.3.5: Consider a program to replace private lead water laterals. This could include a program to offset or defray costs to low income property owners.
- Recommendation CF 1.3.6: Identify fair and equitable distribution of costs for deteriorating systems.
- Recommendation CF 1.3.7: Put in place procedures to reduce emergency discharges of sewage into the Fox River.
- Recommendation CF 1.3.8: Evaluate the potential costs and benefits of disconnecting existing properties in the City from Sanitary District No. 2 infrastructure.

Objective CF 1.4: Manage and reduce stormwater runoff as required under the City's MS4 general permit.

- Recommendation CF 1.4.1: Complete the activities as required under the City's MS4 general permit.
- Recommendation CF 1.4.2: Continue to work towards meeting the TMDL requirements. (See recommendation NR 2.1.7)
- Recommendation CF 1.4.3: Sponsor events like "Renew the Slough", rain-barrel building workshops, etc.
- Recommendation CF 1.4.4: Encourage the use of natural surface water storage, detention facilities and utilize low-impact development (LIP) techniques such as rain gardens, rain barrels, biofilters, etc. for stormwater management. (See recommendation IO 1.3.1, LU 1.10.2, LU 1.10.4)
- Recommendation CF 1.4.5: Implement projects identified in the City of Neenah's City-wide Stormwater Quality Management Plan.
- Recommendation CF 1.4.6: Identify areas for future stormwater detention ponds. (See recommendation LU 1.10.3)
- Recommendation CF 1.4.7: Review existing development codes and identify regulations that would improve the overall management of stormwater in the City. (See recommendation LU 1.10.4)

Objective CF 1.5: Realize cost savings through the incorporation of energy saving policies and practices.

- Recommendation CF 1.5.1: Evaluate existing facilities, equipment, services and practices to determine energy saving techniques that would be relatively inexpensive to complete, and / or would have the largest impact. Implement energy saving techniques and practices that would have the largest impact.
- Recommendation CF 1.5.2: When purchasing new equipment, building new or updating existing facilities, consider energy efficiency and renewable energy options in all decisions.
- Recommendation CF 1.5.3: Review development codes and City policies to utilize energy saving techniques.

Objective CF 1.6: Provide cemetery services and facilities that meet the community's needs.

- Recommendation CF 1.6.1: Study social, economic and cultural trends and revise policies as appropriate.

- Recommendation CF 1.6.2: Continue to work with the Historical Society and Veterans groups on public events.
- Recommendation CF 1.6.3: Explore alternative funding opportunities to reduce tax support.

**Goal CF 2: Provide a level of law enforcement, fire and emergency services and municipal solid waste and recycling collection that meets present and future needs in a fiscally responsible manner.**

Objective CF 2.1: Provide municipal solid waste and recyclables collection.

- Recommendation CF 2.1.1: Work with Winnebago County, special event organizers, non-profits and others to increase recycling rates at special events.
- Recommendation CF 2.1.2: Educate residents and visitors about the importance of recycling and how they can reduce the amount of waste generated.
- Recommendation CF 2.1.3: Support the conversion of the manual collection of garbage to an automatic curbside collection system.
- Recommendation CF 2.1.4: Consider working with restaurants, the Neenah Joint School District, private schools, larger businesses and other larger generators of food waste to institute a food residual collection program.
- Recommendation CF 2.1.5: Educate residents on how to produce good quality compost from yard and food waste.

Objective CF 2.2: Provide law enforcement, fire protection and emergency services that fit the future demands of the City.

- Recommendation CF 2.2.1: Periodically evaluate the levels of service for police, fire and emergency services and improve where needed.
- Recommendation CF 2.2.2: Develop a space needs analysis for police and fire facilities. (See recommendation CF 1.1.7)
- Recommendation CF 2.2.3: Continue to partner with the City of Menasha for joint fire protection.
- Recommendation CF 2.2.4: Evaluate emergency response times for Neenah's hospital services.

**Goal CF 3: Promote quality schools and access to educational programs and library services.**

Objective CF 3.1: Ensure that new or renovated school facilities serve not only the needs of the school district or private school but also the needs of the community.

- Recommendation CF 3.1.1: Work with the Neenah Joint School District and private schools to plan for new or renovated facilities. (See recommendation CF 1.1.2)
- Recommendation CF 3.1.2: Work with the Neenah Joint School District and private schools to enhance recreational and community opportunities in the City. (See recommendation CF 1.1.2, CF 4.1.2, IC 1.3.4)

Objective CF 3.2: Ensure that public library needs are being met, especially in terms of space, materials, adult and children’s programming, delivery of services and access.

- Recommendation CF 3.2.1: Support the library and its efforts to modify its service model to accommodate the changing needs and wants of Neenah residents.

**Goal CF 4: Maintain and enhance recreational opportunities.**

Objective CF 4.1: Provide active and passive recreational opportunities.

- Recommendation CF 4.1.1: Address maintenance, upgrades and current needs identified in the recent *City of Neenah Comprehensive Outdoor Recreation Plan* for park and recreational facilities.
- Recommendation CF 4.1.2: Continue to partner with the Neenah public and private schools and community organizations for the use of facilities, including recreational facilities and to explore new collaborative efforts. (See recommendation CF 1.1.2, CF 3.1.2, IC 1.3.4)
- Recommendation CF 4.1.3: Address park and recreational needs that were identified as part of the Neenah city-wide parks and recreation survey completed as part of the development of the City of Neenah’s Comprehensive Outdoor Recreation Plan.
- Recommendation CF 4.1.4: Consider incorporating the needs and enhancements for park and recreational facilities identified during the public visioning workshops in the next update of the *City of Neenah’s Comprehensive Outdoor Recreation Plan*.

CF 4.2: Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers throughout the community. Integrate this local system with a larger regional network, and educate the public on the benefits of its use.

- Recommendation CF 4.2.1: Update the 1997 Neenah Trails Task Force Plan for on-street bicycle facilities and off-road trails. Implement recommendations from the updated plan. (See recommendation T 2.5.3)
- Recommendation CF 4.2.2: Increase opportunities for safe walking and biking, by linking key destinations in the City and providing access to regional trails. (See recommendation LU 1.6.1, T 2.2.2, ED 2.5.1)
- Recommendation CF 4.2.3: Consider future trails in such areas as:
  - West Bell Street

- Breezewood Lane
  - Harrison Street
  - Along the Neenah Slough
- Recommendation CF 4.2.4: Efforts should also continue toward the development of trails which would connect to locations and facilities outside of the City, such as Winnebago County's WIOUWASH Trail, the CB Trail, Loop the Little Lake Trail and trails and routes in Oshkosh and throughout the Fox Cities. (See recommendation LU 1.6.1)
  - Recommendation CF 4.2.5: Develop a marketing and education program to encourage the use of the trails in a safe manner.

Objective CF 4.3: Select and reserve future park locations now so new neighborhoods will develop around them.

- Recommendation CF 4.3.1: Continue to expand park and recreational infrastructure as the City expands outward.
- Recommendation CF 4.3.2: 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 LU 1.8.2)
- Recommendation CF 4.3.3: Identify locations for future neighborhood parks in the southwest and northwest City growth areas. (See recommendation LU 1.8.1)
- Recommendation CF 4.3.4: The City should 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 LU 1.8.3)

CF 4.4: Promote the City's parks and recreational system, and support new activities and facilities that will meet the diverse needs and interests of all age groups.

- Recommendation CF 4.4.1: Consider acquiring land/vacant building for a community center (long-term). (See recommendation LU 1.8.4)
- Recommendation CF 4.4.2: Support Regional Dog Park Initiative. Look for opportunities for a Dog Exercise Area, work with the County and adjacent Communities.
- Recommendation CF 4.4.3: Utilize water resources in the downtown area to increase recreational opportunities.
- Recommendation CF 4.4.4: Maintain and expand public access and accessibility to the Neenah Slough and areas along the Lake Winnebago and Fox River shorelines. (See recommendation LU 1.8.5)
- Recommendation CF 4.4.5: Implement the recommendations in the Arrowhead Park Plan.



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## **CHAPTER 8**

# AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

## CHAPTER 8: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

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## CHAPTER 8: AGRICULTURAL, NATURAL AND CULTURAL RESOURCES

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 decisions 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;
- *City of Neenah's Sustainability Plan*, adopted September 5, 2013; and
- *City of Neenah 5-Year Capital Improvement Program, 2023-2027*.

### SUMMARY OF EXISTING CONDITIONS

Agricultural, natural and cultural resources give definition to a community and strongly affect quality of life. Natural features have significant bearing on historic and contemporary land use and development patterns. While cultural resources define a community's unique character and heritage. Understanding the relationship between natural features and the physical suitability to accommodate specific activities, while protecting historic features is important to planning the City's future land use.

Below is a summary of the key agricultural, natural and cultural resources that impact and shape the City of Neenah. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

#### **Agricultural Resources**

- Farmland in Winnebago County and the towns surrounding the City of Neenah is being lost as this land is converted to other uses.
- The City of Neenah has one community garden located on Byrd Avenue next to the Neenah Police Department.
- Neenah allows residents to keep mason bees and a limited amount of poultry within the City.

#### **Natural Resources**

##### ***Land Resources***

- There are no areas of steep slopes (greater than 12%) in the City.
- Approximately 3.2 percent (198 acres) of the City has areas of high bedrock; areas of high bedrock are located in the southern part of the City.
- There is about one acre of active quarry sites in the City of Neenah and two acres of reserve. Both are located between I-41 and Tullar Road.

- There are approximately 32 acres in the northwest corner of the City of Neenah that may be suitable for sand and gravel extraction.

### **Water Resources**

- Neenah is bordered by Lake Winnebago and Little Lake Butte des Morts. Water clarity in the lake is low.
- The Neenah Slough (Neenah Creek) is the only named waterway within in close proximity to the City of Neenah. The slough is one of the major northern pike spawning areas adjacent to Little Lake Butte des Morts. The stream is impacted by storm sewer discharges, which carries high levels of sediments.
- The City of Neenah is located within the Lower Fox, Upper Fox, and Wolf River Basins.
- Overall, 13 percent (809 acres) of the City is within a floodplain. Floodplains within the City are directly associated with the Neenah Slough corridor and areas along the Lake Winnebago shoreline.
- Only 3 percent (158 acres) of the City's total acreage is classified as wetlands. Generally wetlands are found near the Neenah Slough, Lake Winnebago and Little Lake Butte des Morts.
- Practically all areas within the City fall within the high (90.5%) water recharge potential.
- Within 68 percent (4,180 acres) of the City, the depth to groundwater is less than two feet.

### **Wildlife Resources**

- Wildlife is threatened by the negative effects of development and stormwater runoff (both from urban and rural runoff sources).
- Neenah lies within the tension zone, which has characteristics of both northern and southern Wisconsin climates, and therefore species from both areas.
- There are no planted woodlands and approximately 198 acres of general woodlands in the City.
- A review of the Wisconsin DNR Natural Heritage Inventory Township Search Tool (for the towns of Neenah, Clayton, Vinland, and Oshkosh) database revealed a number of species (fish, community, bird, butterfly) for the City and towns surrounding the City of Neenah.

### **Parks, Open Space and Recreational Resources**

- The WDNR does not own any land within the City of Neenah.
- Important environmental corridors within the City and surrounding area are associated with the Neenah Slough corridor and the unnamed streams with natural vegetation scattered throughout the area.

### **Waste and Pollution**

- According to the Solid and Hazardous Waste Information Management System there are 19 operating sites listed for Neenah.
- A search of the database for solid waste landfills / disposal facilities indicates that there are 5 sites in the City of Neenah.

## Air Quality

- The 8-hour design values (ppb) were not exceeded at the Outagamie County site between 1997 and 2012.
- Outagamie County did not exceed the primary and secondary National Ambient Air Quality Standard for particulate matter between 2001 and 2012.

## Cultural Resources

- At the present, 27 properties / districts within the City of Neenah are listed on the National Register.
- A search of the DHP's online Architecture and History Inventory (AHI) reveals a total of 1,220 sites listed for Neenah.
- There is one historical marker, located in the City of Neenah: Wisconsin Avenue Commercial Historic District – Interior Walkway.
- There are five museums in the City of Neenah: Doty Cabin, Hiram Smith Octagon House, Velte History Exhibit, Bergstrom-Mahler Museum of Glass and R Harder Gallery of Gems & Minerals.
- According to the City of Neenah, five sites are considered either a local historic site or a local historic building.
- The City of Neenah is a Certified Local Government.
- The City of Neenah has established a Neenah Landmarks Commission.
- The Neenah Historical Society was formed in 1948; its mission is to collect, preserve and share the history and stories of the City of Neenah.
- The City of Neenah was incorporated in 1873.

## 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:

### Agricultural Resources

Agricultural lands are being lost in Winnebago County and in the towns surrounding the City as these lands are converted to other uses. Even though farmland acres are declining, farming still remains an important source of income and employment in Winnebago County. Local farming operations provide a source for locally grown produce and fruit that people are seeking. Neenah's Saturday farm market at Shattuck Park during the summer and fall months is well attended. In addition, farmland provides open space and wildlife habitat and defines our heritage and sense of place.



Community Garden

Residents are looking for opportunities to grow and raise their own food. Currently Neenah has one community garden, which provides gardening space to 96 local gardeners. Annually this garden has been full and all garden plots have been rented. In addition, the City of Neenah allows residents to keep mason bees and a limited amount of chickens within the City. While mason bees aid in pollination, they do not provide honey.

Issues and Opportunities:

- Agricultural lands are being lost in Winnebago County and in the towns surrounding the City.
- The existing community garden is well utilized and all plots are rented on an annual basis.
- Neenah's Saturday farm market at Shattuck Park provide an opportunity for residents and visitors to purchase fresh local food and produce and other items.
- Mason bees aid in pollination, but they do not provide honey.

## Natural Resources

### Land Resources

Approximately 3.2 percent (198 acres) of the City has areas of high bedrock; these areas are found in the southern part of the City. Areas of high bedrock are defined as areas where the bedrock is within 70 inches of the surface. There may be other areas in the City where the depth to bedrock is slightly more than 70 inches. These areas can impact construction costs for public and private infrastructure.

Issues and opportunities:

- The City has areas of high bedrock which increases construction costs for public and private infrastructure.

### Water Resources

The City of Neenah borders Lake Winnebago and Little Lake Butte des Morts. The Neenah Slough flows through the City of Neenah into Little Lake Butte des Morts. Agricultural and urban runoff affects water quality of surface water resources. Nutrient loads raise water temperature, contributing to the growth of excessive aquatic vegetation including invasive species. This could impact opportunities for water based recreation (boating, swimming and fishing). Residential development threats to surface water resources include lawn applied chemicals, siltation and petroleum based substances and salts from local road runoff.



Marina



Neenah Slough

Lake Winnebago suffers from low water quality and blue-green algae blooms. Blue-green algae may cause a toxin that is dangerous to health. The Neenah Slough is one of the major northern pike spawning areas adjacent to Little Lake Butte des Morts. Both summer and winter fish kills have occurred in the slough. The stream is negatively impacted by stormwater discharges which carries high levels of sediments.

Most of the City falls within a high water recharge area. Protecting infiltration areas from impermeable development will help

maintain the drinking water supply for the surrounding areas and will benefit the quality and quantity of Lake Winnebago surface water. New development within these areas should be designed to utilize best management practices that will encourage or enhance groundwater infiltration.

Wetlands provide important benefits in maintaining water quality, minimizing potential flooding, and providing habitat for a variety of native wildlife species. Generally wetlands are associated with the Neenah Slough, Lake Winnebago and Little Lake Butte des Morts. Wetlands buffers should be enacted that protect wetlands based on the function of the wetland.

High groundwater can impact building foundations, utility and street construction and other factors. High groundwater of less than two feet is found in about 68 percent of the City.

#### Issues and Opportunities:

- Water clarity in Lake Winnebago is low and the lake suffers from blue-green algae blooms in summer months.
- The Neenah Slough is impacted by storm sewer discharges, which carries high levels of sediments.
- The depth to groundwater is less than two feet within 68 percent of the City.
- Encourage or enhance groundwater infiltration in high water recharge areas of the City.
- Adopt a wetland buffer to further protect wetlands.

#### Wildlife Resources

Woodlands are fragmented or limited in the City and surrounding areas. Care must be taken in the selection of trees for use in the City, including those used in landscaping, parks and open spaces and along the street. Street trees are subject to stress from soil compaction, heat, drought, lack of root space, salt and road pollutants and air quality. As a result, the life of a street tree is only a fraction of its potential life span. City trees should be diverse to guard against large scale devastation by both native and introduced pests.



Impacts of climate change are being felt within the City of Neenah. Average temperatures are already warmer; this is especially true for both winter and nighttime temperatures. Neenah lies within the tension zone and is at the juncture of two different plant communities. As temperatures continue to rise, the tension zone may shift north. This may cause plant ranges to also shift north, impacting the species of trees and plants native to the Neenah area.



Wilderness Park

Non-native aquatic and terrestrial plants and animals, or exotic species are a major threat to native habitats and the species that utilize those habitats. These species displace native species, disrupt ecosystems and affect peoples' livelihood and quality of life.

#### Issues and Opportunities:

- Wildlife is threatened by the negative effects of development and stormwater runoff (both from urban and rural runoff sources).
- City trees are negatively impacted by urban and environmental factors, and native and introduced pests.
- Climate change may impact the species of trees native to the Neenah area.
- Non-native species are a major threat to native habitats and the species that utilize these habitats.

#### Parks, Open Space and Recreational Resources

Environmental corridors are continuous systems of open space created by natural linkages of environmentally sensitive areas. They provide protective routes of travel for a variety of wildlife and bird species. Important environmental corridors within the City and surrounding area are associated with the Neenah Slough corridor and the unnamed streams with natural vegetation scattered throughout the area.

#### Issues and Opportunities:

- Protect important environmental corridors within the City.

#### **Cultural Resources**

Cultural resources such as historic buildings, sites, structures, objects, archeological sites and districts define the City unique character and heritage. There are 27 properties / districts within the City of Neenah that are listed on the National Register of Historic Places. However this directory is not static and therefore there may be other properties in Neenah that may be eligible or become eligible over time.

There are many different types of museums, some preserve valuable historic artifacts and local history, while others showcase collections of fine arts, glass, gems and minerals. Most museums provide learning opportunities and community enjoyment. Within the City of Neenah, there are five museums.

Issues and Opportunities:

- The National Register is not a static inventory and properties currently not listed in the City of Neenah may become eligible.

## VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: *Neenah values its natural, cultural and historical resources and promotes preservation of these resources in collaboration with development and redevelopment of the City.*

### Agricultural Resources

#### **Goal AG 1: Recognize the economic viability of the area's agricultural community.**

Objective AG 1.1: Identify the most productive farmland for continued agricultural activities within the City's extraterritorial area.

- Recommendation AG 1.1.1: Promote infill and redevelopment within the City. (See recommendation LU 1.7.10)
- Recommendation AG 1.1.2: Work with local economic development groups to encourage the establishment of businesses in the City that would support the agricultural economy.

#### **Goal AG 2: Encourage urban farming activities within the City limits.**

Objective AG 2.1: Provide access to locally grown products.

- Recommendation AG 2.1.1: Support Future Neenah, Inc. efforts to provide an outdoor and indoor farm market.
- Recommendation AG 2.1.2: Support current community gardens in the City.
- Recommendation AG 2.1.3: Partner with churches, schools, businesses, non-profits and others to sponsor community and neighborhood garden plots.
- ~~• Recommendation AG 2.1.4: Adopt an ordinance to allow residents and businesses within the City to keep honey bees.~~
- Recommendation AG 2.1.4: Encourage Neenah Joint School District to utilize local food in their school hot lunch program.
- Recommendation AG 2.1.5: 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 LU 1.9.1)

- Recommendation AG 2.1.6: Identify City owned properties that may be viable sites for community and / or neighborhood gardens.
- Recommendation AG 2.1.7: Consider expanded urban farming practices.

## Natural Resources

### **Goal NR 1: Protect and preserve the natural resources of the City and surrounding areas.**

#### Objective NR 1.1: Protect environmentally sensitive areas.

- Recommendation NR 1.1.1: Continue on-going regulatory control over wetlands and floodplain areas, shoreland protection areas, and other environmentally sensitive areas. (See recommendation IO 1.3.2)
- Recommendation NR 1.1.2: Update the source (reference) in Chapter 22 Environmental Control, Sec. 22-216 – Shoreland-wetland zoning maps. The most recent version of the Wisconsin Wetland Inventory as depicted on the Department of Natural Resources Surface Water Data Viewer should be referenced. Review references to other maps, for example the effective date for most recent version FEMA map for the City of Neenah is 03/17/2003.
- Recommendation NR 1.1.3: Encourage the protection of existing woodland and wetland areas in the west and south side growth areas. (See recommendation LU 1.10.1)
- Recommendation NR 1.1.4: Create a wetland mitigation bank.

#### Objective NR 1.2: Maintain a diverse and quality urban forest.

- Recommendation NR 1.2.1: Remain actively involved with the Arbor Day Foundation, promoting activities that educate the public about the benefits of trees in an urban setting.
- Recommendation NR 1.2.2: Continue to encourage a tree planting policy along major road corridors, recognizing appropriate species and placement. Consider expanding this policy to include the planting of trees along all public streets and public areas, where appropriate. (See recommendation IO 1.2.5)
- Recommendation NR 1.2.3: Continue to actively participate in the Northeast Wisconsin Urban Forestry Work Group.
- Recommendation NR 1.2.4: Work with and support the WDNR to control the spread of diseases and insects that threaten the resource.
- Recommendation NR 1.2.5: Develop construction recommendations that can provide tree protection during construction projects.

- Recommendation NR 1.2.6: Develop the structure for the formation of a Tree Board to oversee the management direction and budget decisions of the Community Forestry Program.
- Recommendation NR 1.2.7: Add a requirement that developers work with the City to provide diversity in the selection of trees.

Objective NR 1.3: Control invasive species in area lakes, streams, wetlands, wooded areas, parks and other natural areas.

- Recommendation NR 1.3.1: Encourage local youth and civic groups to work with the City to identify and control invasive species in public parks and open areas.
- Recommendation NR 1.3.2: Increase public awareness of its role/responsibility in introducing/containing invasive species.
- Recommendation NR 1.3.3: Support a countywide coordinated approach to deal with specific problem species on the land and the water.

Objective NR 1.4: Protect air quality.

- Recommendation NR 1.4.1: Increase opportunities for biking and walking. (See recommendations LU 1.6.1, CF 4.2.1, T 2.5.3, T 1.5.3)
- Recommendation NR 1.4.2: Increase the City's tree canopy.

Objective NR 1.5: Create recreational opportunities in and around employment centers.

- Recommendation NR 1.5.1: Encourage 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 LU 1.8.6)

## **Goal NR 2: Improve surface water quality and protect area groundwater supplies.**

Objective NR 2.1: Reduce non-point nutrient runoff into the Neenah Slough, Lake Winnebago and Little Lake Butte des Morts.

- Recommendation NR 2.1.1: Encourage the use of natural surface water storage and detention facilities to control storm water runoff.
- Recommendation NR 2.1.2: The City should implement the recommendations contained in its stormwater management plan.
- Recommendation NR 2.1.3: Develop and adopt policies that require "low impact design" (LID), particularly to assist with stormwater management. (See recommendation H 3.1.2)

- Recommendation NR 2.1.4: Continue to control stormwater runoff from construction site activities and impervious surfaces.
- Recommendation NR 2.1.5: Continue to work with the Northeastern Wisconsin Stormwater Consortium (NEWSC) and the Fox-Wolf Watershed Alliance to address stormwater runoff and water quality issues.
- Recommendation NR 2.1.6: Continue to work with the WDNR to comply with the requirements of the City's MS4 permit.
- Recommendation NR 2.1.7: The Upper Fox and Wolf River Total Maximum Daily Load (TMDL) is currently being developed for phosphorus and total suspended solids. The City should comply with the requirements of the plan. (See recommendation CF 1.4.2)
- Recommendation NR 2.1.8: Support efforts to improve water quality of Lake Winnebago through management of upstream agricultural runoff.
- Recommendation NR 2.1.9: Educate Neenah residents on non-point pollution issues.
- Recommendation NR 2.1.10: Review development standards in terms of reducing impervious areas. (See recommendation LU 1.10.4)

## Cultural Resources

### **Goal CR 1: Preserve the City's cultural and historical resources.**

Objective CR 1.1: Consider opportunities for historic preservation in all future planning, zoning and development decisions.

- Recommendation CR 1.1.1: The City should continue to regard preservation and promotion of historically and architecturally significant buildings and sites as an important component in maintaining the image and character of Neenah.
- Recommendation CR 1.1.2: Recognize and support efforts of the Neenah Landmarks Commission and other local preservation groups. (See recommendation IO 1.6.1)
- Recommendation CR 1.1.3: Develop a comprehensive preservation strategy to better define common goals, roles and responsibilities of all interested groups, individuals, and property owners. (See recommendation IO 1.6.2)
- Recommendation CR 1.1.4: Consider cultural resources and historic preservation in future land use planning and development decisions.
- Recommendation CR 1.1.5: Seek input from the Landmarks Commission, the Neenah Historical Society and others when making decisions that involve existing historical sites, structures and areas.

Objective CR 1.2: Promote and celebrate Neenah's history and the importance of historic preservation.

- Recommendation CR 1.2.1: Continue to work with the Neenah Historical Society, Future Neenah, the Neenah Public Library, the Neenah Joint School District and others on educational programs for adults and children that provide an appreciation of local history.
- Recommendation CR 1.2.2: Encourage the development of a program that will provide an opportunity for seniors to share stories of local history with school children and others.
- Recommendation CR 1.2.3: Update the 2004 list of eligible properties and districts for inclusion in the National Register of Historic Places. Encourage property owners of newly identified properties to prepare an application to be added to the National Register of Historic Places. (See recommendation IO 1.6.3)
- Recommendation CR 1.2.4: Develop a promotional pamphlets and other material documenting Neenah's rich history.

**Goal CR 2: Encourage cultural, artistic and entertainment opportunities.**

Objective CR 2.1: Support and expand opportunities to bring entertainment, cultural events and art to the City.

- Recommendation CR 2.1.1: Work with the Neenah Historical Society to increase awareness of local history and the museum by providing a pedestrian connection between the Hiram Smith Octagon House and the downtown area. This could include the construction of a walking /biking trail between the museum, downtown and Loop the Little Lake Trail. (See recommendation LU 1.6.1)
- Recommendation CR 2.1.2: Investigate opportunities to expand art in the City.
- Recommendation CR 2.1.3: Continue to support and encourage Neenah organizations to provide concerts, social and historical events.
- Recommendation CR 2.1.4: Consider expanding cultural, artistic and entertainment opportunities in the downtown.
- Recommendation CR 2.1.5: Work with local non-profits to encourage heritage tourism and the promotion of the Fox River.
- Recommendation CR 2.1.6: Support the Riverside Players, the Neenah Community Band and others.



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## **CHAPTER 9**

# INTERGOVERNMENTAL COOPERATION



## CHAPTER 9: INTERGOVERNMENTAL COOPERATION

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## CHAPTER 9: INTERGOVERNMENTAL COOPERATION

### INTRODUCTION

This element includes a brief summary of existing conditions, 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 meet the current and future needs 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;
- *Intergovernmental Agreement Among the City of Neenah,, the Town of Neenah Sanitary District #1-1 and the Town of Neenah Sanitary District #2 to Provide Orderly Growth and Development Within Agreed Upon Municipal Boundaries.*

### SUMMARY OF EXISTING CONDITIONS

The relationship a municipality has with school districts, neighboring communities, county, state, federal government and Regional Planning Commission can impact residents in terms of taxation, planning, service provision, and siting of public facilities. An examination of these relationships and the identification of existing and potential conflicts can help a municipality address these situations in a productive manner.

Below is a summary of the key intergovernmental cooperation conditions. For a complete listing, please see *City of Neenah Comprehensive Plan Update 2040, Volume Two: Existing Conditions Report*.

#### Adjacent Communities

- The City of Neenah shares its borders with the City of Menasha, Village of Fox Crossing and the towns of Neenah and Vinland in Winnebago County.

#### School Districts

- The City of Neenah is served by the Neenah Joint School District (NJSD), which maintains eleven school facilities within the City.
- While a formal written intergovernmental agreement does not exist between the NJSD and the City of Neenah, the City and school district do work together to provide programming and facilities for area youth and adults.

#### Public Safety

- The Neenah-Menasha Fire Rescue (NMFR) department was created on January 1, 2003 by the consolidation of the City of Neenah Fire Department and the City of

Menasha Fire Department. NMFR has an auto aid agreement with the Appleton Fire Department.

- The Neenah Police Department is located at 2111 Marathon Avenue in the City of Neenah. The Neenah Police Department has mutual aid agreements with most other Fox Cities communities.
- The cities of Neenah and Menasha have shared a municipal court since 2002.

### **Library**

- Winnefox Library System (WLS) is one of 17 library systems in the state and is a federation of 30 public libraries in Winnebago, Fond du Lac, Green Lake, Marquette and Waushara counties.

### **Utilities**

- The Neenah/Menasha Sewerage Commission was jointly created by the municipalities and sanitary districts within the sewer service area.

### **County**

- The City works with county departments to coordinate road construction and maintenance; solid waste and recycling; police, fire and emergency services and dispatch; and election and planning assistance.

### **Regional**

- ECWRPC provides planning and technical assistance to counties, communities, businesses, interest groups and individuals within its region.
- Winnebago, Outagamie and Brown counties entered into a 25 year intergovernmental agreement in 2001 to handle the disposal of solid waste and recycling within their respective counties.
- Fox Comm is a regional partnership for public safety communications within Winnebago County, Calumet and Outagamie County.

### **Intergovernmental Agreement**

- Intergovernmental Agreement Among the City of Neenah, the Town of Neenah, the Town of Neenah Sanitary District #1-1 and the Town of Neenah Sanitary District #2 to Provide Orderly Growth and Development Within Agreed Upon Municipal Boundaries. The agreement delineates City Growth Areas, Town Growth Area, City Service Areas, Non-Annexed City Service Areas, Town Service Areas and Parks/Environmentally Sensitive Areas. This agreement was created in 2003 and amended in 2022.

## 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:

### Economic Development

Many local, regional and statewide economic development organizations and groups are working to promote economic development. Since the City of Neenah's economy is dependent on the economy of the Fox Cities and the state, the City can benefit from the efforts of others.

Private investment in the community can create jobs, housing and amenities. Public investment is needed for infrastructure (roads, sewer and water, police and fire protection, etc.). Working together, the assets and benefits of both sectors (private and public) can be used to enhance the community and create jobs and housing.

The history of the City is tied to its location along the Fox River system (Little Lake Buttes des Morts and Lake Winnebago). The City's proximity to the water provides opportunities for water related recreation. The Fox-Wisconsin Heritage Parkway is working to improve and promote the Fox-Wisconsin Heritage Water Trail. The City will benefit and should be part of these efforts.

Issues and opportunities:

- Multiple economic development organizations and groups are working to promote economic development and these efforts can impact and benefit the City's economy.
- Private and public partnerships can enhance the local economy.
- The Fox-Wisconsin Heritage Parkway is working to improve and promote the Fox-Wisconsin Heritage Water Trail. This work can enhance City efforts to promote / provide historical and recreational tourism opportunities.
- There is a regional competition of communities in the Fox Cities for people, businesses, and new development.

### Communication

Community partners are a valuable resource that can provide volunteer hours and funding for City projects. However, it is important to ensure that these resources are being directed to meet the City's needs.

Communication between utilities, schools, neighboring communities, public safety, county highway, WisDot and others is important so that everyone is informed about upcoming improvements and other issues that might arise. An established method of communication not only keeps everyone apprised of upcoming improvements, but it also provides a forum for issues to be discussed.

The City's website is a valuable resource that is used to provide information to current and prospective residents, business owners, developers, and visitors. Not only may it be used to provide information about municipal services, facilities, meetings and ordinances but it is also used to promote upcoming events and local amenities.

Issues and opportunities:

- Ensure that volunteer hours and funding from community partners (civic organizations, churches, youth groups, schools and other) are being used to meet City needs.
- The City should keep informed of upcoming construction projects, improvements and other issues that come up so that the City is able to coordinate and collaborate with others.
- Utilize the City's website to inform current and prospective residents, business owners, developers and visitors. Continue to explore new technologies and ways that the website and other resources can be utilized.

### Cost Efficiencies

Mutual aid agreements enhance the level of service provided to City residents. Public safety utilizes mutual aid agreements to decrease the amount of time it takes to respond, enhance specialized skills such as water rescues, drug response teams, victim crises response, etc.

Since 2003, the cities of Neenah and Menasha have shared a fire and rescue department. The consolidation of the two fire departments has allowed the communities to share administrative staff, equipment and other staff. In the future, it may be possible to partner with other communities for fire protection.

The City currently uses Neenah School District facilities for recreational needs. This has made it possible for the City Park and Recreation Department to provide programming without the need to build additional gym, pool, classroom and other recreational facilities.

Issues and opportunities:

- Utilize mutual aid agreements to enhance the level of service.
- Explore opportunities to partner with others for fire protection.
- Increase opportunities to share facilities with others.

### Intergovernmental agreements

The City of Neenah currently has an intergovernmental agreement with the Town of Neenah, the Town of Neenah Sanitary District #1-1 and the Town of Neenah Sanitary District #2 to provide orderly growth and development. This agreement was adopted in 2003 and amended in 2022. The agreement is in-effect until 2040. It delineates city and town growth areas; city, town and non-annexed city service areas; and parks/environmentally sensitive areas. In 2016, the Town of Menasha incorporated into what is now the Village of Fox Crossing. At the end of 2016, the Village of Fox Crossing annexed the remaining areas remaining in the town following its incorporation.

As a result, the Village of Fox Crossing shares a common border with the City of Neenah. This may affect the City's ability to annex additional land.

Even though the City has an intergovernmental agreement with the towns of Neenah and Vinland, issues may arise as to service or use of a specific area. The City should keep apprised of annexations made by other communities. To keep informed about and have an avenue to openly discuss planning related issues, the City should establish an intergovernmental committee.

Issues and opportunities:

- Establish an intergovernmental agreement with the Village of Fox Crossing.
- Establish an intergovernmental committee to enhance communication and cooperation between the City and its neighbors.

## **VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS**

*Vision Statement: Through an open and transparent process with clear lines of communication, Neenah and its surrounding municipalities, school district, and other governmental organizations create a strong partnership to reduce costs to residents, provide more efficient services, and ultimately improve the region.*

**Goal IC 1: Continue to improve relations with neighboring municipalities and others government agencies in the Fox Cities, Winnebago County, and state and federal agencies.**

Objective IC 1.1: Strengthen existing partnerships and build new relationships to promote economic development in the City and region.

- Recommendation IC 1.1.1: Support and participate in cooperative regional marketing efforts for the recruitment of new business prospects from outside the region and / or state. (Recommendation ED 1.8.1)
- Recommendation IC 1.1.2: Participate in the Fox Cities Regional Partnership and encourage full municipal participation from others in the region. (Recommendation ED 1.8.3)
- Recommendation IC 1.1.3: Promote the goals and objectives of the Comprehensive Plan and inform private development partners of these goals and objectives to improve the local economy. (Recommendation ED 1.8.2)
- Recommendation IC 1.1.4: Identify creative methods to collaborate with Future Neenah and the Downtown BID to identify and market available commercial properties in Downtown Neenah. (Recommendation ED 1.7.4)

- Recommendation IC 1.1.5: Support the development of a regional transit route to increase accessibility and marketability to areas of Neenah. (Recommendation ED 2.5.2, T 2.2.3)
- Recommendation IC 1.1.6: Coordinate with the Fox Cities Chamber of Commerce, the Fox Cities Convention and Visitor Bureau and Future Neenah to better promote amenities and to identify new events and enhance existing events which have a positive economic impact to the City of Neenah.
- Recommendation IC 1.1.7: Promote the heritage of the City and historical and recreational tourism related to the Fox River system with regional and local organizations.
- Recommendation IC 1.1.8: Create a system which identifies local workforce training needs and connects businesses to local and regional training centers. (Recommendation ED 3.3.1)
- Recommendation IC 1.1.9: Leverage tourism and local economic development funds, grants, and resources from local, regional and state sources to improve Neenah's local economy.
- Recommendation IC 1.1.10: Conduct a study to determine the feasibility of constructing a sports facility or attracting sporting events such as a regional or national tournament in Neenah and work with the Fox Cities Convention and Visitors Bureau to identify funding sources.

Objective IC 1.2: Improve communication within the City and between the City departments and with local and regional municipal partners, governmental agencies, and other community organizations.

- Recommendation IC 1.2.1: Establish annual meetings with community partners (civic organizations, churches, youth groups, the Neenah Joint School District and others) to discuss community needs. (Recommendation CF 1.1.4, H 2.1.3)
- Recommendation IC 1.2.2: Develop a City communication strategy with the goal of improving communication between neighboring municipalities and other governmental agencies.
- Recommendation IC 1.2.3: Continue to utilize the City's website and other new technology to update residents on upcoming events, municipal services, quality of life, history, etc.

Objective IC 1.3: Explore cost efficiencies through shared services.

- Recommendation IC 1.3.1: Cooperate with neighboring municipalities and Winnebago County in the delivery of essential municipal services.

- Recommendation IC 1.3.2: Explore opportunities to expand fire protection to other communities.
- Recommendation IC 1.3.3: Develop a study which identifies potential cost-savings which result from partnering with the Winnebago County Sheriff's Department and other neighboring communities police departments.
- Recommendation IC 1.3.4: Partner with the Neenah Joint School District for the use of facilities, including recreational facilities and explore new collaborative efforts. (Recommendation CF 4.1.2, CF 1.1.2)
- Recommendation IC 1.3.5: Encourage Winnebago County to provide delivery of county services in the City which would have the greatest impact to City residents.
- Recommendation IC 1.3.6: Research and identify complementary and redundant municipal services and resources that could benefit from agreements for shared services.
- Recommendation IC 1.3.7: Ensure adequate emergency response for City residents through partnerships with local and regional hospitals and ambulatory services.

Objective IC 1.4: Establish and maintain effective intergovernmental land use policies and cooperative agreements with adjoining municipalities to address service and boundary issues.

- Recommendation IC 1.4.1: Develop an intergovernmental agreement with the Village of Fox Crossing and the City of Oshkosh.
- Recommendation IC 1.4.2: Participate in cooperative planning efforts with local governmental units and service providers. (See recommendation LU 1.11.1)
- Recommendation IC 1.4.3: Develop an intergovernmental cooperative to foster, maintain and enhance communication and cooperation with the towns of Neenah, Clayton, and Vinland, the City of Menasha, City of Oshkosh and the Village of Fox Crossing. (See recommendation LU 1.11.2)
- Recommendation IC 1.4.4: Review the City's existing boundary agreement with the Town of Neenah and study the positive and negative aspects of the agreement.
- Recommendation IC 1.4.5: Explore the potential efficiencies with combining services, sharing costs, and eliminating redundant services between the City of Neenah and City of Menasha libraries.





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## **CHAPTER 10**

# IMPLEMENTATION

## CHAPTER 10: IMPLEMENTATION

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## CHAPTER 10: IMPLEMENTATION

### INTRODUCTION

A smart growth comprehensive plan serves a community by establishing priorities for the future, evaluating available resources, and providing a means for dealing with change. The purpose of the planning effort is to develop a plan that will guide both public and private decisions. In order to follow the plan as described in the preceding chapters, it is necessary to implement the goals, objectives, and recommendations as outlined on a continual basis. If a plan is to be successful it must be implemented meaningfully and aggressively.

This chapter prescribes a specific series of ongoing efforts and actions to be completed by the City of Neenah. Ongoing efforts are presented as a list and are assigned primary responsibility. The list contains goals, which serves as an identification of a priority based on the community vision session, committee discussions, and other public participation. Objectives are referenced to outline more specific methods for achieving the goal; and the recommendations provide specific action steps, such as regulations, ordinances, incentives, expenditures, information, and education needed to fulfill a strategy. Actions are presented in table format by primary responsibility and priority/timeline.

### VISION STATEMENT

*Neenah continues to plan for the steady and efficient growth of the City by studying land use issues and trends, projecting demographic changes, collecting input from the public, and ensuring the full implementation of the City's vision.*

### ROLE OF THE PLAN

All land controls governing the City of Neenah must be consistent with the adopted comprehensive plan<sup>1</sup>. The City's Plan Commission is responsible for ensuring this plan is used as a guide to update and/or replace ordinances to reflect the goals of this plan. When the Plan Commission reviews any petitions for development, the plan should be reviewed; any recommendations for future development must be based on the identified goals, objectives, recommendations and proposed land use patterns within this plan. If the Plan Commission must ultimately make a decision that is inconsistent with the plan, the plan must be amended to reflect the change in policy.

### RESPONSIBILITY

#### Elected Officials

Elected officials must make their decisions on criteria regarding how development will affect the entire community, as well as how it will influence a specific site. As a result, elected officials make complex decisions based upon the comprehensive plan, the goals of the applicant,

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<sup>1</sup> Wisconsin State Statutes 66.1001.

technical advice from staff, citizen input from advisory boards, and their own judgment on the specific development. The comprehensive plan provides much of the factual information an elected official will need for decision making. Elected officials must familiarize themselves with the contents and overall goals of the plan in order to ensure the plan remains viable.

## Plan Commission

The powers and duties of planning commissions have been established by Wisconsin Statutes<sup>2</sup>. The City of Neenah Plan Commission is the primary entity responsible for implementing and updating this comprehensive plan. As such, the Plan Commission must promote good planning practices within the City. Commission members should be knowledgeable about the contents, visions, goals, objectives and recommendations of the comprehensive plan. Moreover, the Plan Commission must promote active citizen participation in future planning efforts, and should strive to keep the citizens and elected officials informed of any technical issues and proceedings regarding current planning issues. The Plan Commission is responsible for periodic amendments to the comprehensive plan so that regulations and ordinances are in compliance with the plan. Likewise, the Plan Commission must review all new ordinances to verify they are compliant with the goals, objectives and recommendations of the comprehensive plan.

## CONSISTENCY

### Internal Consistencies

The comprehensive plan was developed sequentially with supportive goals, objectives and recommendations. Utilizing the City's public participation process and information contained in the background chapters as a basis, key issues were identified for each of the nine elements of the plan. Using these issues, along with factual information regarding natural features, historical population and housing data, population and housing projections, and an analysis of existing infrastructure, goals, objectives and recommendations for each comprehensive planning element were developed. The identified goals, objective and recommendations expressed in this plan were used to prepare the Future Land Use Map (Map 10-1). To maintain internal consistency, any amendment to the plan should be accompanied with an overall review of all nine elements and their associated goals, objectives and recommendations.

Beginning on January 1, 2010<sup>3</sup>, if a local governmental unit enacts or amends any of the following ordinances, the ordinance shall be consistent with that local governmental unit's comprehensive plan<sup>4</sup>:

- Official mapping ordinances enacted or amended under Wisconsin State Statutes 62.23 (6).
- Local subdivision ordinances enacted or amended under Wisconsin State Statutes 236.45 or 236.46.
- County zoning ordinances enacted or amended under Wisconsin State Statutes 59.69.

<sup>2</sup> Wisconsin State Statutes 62.23 and 60.62.

<sup>3</sup> Wisconsin Act 372 delays the consistency requirement until January 1, 2012 for local governments who applied for but not received a comprehensive planning grant from the WDOA. It also gives WDOA discretionary authority to grant consistency extensions to grant local governments who have received a comprehensive planning grant.

<sup>4</sup> Wisconsin State Statutes 66.1001(3).

- City or village zoning ordinances enacted or amended under Wisconsin State Statutes 62.23 (7).
- City zoning ordinances enacted or amended under Wisconsin State Statutes 60.61 or 60.62.
- Shorelands or wetlands in shorelands zoning ordinances enacted or amended under Wisconsin State Statutes 59.692, 61.351 or 62.231.

### External Consistencies

Not only is it important to maintain internal consistencies, but the City should also be aware of other planning documents and their relevance to the City's comprehensive plan. An attempt should be made to maintain consistency with these plans if possible. Some examples of these plans include:

#### State Plans:

- *Wisconsin State Airport System Plan 2030*
- *Wisconsin State Bicycle Transportation Plan 2020*
- *Wisconsin Pedestrian Policy Plan 2020*
- *Wisconsin Guide to Pedestrian Best Practices*
- *Wisconsin State Highway Plan 2020*
- *Connections 2030 Long Range Transportation Plan* (multimodal transportation plan)
- *Wisconsin Rail Plan 2030*
- *Wisconsin State Freight Plan* (to be published December 2016)
- *Wisconsin Consolidated Housing Plan; 2015-2019*

#### Regional Plans:

- East Central Wisconsin Regional Plan Commission, *Milestone #3, Goals, Strategies, and a Plan for Action, Year 2030 Regional Comprehensive Plan "Shaping the 21st Century.* (adopted May 2008)
- *Appleton (Fox Cities) Transportation Management Area: Long Range Transportation / Land Use Plan* Appleton (Fox Cities) Urbanized Area
- *Transportation Improvement Program* Fox Cities Transportation Management Area 2017
- *Congestion Management Process (CMP) Plan* Fox Cities (Appleton TMA) Urbanized Area
- *Appleton (Fox Cities) Transportation Management Area & Oshkosh Metropolitan Planning Organization Bicycle and Pedestrian Plan – 2014*

#### County Plans:

- *A Multi-Jurisdictional Comprehensive Plan for Winnebago County: 2016-2035.*
- *Winnebago County Farmland Preservation Plan*, adopted March 13, 2012
- *2011-2020 Winnebago County Land and Water Resource Management (LWRM) Plan*
- *Winnebago County Comprehensive Park and Recreation Plan, 2013 -2017*

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## Local Plans:

- *City of Neenah Comprehensive Outdoor Recreation Plan 2022-2026*
- *City of Neenah Official Map*
- *City of Neenah Consolidated Plan, 2023-2027*
- *City of Menasha Year 2030 Recommended Comprehensive Plan*, adopted 08/2008
- *Town of Menasha Winnebago County Comprehensive Plan 2003-2023*, adopted 08/25/2003
- *Comprehensive Plan 2009-2029, Town of Neenah*, adopted 05/26/2009
- *Comprehensive Plan 2016-2036, Town of Clayton, Winnebago County, WI*, adopted 08/17/2016,  
Town of Vinland Comprehensive Plan, adopted 02/12/2007, amended 01/09/2017

## MONITORING PROGRESS

It is the responsibility of the Plan Commission to monitor the progress of implementation utilizing the Action Implementation Tables that are found at the end of this chapter. The progress of plan implementation should periodically be reported to the City Council. Additionally, the Plan Commission should annually review the goals, objective and recommendations and address any conflicts which may arise between the elements of the plan. While it is the responsibility of the Plan Commission to monitor progress, others may also check progress including community members, City staff and citizen groups.

In order to assist the Plan Commission with the monitoring of the plan, it may be necessary to develop and implement a variety of informal tools and techniques. Items for consideration may include:

- creation of development review ‘checklists’ to assist with determining a proposal’s consistency with the comprehensive plan;
- integration of plan recommendations into a ‘performance-based budgeting’ initiative;
- development of an annual ‘work plan’ for the Plan Commission;
- placing the comprehensive plan as an item on every Plan Commission meeting agenda so that either the public and/or Plan Commission members can discuss items related to the plan, or to use the time to evaluate implementation progress;
- developing articles for the City newsletter which focus on certain recommendations or strategies within the plan and calling for public input or volunteers to work on an item; and
- designation of an official “Comprehensive Planning Day” within the City and have activities or workshops related to this subject so as to build awareness (perhaps associated with the month of October which is the American Planning Association’s formal “Community Planning Month.”



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## UPDATING THE PLAN

A comprehensive plan must be updated at least once every ten years<sup>5</sup>. However, it is strongly recommended that the Plan Commission annually review both the implementation schedule and current planning decisions to ensure compliance with the overall goals of the plan and continued consistency with the overall vision of the community. This annual review should also be used to determine if a “major” plan amendment is required.

The comprehensive plan is a dynamic document. The plan should be updated when new demographic, economic, and housing data are released by the U.S. Census Bureau. It is anticipated that the land use element will likely require updating over the course of the plan due to growth and change that the City may experience. Other elements are less likely to need updates. Furthermore, as community values change, some goals, objectives and recommendations may no longer be relevant. The update to a plan should take less time than the full comprehensive planning process, but should include public participation.

## ADOPTING THE PLAN OR UPDATE

As directed by Wisconsin State Statutes 66.1001(4), any plan commission or other body of a local governmental unit authorized to prepare or amend a comprehensive plan shall adopt written public participation procedures that foster public participation, adopt a resolution by a majority vote of the entire commission or governmental unit. The vote shall be recorded in the official minutes of the plan commission; the resolution shall refer to maps and other descriptive materials that relate to one or more elements of the comprehensive plan.

The City Council and Plan Commission may spend time reviewing, revising and requesting revisions to the recommended plan. The City Council shall draft an ordinance adopting the plan and publish a class 1 public notice 30 days prior to the hearing on the proposed ordinance to adopt the final “recommended plan”. The City Council must provide an opportunity for written comments to be submitted by the public and there must be a response to those comments. In addition, a public hearing must be held on the ordinance. By majority vote, the City Council must approve the ordinance. One copy of the adopted comprehensive plan, or an amendment to the plan, shall be sent to the following:

- Every governmental body that is located in whole or part within the boundaries of the local governmental unit (county, utility districts, school districts, sanitary districts, drainage districts).
- The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended.
- The Wisconsin Department of Administration (email notification required only).
- East Central Wisconsin Regional Planning Commission.
- The public library that serves the area in which the local government unit is located.

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<sup>5</sup> Wisconsin State Statutes 66.1001(2)(i).

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## LAND USE PLANNING CONTROLS

Although zoning and subdivision ordinances are the two most commonly utilized land use planning tools, there are several key tools which can be utilized to ensure that new development occurs in an organized and desired fashion. The City may wish to modify existing or establish new ordinances which regulate new development.

### Zoning

Comprehensive plans and zoning ordinances perform differently. A comprehensive plan is a “guide to the physical, social, and economic development of a local government unit” and that “the enactment of a comprehensive plan by ordinance does not make the comprehensive plan by itself a regulation.”<sup>6</sup> Comprehensive plans provide a vision for 20 years while zoning ordinances have an immediate impact on land use decisions. In order to rectify this difference, re-zoning is completed on an ongoing basis in a manner that is consistent with the overall vision of the plan. The timing of rezoning is dependent on market forces, political climate, and the accuracy of the plan’s predictions.

The Plan Commission and City Council must continually ensure that any future zoning changes are consistent with the comprehensive plan. Several actions can be taken to ensure that zoning decisions are made that accommodate the preferred future land uses as indicated on the Future Land Use Map (Map 10-1).

- Compare intended future land uses with existing zoning. Amend current zoning to reflect the intended future uses for all areas within the City.
- Encourage local citizens and elected officials to actively participate in ongoing City meetings regarding all zoning and planning issues.
- Amend existing ordinances and develop new ordinances which are reflective of the goals, objectives and recommendations of all elements in the City’s comprehensive plan.

### Official Maps

Cities, villages, and towns which have adopted village powers have the authority to develop an official map<sup>7</sup>. An official map is a diagram which delineates the current and future roadways such as local streets, highways, historic districts, parkways, and parks. Additionally, an official map may delineate railroad right-of-ways, waterways (only if included on a comprehensive surface water drainage plan) and public transit facilities. Furthermore the map may establish exterior lines of future streets, highways, historic districts, parks, parkways, public transit facilities, waterways, and playgrounds. Once an official map is adopted by ordinance, no building permits may be issued to construct or enlarge any building within the limits of the features listed above.

Official maps serve several important functions which ensure that future land use decisions will remain compliant with the comprehensive plan.

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<sup>6</sup> 2009 Wisconsin Act 379.

<sup>7</sup> Wisconsin Statutes 62.23(6).

- Future costs for land acquisitions for city/village/town streets and other delineated features are lowered or minimized because the land will remain vacant.
- Future subdivisions of land will be streamlined because future streets have already been established; developers will be required to adhere to guidelines set forth within the official map unless it is amended by an ordinance.
- Potential home and land buyers can be readily informed that land has been designated for specific public uses.
- Acceptable route(s) for a potential by-pass for a major state highway can be delineated. Local governments can preserve sensitive environmental features (i.e. trout streams) while establishing a preferred corridor for a by-pass.

The City should ensure that its official map is current and consistent with the comprehensive plan.

### **Sign Regulations**

Many communities are interested in regulating signage for local business in order to preserve a rural atmosphere and “community character.” Restrictions are especially important in major transportation corridors, historic downtowns or neighborhoods, or other culturally or environmentally significant areas. As signs have become increasingly larger and bolder due to illumination, roadways have become more cluttered and communities have become less distinctive.

### **Erosion and Stormwater Control Ordinances**

Local communities may adopt a construction site erosion control and stormwater management ordinance. The purpose of these ordinances is to protect surface water quality and minimize the amount of sediment and other pollutants in stormwater runoff from construction sites to lakes, streams, and wetlands.

### **Historic Preservation Ordinance<sup>8</sup>**

As development continues to modernize the appearance of an area, the use of an historic preservation ordinance can help a community protect and enhance key cultural and historical features. A historic preservation ordinance can designate local landmarks and protect these properties by regulating new construction, alterations or demolitions that affect them. More information is available on the Wisconsin Historical Society’s webpage at <http://www.wisconsinhistory.org/>.

### **Design Review Ordinance**

Design review can accompany many different development aspects and will assist communities in achieving an identified look and character expressed within the individual vision statements. These ordinances, however, need to be based upon well-defined sets of criteria. Signage, lighting, exterior building material types, structural guidelines, colors, and other aspects will have to be specifically identified within any ordinance.

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<sup>8</sup> Historic Preservation Ordinances are regulated under *Wisconsin Statutes 62.23 (em)*.

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## Building/Housing Codes

The Uniform Dwelling Code promotes health, safety, and general welfare; protects property values; and provides for orderly, appropriate development and growth in the communities. The enforcement of the uniform dwelling code along with enforcement of other local codes can help ensure properties are adequately maintained and that property values are protected.

## Floodplain Ordinance

The City of Neenah regulates all areas within the City that would be covered by the regional flood or base flood. In some instances, it may be important to readjust the floodplain boundaries in specific areas. In order to do so, local communities must follow these steps:

- 1) Contract with an engineering firm to conduct hydrologic and hydraulic engineering studies and modeling to calculate the floodplain for the specified area. It is recommended that 2 foot contour intervals be utilized.
- 2) Submit the recalculated floodplain boundaries to the WDNR and FEMA for review.
- 3) If approved, amend existing zoning maps to reflect the re-calculated floodplain boundaries.

## Subdivision Ordinances

Wisconsin State Statutes regulate the division of raw land into lots for the purpose of sale for building development. A subdivision ordinance is related to the zoning ordinance in that it regulates the platting, or mapping, or newly created lots, streets, easements, and open areas. A subdivision ordinance can help implement the comprehensive plan and must be consistent with and conform to the local comprehensive plan goals. Furthermore, subdivision ordinances can incorporate construction standards and timelines for completion of community facilities such as transportation networks or curb and gutter systems.

## Lighting Controls/Ordinances

As development pressures occur, communities discover that not only are the natural features being altered, but also the scenic views of the night sky are being diminished. Both yard lighting and signage can change the character of a community as significantly as new development. This is especially true in areas where new lighting has become over-excessive in new commercial or industrial districts. Direct lighting or glare can and should be regulated in order to maintain community character.

Currently, lighting and its evening glare is one of the chief complaints residents have in many communities across this state and nation. Many light manufactures have responded positively to complaints about the increased amounts of light pollution. There are many examples of development and lighting structures which have reduced scatter light through new non-glare technologies. Many light manufactures have light cutoff shields that will remove glare, thus increasing the light's effectiveness and reducing its overall energy consumption. Other lights may direct light at ground height only. Since non-glare lighting and other similar technologies are similarly priced to current lighting practices, communities should consider developing lighting ordinances which not only reduce light pollution, but also improve energy consumption and costs.

## IMPLEMENTATION GOALS, OBJECTIVES AND RECOMMENDATIONS

### Goal I-1: Implement to the extent possible, recommendations contained within the Comprehensive Plan Update.

Objective I.1.1: Closely monitor the implementation of the plan recommendations to ensure they are followed.

- Recommendation I 1.1.1: The Plan Commission should periodically review the implementation schedule and update the City Council as to progress that is being made.
- Recommendation I 1.1.2: The Plan Commission should annually review the goals, objectives and recommendations and address any conflicts.
- Recommendation I 1.1.3: The City Council should periodically include an agenda item for plan implementation progress.

Objective I 1.2: Update the plan as necessary.

- Recommendation I 1.2.1: The Plan Commission should recommend modifications to the plan as necessary.
- Recommendation I 1.2.2: The City should update the comprehensive plan with a maximum of 10 years.
- Recommendation I 1.2.3: As available, provide updated information to supplement the plan information.

Objective I 1.3: Emphasize the need for intergovernmental cooperation throughout the implementation process.

- Recommendation I 1.3.1: Work with others, as needed, to implement the recommendations contained within the City of Neenah's comprehensive plan.

## IMPLEMENTATION SCHEDULE

The goals established in the implementation schedule should be applied over the planning period which begins in 2018 with the adoption of the comprehensive plan and runs through the planning period. They represent priorities for the City of Neenah. Objectives provide more detailed and readily measurable steps toward reaching each goal, while recommendations are specific actions used to ensure plan implementation.

Due to the nature of comprehensive planning, goals, objectives and recommendations of each particular element are interrelated. To ensure that implementation of the plan is achieved in a timely fashion, landmark dates have been set for each recommendation. During periodic reviews, the Plan Commission should verify that these deadlines have been met and consider additional recommendations to better achieve the stated goal, if necessary. Specific landmark

dates have been established to ensure that individual recommendations complement one another in their implementation. The landmark dates have been reviewed by the public, the Plan Commission, City Staff and the City Council to assure that they are feasible expectations.

The primary responsibility for implementing the plan recommendations contained in the implementation schedule lies with the City Council. Secondary responsibility for performing the recommendations in the plan lies with the Plan Commission which is appointed by the elected officials, along with other key partners. Recommendations fall into two broad categories, those that are ongoing efforts and those that require action. Recommendations requiring ongoing efforts are divided into the eight broad categories by primary responsibility. Recommendations requiring action are further divided by priority/timeline date for completion.

The goals and recommendations found below are a summary of the items found in chapters 2 through 9.

### **Priority/Timeline**

The plan should be implemented over a period of 20 years. The following is a listing of the priorities ranging from high priority (1) to low priority (4).

1. 1 - 2 Years (2024-2025)
2. 3 – 5 Years (2026-2028)
3. 6 – 10 Years (2029-2033)
4. 11 – 20 Years (2034-2043)

**Table 10-1: Implementation – City Council**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
IO 1.7.1	Develop an Arts Council / Committee responsible for encouraging and supporting public art within the City.	Develop and appoint a Citizen Committee responsible for encouraging and supporting public art.	Community Development	1	Completed	<i>Common Council created the Neenah Arts Council in 2017</i>
LU 1.11.2 / IC 1.4.3	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.	Develop an Intergovernmental Committee.	Community Development	1	On-Going	<i>While not formalized, the City remains in constant contact with our municipal neighbors regarding boundary discussions, shared services, and other topics of mutual interest</i>
AG 2.1.4	Adopt an ordinance to allow residents and businesses within the City to keep honey bees.	Adopt an ordinance to allow honey bees in the City.	Community Development , Sustainable Neenah	1	Completed	<i>Ordinance 2017-05B adopted in 2017</i>
T 2.5.3	Re-establish the Neenah Trails Task Force and give them the responsibility of updating the 1997 Neenah Trails Task Force Plan for on-street bicycle facilities and off road trails.	Re-establish the Neenah Trails Task Force.	Park and Recreation, Public Works	1	Not Completed	
CF 1.1.7 / CF 2.2.2	Create a space needs analysis of community facilities.	Authorize a space needs study.	City Departments	2		
H 3.1.4	Create incentives to promote residential development within areas with existing infrastructure.	Create incentives to promote residential development in specific areas.	Community Development	2	On-Going	<i>The City utilizes Tax Incremental Financing and other grants to incentivize infill development</i>
T 2.5.2	Initiate a permanent Bicycle / Pedestrian Committee to address bicycle and pedestrian facilities in the City.	Create a permanent Bicycle / Pedestrian Committee.	Parks and Recreation	2	Not Completed	
CF 2.2.1	Periodically evaluate the levels of service for police, fire and emergency services and improve where needed.	Evaluate and monitor levels of service and improve where needed.	Police Department, Neenah-Menasha Fire Rescue	2 / Ongoing	On-Going	

**Table 10-1: Implementation – City Council**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
T 1.3.5	Increase funding for road maintenance and reconstruction projects so that the current distribution of pavement conditions (PASER ratings) is sustained.	Increase funding for road maintenance and reconstruction.	Public Services and Safety Committee, Public Works	2	On-Going	<i>Adopted Ordinance 2018-17 related to the Transportation Assessment Replacement Fee (TARF) which aims more equitably distribute the cost of reconstructing streets in the City to all properties</i>
CF 2.2.4	Evaluate emergency response times for Neenah’s hospital services.	Evaluate and monitor levels of service for Neenah's hospital services.	Winnebago County Emergency Management, Neenah Police Department	2 / Ongoing	On-Going	



**Table 10-2: Implementation – Plan**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
LU 1.4.1 / IO 1.8.6 / H 3.1.3	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. Consider sites adjacent to existing infrastructure.	Identify areas for residential, mixed use, commercial and opens spaces.	Community Development Authority, Community Development, Public Works, Parks and Recreation	1	On-Going	Completed marketing maps of sites for development or redevelopment for areas in the Downtown, along S. Commercial Street, on Doty Island, and various other areas in the City
ED 1.1.2	Identify strategic locations for future mixed use business and industrial development.	Identify locations for mixed use business and industrial development.	Community Development	1	On-Going	Continue to market the City's Industrial Park expansion area for industrial and manufacturing businesses. Through conversations with developers, the City also markets available sites or sites which have the ability to be redeveloped into mixed use properties.
LU 1.5.1 / ED 1.1.2 / ED 1.1.3	Identify locations for new commercial and industrial development and redevelopment.	Identify areas for commercial and industrial development	Community Development Authority, Community Development, Public Works, Parks and Recreation	1	On-Going	
LU 1.4.2 / H 1.4.1 / LU 1.5.5	Increase the amount of residential living space in or near the downtown.	Identify locations for housing in or near the downtown.	Community Development	1 / Ongoing	On-Going	Two residential developments (Solairs on Main and 201 West) in Downtown Neenah. Have identified several other sites which are marketed for residential/mixed use projects.
H 1.4.4	Promote the conversion of underutilized properties for residential and / or mixed uses, if feasible.	Identify properties that may be appropriate.	Community Development, Community Development Authority	1 / Ongoing	On-Going	City has purchased underutilized commercial and residential properties in order to either package land for development or assist in the removal of blight. The City has purchased and demolished at least 3 properties along S. Commercial Street for this purpose, and several within downtown Neenah.
LU 1.4.5 / H 3.2.1	Create neighborhood plans for undeveloped lands.	Select unimproved areas that would benefit from the development of neighborhood plans.	Community Development, Public Works, Parks and Recreation	2	On-Going	The City purchased 130+ acres of undeveloped land in the Town of Vinland and approved a neighborhood concept plan.
IO 1.1.1 / LU 1.2.3	Identify key areas in the City that could be enhanced through creative placemaking techniques, or other methods such as neighborhood improvement districts or neighborhood associations.	Identify key areas in the City for "placemaking" or for the formation of neighborhood associations and neighborhood improvements.	Community Development	2	On-Going	The Downtown Plan and S. Commercial Street Plan both identified placemaking recommendations.
IO 1.8.1	The City should explore the level of interest in using design review more fully in its development approval process.	Research the design review process and its relevance in including it in the approval process.	Community Development	2	Not Completed	
LU 1.4.3 / H 1.4.3	Create a zoning district for neighborhood level commercial uses.	Develop a new zoning district.	Community Development	2	Not Completed	

**Table 10-2: Implementation – Plan**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
LU 1.4.3 / H 1.4.8	Develop zoning districts appropriate for different lot sizes and smaller houses.	Revise zoning code.	Community Development	2	Not Completed	
LU 1.4.3 / H 3.1.1	Protect existing neighborhoods from incompatible uses (i.e. industrial and manufacturing).	Revise zoning code, if necessary	Community Development	2	On-Going	<i>The Community Development Department and Plan Commission review site plans to ensure adequate buffering measures are placed to protect residential properties.</i>
LU 1.5.10 / ED 2.4.3 / LU 1.4.3	Develop standards that buffer commercial and residential uses and allow both to prosper.	Revise zoning code.	Community Development	2	On-Going	
LU 1.4.3 / H 3.1.1	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.	Revise zoning code.	Community Development	2	Not Completed	
ED 2.2.6 / LU 1.5.5	Protect the historic character of the downtown area by adopting historical preservation design standards to enhance and preserve the historical significance of the Central Business District.	Revise zoning code.	Community Development, Landmarks Commission, Neenah Historical Society	2	Not Completed	
H 1.4.6	Allow flexibility in the building code to develop varied types and sizes of housing.	Review / revise building code.	Community Development	2	Not Completed	
H 1.4.2	Consider new emerging trends in housing such as tiny houses, granny flats, and cohousing.	Investigate emerging trends in housing. Revise zoning code as necessary.	Community Development, Sustainable Neenah Committee	2	On-Going	
T 2.1.4	Encourage businesses to provide bicycle parking for employees who bike to work.	Update the ordinance to provide an incentive for businesses who provide bicycle parking.	Community Development, Future Neenah, Downtown Businesses, Public Works	2	On-Going	
NR 1.2.7	Add a requirement that developers work with the City to provide diversity in the selection of trees.	Revise the zoning code.	Community Development, Park and Recreation, City Council	2	Not Completed	
NR 2.1.3 / H 3.1.2	Develop and adopt policies that require “low impact design” (LID), particularly to assist with stormwater management.	Revise the zoning code.	Public Works, Community Development, Park and Recreation, City Council, Sustainable Neenah Committee	2	Not Completed	

**Table 10-2: Implementation – Plan**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
IO 1.8.4 / LU 1.1.3	The City should review its Site Plan Review approval process to ensure that its consistent with established goals in the Comprehensive Plan	Review the Site Plan Review Process for consistency with the Comprehensive Plan.	Community Development	3	On-Going	<i>Began by implementing a site plan review process through Evolve software which allows for applicant to submit and pay electronically, allows for internal review by other departments, and allows applicants to see the review process and comments.</i>
IO 1.8.3 / LU 1.2.2	The City should develop an urban design manual that would provide guidance on building architecture, site design, landscaping and signage.	Develop a manual that will provide guidance on architecture, site design, landscaping, signage.	Community Development, Public Works	3	Not Completed	
IO 1.8.2	Identify districts/areas within the City that would benefit from consistent design standards.	Identify districts / areas that could benefit from more consistent design standards. Work with property owners / businesses to develop design standards.	Community Development	3	On-Going	
H 2.2.6	Consider establishing a historical regulated district in various locations within the City.	Work with the Landmarks Commission, and others to identify areas within the City.	Landmarks Commission, Neenah Historical Society, Community Development, Property Owners	3	Not Completed	
H 2.2.7	Create a property maintenance ordinance.	Investigate & develop a property maintenance ordinance.	Inspections Division, Community Development, Citizen Advisory Committee	3	On-Going	



**Table 10-3: Implementation – Community Development**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
NR 1.1.2	Update the source (reference) in Chapter 22 Environmental Control, Sec. 22-216 – Shoreland-wetland zoning maps.	Update Chapter 22, Sec. 22-216	City Council, City Attorney	1	Not Completed	
H 3.3.2	Encourage East Central Wisconsin Regional Planning Commission to develop a study that analyzes development costs for the City of Neenah and other communities in the Fox Cities.	Submit a request to ECWRPC under its technical assistance program.	ECWRPC	1	On-Going	<i>ECWRPC completed a study of municipalities in the Fox Cities to examine residential development costs and procedures.</i>
H 2.2.4	Strengthen Housing Code enforcement practices to insure safe and sanitary housing conditions for all.	Increase housing code enforcement activities.	Inspections Division	1	On-Going	
T 2.1.6 / LU 1.6.1	Expand safe routes to school initiatives in the City of Neenah, in coordination with the Neenah Joint School District and East Central Wisconsin Regional Planning Commission’s Safe Routes to School Program.	Contact & work with ECWRPC, Neenah Jt. School District and private schools.	Neenah Jt. School District, ECWRPC, Private schools	1 / Ongoing	Not Started	
LU 1.10.1 / NR 1.1.3	Encourage the proactive protection of existing woodland and wetland areas in the west and south side growth areas.	Identify areas for protection. Consider inclusion in neighborhood plans, park and recreation planning, etc.	Plan Commission, Park and Recreation, City Council	1 / Ongoing	On-Going	<i>Follow state law regarding wetland preservation and setbacks. Work with developers on subdivision layout to minimize wetland disturbance.</i>
ED 1.1.1	Create an economic development strategic plan and market study.	Initiate a committee and work with others to develop a plan and market study.	Future Neenah, Doty Island Development Council, Businesses, Consultants	1	On-Going	
LU 1.11.3	Finalize a boundary agreement with the Village of Fox Crossing.	Contact and work with the Village of Fox Crossing.	City Council, City Attorney, Village of Fox Crossing	2	Not Completed	<i>The Village of Fox Crossing decided to withdraw from a MOU which would have resulted in a Boundary Agreement. The City will continue to work with the Village to ensure boundary matters are resolved in a manner beneficial to both communities.</i>
IC 1.4.1	Develop an intergovernmental agreement with the Village of Fox Crossing and the City of Oshkosh.	Work with the Village of Fox Crossing and the City of Oshkosh to develop an intergovernmental agreement.	Village of Fox Crossing, City of Oshkosh, City attorney, City Council	2	Not Started	
IC 1.4.4	Review the City’s existing boundary agreement with the Town of Neenah and study the positive and negative aspects of the agreement.	Review the existing boundary agreement with the Town of Neenah.	City Attorney, Public Works	2	Completed	<i>The City and Town approved an updated Boundary Agreement in 2022.</i>

**Table 10-3: Implementation – Community Development**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
ED 2.2.2 / CF 1.1.6	Consider expanding the public wireless broadband system in the downtown business district.	Investigate potential costs and benefits to expanding public wireless.	Future Neenah, Downtown Businesses, Neenah Central City Business Improvement District	2	Completed	<i>The City's IS Department installed wireless broadband technology in Downtown Neenah that provides access to the public.</i>
ED 1.8.2 / IC 1.1.3	The City, working in cooperation with private development partners, should pursue development of a strategy and recruitment program to more fully develop the economy of the community.	Develop a economic development strategy and recruitment program.	Private development Partners	2	On-Going	
ED 1.6.1	Create a business retention and expansion program	Create a plan to conduct and track business retention visits and provide follow up visits with businesses.	Fox Cities Regional Partnership, Future Neenah, Businesses	2	On-Going	<i>Work closely with Fox Cities Regional Partnership on scheduling and participating in BRE visits.</i>
IC 1.1.4 / ED 1.7.4	Identify creative methods to collaborate with Future Neenah and the Downtown BID to identify and market available commercial properties in Downtown Neenah.	Work with Future Neenah and the Downtown Bid to market available commercial properties downtown.	Future Neenah, Downtown BID, Businesses Improvement Board, businesses	2	On-Going	<i>Community Development is in constant contact with FNI regarding available commercial spaces and development within Downtown Neenah.</i>
IC 1.1.6	Coordinate with the Fox Cities Chamber of Commerce, the Fox Cities Convention and Visitor Bureau and Future Neenah to better promote amenities and to identify new events and enhance existing events which have a positive economic impact to the City of Neenah.	Promote amenities in the City, and identify new events and enhance existing events.	Fox Cities Chamber of Commerce, Fox Cities Convention & Visitors Bureau, Future Neenah	2	On-Going	
IO 1.2.6 / LU 1.5.6 / LU 1.5.7 / ED 2.3.5 / ED 2.3.6	Strengthen and redevelop existing commercial corridors.	Develop detailed corridor plans for Winneconne Avenue, Bell/Breezewood Avenue, Green Bay Road, Main Street and Commercial Street.	Business Owners, Future Neenah, Residents, Plan Commission, City Council	2	On-Going	<i>Completed the S. Commercial Street Corridor Plan (2021).</i>
IO 1.5.2	Assist business districts to create a unified brand and to incorporate that brand within business signage and street graphics such as banners.	Work with Future Neenah and businesses to develop a brand. The signage and banners should reflect the City's sign format.	Future Neenah, businesses	2	Not Started	



**Table 10-3: Implementation – Community Development**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
IO 1.4.2 / IO 1.4.1 / ED 2.2.3 / LU 1.8.7	Create a plan that would identify locations and increase the area of the community's waterfront that is accessible to the public for passive / active recreation, dining and enjoyment.	Develop a plan to increase public waterfront accessibility.	Park and Recreation, Future Neenah, Down Businesses	2	On-Going	Completed the Neenah Next: Downtown Master Plan in 2023 and began work on the Arrowhead District Master Plan. Both plans address connections and development along the water's edge.
ED 2.2.5 / LU 1.5.5 / IO 1.4.4 / IO 1.4.1 / IO 1.4.2 / ED 2.2.3	Increase cultural, entertainment and recreational opportunities in the downtown.	Develop a plan to increase public waterfront accessibility.	Park and Recreation Commission, Residents, Future Neenah, Community Development	2	On-Going	
H 1.4.7	Develop a Housing Market Analysis to determine housing needs in the City.	Develop a Housing Market Analysis.	Community Development Authority	2	Not Started	Planned for 2024.
H 1.3.2	Address the needs of the growing elderly population through both supportive in-home care programs and the development of additional special needs housing facilities, including locked nursing home units.	Work with the Committee on Aging to determine needs. Contact Winnebago County Human Services to address those needs.	Committee on Aging, Winnebago County Human Services	2 / Ongoing	Not Started	
CF 1.1.2	Continue to work with the Neenah Joint School District and establish methods of communication with private schools in the City.	Establish a formal committee with public/private schools/city staff & meet quarterly.	Public Schools, Private Schools, Park & Recreation, Public Works	2/ Ongoing	On-Going	
CF 1.2.1 / LU 1.7.1	Encourage new development to occur in areas already served or adjacent to existing development.	Create a plan which encourages new development.	Plan Commission, Public Works	2 / Ongoing	On-Going	
NR 1.1.4	Create a wetland mitigation bank.	Create a wetland mitigation bank.	WDNR	3	On-Going	
CF 1.1.4 / H 2.1.3 / IC 1.2.1	Promote coordination and cooperation between community partners (civic organizations, local government, schools and the school district).	Set up periodic meetings with community organizations and others to discuss community needs.	Community based organizations, including churches	3 / Ongoing	On-Going	
H 2.1.3	Develop a program to encourage individuals and local groups, such as church, civic, school and local youth organizations to aid elderly residents with home maintenance issues.	Develop a City wide program to aid elderly residents with home maintenance issues. Contact & work with others to initiate the program.	Local churches, schools, civic groups, youth organizations, Committee on Aging, Winnebago County Human Services	3	Not Started	

**Table 10-3: Implementation – Community Development**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
CF 1.1.4 / H 2.1.3	Promote coordination and cooperation between community partners (civic organizations, local government, schools and the school district).	Partner with community-based organizations on community projects including park, trail and cemetery maintenance, and light home and lawn maintenance for elderly residents. Develop a list of projects.	Community based organizations	3 / Ongoing	On-Going	
CF 1.1.2	Continue to work with the Neenah Joint School District and establish methods of communication with private schools in the City.	Develop a list of projects for students to work on. Update annually.	Public Schools, Private Schools, Park & Recreation, Public Works	3 / Ongoing	On-Going	
AG 2.1.3	Partner with churches, schools, businesses, non-profits and others to sponsor community and neighborhood garden plots.	Contact churches, schools, businesses, non-profits and others regarding interest in sponsoring a community / neighborhood garden.	Local churches, schools, businesses, non-profits, neighborhood groups	3	On-Going	
IO 1.1.2 / 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.	Develop the framework to support the creation of neighborhood organizations.	Citizens Advisory Committee, Representatives from neighborhoods, Neighborhood Partners, ECWRPC	3	On-Going	
H 2.1.4 / IO 1.1.2 / LU 1.4.7	Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts which helps neighborhoods to develop tools to address maintenance and other issues.	Develop the framework to support the creation of neighborhood organizations.	Citizen Advisory Committee, Neighborhood Partners	3	Not Started	
IO 1.2.4 / ED 2.3.2	Develop a plan to identify key entry points into the City and identify appropriate welcome signage and a wayfinding system that is consistent in design.	Identify key entry points into the City. Work with Public Works on signage.	Public Works, Park and Recreation, Businesses	3	On-Going	
T 2.3.3	Conduct a walking study at key intersections and areas near senior housing developments, parks, downtown, etc.	Conduct a walking study to determine safety issues for the elderly and disabled.	ECWRPC, Public Works	3	Not Started	



**Table 10-3: Implementation – Community Development**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
H 1.2.2	Encourage the Neenah Area School District to consider a construction training program between the high school and local construction companies.	Contact the Neenah Jt. School District to discuss initiative.	Neenah Jt. School District	3	On-Going	
IC 1.1.8	Create a system which identifies local workforce training needs and connects businesses to local and regional training centers.	Create an workforce training system.	Businesses, FVTC, Neenah Jt. School District, Fox Cities Regional Partnership	3	On-Going	
H 2.2.5	Consider a rental inspection program to improve housing stock quality and provide safe housing.	Investigate developing a rental inspection program.	Inspections Division, City Council, Landlords, Citizen Advisory Committee	3	Not Completed	<i>City Staff reviewed rental inspection programs around the state but determined state statutes limit the extent of such programs and the ability to fund the program.</i>
H 2.2.3	Work with the Landmark Commission to select historic homes for designation as a Neenah Historic Landmark or inclusion on the National Register.	Contact and work with the Landmark Commission and others.	Neenah Historical Society, Wisconsin State Historical Society, Residents, Property Owners	3	On-Going	<i>In 2023, Community Development Department and Landmarks Commission assisted a property owner on Forest Avenue in their efforts to nominate the historic home on the National Register of Historic Places.</i>
IC 1.1.7	Promote the heritage of the City and historical and recreational tourism related to the Fox River system with regional and local organizations.	Promote heritage, historical and recreational tourism.	Fox River Heritage Parkway, Neenah Historical Society, Fox Cities Convention & Visitors Bureau	3	On-Going	
IC 1.1.9	Leverage tourism and local economic development funds, grants, and resources from local, regional and state sources to improve Neenah's local economy.	Improve Neenah's economy through tourism & economic development funds / grants.	Fox Cities Regional Partnership, Wisconsin Dept. of Tourism, Wisconsin Historical Society	3	On-Going	
IC 1.1.10	Conduct a study to determine the feasibility of constructing a sports facility or attracting sporting events such as a regional or national tournament in Neenah and work with the Fox Cities Convention and Visitors Bureau to identify funding sources.	Investigate the feasibility of constructing or attracting a regional or national sports event to the City.	Fox Cities Convention and Visitors Bureau	4	On-Going	<i>The City and Fox Cities CVB has twice brought Major League Fishing and its bass fishing event to Neenah</i>
LU 1.1.4	Explore the possibility of initiating extraterritorial zoning.	Determine the pros and cons of pursuing extraterritorial zoning. Contact communities who already utilize extraterritorial zoning.	Board of Public Works, City Attorney, Towns of Neenah, Clayton and Vinland	4	On-Going	<i>Staff reviewed the possibility of implementing extraterritorial zoning but decided against it due to the challenges with obtaining approval from surrounding towns</i>



**Table 10-3: Implementation – Community Development**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
LU 1.5.11	Develop a strategy to identify appropriate land uses for ThedaCare hospital site, if the hospital is relocated.	If and when ThedaCare makes a decision to relocate the hospital, form a committee to discuss appropriate land uses.	Plan Commission, Doty Island Development Council, Residents	Unknown	Completed	<i>ThedaCare did not to relocate and has made significant investments into the Hospital.</i>



**Table 10-4: Implementation – Park and Recreation Department**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
LU 1.8.4 / CF 4.4.1	Consider acquiring land/vacant building for a community center (long-term).	Assess needs when parcel / vacant building becomes available.	City Council, Park and Recreation Commission	Ongoing	Not Started	
LU 1.8.1 / CF 4.3.3	Identify locations for future neighborhood parks in the southwest and northwest City growth areas.	Utilize the City of Neenah Outdoor Recreation Plan to identify locations for future parks.	Park and Recreation Commission, Residents, Community Development	1	On-Going	<i>Actively work with Parks and Recreation on identifying future park locations in coordination with new subdivisions. Also the Comprehensive Plan and CORP plan discuss future park locations. A new park in the Homes at Freedom Meadows subdivision was dedicated in 2023 and is 4.5 acres in size.</i>
LU 1.8.2 / CF 4.3.2	Provide park facilities for existing neighborhoods that are under-served, particularly in the northwest and south central areas of the City.	Identify areas for future parks. Utilize the City of Neenah Outdoor Recreation Plan.	Park and Recreation Commission, Residents, Community Development	1	On-Going	<i>New neighborhood parks developed in Liberty Heights, Castle Oak and Nature Trail Subdivisions as well as the redevelopment of Washington Park since 2017.</i>
CF 4.1.1	Address maintenance, upgrades and current needs identified in the recent <i>City of Neenah Comprehensive Outdoor Recreation Plan</i> for park and recreational facilities.	Implement the recommendations in the <i>City of Neenah Comprehensive Outdoor Recreation Plan</i>	Park & Recreation Commission, City Council	1 / Ongoing	On-Going	
CF 4.1.3	Address park and recreational needs that were identified as part of the Neenah city-wide parks and recreation survey completed as part of the development of the <i>City of Neenah's Comprehensive Outdoor Recreation Plan</i> .	Address park and recreational needs, as appropriate, identified in a survey that was developed for the <i>City of Neenah Comprehensive Outdoor Recreation Plan</i> .	Park & Recreation Commission, City Council	1 / Ongoing	On-Going	
CF 4.4.5	Implement the recommendations in the Arrowhead Park Plan.	Implement the recommendations in the Arrowhead Park Plan.	Park & Recreation Commission, City Council	1 / Ongoing	On-Going	<i>City Council has approved several of the elements of the 2017 Arrowhead Park Master Plan including an access road, grading and planting, and a pier. A new master plan is neary completion which builds off of the 2017 Plan and Downtown Master Plan.</i>
NR 1.4.1 / LU 1.6.1 / CF 4.2.1 / T 1.5.3 / T 2.5.3	Increase opportunities for biking and walking.	Implement recommendations in the Neenah Trails Task Force Updated Plan and in the City's Sidewalk Plan.	Public Works, Bicycle / Pedestrian Committee, City Council, Sustainable Neenah	1 / Ongoing	On-Going	<i>Since the adoption of the Comprehensive Plan, the Jewelers Park Trail was completed, creating a looped trail system around Jewelers Park Drive, and Harrison Street. In addition, the Lakeshore Drive off-street trail was completed.</i>
NR 1.2.4	Work with and support the WDNR to control the spread of diseases and insects that threaten the resource.	Contact the WDNR and work with them to control the spread of diseases and insects.	WDNR, Northeast Wisconsin Urban Forestry Work Group	1	On-Going	

**Table 10-4: Implementation – Park and Recreation Department**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
T. 2.5.1 / LU 1.6.1	Develop a green grid system of trails, paths, and routes that will allow non-motorized travel to activity centers through the community.	Work with the Trails Task Force and others to develop a bike / pedestrian network.	Trails Task Force, Future Neenah, Community Development / Bicycle Pedestrian Committee	2	Not Started	
T. 2.5.4 / LU 1.6.1 / T 2.4.2	Expand the Loop the Little Lake Trail project by providing safe and easy access through the downtown and other points within the City.	Work with the Future Neenah, the Trails Task Force and others to expand the Loop the Little Lake Trail project.	Future Neenah, Trails Task Force, Community Development	2	On-Going	
CF 4.1.4	Consider incorporating the needs and enhancements for park and recreational facilities identified during the public visioning workshops in the next update of the <i>City of Neenah's Comprehensive Outdoor Recreation Plan</i> .	Consider needs and enhancements to park and recreation identified in the visioning report developed for the comprehensive planning effort.	Park & Recreation Commission	2	On-Going	
LU 1.8.7 / IO 1.4.1 / IO 1.4.2	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.	Develop a plan to increase public waterfront accessibility.	Park and Recreation Commission, Community Development Businesses, Future Neenah, Fox Cities Chamber of Commerce, Fox Cities Visitor's Bureau	2 / Ongoing	On-Going	
IO 1.4.4 / IO 1.4.1 / IO 1.4.2 / ED 2.2.3	Utilize the water resources to teach the public about the value of the City's water resources, local history, enhance the downtown experience by connecting people to the water, and increasing recreational pursuits and tourism opportunities.	Develop education materials highlighting local history. Develop a plan to increase public waterfront accessibility.	Landmarks Commission, Neenah Historical Society, Community Development, Future Neenah, Residents	2	On-Going	
NR 1.2.5	Develop construction recommendations that can provide tree protection during construction projects.	Update the zoning ordinance to include language to protect trees during construction projects.	Park & Recreation Commission, Community Development, City Council	2	Not Started	

**Table 10-4: Implementation – Park and Recreation Department**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
NR 1.2.6	Develop the structure for the formation of a Tree Board to oversee the management direction and budget decisions of the Community Forestry Program.	Work with City Council to develop and adopt a Tree Board.	City Council, Park and Recreation Commission	2	Not Started	
NR 1.3.2	Increase public awareness of its role/responsibility in introducing/containing invasive species.	Work with others to develop an educational campaign.	WDNR, UW-Extension	2	On-Going	
NR 1.3.3	Support a countywide coordinated approach to deal with specific problem species on the land and the water.	Contact Winnebago County to discuss a countywide approach.	Winnebago County, WDNR, towns, villages, cities in Winnebago County	2	Not Started	
LU 1.6.1 / CR 2.1.1	Provide a pedestrian connection between the Hiram Smith Octagon House and the downtown area.	Work with others to provide a pedestrian connection.	Neenah Historical Society, Future Neenah	3	Not Started	
T 2.3.2	Consider installing benches in strategic locations.	Identify need, locations and funding sources for benches at strategic locations within the City.	Committee on Aging, Community Development	3	On-Going	
CF 1.6.1	Study social, economic and cultural trends and revise policies as appropriate. (Cemetery services)	Study social, economic & cultural trends and evaluate and revise policies for the Oak Hill Cemetery.	Finance Dept	3	On-Going	
CF 1.6.3	Explore alternative funding opportunities to reduce tax support for the Oak Hill Cemetery.	Explore funding opportunities.	Neenah Historical Society	3	Not Started	
NR 1.4.2 / NR 1.2.2	Increase the City's tree canopy.	Expand tree planting policy. Look for additional funding sources.	Park & Recreation Commission, City Council	3	On-Going	
NR 1.2.2 / NR 1.4.2	Consider expanding the tree planting policy to include the planting of trees along all public streets and public areas, where appropriate.	Investigate expanding the tree planting policy to include all public streets and public areas, where appropriate. Look for additional funding opportunities to implement policy if necessary.	Sustainable Neenah Committee, Arbor Day Foundation, WDNR	3	Not Started	

**Table 10-4: Implementation – Park and Recreation Department**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/Timeline	Status	2024 Update Notes
NR 1.3.1	Encourage local youth and civic groups to work with the City to identify and control invasive species in public parks and open areas.	Contact and work with local youth and civic groups.	Neenah Joint School District, Boys and Girls Brigade, local churches & civic groups, Wild Ones, WNDR	3	Not Started	



**Table 10-5: Implementation – Public Works**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
LU 1.6.4, T 1.3.1	Increase mobility and connectivity, consider the following extensions: Industrial Drive south to CTH G; Pendleton Road between Cecil Street and CTH JJ, and between Breezewood Lane and Whippoorwill Circle	Extend Pendleton Road and Industrial Drive, when needed.		As needed	On-Going	<i>Trail connections extended to Cecil Street off of Jewelers Drive and along Woodenshoe Road and CTH G. Trail connections evaluated as part of road reconstruction projects, annexations, and development.</i>
LU 1.6.6, T 1.3.2	Review and update the Official Street Map on an annual basis.	Annually update the Official Map	Community Development	Ongoing	On-Going	
LU 1.6.1 / T 1.5.3	Implement recommendations in the City sidewalk plan.	Prioritize and implement the recommendations as budgets allow.	Public Services & Safety Committee	Ongoing	On-Going	
T 1.2.1 / LU 1.5.5	Implement the recommendations in the Downtown Parking Analysis and Management Plan, dated March 2015.	Implement the recommendations in the Downtown Parking Analysis and Management Plan	Downtown Businesses	1	On-Going	<i>Most of the recommendations have been implemented including purchase of a parking management software and the enforcement policy changes with the license plate reader. Longer term parking recommendations are still being evaluated.</i>
ED 2.2.4 / T 1.2.2	Continue to address downtown parking concerns and issues.	Continue to monitor and address parking concerns in the downtown area.	Public Works, Plan Commission, Community Development, Future Neenah, Downtown Businesses, ECWRPC	Ongoing	On-Going	
ED 2.2.7 / LU 1.5.5 / LU 1.6.3 / T 1.1.1	Improve traffic circulation and address safety access concerns for pedestrian, bicyclists, vehicles and public transit.	Develop a traffic safety plan.	Public Services & Safety Committee	1	On-Going	
T 1.1.2	Identify an alternative route for commuter (through) traffic going between I-41 and Doty Island.	Identify as part of the Traffic Study.	Public Services & Safety Committee	1	On-Going	<i>This issue was evaluated as part of the Downtown Traffic study in which an alternative route around Downtown was identified for through traffic.</i>
T 1.1.3	Evaluate solutions to limit truck traffic through residential areas.	Evaluate as part of the Traffic Study.	Public Services & Safety Committee	1	On-Going	
T 2.4.4	Consider safety improvements to the S. Commercial Street and Columbian Avenue pedestrian crossing at the Boys and Girls Brigade.	Evaluate as part of the Traffic Study.	Public Services & Safety Committee	1	Not Started	
T 2.4.5	Address safety concerns for bicyclists and pedestrians in crosswalks at potential locations.	Evaluate as part of the Traffic Study.	Public Services & Safety Committee	1	On-Going	
T 1.3.7	Explore alternative funding sources for road funding.	Explore alternative funding sources.	Public Services & Safety Committee	1 / Ongoing	On-Going	<i>Developed the Transportation Assessment Replacement Fee</i>
T 1.3.9	Reconstruct Lakeshore Avenue and E. Wisconsin Avenue.	Include on 5-Year CIP	Public Services & Safety Committee	1	On-Going	<i>Completed the reconstruction of Lakeshore Ave and E. Wisconsin Avenue is identified in the 5-year CIP</i>
ED 1.3.1 / CF 1.2.3	Continue to invest in maintaining its current public infrastructure, while creating a long-term plan for future growth areas.	Create a plan on how to serve future growth areas in terms of sewer, water, parks, arterial streets, etc. Illustrate graphically.	Community Development, Park and Recreation, Water Utility, Police and Fire	1	On-Going	

**Table 10-5: Implementation – Public Works**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
ED 2.5.3	Encourage Valley Transit to evaluate existing bus routes within the City to determine if service should be expanded to serve other locations.	Contact and work with Valley Transit to evaluate existing bus routes. This can be part of the update to the Transit Development Plan.	Valley Transit, Community Development, ECWRPC	1 / Ongoing	On-Going	Participated in Valley Transit's route study and are in constant contact regarding the routes within the City of Neenah.
LU 1.6.2	Provide wayfinding signage to key destinations in the City. The signage should be geared for pedestrian, bicycle and vehicle traffic.	Develop standards for wayfinding signage. Install appropriate signage.	ECWRPC, Community Development	1	On-Going	
LU 1.10.3 / CF 1.4.6	Identify areas for future stormwater detention ponds.	Utilize the stormwater management plan to identify areas for future stormwater detention ponds. Continue to update locations as needed.	City Council, Board of Public Works	1 / Ongoing	On-Going	The Department of Public Works maintains a map of possible storm water ponds based on need. A regional storm water pond was constructed on Harrison Street in 2022 near Washington Park and another regional pond is planned in Douglas Park adjacent to S. Commercial Street.
CF 1.1.5	Promote the exchange of information between utilities, adjacent municipalities, Winnebago Highway Department, East Central Wisconsin Regional Planning Commission, the Appleton Transportation Management Area (TMA), WisDOT and others to encourage the coordinated scheduling of planned roadway and utility improvements.	Set up periodic meetings to discuss upcoming projects.	Utilities, adjacent municipalities, Winnebago Highway Department, ECWRPC, the Appleton TMA, WisDOT & others	1	On-Going	
CF 1.3.7	Put in place procedures to reduce emergency discharges of sewage into the Fox River.	Develop procedures.	WDNR	1	On-Going	
IO 1.2.2	Work with WisDOT to provide signage to the downtown and other points of interest along I-41.	Contact WisDOT.	WisDOT	2	Completed	The BID and City purchased a Downtown Neenah sign which was placed on I41 southbound exit near the Winneconne Avenue exit.
IO 1.5.1 / IO 1.5.3	Review and update the City's sign code to account for signage which is compatible to the district it's located in and for the use of the property.	Review the City's sign code and revise as necessary.	Plan Commission, Community Development	2	On-Going	The Community Development Department updated the City's Sign Code in 2023 to remove content-based language. A full re-write of the sign code is planned to modernize the Sign Code which was originally adopted in 1977.
IO 1.5.3 / IO 1.5.1	In conjunction with the adoption of a Sign Code, the City should prepare a street graphics handbook that can be used by property owners and the sign industry to select signage that is attractive, functional, and appropriate for the streetscapes of Neenah.	Develop a street graphics handbook.	Plan Commission, Community Development	2	Not Started	
CF 1.2.4	Identify a fair and equitable distribution of costs and benefits for future utility systems extensions.	Develop a system for the distribution of costs and benefits for future utility extensions	Community Development	2	On-Going	Developed a Water Main Oversize fee to help pay for larger water infrastructure to help support growth west of the City.
T 1.2.3	Study parking needs along commercial corridors. This should include looking at ordinance changes to address parking for commercial properties.	Study parking needs along commercial corridors. Review and revise ordinances as needed.	Plan Commission, Community Development	2	On-Going	



**Table 10-5: Implementation – Public Works**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
T 1.3.4	Review street standards to ensure proper traffic flow based on the functionality of the street, allowing for flexibility in street design standards.	Review street standard and revise as needed.		2	Not Started	
T 2.1.5	Develop a “Complete Streets” policy and process to better guide infrastructure decisions.	Work with ECWRPC to develop a policy.	ECWRPC, Community Development, Park and Recreation	2	Not Started	
T 1.4.2	Implement a program that will allow residents to report specific areas where maintenance or safety issues are a concern.	Develop & implement a program. Allow residents to report concerns on the City’s website.	Board of Public Works	2	Not Started	
CF 1.3.2	Develop a sanitary sewer replacement plan to maintain and address deficiencies in the existing sanitary sewer system, as needed.	Develop a plan to replace and address deficiencies in the existing sanitary sewer system.	Board of Public Works	2	Not Started	
CF 1.3.6	Identify fair and equitable distribution of costs for deteriorating (utility) systems.	Identify fair and equitable costs.	Board of Public Works, Water Utility, City Council	2	On-Going	
CF 1.4.5 / NR 2.1.2	Implement projects identified in the City of Neenah’s City-wide Stormwater Quality Management Plan.	Implement the recommendations identified in the City’s Stormwater Quality Management Plan.	Community Development, Board of Public Works	2	On-Going	<i>Constructed a large regional storm water detention pond on Harrison Street</i>
NR 2.1.9	Educate Neenah residents on non-point pollution issues.	Develop educational material.	Northeastern Wisconsin Stormwater Consortium (NEWSC), Fox-Wolf Watershed Alliance, Sustainable Neenah Committee	2	On-Going	
IO 1.2.3	Pursue a plan to promote the burial of existing overhead lines, with prioritization of areas based on visual significance and sensitivity. Coordinate the effort with a terrace tree planting program.	Contact & work with WE Energies to develop a plan to bury existing lines.	WE Energies, Parks and Recreation	3	Not Started	
LU 1.10.4 / CF 1.4.7 / NR 2.1.10 / LU 1.10.2 / IO 1.3.1	Review existing development codes: Identify regulations that would improve the overall management of stormwater in the City; Reduce impervious areas; Encourage “green infrastructure”.	Review existing zoning codes and make recommendations if necessary.	Sustainable Neenah Committee, Community Development, WDNR, Northeastern Wisconsin Stormwater Consortium (NEWSC), Fox-Wolf Watershed Alliance	3	Not Started	



**Table 10-5: Implementation – Public Works**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
T 1.3.3	Develop a program to encourage consolidation of driveways on main commercial corridors, as a means to promote better access control and safer driving conditions.	Develop a policy to encourage driveway consolidation on main commercial corridors.	Plan Commission, Community Development	3	On-Going	
T 2.4.3	Consider improvements at the Green Bay Road/Winneconne Avenue, Bell Street and I-41 and Tullar Road and Breezewood Lane roundabouts that would improve pedestrian safety by increasing visibility of the pedestrian crossings.	Look at improving visibility of pedestrian crossings at roundabouts.	ECWRPC	3	Not Started	
CF 1.1.3	Explore opportunities for shared services within the Fox Cities, neighboring municipalities, and other public entities.	Conduct a cost-benefit analysis for service consolidation.	Neighboring municipalities, public entities	3	On-Going	
CF 1.3.8	Evaluate the potential costs and benefits of disconnecting existing properties in the City from Sanitary District No. 2 infrastructure.	Evaluate potential costs and benefits.	Board of Public Works	3	Not Started	



**Table 10-6: Implementation – Water Utility**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
CF 1.3.4	Address low water pressures on the City's northwest and west sides.	Develop a plan to extend water infrastructure as needed.	Community Development, Plan Commission	1 / As needed	On-Going	Currently in the process of the review and design of a water pump station in the Homes at Freedom Meadows subdivision to provide adequate water pressure to the west and north.
CF 1.3.5	Consider a program to replace private lead watermain laterals.	Investigate instigating a program to replace lead laterals. Consider offsetting or defraying costs to low income property owners.	City Council	2	On-Going	With the use of federal and state grant money, the Water utility is focused on the removal of lead services and to minimize the replacement costs on property owners.

**Table 10-7: Implementation – Emergency Government Committee**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
IC 1.3.7	Ensure adequate emergency response for City residents through partnerships with local and regional hospitals and ambulatory services.	Monitor emergency response times.	Police Dept., Neenah-Menasha Fire Rescue	1 / Ongoing	On-Going	

**Table 10-8: Implementation – Purchasing Users Group (PUG)**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
CF 1.5.2	When purchasing new equipment, building new or updating existing facilities, consider energy efficiency and renewable energy options in all decisions.	Revise the City's Purchasing and Procurement Policy as necessary to include energy efficiency.	Community Development, City Departments	2	On-going	

**Table 10-9: Implementation – Arts Committee**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
IO 1.7.2	Develop art selection guidelines and an approved process that can be used as both a marketing and management tool.	Develop art selection guidelines and process.	City Council	1	On-Going	
IO 1.7.3	Create a database of existing art in the City to be used for marketing and tourism purposes.	Identify existing art.	Community Development	2	On-Going	Developed a webpage of sculptures within the City.
IO 1.7.5	Develop a brochure that will provide information about local art in the City. The guide should provide information on the artist, a description of the art and a map.	Develop a brochure of local art; include artist information, a description of the art and a map where it is located.	Community Development	2	Not Started	
IO 1.7.4	Review local ordinances to determine restrictions that would prohibit murals and other art forms.	Review local ordinances and identify restrictions.	Plan Commission, Community Development	2	Not Started	
CR 2.1.2	Investigate opportunities to expand art in the City.	Consider opportunity to expand art in the City.	Community Development	3	On-Going	

**Table 10-10: Implementation – Bicycle / Pedestrian Committee**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
T 1.5.3	Implement the recommendations in the City Sidewalk Plan.	Implement the recommendations in the City Sidewalk Plan.	Park & Recreation, Public Works, Park & Recreation Commission	1	On-Going	
CF 4.2.1 / T 2.5.3	Continuously update the 1997 Neenah Trails Task Force Plan for on-street bicycle facilities and off-road trails. Implement recommendations from the updated plan.	Once updated, periodically review & update the plan as necessary. Implement the recommendations.	Park & Recreation, Public Works, Park & Recreation Commission	2 / Ongoing	Not Started	
CF 4.2.5	Develop a marketing and education program to encourage the use of the trails in a safe manner.	Develop a marketing & education program on safe trail usage.	Park & Recreation, Public Works, Park & Recreation Commission	2	Not Started	

**Table 10-11: Implementation – Community Development Authority**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
H 1.2.3	Identify areas or neighborhoods that could benefit from affordable housing, housing rehabilitation and neighborhood stabilization programs.	Identify areas or neighborhoods for housing rehabilitation and stabilization and affordable housing.	Community Development, City Neighborhoods, Habitat for Humanity, Neenah School District	2	On-Going	Continue to work with developers to identify locations for affordable housing projects.

**Table 10-12: Implementation – Intergovernmental Authority**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
LU 1.11.2 / IC 1.4.3	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.	Set up regular times to meet with adjacent communities to enhance discuss issues of mutual interest.	Towns of Neenah, Vinland and Clayton; Cities of Menasha and Oshkosh; and the Village of Fox Crossing	2	Not Started	
IC 1.2.2	Develop a City communication strategy with the goal of improving communication between neighboring municipalities and other governmental agencies.	Develop a communication strategy.	Community Development	2	Not Started	
IC 1.3.1	Cooperate with neighboring municipalities and Winnebago County in the delivery of essential municipal services.	Work with others to establish relationships for the delivery of municipal services.	City Departments, City Council	2	On-Going	
IC 1.3.6	Research and identify complementary and redundant municipal services and resources that could benefit from agreements for shared services.	Identify complementary and redundant services.	City Departments, City Council	3	On-Going	

**Table 10-13: Implementation – Landmarks Commission**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
IO 1.6.2 / CR 1.1.3	Develop a comprehensive preservation strategy to better define common goals, roles and responsibilities of all interested groups, individuals and property owners to insure broader community understanding and acceptance of the need to preserve Neenah’s history.	Work with others to increase community understand and acceptance of Historic Preservation.	Neenah Historical Society, Wisconsin State Historical Society, Residents	1	On-Going	
IO 1.6.3 / CR 1.2.3	Develop a comprehensive list of potential historic structures, properties, and districts.	Update Historical / Architectural Resources Survey: 2004 Addendum	Neenah Historical Society, Wisconsin State Historical Society, Residents	2	Completed	
CR 1.2.3	Encourage property owners of newly identified properties to prepare an application to be added to the National Register of Historic Places.	Encourage property owners of newly identified properties to prepare an application to be added to the National Register of Historic Places.	Neenah Historical Society, Wisconsin State Historical Society, Residents	2	On-Going	Community Development and the Landmarks Commission provided information and support to a property owner of Forest Avenue who is submitting an application to have their home placed on the National Register of Historic Places.
CR 1.2.2	Encourage the development of a program that will provide an opportunity for seniors to share stories of local history with school children and others.	Work with the Menasha Senior Center, Neenah Public Library, Neenah Historical Society, Neenah Joint School District	Menasha Senior Center, Neenah Public Library, Neenah Historical Society, Neenah Joint School District	3	Not Started	

**Table 10-14: Implementation – Library Board**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
IC 1.4.5	Explore the potential efficiencies with combining services, sharing costs, and eliminating redundant services between the City of Neenah and City of Menasha libraries.	Explore pros and cons of combining services with the Menasha Public Library	Neenah Public Library, Menasha Public Library	2	Not Started	

**Table 10-15: Implementation – Neenah-Menasha Joint Fire Commission**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
IC 1.3.2	Explore opportunities to expand fire protection to other communities.	Explore opportunities to partner with others for fire protection	Neenah and Menasha City Councils	3	On-Going	

**Table 10-16: Implementation – Neenah Trails Taskforce**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
T 2.5.3 / LU 1.6.1	Update the 1997 Neenah Trails Task Force Plan for on-street bicycle facilities and off road trails.	Utilize the Appleton TMA & Oshkosh MPO Bicycle & Pedestrian Plan, The City of Neenah Outdoor Recreation Plan 2015-2019 and the 1997 Neenah Trails Task Force Plan	Park and Recreation Department, Public Works, Bicycle / Pedestrian Committee	2	Not Started	
ED 2.5.4 / LU 1.6.1	Identify gaps in the existing trail system that would hamper accessibility to employment centers.	When updating the 1997 Neenah Trails Task Force Plan, identify gaps in the existing trail system.	Park and Recreation Department, Public Works, Bicycle / Pedestrian Committee	2	Not Started	
T 2.1.2 / LU 1.6.1 / ED 2.5.1 / CF 4.2.2 / NR 1.4.1	Provide / enhance safe pedestrian and bicycle linkages to key destinations in the City and to regional trail systems.	When updating the 1997 Neenah Trails Task Force Plan, identify gaps in the existing pedestrian and bicycle network.	Park and Recreation Department, Public Works, Bicycle / Pedestrian Committee	2	On-Going	
T 2.4.1 / LU 1.6.1	Provide safe bicycle access to and within the downtown area.	When updating the 1997 Neenah Trails Task Force Plan, identify gaps in access to and within the downtown area.	Park and Recreation Department, Public Works, Bicycle / Pedestrian Committee	2	On-Going	<i>Recommendations included in the Downtown Master Plan</i>
CF 4.2.3	Consider future trails in such areas as: West Bell Street, Breezewood Lane, Harrison Street, Lakeshore Avenue and Along the Neenah Slough.	When updating the 1997 Neenah Trails Task Force Plan, consider trails at West Bell Street, Breezewood Lane, Harrison Street, Lakeshore Avenue and Along the Neenah Slough.	Park and Recreation Department, Public Works, Bicycle / Pedestrian Committee	2	On-Going	<i>Trail segments added along Lakeshore, Breezewood Lane, and Jewelers Park Drive.</i>
CF 4.2.4 / LU 1.6.1	Efforts should also continue toward the development of trails which would connect to locations and facilities outside of the City, such as Winnebago County's WIOUWASH Trail, the CB Trail, Loop the Little Lake Trail and trails and routes in Oshkosh and throughout the Fox Cities.	When updating the 1997 Neenah Trail Task Force Plan, consider linkages to locations and facilities, and regional trails outside of the City.	Park and Recreation Department, Public Works, Bicycle / Pedestrian Committee	2	On-Going	

**Table 10-17: Implementation – Parking Taskforce**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
ED 2.2.4 / LU 1.5.5:	Continue to address parking concerns and issues (in the downtown).	Implement recommendations from the parking study, continue to review and address parking concerns and issues.	Public Works, Plan Commission, Community Development, Future Neenah, Downtown Businesses	1/Ongoing	On-Going	

**Table 10-18: Implementation – Police Commission**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
IC 1.3.3	Develop a study which identifies potential cost-savings which result from partnering with the Winnebago County Sheriff's Department and other neighboring communities police departments.	Develop a cost-benefit study	Neenah Police Dept., Menasha Police Dept, Village of Fox Crossing Police Dept, Winnebago County Sheriff's Office	2	On-Going	

**Table 10-19: Implementation – Sustainable Neenah Committee**

Related Recommendation	Recommendation	Required Action	Secondary Partner	Priority/ Timeline	Status	2024 Update Notes
LU 1.9.1 / AG 2.1.6	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.	Review the zoning ordinance.	Community Development	1	Not Started	
CF 2.1.5	Educate residents on how to produce good quality compost from yard and food waste.	Provide educational material to residents.	Winnebago County, WNDNR, Associated Recyclers of Wisconsin	1	On-Going	
CF 1.5.1	Evaluate existing facilities, equipment, services and practices to determine energy saving techniques that would be relatively inexpensive to complete, and / or would have the largest impact. Implement energy saving techniques and practices that would have the largest impact.	Evaluate and implement energy saving techniques.	Community Development, City Departments	2	Not Started	
CF 1.5.3	Review development codes and City policies to utilize energy saving techniques.	Review development codes and make suggestions for revisions.	Community Development	2	Not Started	
CF 2.1.2	Educate residents and visitors about the importance of recycling and how they can reduce the amount of waste generated.	Develop an educational program.	Winnebago County, Public Works, Community Development	2	On-Going	
CF 2.1.1	Work with Winnebago County, special event organizers, non- profits and others to increase recycling rates at special events.	Work on educational materials and other initiatives to increase recycling rates.	Winnebago County, Public Works, Community Development	2	Not Started	
AG 2.1.5	Encourage Neenah Joint School District to utilize local food in their school hot lunch program.	Contact & work with Neenah Jt. School District to encourage the district to use local foods in their hot lunch program, when possible.	Neenah Jt. School District	3	Not Started	
CF 2.1.4	Consider working with restaurants, the Neenah Joint School District, private schools, larger businesses and other larger generators of food waste to institute a food residual collection program.	Institute a food residual program.	Winnebago County, Public Works, Community Development, WNDNR, Associated Recyclers of Wisconsin, Restaurants, Neenah Jt. School District, private schools, larger businesses and generators	3	Not Started	
AG 2.1.7	Identify City owned properties that may be viable sites for community and / or neighborhood gardens.	Identify City owned properties that may make viable site.	Community Development	3	On-Going	
AG 2.1.8	Consider expanded urban farming practices.	Investigate urban farming practices not currently allowed in the City. Make recommendations, as necessary.	Community Development, City Council	3	Not Started	



## **ONGOING EFFORTS: CITY COUNCIL**

The following is a list of recommendations that the City Council should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the City Council assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Continue the funding and operation of the City's Housing Rehabilitation Program. (Recommendation H 2.2.1) Secondary Partners: Community Development, Community Development Authority
- Continue to develop a 5 year Capital Improvement Program (CIP) to comprehensively address the City's future needs. (Recommendation CF 1.1.1) Secondary Partners: City Departments
- Address the needs of the area's aging population when planning new facilities. (Recommendation CF 1.1.3) Secondary Partners: City Departments, Committee on Aging, etc.
- Support the conversion of the manual collection of garbage to an automatic curbside collection system. (Recommendation CF 2.1.3) Secondary Partner: Public Works
- Continue to partner with the City of Menasha for joint fire protection. (Recommendation CF 2.2.3) Secondary Partner: City of Menasha
- Continue to support and encourage Neenah organizations to provide concerts, social and historical events. (Recommendation CR 2.1.3) Secondary Partners: Future Neenah, Neenah Community Band, Neenah Historical Society, and others
- Support the Riverside Players, the Neenah Community Band and others. (Recommendation CR 2.1.6) Secondary Partners: Neenah Community Band, Riverside Players, and others
- Continue to utilize the City's website and other new technology to update residents on upcoming events, municipal services, quality of life, history, etc. (Recommendation IC 1.2.3) Secondary Partners: City Departments
- Encourage Winnebago County to provide delivery of county services in the City which would have the greatest impact to City residents. (Recommendation IC 1.3.5) Secondary Partner: City Departments, Winnebago County Departments

## **ONGOING EFFORTS: PLAN COMMISSION**

The following is a list of recommendations that the Plan Commission should assume primary responsibility for and should consider in its daily activities and decisions. It should be

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remembered that while the Plan Commission assumes primary responsibility, it should enlist the help of others to assist them as necessary.

#### Historic Preservation and Cultural Resources

- Recognize and support efforts of the Neenah Landmarks Commission and other local preservation groups and other historic preservation efforts. (Recommendation IO 1.6.1, CR 1.1.2) Secondary Partners: Neenah Landmarks Commission, Neenah Historical Society, Fox River Heritage Parkway
- Consider cultural resource and historic preservation in future land use planning and development decisions. (Recommendation LU 1.3.1 and CR 1.1.4) Secondary Partner: Neenah Landmarks Commission, Neenah Historical Society, Fox River Heritage Parkway
- The City should continue to regard preservation and promotion of historically and architecturally significant buildings and sites as an important component in maintaining the image and character of Neenah. (Recommendation CR 1.1.1) Secondary Partner: Neenah Landmarks Commission, Neenah Historical Society, Fox River Heritage Parkway
- Seek input from the Landmarks Commission, the Neenah Historical Society and others when making decisions that involve existing historical sites, structures and areas. (Recommendation CR 1.1.5) Secondary Partner: Neenah Landmarks Commission, Neenah Historical Society, Fox River Heritage Parkway

#### Economic Development

- The City should direct new commercial and industrial uses to develop in nodes or clusters rather than as strip developments. (Recommendation IO 1.8.5 and LU 1.5.2) Secondary Partners: Community Development, Developers
- 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 1.5.3). Secondary Partners: Community Development
- Plan for future industrial uses to be geographically balanced within the community. (Recommendation LU 1.5.4) Secondary Partners: Community Development
- New business development should be compatible with the character of surrounding development and the overall character of the City. (Recommendation LU 1.5.9 and ED 2.4.2)
- Support the development and expansion of new commercial areas that can meet neighborhood and community needs. (Recommendation ED 1.1.3)
- 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. (Recommendation LU 1.8.6, NR 1.5.1) Secondary Partners: Park and Recreation, Park and Recreation Commission, Community Development

#### Residential Development

- The City should encourage the development of mixed-use cluster residential neighborhoods that are built at a pedestrian scale and that retain extensive open space areas. (Recommendation IO 1.8.6 and LU 1.4.1) Secondary Partners: Community Development
- Review new housing proposals taking into consideration their relationship with other land uses to maintain neighborhood cohesiveness and character. (Recommendation LU 1.4.4 and H 3.3.1) Secondary Partners: Community Development
- Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities. (Recommendation H 1.3.1) Secondary Partners: Community Development
- Encourage the design and siting of new affordable housing that fits into existing neighborhoods. (Recommendation H 1.4.5) Secondary Partners: Community Development, Community Development Authority, Habitat for Humanity

#### Community Facilities

- Encourage appropriate placement of telecommunications towers and structures so that they don't negatively impact residential or commercial areas. Recommendation LU 1.7.3) Secondary Partner Community Development

#### General Planning

- 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 1.1.1) Secondary Partners: Community Development
- 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 1.1.2) Secondary Partners: Community Development
- Enhance the downtown's connection to the waterfront by promoting waterfront activities and development. (Recommendation ED 2.2.3, IO 1.4.1 , IO 1.4.2 , IO 1.4.4)
- Direct development to areas already served by public infrastructure and services (sewer, water, streets and emergency services). Give second priority to areas adjacent to public services. (Recommendation ED 1.7.1) Secondary Partner: Community Development
- Encourage land development patterns that will maintain the capacity and efficiency of existing streets. (Recommendation LU 1.6.5, T 1.3.11) Secondary Partner: Community Development, Public Works

- Increase well-designed development densities and intensities to cost effectively provide public services and facilities. (Recommendation LU 1.7.1) Secondary Partner: Community Development, Public Works, Neenah-Menasha Fire Rescue, Neenah Police Department, Parks and Recreation
  - Give priority to new or infill development that can be accommodated without extending existing public infrastructure. (Recommendation CF 1.2.1)
  - Discourage development that is non-continuous and / or encourages lower densities.
  - Coordinate the orderly and efficient extension of services to areas not currently served. (Recommendation CF 1.2.2)
- Promote infill and redevelopment within the City. (Recommendation AG 1.1.1) Secondary Partner: Community Development, City Council
- Work with public and private school officials to identify sites for future schools, when needed. (Recommendation LU 1.7.2) Secondary Partner: Public and private school districts, Community Development, Public Works, Neenah-Menasha Fire Rescue, Neenah Police Department

#### Natural Resources

- Encourage the use of natural surface water storage and detention facilities to control stormwater runoff. (Recommendation NR 2.1.1) Secondary Partner: Public Works, Community Development, Sustainable Neenah Committee

### **ONGOING EFFORTS: COMMUNITY DEVELOPMENT**

The following is a list of recommendations that the Community Development should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Community Development assumes primary responsibility, it should enlist the help of others to assist them as necessary.

#### Planning and Zoning

- Maintain the current ban on the construction of new billboards. Enforce the removal of existing billboards as they become vacated. (Recommendation IO 1.2.1)
- Promote and encourage the underground installation of all electric, telephone and cable utility lines in newly developed areas. (Recommendation IO 1.2.3) Secondary Partner: Public Works
- Rigorously enforce property maintenance and nuisance codes to enhance the attractiveness and quality of all areas in the community. (Recommendation IO 1.8.7, H 2.2.4, H 2.2.7)
- Participate in cooperative planning efforts with local governmental units and service providers. (Recommendation LU 1.11.1, IC 1.4.2) Secondary Partners: local governmental units and service providers

- Work with the Neenah Joint School District and private schools to plan for new or renovated facilities. (Recommendation CF 3.1.1, CF 1.1.2) Secondary Partner: Neenah Joint School District, Private Schools, Park & Recreation

#### Community and Tourism

- Partner with and support local organizations to provide quality community events. (Recommendation IO 1.9.1)
- Consider expanding cultural, artistic and entertainment opportunities in the downtown. (Recommendation CR 2.1.4) Secondary Partner: Future Neenah, Neenah Arts Committee, Neenah Historical Society, Fox River Heritage Parkway
- Work with local non-profits to encourage heritage tourism and the promotion of the Fox River. (Recommendation CR 2.1.5) Secondary Partners: Neenah Historical Society, Fox River Heritage Parkway
- Proactively seek out community events and partners to host events in Neenah. (Recommendation IO 1.9.2) Secondary Partners: Future Neenah, Neenah Historical Society, Neenah Public Library, Riverside Players, Neenah Public School District, Fox Cities Visitor Bureau, Bergstrom-Mahler Museum of Glass, etc.
- Preserve the values and characteristics that define the City and make it special for its residents. (Recommendation LU 1.2.1)
- Recognize tourism as a substantial economic opportunity, and support community and sporting events, festivals, waterfront and water access activities, walking tours of historic areas and other heritage tourism activities. (Recommendation ED 1.4.1)
- Continue to promote and expand the City's quality of life attributes (low crime, low cost of living, cultural enhancements, quality schools, access to higher education, parks, riverfront access, access to a system of walking and biking trails, etc.). (Recommendation ED 2.1.1)
- Encourage / initiate a bicycle rental program in the downtown area. (Recommendation T 2.1.3) Secondary Partners: Future Neenah, Neenah Parks and Recreation, Businesses
- Support Future Neenah, Inc. efforts to provide an outdoor and indoor farm market. (Recommendation AG 2.1.1) Secondary Partner: Future Neenah, Inc., Sustainable Neenah Committee
- Support current and future community gardens in the City. (Recommendation AG 2.1.2) Secondary Partners: Sustainable Neenah Committee, Community Garden Partnership

#### Economic Development

- 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. (Recommendation LU 1.5.8 and ED 2.4.1)

- Promote the City's proximity and access to the I-41 corridor and existing transportation infrastructure. (Recommendation ED 1.2.1)
- Promote the City's as being part of the Fox Cities metropolitan area. (Recommendation ED 1.2.2)
- Provide information regarding available properties, buildings and amenities in the Southpark Industrial Center. (Recommendation ED 1.5.1)
- Provide local incentives for business expansion and building improvements. (Recommendation ED 1.6.2)
- Identify redevelopment sites and make this information available. (Recommendation ED 1.7.2)
- Promote underutilized commercial /industrial properties that may have commercial or residential potential. (Recommendation ED 1.7.3) Secondary Partner: Plan Commission
- Collaborate with Future Neenah to promote available underutilized commercial / industrial properties (including Brownfield sites) in the City. (Recommendation ED 1.7.4, IC 1.1.4)
- Use Locate in Wisconsin ([www.locateinwisconsin.com](http://www.locateinwisconsin.com)) to promote available buildings, sites and properties. (Recommendation ED 1.7.5) Secondary Partners: Locate in Wisconsin, Wisconsin Economic Development Corporation, New North, Inc. and the Fox Cities Regional Partnership.
- Support and participate in cooperative regional marketing efforts for the recruitment of industrial and service business prospects from outside the region and/or state. (Recommendation ED 1.8.1, IC 1.1.1) Secondary Partners: Fox Cities Regional Partnership, New North
- Participate in the Fox Cities Regional Partnership. (Recommendation ED 1.8.3, IC 1.1.2) Secondary Partner: Fox Cities Regional Partnership
- Support the Neenah Central City Business Improvement District (BID) in downtown Neenah. (Recommendation ED 2.2.1) Secondary Partner: Neenah Central City Business Improvement District (BID)
- Increase cultural, entertainment and recreational opportunities in the downtown. (Recommendation ED 2.2.5)
- Recognize Tax Increment Financing (TIF) as an important economic development tool. (Recommendation ED 2.3.1)

- Utilize Community Funds to assist projects within business district development areas. (Recommendation ED 2.3.3) Secondary Partners: Future Neenah, Doty Island Development Council
- Maintain a Small Business Loan revolving fund to assist small, growing companies that are creating new jobs in the community. (Recommendation ED 2.3.4)
- Encourage local employers to provide opportunities for employees to continue new skills and competencies. (Recommendation ED 3.1.1)
- Encourage entrepreneurs to submit business plans to the Northeast Wisconsin Regional Economic Partnership (NEWREP) Business Plan Competition as well as the Governor's Business Plan Competition through the Wisconsin Technology Council. (Recommendation ED 3.2.1)
- Support individual's efforts to seek support for business plan development, financing information, and other assistance. (Recommendation ED 3.2.2) Secondary Partners: Wisconsin Women's Business Initiative Corporation (WWBIC); Fox Valley Technical College's Venture Center; Small Business Development Center-Oshkosh; SCORE, a partner of the Small Business Administration; Wisconsin Small Business Development Center; Impact Seven; Wisconsin Economic Development Corporation (WEDC)
- Work cooperatively with secondary and post-secondary educators in identifying those education and job-training needs that must be met to maintain a well-trained workforce. (Recommendation ED 3.3.1, IC 1.1.8) Secondary Partners: Fox Valley Technical College, Neenah Jt. School District, UW-Fox Valley, UW-Oshkosh, UW-Green Bay
- Connect employers with local high schools and guidance counselors to promote technical programs / job skill training through FVTC and the local high school that are needed in the community. (Recommendation ED 3.3.2) Secondary Partners: Neenah Jt. School District, Fox Valley Technical College
- Encourage local schools to continue to work with CESA 6, FVTC and the business community to provide a youth apprenticeship program to provide students with valuable skills. (Recommendation ED 3.3.3) Secondary Partners: Neenah Jt. School District, Fox Valley Technical College, CESA 6, Businesses
- Work with local economic development groups to encourage the establishment of businesses in the City that would support the agricultural economy. (Recommendation AG 1.1.2) Secondary Partners: Future Neenah, Fox Cities Regional Partnership, New North

### Natural Resources

- Continue to control stormwater runoff from construction site activities and impervious surfaces. (Recommendation NR 2.1.4) Secondary Partners: Public Works
- Encourage the use of Green Infrastructure to areas planned for new development. (Recommendations IO 1.3.1, LU 1.10.2, LU 1.10.4, CF 1.4.4). Secondary Partners:

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Public Works, Park and Recreation, Plan Commission, City Council, Sustainable Neenah Committee

- Consider low-impact development practices such as permeable pavement, rain gardens, rain barrels and bio-retention facilities to assist in meeting stormwater requirements. (Recommendation H 3.1.2, NR 2.1.3) Secondary Partners: Public Works, Sustainable Neenah Committee
- Continue ongoing regulatory control over wetlands and floodplain areas, shoreland protection areas, and other environmentally sensitive areas. (Recommendation IO 1.3.2, NR 1.1.1)

Housing

- Improve and preserve the City's established neighborhoods. (Recommendation LU 1.4.6 and Objective H 2.1)



### Transportation

- 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. (Recommendation LU 1.6.1)
- Support the development of a regional transit route. (Recommendation ED 2.5.2, T 2.2.3, IC 1.1.5) Secondary Partner: ECWRPC, Valley Transit, Fox Valley Technical College, University of Wisconsin – Fox Valley, Oshkosh, Fond du Lac and Green Bay, communities along I-41 corridor from Green Bay to Fond du Lac, Businesses, Fox Cities Transit Commission, WisDOT
- Continue to support public transit and promote its use by the general public. (Recommendation T 2.2.1) Secondary Partner: Valley Transit, Fox Cities Transit Commission
- Work with Valley Transit to monitor existing routes within the City and expand or revise routes as needed. (Recommendation T 2.2.4) Secondary Partner: Valley Transit, Fox Cities Transit Commission
- Continue to provide ADA and Senior Transportation options within the City. (Recommendation T 2.3.1) Secondary Partner: Committee on Aging, Winnebago County Aging and Disability Resource Center, Winnebago County Department of Human Services, Valley Transit

### Historic Preservation

- Continue to work with the Neenah Historical Society, Future Neenah, the Neenah Public Library, the Neenah Joint School District and others on educational programs for adults and children that provide an appreciation of local history. (Recommendation CR 1.2.1) Secondary Partners: Neenah Historical Society, Future Neenah, Neenah Public Library, Neenah Joint School District, Fox River Heritage Parkway, Winnebago County Historical and Archaeological Society, Wisconsin Historical Society

## **ONGOING EFFORTS: PARK AND RECREATION**

The following is a list of recommendations that the Park and Recreation should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Park and Recreation assumes primary responsibility, it should enlist the help of others to assist them as necessary.

### Urban Forestry

- Encourage a tree planting program along major road corridors, recognizing appropriate species and placement. (Recommendation IO 1.2.5, NR 1.2.2) Secondary Partners: Public Works, Community Development, City Council
- Continue the City's urban forestry program to address the long term care of urban trees for proper maintenance, removal, protection and planting. (Recommendation IO 1.4.3) Secondary Partner: Department of Public Works, City Council

- Remain actively involved with the Arbor Day Foundation, promoting activities that educate the public about the benefits of trees in an urban setting. (Recommendation NR 1.2.1) Secondary Partner: Arbor Day Foundation, Sustainable Neenah Committee
- Continue to actively participate in the Northeast Wisconsin Urban Forestry Work Group. (Recommendation NR 1.2.3) Secondary Partner: Park and Recreation Commission

### General Recreation

- Increase cultural, entertainment and recreational opportunities in the downtown. (Recommendation ED 2.2.5, LU 1.5.5, IO 1.4.4, IO 1.4.1, IO 1.4.2, ED 2.2.3) Secondary Partners: Tourism businesses, Neenah Historical Society, Future Neenah, Riverside Players, etc.
- 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. (Recommendation LU 1.8.3, CF 4.3.4) Secondary Partner: Park and Recreation Commission, Community Development
- Maintain and expand public access and accessibility to the Neenah Slough and areas along the Lake Winnebago and Fox River shorelines. (Recommendation LU 1.8.5, CF 4.4.4) Secondary Partner: Park and Recreation Commission
- Continue to work with the Neenah Joint School District and establish methods of communication with private schools in the City by continuing to utilize shared recreational facilities. Enhance recreational and community opportunities. (Recommendation CF 1.1.2, CF 3.1.2, CF 4.1.2, IC 1.3.4) Secondary Partner: Neenah Joint School District, Private Schools
- Continue to expand park and recreational infrastructure as the City expands outward. (Recommendation CF 4.3.1) Secondary Partner: Community Development
- Support Regional Dog Park Initiative. Look for opportunities for a Dog Exercise Area, work with the County and adjacent Communities. (Recommendation CF 4.4.2) Secondary Partners: Winnebago County, City of Menasha, Village of Fox Crossing, surrounding towns.

### Bicycle & Pedestrian Facilities

- 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. (Recommendation LU 1.6.1, CF 4.2.4) Secondary Partners: Neenah Trails Task Force, Fox Cities Greenways, City of Oshkosh, Winnebago County, City of Menasha

### Oak Hill Cemetery

- Work with the Historical Society and Veterans groups on public events. (See recommendation CF 1.6.2) Secondary Partner: Neenah Historical Society, Veteran groups

## **ONGOING EFFORTS: Public Works**

The following is a list of recommendations that the Public Works should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Public Works assumes primary responsibility, it should enlist the help of others to assist them as necessary.

### Street and Sanitation

- 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. (Recommendations LU 1.6.1, T 2.1.1) Secondary Partner: Park and Recreation, Park and Recreation Commission, Trails Committee
- Pursue funding and grants for bicycle lanes and pedestrian infrastructure when building and constructing roads. (Recommendations T 2.1.7, LU 1.6.1) Secondary Partner: Park and Recreation, Park and Recreation Commission, Trails Committee
- Utilize 5-year capital improvement programming to fund and prioritize road maintenance work. (Recommendation T1.3.6) Public Services and Safety Committee, Board of Public Works
- Work with the Fox Cities MPO to review and revise road classification functionality as needed so that roads receiving the greatest use are eligible for federal funding. (Recommendation T1.3.8) Secondary Partner: ECWRPC, WisDOT, Winnebago County
- Design and develop a street system that provides mobility, safety, and convenience while preserving neighborhood integrity. (Recommendation T 1.3.10) Secondary Partner: Community Development
- Conduct a PASER evaluation of the existing road network on a biennial basis. (Recommendation T 1.4.1) Secondary Partner: WisDOT
- Identify road reconstruction and maintenance activities based on the PASER evaluation and other tools. Incorporate these projects into the City's Capital Improvement Program (CIP). (Recommendation T 1.4.3) Secondary Partner: Water Utility
- Submit a list of proposed projects annually to the Fox Cities MPO for inclusion in the Transportation Improvement Program. (Recommendation T 1.5.1) Secondary Partner: ECWRPC, WisDOT, Winnebago County
- Participate in the Fox Cities Transportation Policy Advisory Committee. (Recommendation T 1.5.2) Secondary Partner: ECWRPC, WisDOT

### Public Utilities

- Coordinate the orderly and efficient extension of services to areas not currently served. (See recommendation CF 1.2.2, LU 1.7.1) Secondary Partner: Community Development, Plan Commission

- Continue to identify and reduce inflow and infiltration in the sanitary sewer system. (See recommendation CF 1.3.1)
- Replace aging sanitary sewer, storm sewer and watermain pipes and infrastructure in combination with other infrastructure upgrades. (See recommendation CF 1.3.3)  
Secondary Partner: Water Utility

#### Stormwater Management

- Complete the activities as required under the City's MS4 general permit. (See recommendation CF 1.4.1) Secondary Partner: WDNR, Fox-Wolf Watershed Alliance, Sustainable Neenah
- Continue to work with the WDNR to comply with the requirements of the City's MS4 permit. (Recommendation NR 2.1.6)
- Continue to work towards meeting the TMDL requirements. (See recommendation CF 1.4.2, NR 2.1.7) Secondary Partner: WDNR, Fox-Wolf Watershed Alliance, Sustainable Neenah
- The Upper Fox and Wolf River Total Maximum Daily Load (TMDL) is currently being developed for phosphorus and total suspended solids. The City should comply with the requirements of the plan. (Recommendation NR 2.1.7, CR 1.4.2) Secondary Partner: WDNR, Fox-Wolf Watershed Alliance
- Sponsor events like "Renew the Slough", rain-barrel building workshops, etc. (See recommendation CF 1.4.3) Secondary Partner: WDNR, Fox-Wolf Watershed Alliance, Sustainable Neenah
- Continue to work with the Northeastern Wisconsin Stormwater Consortium (NEWSC) and the Fox-Wolf Watershed Alliance to address stormwater runoff and water quality issues. (Recommendation NR 2.1.5) Secondary Partners: Northeastern Wisconsin Stormwater Consortium (NEWSC), Fox-Wolf Watershed Alliance
- Support efforts to improve water quality of Lake Winnebago through management of upstream agricultural runoff. (Recommendation NR 2.1.8) Secondary Partners: Winnebago County, Northeastern Wisconsin Stormwater Consortium (NEWSC), Fox-Wolf Watershed Alliance

#### **ONGOING EFFORTS: COMMUNITY DEVELOPMENT AUTHORITY**

The following is a list of recommendations that the Community Development Authority should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Community Development Authority assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Explore and promote all available programs that can lead to an increased supply of housing units in the local market for new affordable housing units, rehabilitation of existing units and rental and homebuyers assistance initiatives. (Recommendation H 1.1.1) Secondary Partner: Community Development
- Pursue regional ventures that promote neighborhood stabilization, housing rehabilitation and affordable housing solutions in the City of Neenah. (Recommendation H 1.2.1) Secondary Partner: Community Development
- Encourage neighborhood / housing improvement activities. (Recommendation H 2.1.2) Secondary Partner: Community Development
- Maintain and improve the public infrastructure in existing neighborhoods to insure reliable service and to encourage private investment and pride in ownership. (Recommendation H 2.1.1) Secondary Partner: Community Development, Public Works

### **ONGOING EFFORTS: LANDMARKS COMMISSION**

The following is a list of recommendations that the Landmarks Commission should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Landmarks Commission assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Support the continuation of state tax credits for historic building renovation. (Recommendation IO 1.6.4) Secondary Partner: Community Development, Wisconsin Historical Society
- Encourage homeowners to consider seeking federal and state tax credits through the State Historical Society, Division of Historic Preservation to preserve and renovate historic homes. (Recommendation H 2.2.2) Secondary Partner; Community Development, Community Development Authority, Neenah Historical Society, Wisconsin Historical Society

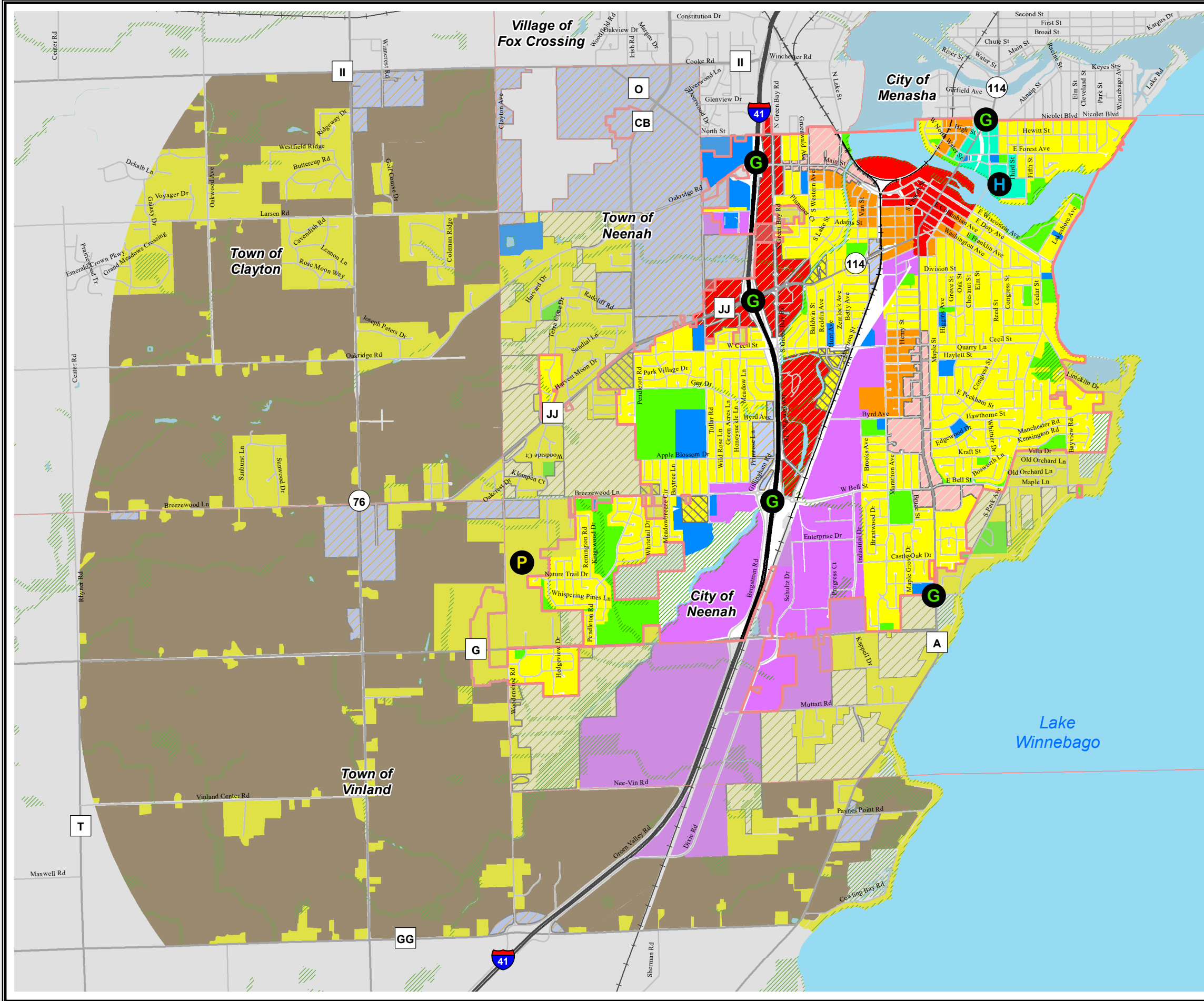
### **ONGOING EFFORTS: LIBRARY BOARD**

The following is a list of recommendations that the Library Board should assume primary responsibility for and should consider in its daily activities and decisions. It should be remembered that while the Library Board assumes primary responsibility, it should enlist the help of others to assist them as necessary.

- Support the library and its efforts to modify its service model to accommodate the changing needs and wants of Neenah residents. (Recommendation CF 3.2.1) Secondary Partner: Neenah Public Library, Neenah City Council

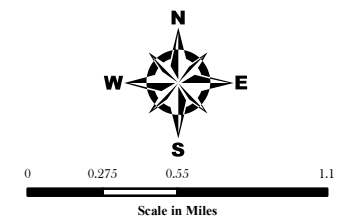


# Future Land Use City of Neenah



- G** Gateways
  - H** Hospital
  - P** Future Parks
- Municipality Name**
- City of Neenah
  - Municipalities
  - Environmentally Sensitive Areas
  - Community Facility
  - Recreational Facility
  - Rural Preservation Area
  - Low Density Residential
  - High Density Residential
  - Neighborhood Investment Area
  - Mixed Use Transitional Area
  - Neighborhood Investment Corridor
  - Regional Commercial
  - Doty Island Innovation District
  - Downtown Business District
  - Mixed Use
  - Neenah Industrial Corridor

Source:  
 Base Data provided by Winnebago County 2016.  
 Planning Boundaries provided by City of Neenah 2016.  
 Land Use provided by ECWRPC 2016.  
 Updated: 12/2/2020





## **APPENDICES**



**APPENDIX A**

**PUBLIC PARTICIPATION PLAN**





## Public Participation Plan City of Neenah 2040 Comprehensive Plan Update

### **Introduction & Purpose**

Public participation is an important part of the comprehensive planning process as it helps to ensure that the plan accurately reflects the vision of the community. For a plan to develop, decision makers need to hear ideas, thoughts, and opinions from their citizens and stakeholders. The purpose of this public participation plan is to give citizens the opportunity to participate and learn about their community.

Wisconsin’s Smart Growth Comprehensive Planning law requires public participation throughout the comprehensive planning process. Wisconsin Statutes, Section 66.1001(4)(a) requires, in part, that,

*“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for a wide distribution of proposed, alternative, or amended elements of a comprehensive plan and shall provide every opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such written comments.”*

This Public Participation Plan actively involves the general public and key community interests in identifying major issues, establishing a shared vision for the community, and creating goals, objectives, and policies which help bring that shared vision to fruition. The City will use this document as a guide to actively involve community members in the comprehensive planning process by providing them numerous opportunities to offer input and become educated via multiple means of communication.

### **Comprehensive Plan Update Timeline**

PHASE	TIMELINE (APPROXIMATE)	DESCRIPTION/KEY EVENTS
<b>Organization</b>	January – February, 2016	<ul style="list-style-type: none"> <li>• Creation and adoption of Public Participation Plan</li> <li>• Establishment of Comprehensive Plan website</li> <li>• Appointment of members to Ad Hoc Comprehensive Plan Committee</li> <li>• Develop On-Line Survey</li> <li>• Prepare preliminary Demographic data</li> </ul>
<b>Plan Kickoff Meeting &amp; Visioning</b>	February – April, 2016	<ul style="list-style-type: none"> <li>• Kickoff meeting with Ad Hoc Comprehensive Plan Committee</li> <li>• Workshop meetings (3)</li> <li>• Post On-Line Survey</li> </ul>
<b>Inventory/Analysis &amp; Issue Identification/Vision Development</b>	January – July, 2016	<ul style="list-style-type: none"> <li>• Update inventory of the physical, social and economic resources of the City</li> <li>• Develop background maps</li> <li>• Meet with Ad Hoc Comprehensive Plan Committee</li> <li>• Meet with Common Council</li> </ul>
<b>Develop Draft Goals, Strategies &amp; Recommendations</b>	August - November, 2016	<ul style="list-style-type: none"> <li>• Meet with Ad Hoc Comprehensive Plan Committee</li> <li>• Hold Intergovernmental Meeting</li> </ul>

<b>Plan Implementation</b>	December, 2016 - March, 2017	<ul style="list-style-type: none"> <li>• Meet with City Staff</li> <li>• Meet with Ad Hoc Comprehensive Plan Committee</li> <li>• Develop draft plan</li> <li>• Meet with City Plan Commission</li> </ul>
<b>Plan Review, Public Hearing &amp; Adoption</b>	April - May, 2017	<ul style="list-style-type: none"> <li>• Develop Press release</li> <li>• Public 30 day public hearing notice</li> <li>• Hold Public Hearing / City Plan Commission recommendation plan amendment</li> <li>• City Council adoption of plan update</li> </ul>
<b>Plan Printing &amp; Distribution Activities</b>	July, 2017	<ul style="list-style-type: none"> <li>• Poster Plan Development</li> <li>• Plan printing and delivery</li> </ul>

### ***Methods of Citizen Participation***

There are many methods of public participation. The City of Neenah will use several methods to encourage public input throughout the comprehensive planning process, and will also use a combination of these methods on any future updates and amendments. This plan explains these methods.

#### *Method 1: Ad Hoc Comprehensive Plan Update Committee*

The City of Neenah will utilize an ad hoc committee to help guide the City's comprehensive planning process. To ensure broad and diverse community interests, a variety of members will be appointed to this Committee representing a variety of local stakeholders within the community. This Committee will be responsible for reviewing data, prioritizing alternatives, overseeing the organization of the Plan, and determining goals, objectives and policies based on information gathered from the public.

#### *Method 2: Public Meetings*

Public meetings provide opportunity for both education and input. All Comprehensive Plan Update Committee, Plan Commission and City Council meetings are open to the public. All agendas and meeting minutes are posted in advance through the City of Neenah website and published as required by State law. As each chapter of the comprehensive plan is developed it will be reviewed in detail by the Comprehensive Plan Update Committee at a meeting that is open to the public. Time for public participation will be set-aside at each meeting.

#### *Method 3: News Releases/Public Awareness*

News releases are an effective tool to keep both the public and the press informed about the planning process. The City of Neenah will utilize news releases to create public awareness about the comprehensive planning process. In addition, the City will utilize social media (e.g. Facebook and Twitter) to keep citizens informed on the planning process, to encourage public involvement, and to provide input/comments to City staff at any time.

#### *Method 4: On-Line Surveys*

On-line surveys are a method that provides an opportunity for residents to provide feedback with regard to their opinions, beliefs, and attitudes. The City of Neenah will make every effort to acknowledge citizen ideas, concerns, and opinions as part of its comprehensive plan process. The Department of Community Development will provide opportunities for public comment through a number of short on-line surveys throughout the course of the planning effort. Pertinent input will be generated on a series of issues, programs and services.

#### *Method 5: Workshop Sessions*

The City of Neenah will host a minimum of three workshop sessions for the purpose of visioning and issue/opportunity identification within portions of the City. The workshop sessions will target Downtown and Doty Island, South Commercial Street/Green Bay Road Corridors and the area west of I-41. Residents are invited to attend any or all of the workshop sessions. The workshops will be visually engaging and will be used to identify broad-based and specific development issues and opportunities, as well as a select set of components that will be incorporated into the overall vision for the land use within the City.

#### *Method 6: Open Houses and Community Events*

The City of Neenah may sponsor open houses or attend the community events (e.g. Farmers Market) during the comprehensive planning process. The open house concept and community events provides an informal setting for residents to interact with the City of Neenah staff. Open houses and community events also provide citizens the opportunity to gather information, ask questions, react to the information and provide both written and verbal feedback.

#### *Method 7: City Website*

General information regarding the comprehensive plan and smart growth law, meeting minutes, preliminary plans, maps, fact sheets, studies, and links to other websites can all be posted on the City of Neenah website, [www.ci.neenah.wi.us](http://www.ci.neenah.wi.us). As future amendments or updates are prepared, they too can be posted on the website for public review and input.

#### *Method 8: Public Hearings*

A public hearing will be held before the City Plan Commission prior to the adoption of the 2040 Comprehensive Plan Update. The public hearing will consist of a presentation summarizing and highlighting the major parts of the planning process and the final draft of the comprehensive plan. Participants will have the opportunity to ask questions and provide comments about the Plan. An official public record of the presentation and all comments will be established. The draft plan will be available for review prior to the public hearing. Interested citizens will also have the opportunity to provide written comments prior to the public hearing, which will be read into the hearing.

Future amendments to the Plan will be subject to another public hearing process and the same opportunities for review and comment by the general public as the original approved plan and per Wisconsin Statutes, Section 66.1001(4)(b-d).



## **APPENDIX B**

# MEDIA, MEETINGS AND SUMMARY OF PROCEEDINGS

## APPENDIX B: MEDIA, MEETINGS AND SUMMARY OF PROCEEDINGS

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**MINUTES OF THE NEENAH PLAN COMMISSION**  
**Tuesday, January 12, 2016**  
**4:15 p.m.**

**Present:** Mayor Dean Kaufert, Marge Bates, Nick Piergrossi, Kate Hancock-Cooke, Gerry Andrews, and Gerry Kaiser. **Also present:** Deputy Director of Community Development Brad Schmidt, Community Development Intern Joe Stephenson, Community Development Director Chris Haese, Community Development Administrative Assistant Katie Osthelder, East Central Wisconsin Regional Planning Commission Consultants Eric Fowle, AICP and Kathleen Thunes, P.E. and members of the public.

**Minutes:**

**MSC Piergrossi/Andrews, to approve the December 8, 2015 meeting minutes. All Aye.**

**Public Appearances:** None

**Public Hearings:** None

**Action Items:**

**Consideration and recommendation to adopt Resolution No. PC2016-1 and further to recommend Council approve Resolution No. 2016-05, establishing the Public Participation Plan for the City of Neenah 2040 Comprehensive Plan update**

Community Development Deputy Director Brad Schmidt stated council approved a contract with East Central Wisconsin Regional Planning Commission to update the 2040 Comprehensive Plan, and introduced consultants Eric Fowle, AICP and Kathleen (Kathy) Thunes, P.E. from East Central Wisconsin Regional Planning Commission. Eric introduced himself and Kathy and briefly reviewed the process and past experiences. Deputy Director Schmidt then reviewed the Public Participation Plan including the Comprehensive Plan Update Timeline.

Piergrossi asked if the process was the same when the 2020 Comprehensive Plan was updated. Deputy Director Schmidt said a formal Public Participation Plan was not required per state law when the current Comprehensive Plan was adopted. Kate Hancock-Cooke questioned if the public participation meetings could be held in the summer months when the Farmer's Market and Community Fest are going on because there is more community interaction at those times. Eric Fowle suggested the idea generation should be done in the spring months and then use the summer months and summer community events as an opportunity to bring the ideas back to the public as part of the feedback loops. Kate Hancock-Cooke suggested bringing in a futurist to do a presentation to educate the public and the committees involved. Deputy Director Schmidt explained the Appleton Public Library brought in a professor to discuss the future and generational changes to help the public and committee to think 10, 15, and 20 years into the future. Marge Bates asked if the timeline could include who is responsible for certain actions on the timeline. Deputy Director Schmidt explained the contract with East Central Wisconsin Regional Planning Commission has more details and specifics noted. Mayor Kaufert thanked Eric and Kathy for coming to the meeting and looks forward to working with them through this process.

Piergrossi asked how the Ad Hoc Committee, Plan Commission, and Common Council will relate to each other throughout this process. The Plan Commission and the Common Council will have specific roles in this process and will hold meetings to review and adopt the work of the Ad Hoc Committee and others. Director Haese also explained that the Ad Hoc Committee's work would filter to Plan Commission who would do further refinement before it would be presented to the Common Council for final adoption.

Mayor Kaufert suggested using the Post-Crescent which allows a question to be posted and the public can then call in to share their thoughts.

Deputy Director Schmidt also explained that the current Public Participation Plan is very broad but includes specific tactics. Also the task force in 1999, for the 2020 Comprehensive Plan, consisted of about 25 people, and the intention is similar for this committee. The goal is to have a manageable amount of members on the Ad Hoc committee while also covering a very broad demographic including, young and old, business owners, real estate agents, citizens from a variety of backgrounds, etc. Once the make-up of the committee is determined the intention would be to solicit individuals for the committee by making one on one contact with those individuals.

**MSC Piergrossi/Bates, Plan Commission to adopt Resolution No. PC2016-1. All Aye.**

**MSC Piergrossi/Bates, Plan Commission to recommend Council to approve Resolution No. 2016-05, establishing the Public Participation Plan for the City of Neenah 2040 Comprehensive Plan update. All Aye.**

**Announcements and future agenda items:**

Next Plan Commission meeting is scheduled for January 26, 2016. However, no items had been received at the time of the meeting. If nothing is received by the end of the week, the January 26, 2016 meeting may be cancelled.

## Plan Commission Minutes

January 12, 2016

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Community Development Intern Joe Stephenson gave an update on the South Commercial Street Corridor Plan showing the data collected for the area consisting of a Condition Survey as well as GIS Data collected. Intern Stephenson explained the next step for the project would be to meet with the stakeholders to discuss the area further. Piergrossi asked if data was collected to show vacant properties vs. occupied properties. Intern Stephenson explained it was noted in the GIS data as well as the type of business. Kaiser asked what the ultimate goal of the project was. Intern Stephenson explained it is a way to identify areas for improvements or solve issues of the district and get input from the stakeholders. The area has great potential to be a nice area just seems underutilized at the time. Mayor Kaufert explained himself and Alderman Erickson had an initial meeting with businesses from South Commercial St and invited Intern Stephenson and/or Deputy Director Schmidt to be a part of their next meeting to help kick off the public and business participation for this project. Director Haese asked what was discussed at the meeting with Mayor Kaufert, Alderman Erickson, and business owners from South Commercial St. Mayor Kaufert explained the people of that area want to do something but aren't sure what to do as far as new developments, new usage, and reduce vacancies. Mayor Kaufert was unsure if the group wanted to officially organize at this time but may be a good resource for the project.

Intern Stephenson also presented potential zoning code updates for exterior lighting standards and the need to possibly regulate pole height, max light intensity, spill over light, property line light level, bulb type and angle, and area average max lighting. All of the previously listed are not currently included in an ordinance at this time, but we would like to include this before it is needed and not in there. Bates requested when the recommendations are presented for the ordinance change to include visuals to show the differences.

Mayor Kaufert asked how long past site plans are valid after they have been approved. Deputy Directory Schmidt stated it is done based on a department policy that they are valid for one year. Director Haese supported that a plan would be valid for one year and if different then it would be at staff discretion. For example, if someone had a plan approved over a year ago and came for a building permit the building inspectors would consult with the planners.

Kate Hancock-Cooke expressed concern about the substation on Bell St. being larger than what was originally discussed and approved.

**Adjournment:** The Commission adjourned its meeting at 5:00 P.M. MSC Kaiser/Piergrossi. All Aye

Respectfully Submitted,



Brad Schmidt, AICP  
Deputy Director of Community Development and Assessment

# Neenah begins work on 2040 comprehensive plan

DUKE BEHNKE  
POST-CRESCENT MEDIA

NEENAH - The city will update its comprehensive plan to guide development in the community through 2040, and the public will play a role in the process.

Neenah recently hired East Central Wisconsin Regional Planning Commission for \$41,466 to lead the project, which will start this month and be completed by July 2017.

"We call it an update, but in reality, it is a full rewrite," said Brad Schmidt, Neenah's deputy director of community development and assessment.

A comprehensive plan serves a blueprint for growth and development in a community and typically looks at a 20-year period. Land-use decisions, zoning codes and subdivision regulations all trace back to the goals and recommendations of the plan.

"The comp plan is really that 30,000-foot view of the city," Schmidt said. "Everything else needs to be consistent with that."

Neenah's existing comprehensive plan, called Vision 2020, was adopted in 1999. It was updated in



GANNETT WISCONSIN MEDIA

Downtown Neenah, shown in 2013, will be part of a workshop's focus about the city's growth plan.

2009 to comply with Wisconsin's Smart Growth Law, but the changes were minimal with the expectation that a rewrite would follow soon afterward. State law requires comprehensive plans to be updated at least once every 10 years.

Schmidt said much of the demographic information in the Vision 2020

plan came from the 1990 census and is out of date. The plan also doesn't account for a 2003 boundary agreement with the Town of Neenah that defines city growth corridors.

State law requires a comprehensive plan to address nine elements: Issues and opportunities; housing; transportation; utilities and community

facilities; agricultural, natural and cultural resources; economic development; intergovernmental cooperation; land use; and implementation.

East Central will seek public input through committee meetings, focus groups and online surveys. It also will hold three public visioning workshops in April. Each

will target a specific third of the city: Doty Island and the downtown, the area east of Interstate 41 and the area west of I-41.

"We firmly believe that a high level of citizen engagement early on in the planning process will benefit not only the quality of

the plan that is created, but will also ease the tensions that typically come into play at the end of many public processes," East Central said in its scope of services.

Schmidt said city planners have no preconceived notions of what the workshops will yield.

"We really want to see, though some of these larger meetings, what some of the main issues are," he said. "Is it roads? Is it paths? Is it bike trails? Is it future growth of the city? Is it redevelopment within the city? There is a lot of different avenues this can take."

Neenah's previous comprehensive plans were done in-house, but Schmidt said that with the amount of work required to update the plan, it made more sense to seek outside help. East Central has experience in developing comprehensive plans, having done them for Greenville, Hortonville and Menominee County.

Duke Behnke: 920-993-7176, or [dbehnke@postcrescent.com](mailto:dbehnke@postcrescent.com); on Twitter @DukeBehnke

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## **COMMON COUNCIL MINUTES**

Wednesday, January 20, 2016 - 7:00 p.m.

The Common Council of the City of Neenah, Winnebago County, Wisconsin, met in regular session at 7:00 p.m., January 20, 2016 in the Council Chambers of Neenah City Hall.

Mayor Kaufert in the chair.

Present: Aldermen Lendrum, Bates, Hillstrom, Pollnow, Erickson, Lang, Ramos, Kunz and Stevenson, City Attorney Godlewski and City Clerk Sturn.

Also Present: Director of Finance Easker, Director of Community Development & Assessment Haese, Director of Public Works Kaiser, Police Chief Wilkinson, Police Officer Franzke, his fiancé Amanda and friend & family, several members of the Neenah Police Department, Rev. Tony Fuller of First United Methodist Church, City Financial Advisor Brad Viegut, Forrest Bates, Brandon & Lisa Robak, Janice & Tracy Lamb, Mark Mitchell, Jake Lamb, Megan Healy, Brian & Patricia LaTonzea, Jim & Jan Runnerstrom, David Shrofe, Bill Escribano, Pat & Kim Breen, Paul Geibel, Jae Cho, Travis Beyer, Eric Hanneman, David Salzwedel and Troop 10 Boys Scouts from the First United Methodist Church.

Mayor Kaufert called the meeting to order at 7:15 pm.

Clerk Sturn called a voice roll call as the Mayor/Aldermen recorded their attendance in the RollCall-Pro System followed by the Pledge of Allegiance.

### **Swearing in Ceremony for Police Officer Nathan Franzke**

- I. Police Chief Wilkinson introduced newly hired Police Officer Nathan Franzke and welcomed him back to the Neenah Police Department. Nathan served as a CSO for 2-1/2 years on the Neenah Police Department before leaving for a Deputy position in Waukesha County. Chief Wilkinson gave a brief history of his background and qualifications. His fiancé Amanda, his mother & father, Sue & Gregg and friends & relatives were present to witness the ceremony with Nathan. His fiancé Amanda held the bible while Clerk Sturn administered the oath of office. Rev. Tony Fuller, First United Methodist Church, blessed Nathan's badge. Nathan's fiancé Amanda pinned on his badge.
  - A. Nathan thanked everyone for this opportunity to return to the City of Neenah. The City of Neenah gives him more of a "home" feeling than Waukesha. He thanked his fiancé & family for supporting him in this decision. He looks forward to a long career with the City of Neenah.

### **Presentation by Rotary Club of Neenah**

- I. Dave Salzwedel, President of the Neenah Rotary Club gave a brief presentation on their club and the service work they do. The Neenah Rotary has been a great experience for him. He thanked the Council for the opportunity to do this presentation. Last year was the 90<sup>th</sup> Anniversary of the Neenah Rotary. He thanked Mayor Kaufert and Ald. Lendrum & Hillstrom for attending their meetings.

He also thanked Ald. Lang for serving as their historian. He left a brochure for each of the Aldermen.

### **Introduction and Confirmation of Mayor's Appointment(s)**

- I. Ald. Hillstrom gave a brief history of Amanda Louden's background and qualifications indicating he is happy to have someone with her quality on the Parks Commission.
  - A. **MSCRП Ramos/Stevenson to confirm Mayor Kaufert's appointment of Amanda Louden to the Park & Recreation Commission – term expires December 2017, all voting aye.**
  
- II. **MSC Stevenson/Pollnow to confirm Mayor Kaufert's appointment of Forrest Bates on the Neenah-Menasha Sewerage Commission, term expire December 2017, all voting aye.**
  - A. Mayor Kaufert introduced Forrest Bates his recommended appointee to the Neenah-Menasha Sewerage Commission and asked him to say a few words.
  - B. Forrest Bates thanked the Council for the appointment. He looks forward to learning about sewerage.
  - C. City Clerk Sturn administered the oath to Forrest Bates.
  
- III. **MSCRП Stevenson/Ramos to ratify Mayor Kaufert's appointment of Wayne Streck as Fox Cities Room Tax Commissioner for the City of Neenah for a term to begin January 4, 2016 and expire the third Monday in April 2017, all voting aye.**
  
- IV. **MSCRП Stevenson/Ramos to ratify Mayor Kaufert's appointment of himself to the Exhibition Center Advisory Committee of the Appleton Redevelopment Authority, term expires April 2017, all voting aye.**

### **Council Proceedings**

- I. **MSCRП Pollnow/Kunz to approve the Council Proceedings of January 6, 2016 regular session, all voting aye.**

**MSC Ramos/Bates to amend agenda to move up agenda items: XII (B) Report from the Community Development Authority, XI (D) Report from the Special Finance & Personnel Committee meeting of January 20, 2016 and XIII (B) Resolution No. 2016-01 to refund \$3.5 million of the 2008 CDA Lease Revenue Bonds, with staff to continue to evaluate the proper timing to recommend the issuance of up to \$6.5 million to finance 2016 Capital Projects, all voting aye.**

- XII. Reports of special committees and liaisons and various special projects committees and consideration thereof.
  - B. Ald. Hillstrom reported from the Community Development Authority meeting of January 20, 2016:

1. **MSC Ramos/Stevenson to waive the 24-hour rule relative to providing minutes for Council consideration and action, all voting aye.**
  2. The CDA approved the Resolution Approving an Amended and Restated Lease with the City of Neenah; and authorizing the borrowing of \$3,500,000 and the issuance and sale of Community Development Lease Revenue Refunding Bonds, Series 2016 Thereof. (Resolution to follow)
    - a) City Financial Advisor Brad Viegut advised that the CDA and the City were in the bond market today to refinance outstanding debt related to TID #8. This is a \$3.5 million dollar issue that exchanges higher interest rate debt with lower interest rate debt. They are not borrowing money for new projects, just exchanging higher rates for lower rates. Annual savings through 2032 was approximately \$25,000 and in total, the present value savings is nearly \$310,000. Overall the savings is roughly \$5-10,000 greater on an annual basis than originally anticipated when this was brought forward back in November/December. The overall interest rate on the sixteen year obligation is 2.82%. Standard & Poor's assigned a "AA-" bond rating to the obligation which is a very high quality bond rating for a lease revenue bond issue. That is only a one notch differential from the City's General Obligation rating of AA which is the third highest rating Standard & Poor's issues.
- XI. Reports of standing committees and consideration thereof.
- D. Special Finance and Personnel Committee meeting of January 20, 2016:
    1. **MSC Pollnow/Stevenson to waive the 24-hour rule relative to providing minutes for Council consideration and action, all voting aye.**
    2. The Committee recommended the Council adopt Resolution No. 2016-06 Approving the Amended and Restated Lease of Certain Property and Improvements by the City and Approving the Issuance of \$3,500,000 Community Development Authority Lease Revenue Refunding Bonds, Series 2016 by the Community Development Authority and Related Documents and Transactions. (Resolution to follow)
- XIII. Presentation of ordinances and resolutions and consideration thereof.
- B. **Resolution No. 2016-06** Approving the Amended and Restated Lease of Certain Property and Improvements by the City and Approving the Issuance of \$3,500,000 Community Development Lease Revenue Refunding Bonds, Series 2016 by the Community Development Authority and Related Documents and Transactions was presented.
    1. **MSCRPs Stevenson/Ramos to adopt Resolution No. 2016-06, all voting aye.**

### **Public Forum**

- I. Jake Lamb, 221 Kraft Street, owner of Pump N Munch, 101 W. Bell Street, indicated he was disappointed in how the Public Services & Safety Committee went discussing his efforts to allow the sale of beer in gas stations. He feels the process is broken. He was denied with no vote and/or no explanation. He is not the enemy here. He does not deserve the silent treatment. He expressed concern that he was only trying to change a 40 year old ordinance that is outdated. He feels this is a vote as to whether the Council supports small businesses the same way they treat the big businesses. This is referring to the ordinance change to assure Festival Foods would build in Neenah. He donates time and money to be a part of this community. He asked that this be put on a future Council agenda to at least get a vote on the topic. He thanked the Council for their time.
- II. Megan Healy, 1211 Skyview Drive, an Attorney at Di Renzo & Bomier, supported Mr. Lamb's efforts to allow the sale of beer in gas stations. She is very disappointed that no one bothered to support him in his request. Like him, she owns a small business in this community. Like him, she donates time and dollars to help the community. She expressed concern over the City helping the big businesses but not the small businesses. She hopes the Council takes his request into consideration and votes in favor of changing the ordinance.
- III. Mark Mitchell, 2254 Henry Street, neighbor to Pump N Munch, questioned why the Council would not support Mr. Lamb's gas station and allow him to sell beer. He does not see an issue with allowing beer sales. He asked the Council to support the small businesses.
- IV. Brian LaTonzea, 1436 Seymour Court, supported selling beer at Pump N Munch and other gas stations in the City. It would be more convenient.
- V. David Shrofe, 218 Whitenack Court, supported the Council taking another vote on the issue of selling beer in gas stations.
- VI. Jim Runnerstrom, 709 Elm Street, supported Jake Lamb. He does not see an issue selling beer in gas stations. He sees what Jake has done to help the youth in this area and feels he should be heard.
- VII. Bill Escribano, 107 Lexington Court, supported Jake Lamb and Pump N Munch, indicating the old ordinance is out dated. He asked the Council to reconsider changing this 40 year old ordinance.
- VIII. There being no further appearances, Mayor Kaufert declared the public forum closed at 8:09 pm.

### **Mayor/Council Consideration of Public Forum Issues**

- I. Ald. Lendrum clarified that she DOES support small businesses. Her recent conversation with Jake lead her to believe Jake & her do not agree. She explained

that due to the lack of a motion, the issue died in Committee. No vote was taken. No one wanted to change the status quo. She apologized for not explaining this at the meeting. It is rare they get an audience that questions the process. She explained to Jake that she can call Clerk Sturn to find ways to put this back on the agenda.

- II. Ald. Pollnow expressed concern over the process. Typically in a committee meeting the process is for the committee to make a recommendation to the Council. Another action might be to have City Atty. Godlewski draft something and bring it back for approval. In some instances, a petition is filed with the City Clerk and presented to the Council to refer it to a committee. He recommends taking that route. He feels this is a fairness issue. He understands both sides of the discussion but definitely feels pigeon holing one type of business does not make sense.
- III. Ald. Kunz asked for clarification that if the committee would have made a recommendation either way and took a vote, that would come before the Council.
  - A. City Atty. Godlewski clarified that is correct. Actions by the committee must be reviewed by the Council unless the Council delegates that authority to the Committee to make a final decision. Had the committee directed him to draft something to consider, that would just go back to the committee.
  - B. Ald. Kunz asked the legal ramifications of not taking a vote at all.
  - C. City Atty. Godlewski indicated he does not know what the committee members were thinking. There is not obligation that the committee take action or not take action. He clarified the change in the ordinance being referenced indicating the only change in the ordinance was to allow businesses whose majority of sales are not alcohol to sell alcohol from a separate room but also allow those sales to take place at a register in the larger facility. Businesses that do not have a majority of alcoholic sales have always been able to sell fermented malt beverages or beer.
- IV. Ald. Bates clarified that this is not big business versus small businesses. Neenah has a lot of small businesses that sell alcohol. It's the idea of selling alcohol and gasoline that started this 40 years ago. We have laws that do not allow alcohol in the parks. Just because a law is old does not mean it is archaic or wrong. It just means Neenah has chosen to be a family minded area.
- V. Ald. Stevenson indicated at the first meeting this was discussed, the committee requested from the City Atty. Additional information regarding history, definition, authority and process so it could be addressed. As that first meeting ended, he explained what that action accomplished. It was purely a fact finding request of the committee to the City Attorney. There was no instruction to bring back an ordinance change. The committee received that information and heard input that was very strong in one direction. They vetted the information to a level they deemed appropriate and short of attempting to create an ordinance consistent with Jake's request, he deemed it not his responsibility to try to interpret Jake's specific request. He since has asked Jake to submit in writing to him the ordinance change he would like to see.

- A. Jake Lamb advised Ald. Stevenson that he did send that email.
- B. Ald. Stevenson indicated he just saw the mail in his in box. This will help him understand the scope, depth and breadth of his request.

### **Consent Agenda**

- I. **MSCRIP Pollnow/Ramos to approve the Consent Agenda as follows:**
  - A. **Approve beverage operator license applications for Ann M. Garcia, Brittany L. Schmidt and Sebastian B. Schulz (PSSC)**
  - B. **Approve the beverage operator license application (new) for Derek W. Wienandt contingent upon payment of delinquent utility bill of \$136.66 and any other outstanding City fees. (PSSC)**
  - C. **Approve the Retail “Class A” Liquor (Cider Only) application for Kwik Trip, Inc., d/b/a Tobacco Outlet Plus 526, 501 S. Commercial Street, Jennifer Ross, agent, contingent upon passing all inspections. (PSSC)**
    - 1. Ald. Bates questioned the cider only license.
    - 2. City Atty. Godlewski advised that Wis. Act 55 changed state law to allow Class “A” Malt establishments to sell cider as well. This is mandated and overrides the City’s ability to regulate.
  - D. **All voting aye.**

### **Public Services and Safety Committee**

- I. Chairman Hillstrom reported the regular meeting of January 12, 2016:
  - A. Committee recommends Council approve purchase of a pool sound system using remaining 2015 CIP funds of \$5,623 with the balance coming from the 2016 Operating Budget. **MS Hillstrom/Lendrum.**
    - 1. Superintendent Olson advised Ald. Bates that the total cost is \$6,000.
    - 2. Ald. Stevenson advised Ald. Pollnow that his reason for voting against this in committee was that the Council has been requested on a number of occasions to utilize unspent dollars within the Capital budget to fund other things and in some cases, like this one, for an item that does not even appear in the five year plan. He does not think it is an unwise utilization of dollars, he just feels it should have been included in the five year plan.
    - 3. Ald. Bates realized the importance of his purchase. She asked for a friendly amendment to include the total cost of \$6,000 in the motion.
    - 4. Ald. Hillstrom/Lendrum both agreed with the friendly amendment indicating the total of \$6,000.
    - 5. Mayor Kaufert pointed out this would need a 2/3 vote as it is a change to the budget.
    - 6. Ald. Kunz added that as this budget gets tighter, we are shifting more levy dollars to borrowed dollars. These type of requests seem to be more frequent. At some point, we need to decide how to handle these issues as they come up.

7. Mayor Kaufert indicated that would be a policy discussion for the Council and a task that the Dir. of Finance could give some input into. Many times, these types of requests come to him or Dir. Easker and they never get to the Council because he determines that he would prefer to wait.
  8. Dir. Easker added that Ald. Kunz is correct in that we have had to address the budget process, changes, etc. based on the levy limits and expenditure restraint limits. There is always that balance of doing that and still leaving the City and department heads the flexibility to bring things like this to the Council that may not have been anticipated.
  9. **The original motion to approve the purchase of a pool sound system using remaining 2015 CIP funds of \$5,623 with the balance coming from the 2016 Operating Budget, with the friendly amendment to include the total cost of \$6,000, carried by the RollCall-Pro System, all voting aye, Ald. Stevenson voting nay.**
- B. Committee recommends Council approve purchase of 250 Start Lighting 45W LED lamps and 250 clear polycarbonate globes from Bauer Electric for a total price of \$38,000 with funding to come from the budgets for the Wisconsin Avenue lighting conversion, the Oak Street Bridge lighting conversion and the Church Street Ramp lighting conversion. **MS Hillstrom/Lendrum.**
1. Ald. Bates questioned if the new globes look like the old ones.
  2. Dir. Kaiser advised that the new ones are a clear polycarbonate globe just like the old ones. They intend to replace what is out there and salvage those in good condition for use as a backup for the time being.
  3. Ald. Pollnow expressed the importance of quantify the savings. He asked Dir. Kaiser the mechanism he is using to do this.
  4. Dir. Kaiser indicated in the past he has provided information to the Sustainable Neenah Committee using a spreadsheet. He will use a spreadsheet to track this savings as well.
  5. **The motion carried by a 9-0 RollCall-Pro System vote, all voting aye.**
- C. Committee recommends Council approve extending the abandonment date for Investment Creations, LLC, d/b/a ERA Ballroom liquor license to June 30, 2016. **MS Hillstrom/Lendrum.**
1. Ald. Pollnow asked if anyone is waiting for a license.
  2. Clerk Sturn advised that the one name on our waiting list has decided to apply for a \$10,000 Reserve Licenses. They are waiting to discuss the process for reimbursement through the grant with Dir. Haese. Then there will be no one on the list. She advised that this license is our last regular license with no reserve fee attached. The applicant for the Reserve License would like to be put on the list for the first available regular license.
  3. City Atty. Godlewski reminded that the Council approved a grant program to reimburse the \$10,000 initial fee based on expenditures

- of the developer of the property. That is found in Ordinance Sec. 4.92(d).
4. Mayor Kaufert advised that the ability to reimburse that initial fee was taken away in the Governor's budget but it was vetoed.
  5. Ald. Bates asked there targeted opening date.
  6. Clerk Sturn advised they are looking at opening on February 4<sup>th</sup>. She clarified that one other Reserve License was issued to Uncorked on Wisconsin Avenue. Once a regular license became available they did apply and now hold a regular license. We currently have only (10) Reserve Licenses available. The grant reimbursement was not discussed in committee because the applicant just came in today to apply for that license. It will go before the committee February 23<sup>rd</sup>.
  7. Dir. Haese further explained if the applicant makes a \$10,000 investment in the property that money can be refunded through the grant process. This is a municipal grant not through the state.
  8. Ald. Pollnow indicated he will not be supporting this.
  9. Ald. Kunz indicated he supports this as it has a positive impact on our community.
  10. **The motion carried, by an 8-1 RollCall-Pro System vote, all voting aye, Ald. Pollnow voting nay.**

#### **Finance & Personnel Committee**

- I. Chairman Ramos reported the regular meeting of January 11, 2016:
  - A. Committee recommends Council approve the 2016 Intermunicipal Agreement with the City of Appleton for Dial-A-Ride cost sharing. **MSCRП Ramos/Kunz, all voting aye.**
  - B. Committee recommends Council grant staff the authority to negotiate enhanced vacation with prospective employees without Finance Committee approval. **MSCRП Ramos/Kunz, all voting aye.**

#### **Plan Commission**

- I. Ald. Bates reported the regular meeting of January 12, 2016:
  - A. Committee recommends Council approve Resolution No. 2016-05, establishing the Public Participation Plan for the City of Neenah 2040 Comprehensive Plan update. (Resolution to follow)

#### **Community Development Authority Update**

- I. Dir. Haese advised that internal staff met with the contractor for the Site 7 redevelopment and the anticipation construction to begin in April of this year.

#### **Library Board**

- I. Ald. Erickson reported from the Library Board Meeting of January 20, 2016:
  - A. Program attendance was up 5% in 2015.



- B. Ald. Erickson invited everyone to visit the Library
- C. Mayor Kaufert advised that he had the pleasure of going over to the Library for the retirement of Judy Osier. Judy retired from the Library after 50 years.

### **Resolution**

- I. **Resolution No. 2016-05** establishing the Public Participation Plan for the City of Neenah 2040 Comprehensive Plan update was presented.
  - A. **MSCRIP Stevenson/Bates to adopt Resolution No. 2016-05, all voting aye.**
  - B. Dir. Haese advised that the 2040 Comprehensive Plan will be available on the web site. It can be found under the Community Development Department, click on the tab for Comprehensive Plan.

### **Council Directives**

- I. Ald. Pollnow asked for an update on parking Council Directive since the Parking Task Force met today.
  - A. Dir. Haese advised that the Parking Task Force met this morning and made a recommendation to the Public Services & Safety Committee and ultimately the Council to contract with Newpark. The intent is to have a demonstration of that product before the committee. He and Dir. Kaiser will work with the committee chairman to schedule that. The Parking Task Force and Council is encouraged to attend to see what that product can do and ask questions of the consultant. Hopefully from that point, it moves forward to Council for consideration.

### **Unfinished Business**


- I. Ald. Pollnow asked if there has been any discussion on scheduling the Legislative Review Committee meeting.
  - A. Mayor Kaufert advised that he was in Madison today and asked Legislators to send him a list of issues that could impact the City of Neenah. They just came back into session and should be done by the end of February. Once he sees that list he will add them to the agenda along with the recycling and schedule a meeting of the Legislative Review Committee. He has not seen the requests from municipalities to up the Recycling Grant dollars on their agenda. He asked to be made aware if that is going to move forward as we should take definitive action on it. Mayor Kaufert indicated it is not a good use of any of our time if it is for things that are not going to go anywhere in the Legislature.
  - B. Ald. Erickson asked if we could discuss with Legislators the item discussed in our budget workshops to change law on collections
  - C. Mayor Kaufert indicated that item could be added to that agenda when we meet with Rep. Rohrkaste and Senator Roth.

### **New Business**

- I. Mayor Kaufert's appointment to fill the unexpired term of Ann Teal on the Committee on Aging – term expires September 2016. (To be made at the January 20, 2016 Council meeting)
- II. Mayor Kaufert advised that he will also make an appointment to one of the vacant positions on the Sustainable Neenah Committee.
- III. City Atty. Godlewski advised the Council that the \$50 million dollar lawsuit against the City was dismissed today with prejudice.

**Adjournment**

- I. **MSC Stevenson/Pollnow to adjourn at 9:08 p.m., all voting aye.**

  
Patricia A. Sturn, WCPC/MMC

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Monday, March 21, 2016**  
**5:00 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
3. Summary of the Comprehensive Planning Requirements & Process
4. Responsibilities and Expectations of the Ad Hoc Comprehensive Plan Committee
5. Distribute Binders
6. Review of Public Participation Plan
7. Demographic Highlights
  - a. Issues and Opportunities Chapter (Distribute)
8. Visioning Session
  - a. What would you like to see preserved (what is special about the City of Neenah)?
  - b. What are the top issues you feel the City is currently facing or may face in the future?
  - c. What are key opportunities that the City should be taking advantage of in the future
9. Next Steps
10. Adjourn

Neenah City Hall is accessible to the physically disadvantaged.  
If special accommodations are needed please contact  
the Department of Community Development Office  
at 886-6125 at least 24 hours in advance of the meeting.

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Thursday, April 7, 2016**  
**4:45 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
3. Summary of the Comprehensive Planning Requirements & Process
4. Responsibilities and Expectations of the Ad Hoc Comprehensive Plan Committee
5. Distribute Binders
6. Review of Public Participation Plan
7. Demographic Highlights
  - a. Issues and Opportunities Chapter (Distribute)
8. Visioning Session
9. Next Steps
10. Adjourn

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**1) What would you like to see preserved (what is special about the City of Neenah)?**

- Parks (1+1+1+1) – 4 people commented
  - Draw more people;
  - Important, add beauty
- Recreation - 1 person commented
  - Trails: Walking and bike safety
- Business –(1+1) – 2 people commented
  - 100-200 block of W. Commercial Street;
  - New mom and pop owners to run businesses;
  - Leverage local developers/entrepreneurs
- Downtown (1+1+1+1+1) – 5 people commented
  - Active, engaged, good stores, downtown events, programs that bring people in (Future Neenah);
  - Vibrant downtown with events
  - Perfect size, good balance/mix of business/establishments in the 3 blocks (1+1)
  - Good direct route from I-41 to downtown
  - Well defined downtown area (from library to curve)
  - Welcoming downtown for pedestrians, no gaps in occupied buildings/building facade (one store front after another for 2 blocks)
  - Cleanliness
  - Safety
  - Walkability of downtown
  - Diversity of downtown
    - People from different counties/areas brought in by KC
    - Diversity of restaurant choices
- Surface Water Resource (1+1+1) – 3 people commented
  - Future connections to waterways
  - Layout of surface water is a barrier to convenience, however they provide grounding so you know where you are
  - Adds real character, neat industrial/cultural character
  - Maintain public access to water
  - Resource that attracts business and people
- Historical Resources (1+1+1+1) – 4 people commented
  - Incredibly preserved old homes, concentrated in area
  - Historic homes Wisconsin Avenue, Doty Island
  - Would hate to see historic homes divided into rental units
  - Historical resources
  - Preserve the balance of history and new development
- Hospital – 1 person commented
- I-41 – 1 person commented

- Brings people to the area
  - Tourism
  - Shopping
- Opportunity for people to leave highway and go into City
- Quality of Life – (1+1) – 2 people commented
  - Ability to live in an affordable nice house in nice neighborhood plus be able to walk to downtown
  - Walkable community
- People (1+1+1) - 3 people commented
  - Creative people
  - Willingness of people to invest capital in community/take risks
  - Care about their properties (maintain)
  - People came to Neenah because of work, then stayed (diversity)
- School System - 1 person commented
  - Good public and private schools

**2) What are the top issues that you feel the City is currently facing or may face in the future?**

- Business/Economic Development (1+1+1+1+1+1+1) - 7 people commented
  - Downtown Business District (1+1)
    - 200 block of Main Street – Eagle Nation Area
      - Prime development area
    - Need more downtown parking
  - South Commercial Street Business District (1+1+1)
    - Deteriorating from Galloway Company to McDonalds
    - Deteriorating from Stanley Street to Wisconsin Avenue
    - Concern
    - Need to ensure right land uses, enhance the positives and delete the negatives
  - Need to do a better job of thinking regionally and what draws people in (1)
  - Downtown Entrances(1)
    - Ensure that entrances feeding into the downtown area are perfect
  - Corridors (1)
    - Main & Commercial Street corridors
      - Develop corridor plans
- Civic Engagement 1 person commented
  - Inability to recruit people to run for local government: i.e. city council, Winnebago County supervisor
- Community Building 1 person commented
  - How to build a hometown?
- Housing (1+1+1+1+1) – 5 persons commented
  - Where do young families move to in City?

- Where do seniors move to that are looking for housing with less maintenance?
  - Planned development needed for older people
- Low income housing – is there enough available in the City?
- Lack of unique areas for new residential development (i.e. wooded areas)
- Create a place where young professionals want to live (i.e. in downtown area or accessible to downtown)
  - Young professionals want to live in downtowns
  - Redevelop/open up an area such as the old paper mill sits in Appleton
- Residential development
  - People want to live near downtown, and there are only a few areas left. Many properties are falling into disrepair.
- Doty Island
  - Redevelopment of Zwicker site
    - Might make great spot for new housing, condos.
- Existing Land Use – 1 person commented
  - Existing industrial buildings are in the wrong area, i.e. near water and in residential areas
- Theda Clark, leaving or staying? If leaving what to do with the site – 1 person commented
- I-41 divides City (east/west) (1+1) – 2 people commented
  - East - vibrant
  - West – big box development
  - Access limited between the east and west sides of the city due to the highway.
    - City has turned its back on the I-41 corridor, need to better utilize the opportunities the that the corridor brings
- Need to recognize problems/raise awareness – (1+1) – 2 people commented
  - Homelessness
  - Drugs
  - Poor (served a number of people Easter Dinner at St. Vincent de Paul)
- Doty Island – Lots of opportunities – 1 person commented
- More opportunities in the City than money to do projects – 1 person commented

# Neenah holding three workshops for vision plan

**DUKE BEHNKE**

USA TODAY NETWORK-WISCONSIN

**NEENAH** - How should the Neenah community look, function and feel 20 years from now?

If you've got ideas, planners want to hear from you.

The city will hold three public visioning workshops next week to identify community assets, issues and opportunities. The workshops are part of the city's process to update its comprehensive plan to guide development in the community through 2040.

The workshops will focus on three geographical areas:

» Downtown and Doty Island: 5 to 7 p.m. Tuesday, at the Riverwalk Downtown Neenah Hotel, 123 E. Wisconsin Ave.

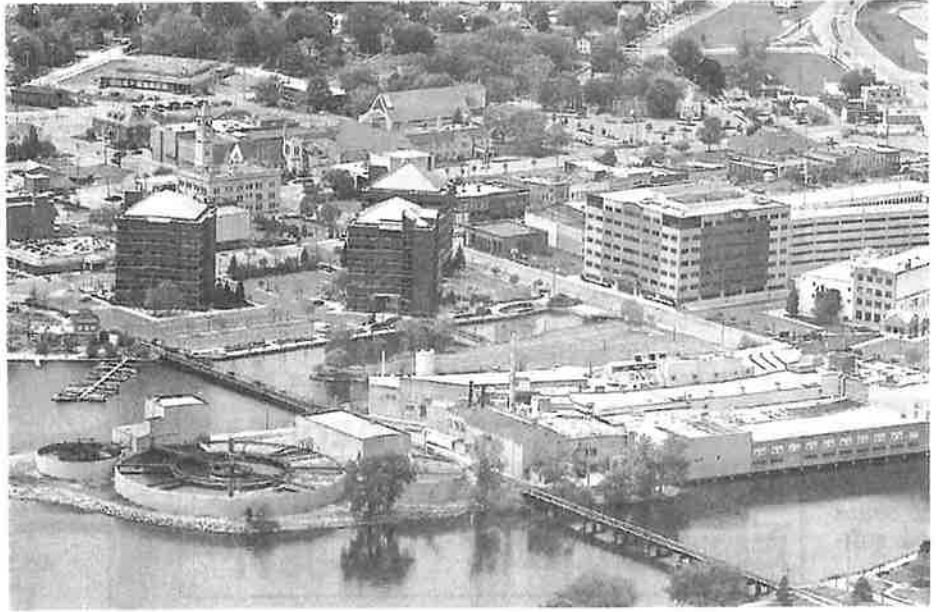
» South Commercial Street and Green Bay Road corridor: 5 to 7 p.m. Wednesday, at the Horace Mann Middle School cafeteria, 1021 Oak St.

» Westside growth areas: 5 to 7 p.m., April 21, at the Neenah High School cafeteria, 1275 Tullar Road.

"Everybody is welcome to attend any one of these events," said Kathy Thunes, principal community development planner for East Central Wisconsin Regional Planning Commission.

Neenah hired East Central for \$41,466 to lead the comprehensive plan update, which is scheduled to be completed by July 2017.

A comprehensive plan serves as a blueprint for growth and development in a community and typically looks at a 20-year period.



FILE/USA TODAY NETWORK-WISCONSIN

Downtown Neenah, shown in a 2013 aerial view, will be the subject of a public visioning workshop as part of the process to rewrite the city's comprehensive plan.

Land-use decisions, zoning codes and subdivision regulations all trace back to the goals and recommendations of the plan.

Neenah's existing comprehensive plan, called Vision 2020, was adopted in 1999. It was updated in 2009 to comply with Wisconsin's Smart Growth Law, but the changes were minimal with the expectation that a rewrite would follow. State law requires comprehensive plans to be updated at least once every 10 years.

Thunes said participants should

preregister for the workshops. That can be done online at [www.ecwrpc.org](http://www.ecwrpc.org), by emailing Thunes at [kthunes@ecwrpc.org](mailto:kthunes@ecwrpc.org) or by calling 920-751-4770.

The workshops will take participants through exercises to stimulate and document ideas and concerns.

"It could be something like the downtown parking," Thunes said, "or the development of Arrowhead Park. Maybe people have ideas on what to

**See PLAN, Page 11A**

## Plan

Continued from Page 3A

do in that area."

Although preregistration is required, Thunes said there is no limit on the number of participants.

"We want people

there," she said. "The more people we get, the more input we get."

*Duke Behnke: 920-993-7176, or [dbehnke@postcrescent.com](mailto:dbehnke@postcrescent.com); on Twitter @DukeBehnke*



# Public Visioning Workshops

How would you describe your future vision for the City?

## Comprehensive Plan 2040 Update

### In the future.....

#### HOW WILL THE CITY LOOK, FUNCTION, AND FEEL 20 YEARS FROM NOW?

The City of Neenah is updating its current Comprehensive Land Use Plan. This plan sets forth the vision and policies that will affect many aspects of how the City will grow and redevelop in the future..

**Your thoughts are important!** Three separate workshops have been set up to help formulate a vision for how the City will look, function and feel as new development or redevelopment takes place. As a resident, business owner and/or taxpayer, you may be affected by decisions about new growth, the quality of roads, accessibility to jobs, waterfront redevelopment and the protection of the City's environmental resources. Now is the time to voice your opinions about these things!



**Your up-front participation is critical in this process.** While each workshop may focus on one general area of the community, you may attend any workshop to provide your feedback!

**The workshops will be structured** with City and East Central staff taking participants through a series of quick, thoughtful and highly visual exercises.

Each exercise is meant to stimulate and document ideas and concerns in topic areas associated with community history, land use, housing, transportation, environmental protection and more!

**April 19th, 20th  
and 21st, 2016  
5:00 p.m.—7:00 p.m.**

### PRE-REGISTRATION

So that we can accommodate properly, please pre-register for any of the three workshops using the information below. A name, address, phone number and e-mail address will be required.

**By internet:** [www.ecwrpc.org](http://www.ecwrpc.org)  
(see link in "News" box on upper right)

**By e-mail:** [kthunes@ecwrpc.org](mailto:kthunes@ecwrpc.org)

**By phone:** (920) 751-4770

**Please call the number above with any additional questions or special meeting accommodation needs.**

For more information, see the project website at <http://www.ci.neenah.wi.us/departments/community-development/neenah-comprehensive-plan-2040/>

### WORKSHOP LOCATIONS / FOCUS AREAS

#### DOWNTOWN & DOTY ISLAND

April 19th, 2016

5:00-7:00 P.M.

Holiday Inn Riverwalk

123 E Wisconsin Ave, Neenah, WI

#### SOUTH COMMERCIAL ST. / GREEN BAY RD. CORRIDOR

April 20th, 2016

5:00-7:00 P.M.

Horace Mann Middle School Cafeteria

1021 Oak St, Neenah, WI

#### WEST SIDE GROWTH AREAS

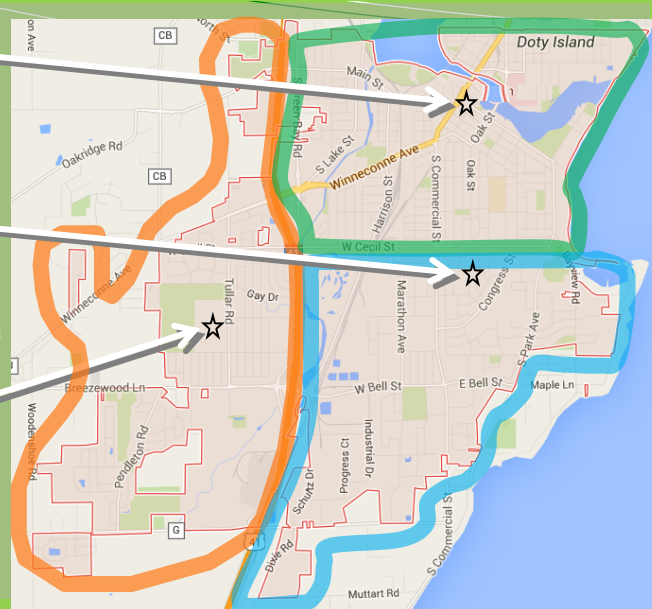
April 21st, 2016

5:00-7:00 P.M.

Neenah High School Cafeteria

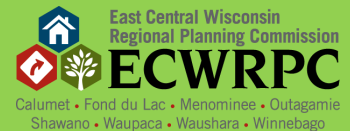
1275 Tullar Rd, Neenah, WI

Parking Lot B, Use Door 4



**Make your voice heard and be part of this exciting process!**

Workshop hosted with the assistance of:



**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Thursday, June 16, 2016**  
**4:45 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
3. Overview of Public Visioning Workshops
4. Public Participation – Next Steps
5. Adjourn

Neenah City Hall is accessible to the physically disadvantaged.  
If special accommodations are needed please contact  
the Department of Community Development Office  
at 886-6125 at least 24 hours in advance of the meeting.

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Wednesday, October 26, 2016**  
**3:45 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
3. Economic Development, Housing and Transportation Elements
  - a. Distribute background chapter, appendix and maps
    - i. Review Fact Sheets
    - ii. Discuss Key Issues
    - iii. Discuss Proposed vision statement, goals and objectives
4. Next Steps
  - a. Set time and date for next meeting
5. Adjourn

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If special accommodations are needed please contact  
the Department of Community Development Office  
at 886-6125 at least 24 hours in advance of the meeting.



**COMMITTEE OF THE WHOLE**  
of the  
**NEENAH COMMON COUNCIL**  
Wednesday, November 16, 2016  
5:30 p.m. to 6:30 p.m.  
Council Chambers

**AGENDA**

- I. Call to Order & Roll Call
- II. Public Appearances
- III. Comprehensive Plan Update
  - a. Overview of Visioning Workshop Results and Survey Results
  - b. Issue Prioritization Exercise
- IV. Next Steps
- V. Adjournment.

**“Neenah City Hall is accessible to the physically disadvantaged. If special accommodations are needed please contact the Neenah City Clerk’s Office at 886-6100 at least 24 hours in advance of the meeting.”**



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## M E M O R A N D U M

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**DATE:** November 11, 2016  
**TO:** Mayor Kaufert, Council President Stevenson and Common Council Members  
**FROM:** Brad Schmidt, AICP, Deputy Director  
**RE:** Comprehensive Plan Update

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The City's Comprehensive Plan Steering Committee, in conjunction with East Central Wisconsin Regional Planning Commission and Community Development Staff, have reviewed and analyzed community input from the three visioning workshops held in early spring, a community-wide survey conducted over the summer months, and on-line asset/issue mapping exercise held during the same period. In total, we have received input from nearly 900 participants. The summary reports of the visioning workshops, community survey, and on-line asset/issue mapping can be found at the link below:

[www.ci.neenah.wi.us/PlanNeenah](http://www.ci.neenah.wi.us/PlanNeenah)

The purpose of this meeting is two-fold. First, there will be a brief presentation highlighting the main findings from the input gathered from the community. I would encourage you to review the three summary reports prior to the meeting. Next, the Council will be asked to participate in an exercise to help prioritize these findings.

The next steps in the comprehensive plan update process include finalizing the vision, issues and opportunities chapters for each element of the plan. These chapters will help set the basis for determining the final recommendations. In addition, Staff will continue to collect information from the community including participating in a visioning workshop with Neenah High School students. Prior to final adoption of the comprehensive plan, Staff will hold various public input sessions where the community will be able to comment on the recommendations for the plan.

On Wednesday, November 16, 2016 a session was held with the City Council to obtain input and direction on the planning effort. A series of five worksheets were developed listing issues / vision statements that were derived from assessing information and input from a variety of sources. These sources included the three public visioning workshops, on-line survey responses, and through an assessment of background information being generated for the plan. The City Council and department heads in attendance were asked to think about how the statements on the worksheets might relate to the overall vision for the City's future physical, social and economic wellbeing. They were asked to select the top three items that they felt should take priority. The following are ranked in order to priority by theme; the number in parenthesis indicates the number of votes this issue received.

#### Transportation

- 1) Local road conditions are improved through maintenance (7).
- 2) Congestion with commercial districts (downtown, Winneconne Avenue, North / South Commercial Street) (5).
- 3) Improve safety at dangerous intersections (4).
- 3) Leverage proximity / access to Interstate 41 (4).
- 3) Parking availability (downtown, Commercial Street corridor) (4).
- 4) Improve infrastructure / safety for pedestrians (2).
- 5) Improve infrastructure / safety for bicycles (1).
- 5) Freight movements (trucks, trains) are improved (1).
- 5) Creation of new, more "walkable" neighborhoods within the western / southern growth areas (1).
- 5) Provision of improved public transit (including ADA and senior transportation) (1).

#### Economic Development

- 1) Address potential for ThedaCare hospital re-use / redevelopment (8).
- 2) Increase efforts to redevelop and revitalize the South Commercial Street Business Corridor (7).
- 3) Improve quality of life and amenities in order to recruit young, talented workers (5).
- 4) Leverage I-41 corridor locations for business attraction purposes (3).
- 5) Increase the amount of support services and facilities that foster entrepreneurship and small business development (2).
- 5) Increase efforts to redevelop and revitalize the Doty Island Business District (2).
- 6) Focus on enhancements to the Downtown Business District to improve economic growth (1).
- 6) Increase the availability of commercial and industrial acreage within the City (1).
- 6) Increase efforts to redevelop the Fox Point / Green Bay Road Corridor (1)
- 7) Increase levels of investment in regional collaboration in order to improve the local economy (0).

### Agriculture, Natural and Cultural Resources

- 1) Improve urban stormwater management to reduce flooding and improve water quality (8).
- 2) Improve water quality of Lake Winnebago through management of upstream agricultural runoff (5).
- 2) Maintain and improve on efforts to preserve historic buildings, landmarks and districts within the City (5).
- 3) Woodland and wetland areas are protected and integrated into the west and south side growth areas (3).
- 3) Engage with and integrate the heritage tourism concepts of the Fox-Wisconsin Heritage Parkway (3).
- 3) Improve signage / wayfinding / routes for existing historical sites within the City.
- 4) Maintain a diverse and quality urban forest (2).
- 5) Maintain and improve air quality within the City (1).
- 6) Reduce the rate of farmland consumption through the wise use of urban lands (0).
- 6) Encourage and support local foods and urban farming activities (0).

### Community Facilities and Recreation

- 1) Continue to maintain and address deficiencies in the sanitary sewer and water systems (7).
- 2) Complete the design and build-out of Arrowhead Park (4).
- 2) Increase opportunities for safe walking and biking, by linking key destinations in the City and providing access to regional trails (4).
- 2) Maintain and improve emergency services within the City (4).
- 2) Seek an appropriate location for an off-leash dog park (4).
- 3) Maintain and expand public access and accessibility to the Neenah Slough and areas along the Lake Winnebago and Fox River shorelines (3).
- 3) Maintain quality schools which are walkable from neighborhoods (3).
- 4) Increase the number of neighborhood parks so that all residents are within walking distance (1/2 mile) of a park (1).
- 5) Improve accessibility to the Neenah Slough corridor (0).

### Land Use and Housing

- 1) Programs are established to identify, maintain and improve neighborhoods across the City (6).
- 2) New growth is focused into redevelopment areas, with limited expansion on the periphery (5).
- 2) Land use conflicts are minimized as growth is coordinated with adjacent communities (5).
- 3) New housing styles (townhouses, apartments, "tiny" homes, etc.) are considered in order to accommodate a range of market demands (for both renters and owners) and to increase affordability (4).
- 4) The character of commercial corridors (Commercial, Winneconne, Green Bay Road) is changed over time to improve walkability (3).

- 5) New development on the periphery creates better defined, mixed use neighborhoods (2).
- 5) Improve housing stock quality through the use of existing and new inspection and assistance programs (2).
- 6) Low-impact development practices are employed in all new developments to increase sustainability (1).
- 7) Increase the availability of subsidized housing within the City (0).



**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Thursday, November 17, 2016**  
**3:30 PM**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
3. Economic Development, Housing and Transportation Elements
  - i. Discuss Key Issues
  - ii. Discuss Proposed vision statement, goals and objectives
4. Next Steps
  - a. Set time and date for next meeting
5. Adjourn

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If special accommodations are needed please contact  
the Department of Community Development Office  
at 886-6125 at least 24 hours in advance of the meeting.

City of Neenah Steering Committee  
November 17, 2016  
Economic Development Chapter Review  
Start: 3:30 PM  
End: 4:30 PM

**Attendance:** Brandon Robak, Lisa Robak, Christopher Kunz, Don Miller, Jane Lang, Amy Barker, Phil Langohr, Judy Zaretzke, Brad Schmidt, Kathy Thunes

Kathy provided an overview of the Economic Development Chapter.

The group was confused about what they were being asked to review and comment on. The members were also confused about some of the background information and the relevance of that information to the Comprehensive Plan.

Statements were made about the inaccuracy of some of the information, specifically in regards to major businesses that were identified as Neenah businesses, but were actually located outside the City.

Brad indicated that the background data is typically general in nature and shouldn't provide some of the specifics the group was asking for. Brad indicated that the focus should be on reviewing the vision, goals, and objectives of the chapter.

The group decided that it would be best for additional time to review the information before providing comment on the goals and objectives.

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Monday, December 5, 2016**  
**3:30 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
  - i. Discussion of Economic Development Proposed Vision Statement, Goals, Objectives and Recommendations
3. Next Steps
  - a. Set time and date for next meeting
4. Adjourn

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City of Neenah Steering Committee  
December 5, 2016  
Economic Development Chapter Review  
Start: 3:30 PM  
End: 6:30 PM

**Attendance:** Christopher Kunz, Don Miller, Jane Lang, Dave Rause, Phil Langohr, Eileen McCoy, Judy Zaretske, Brad Schmidt, Kathy Thunes, Chris Haese

Kathy and Brad gave an overview of the objective of the meeting.

The group decided to go through each goal and objective separately and review the recommendations under those objectives one-by-one.

Members of the Steering Committee either agreed with the goal/objective, or proposed changes to the goal/objective. In addition, the members kept, modified or proposed new recommendations.

Kathy indicated that she would make all the changes and send a revised chapter to the group to review. In addition, the group was asked to review the Economic Development Vision Statement and propose changes to that statement before the next meeting.

The group indicated that meeting before the holidays would be difficult and suggested meeting the week of January 2 to review the Housing Chapter.

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Wednesday, January 4, 2017**  
**3:30 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
  - i. Discussion of Housing Proposed Vision Statement, Goals, Objectives and Recommendations
3. Next Steps
  - a. Set time and date for next meeting
4. Adjourn

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City of Neenah Steering Committee

January 4, 2017

Housing Chapter Review

Start: 3:45 PM

End: 6:00 PM

**Attendance:** Christopher Kunz, Don Miller, Phil Langohr, Lisa Robak, Jane Lang, Eileen McCoy, David Rause, Kathy Thunes and Brad Schmidt

Brad and Kathy gave an overview of the objective of the meeting and explained the purpose of the Housing Chapter. Kathy explained she met with Carol from the City's Community Development Department who administers the City's housing rehab program and community development block grant program.

The group reviewed each goal, objective and recommendation in the Volume 2 Housing Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Brad indicated he would send out a meeting invite for the next meeting which the group would review the Transportation Chapter.

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Wednesday, January 26, 2017**  
**3:30 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
  - i. Discussion of Transportation Proposed Vision Statement, Goals, Objectives and Recommendations
3. Next Steps
  - a. Set time and date for next meeting
4. Adjourn

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the Department of Community Development Office  
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City of Neenah Steering Committee

January 26, 2017

Transportation Chapter Review

Start: 3:45 PM

End: 5:45 PM

**Attendance:** Christopher Kunz, Don Miller, Phil Langohr, Brandon Robak, Jane Lang, Judy Zaretzke, Eileen McCoy, Kathy Thunes and Brad Schmidt

Brad and Kathy gave an overview of the objective of the meeting and explained the purpose of the Transportation Chapter. Kathy explained that ECWRPC is the Metropolitan Planning Organization (MPO) for the region's transportation system. Also the visioning sessions focused on identifying transportation issues in the City.

The group reviewed each goal, objective and recommendation in the Volume 2 Transportation Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Brad indicated he would send out a meeting invite for the next meeting which the group would review the Agriculture, Natural and Cultural Resources Chapter.



**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Wednesday, February 8, 2017**  
**3:30 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
  - i. Discussion of Agricultural, Natural and Cultural Resources Vision Statement, Goals, Objectives and Recommendations
3. Next Steps
  - a. Set time and date for next meeting
4. Adjourn

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the Department of Community Development Office  
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City of Neenah Steering Committee  
February 8, 2017  
Agriculture, Natural and Cultural Resources Chapter Review  
Start: 3:45 PM  
End: 5:45 PM

**Attendance:** Christopher Kunz, Don Miller, Phil Langohr, Brandon Robak, Lisa Robak, Judy Zaretzke, Eileen McCoy, Kathy Thunes and Brad Schmidt

Brad and Kathy gave an overview of the objective of the meeting and explained the purpose of the Agriculture, Natural and Cultural Resources Chapter. Kathy indicated that although the City of Neenah does not have agriculture within its boundaries, the review of agriculture focused on areas surrounding the City and urban agriculture.

The group reviewed each goal, objective and recommendation in the Volume 2 Ag, Natural and Cultural Resources Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Christopher asked Brad to review the City's Stormwater Management Plan for consistency with the recommendations in this plan.

Brad indicated he would send out a meeting invite for the next meeting which the group would review the Utilities and Community Facilities Chapter.

**AD HOC COMPREHENSIVE PLAN COMMITTEE**  
**Wednesday, February 22, 2017**  
**3:30 P.M.**  
**Hauser Room, City Administration Building**

1. Welcome and Introductions
2. Public Comment
  - i. Discussion of Utilities and Community Facilities Vision Statement, Goals, Objectives and Recommendations
3. Next Steps
  - a. Set time and date for next meeting
4. Adjourn

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at 886-6125 at least 24 hours in advance of the meeting.

City of Neenah Steering Committee  
February 22, 2017  
Utilities and Community Facilities Chapter Review  
Start: 3:45 PM  
End: 6:00 PM

**Attendance:** Christopher Kunz, Don Miller, Phil Langohr, Brandon Robak, Lisa Robak, Judy Zaretzke, Eileen McCoy, Kathy Thunes and Brad Schmidt

Brad and Kathy gave an overview of the objective of the meeting and explained the purpose of the Utilities and Community Facilities Chapter. Kathy indicated that she met with City Department Heads and Utility Staff to create the chapter.

The group reviewed each goal, objective and recommendation in the Volume 2 Utilities and Community Facilities Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Brad indicated he would send out a meeting invite for the next meeting which the group would review the Issues and Opportunities Chapter and the Intergovernmental Cooperation Chapter.

City of Neenah Steering Committee  
March 9, 2017  
Issues and Opportunities Chapter Review  
Start: 3:45 PM  
End: 5:45 PM

**Attendance:** Christopher Kunz, Amy Barker, Jane Lang, Dave Rause, Phil Langohr, Brandon Robak, Lisa Robak, Judy Zaretske, and Brad Schmidt

Brad gave an overview of the objective of the meeting and explained the purpose of the Issues and Opportunities Chapter.

The group reviewed each goal, objective and recommendation in the Volume 2 Issues and Opportunities Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Brad proposed having the group review the Intergovernmental Cooperation Chapter and email comments to him. However, the group felt it important to meet and discuss the recommendations. Brad indicated he would send out a meeting invite for early next week.

City of Neenah Steering Committee  
March 13, 2017  
Intergovernmental Cooperation Chapter Review  
Start: 3:45 PM  
End: 5:45 PM

**Attendance:** Christopher Kunz, Amy Barker, Jane Lang, Dave Rause, Phil Langohr, Brandon Robak, Lisa Robak, Judy Zaretske, Don Miller and Brad Schmidt

Brad gave an overview of the objective of the meeting and explained the purpose of the Intergovernmental Cooperation Chapter. Brad also mentioned that the City has a cooperative boundary agreement with the Town of Neenah and are working towards creating one with the Village of Fox Crossing.

The group reviewed each goal, objective and recommendation in the Volume 1 Intergovernmental Cooperation Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Brad indicated he would send out a meeting invite next week for the review of the Land Use Chapter.

City of Neenah Steering Committee

April 3, 2017

Land Use Chapter Review

Start: 3:45 PM

End: 5:45 PM

**Attendance:** Jane Lang, Brandon Robak, Lisa Robak, Eileen McCoy, Judy Zaretzke, Don Miller and Brad Schmidt

Brad gave an overview of the objective of the meeting and explained the purpose of the Land Use Chapter. Brad mentioned that most of the goals in this chapter and the underlying recommendations came from other chapters that were reviewed previously.

The group reviewed each goal, objective and recommendation in the Volume 1 Land Use Chapter. Discussion occurred with each recommendation and the group either agreed to keep it, remove it, amend it, or add a new recommendation.

Brad indicated he would send out a meeting invite next week for the review of the Future Land Use Map.

**Intergovernmental Open House  
City of Neenah Comprehensive Plan Update  
Thursday, October 12, 2017  
10:00 A.M. to 12:30 P.M.  
Council Chambers, City Administration Building**

1. Welcome and Introductions
2. Brief Presentation
3. Next Steps
4. Adjourn

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at 886-6125 at least 24 hours in advance of the meeting.



City of Neenah Comprehensive Plan Update  
October 12, 2017  
Intergovernmental Open House  
10:00 AM to 12:30 PM

**Attendance:**

Susan VanHouwelingen, Director/Oshkosh/Winnebago County Housing Authority  
Kathie Boyette, Alderman, District 1, City of Neenah  
Sam Schroeder, Principal Planner, City of Menasha  
Amy Barker, Executive Director, Future Neenah, Inc.  
Russ Giese, Chairperson, Town of Clayton  
Karen Brazee, Treasurer, Town of Vinland  
Chris Haese, Director, Community Development & Assessments, City of Neenah  
Brad Schmidt, Deputy Director, Community Development & Assessments, City of Neenah  
Eric Fowle, Executive Director, East Central Wisconsin Regional Planning Commission  
Kathy Thunes, Principal Community Development Planner, East Central Wisconsin Regional Planning Commission

**1. Welcome and Introductions**

Mr. Fowle welcomed everyone to the open house and asked everyone to introduce themselves.

**2. Brief Presentation**

Mr. Fowle provided a brief overview of the planning process and some key summary points of the background materials. He then explained the rationale for the future land use districts. A comment was raised that people are looking for housing in the City and that there aren't enough owner-occupied condominiums available. Mr. Haese agreed and said that there haven't been very many condominiums built in the last 10 years. The discussion then turned to the City's downtown area. It was suggested that with all the jobs/workers in the downtown area, that this would be a good area for additional housing. While there has not been any new retail development in the past 27 years, Neenah's retail component remains strong. The success of the strong retail component can be attributed to the many mom and pop establishments. It was felt that the downtown is transitioning to more of an entertainment area and a comment was made that the downtown is vibrant and active in the evenings. This was not always true, and it was felt that the evening activity is a result of people living in the downtown area. Due to the proximity of Neenah's downtown to Menasha's, and the development of the Loop the Little Lake trail, an opportunity exists to work together to connect the two downtowns. Some concerns/desires that were raised included: the confusing intersection at Nicolet Boulevard, Commercial Street and 1<sup>st</sup> Street; increasing access to the water; and while Smith Park's kayak launch is great, you can't park close enough to the launch or back a vehicle in the water. An observation was raised that according to the survey done with high school students, it's nice to know that students are in sync with their environment and that 40 percent of students are planning to be living in Neenah 10 years from now.

Following the brief presentation and question and answer period, participants were encouraged to look closer at the maps and ask questions. A few people came in after the presentation. A representative from the Town of Clayton was concerned about the boundary agreement with the Village of Fox Crossing that was depicted on the map. They wanted to know how this would affect the Town, especially in terms of sanitary sewer service provision. Mr. Schmidt explained that this would not affect sanitary sewer service provision and that Town was welcome to discuss this manner with Neenah or others. A representative from the Town of Vinland was concerned about the existing Georgia Pacific private landfill in the Town and the future use. While this area is within the City's extraterritorial area, it falls within the Rural Conservation Area.

# Neenah 2040 plan envisions orderly growth

**Duke Behnke** Appleton Post-Crescent  
USA TODAY NETWORK - WISCONSIN

NEENAH - Planners project nearly a 14 percent increase in Neenah's population during the next two decades, according to the city's draft 2040 comprehensive plan.

"The community is going to continue to grow," Brad Schmidt, Neenah's deputy director of community development and assessment, told USA TODAY NETWORK-Wisconsin. "Over that 20-year period, we're expecting to need about 500 acres for residential land, 50 acres for commercial land and 75 acres for industrial land."

Schmidt said the acreage would be a combination of undeveloped land that's in the city and land that's in the neighboring towns of Neenah, Vinland and Clayton. He said the plan includes precautions to avoid leapfrog development.

"We really wanted to ensure that development was occurring in or adjacent to the city at this point," Schmidt said.

The comprehensive plan identifies three Neenah business corridors that need redevelopment: Green Bay Road, South Commercial Street and Main Street.

A comprehensive plan serves as a 20-year blueprint for growth and development in a community.

Planners began updating Neenah's comprehensive plan in January 2016. The process has involved data collection, visioning workshops, surveys, mapping exercises and steering committees. Schmidt said more than 1,000 people have participated in the effort.

"Now we're at the point where we really want to show the public the plan and make sure that what we heard from the public is what we came up with as far as recommendations," Schmidt said.

The draft plan can be reviewed at open-house sessions this week:

■ 5 to 7 p.m. Wednesday at the Neenah Public Library, 240 E. Wisconsin Ave.

■ 5 to 7 p.m. Thursday at Fire Station No. 31, 1080 Breezewood Lane.

The draft plan can be found online at [www.ci.neenah.wi.us/PlanNeenah](http://www.ci.neenah.wi.us/PlanNeenah).

Depending on the feedback from the public, the plan could be brought to the Plan Commission for review in early December. The Common Council could vote on the plan in late December or early January.

Schmidt said the development of the plan has reinforced that residents are happy living in Neenah.

"People generally like the community the way it is," he said. "They like the safety. They like the small-town feel."

**NEENAH PLAN COMMISSION**  
**Tuesday, December 12, 2017**  
**4:15 P.M.**  
**HAUSER ROOM, City Administration Building**

1. Approve minutes of October 24, 2017 meeting.
2. Public Appearances (Ten minutes divided among those wishing to speak on topics pertinent to the Plan Commission).
3. Public Hearings:
  - a. **Comprehensive Plan Update 2040** –Resolution No. PC2017-03 and Ordinance No. 2017-19.
4. Action Items:
  - a. **Comprehensive Plan Update 2040** –Resolution No. PC2017-03 and Ordinance No. 2017-19.
5. Informational Item –
  - a. **Special Use Permit** – 512 S. Commercial Street - Wireless Telecommunication Tower (UPDATE)
6. Announcements and future agenda items:
  - a. Next Meeting: January 9, 2018

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**Department of Community Development Office**  
**at 886-6125 at least 24 hours in advance of the meeting.**

**MINUTES OF THE NEENAH PLAN COMMISSION**  
**Tuesday, December 12, 2017**  
**4:15 p.m.**

**Present:**

Mayor Dean Kaufert, Chairman	PRESENT	Gerry Kaiser, Director of Public Works	PRESENT	Nick Piergrossi, Vice Chairman	PRESENT
Kate Hancock-Cooke	PRESENT	Ald. Christopher Kunz	PRESENT	Karen Genett	ABSENT
Gerry Andrews	PRESENT	Ald. Jane Lang	PRESENT		

**Also present:**

Brad Schmidt, Deputy Director of Community Development	Cassandra Kohls, Administrative Assistant of Community Development	Kathy Thunes - ECWRPC 400 Ahnaip St Menasha WI 54952
Jennifer Senstrom - Realtors Assoc. of NE WI W6124 Aerotek Dr Appleton WI	Brandon Robak 202 Edgewood Dr Neenah WI	Chris Haese, Director of Community Development
Carol Kasimor, Assistant Planner		

**Minutes:**

**MSC Kaiser/Andrews, to approve the October 24, 2017 meeting minutes. All Aye (Piergrossi abstained). Motion passed.**

**Public Appearances:** None

**Public Hearings:**

**1. Comprehensive Plan Update 2040**

Mayor Kaufert opened the public hearing.

Jennifer Senstrom (Realtors Assoc. of NE Wisconsin) provided the commission members a memo listing several points that she had concerns about. Overall, she felt the Plan was good and proactive. She indicated that her concerns were with how some of the recommendations may be interpreted in the future and how that language may impact property rights of individuals. She also provided a handout of a planning technique referred to as shadow platting and that Neenah could implement this tool.

Mayor Kaufert thanked Ms. Senstrom for her comments and closed the public hearing.

**Action Items:**

**1. Comprehensive Plan Update 2040 – Resolution No. PC2017-03 and Ordinance No. 2017-19**

Deputy Director Schmidt provided a presentation of the Comprehensive Plan Update. The process began in late 2015 as the Council approved a contract to have East Central Wisconsin Regional Planning Commission update the Plan. The City's current Comprehensive Plan was adopted in 1999 and later amended in 2009. In addition to ECWRPC, Staff organized an Ad Hoc committee of 10 volunteers from the City including Councilmembers Lang and Kunz. The Ad Hoc Committee was responsible for reviewing the Plan as it progressed through the process. After outlining the 2-year process, Deputy Director Schmidt explained what a Comprehensive Plan is, why we have a Comprehensive Plan, and the history of Comprehensive planning in the City.

Deputy Director Schmidt then provided an overview of the public participation process which included 3 visioning workshops, an on-line community survey, an asset/issue on-line interactive map, and finally, a youth survey and group visioning exercise. In total, more than 1,100 people from the community participated. The results were used to help create the vision for the City in 2040.

Finally, Deputy Director Schmidt explained that the Comprehensive Plan is divided into two separate documents; Volume 1: Goals, Objectives and Recommendations, and Volume 2: Existing Conditions Report. Volume 1 is more important since it includes the recommendations the Ad Hoc committee came up with. Next, it was explained that a Comprehensive Plan is required to have a minimum of 9 elements and each of those elements represented its own chapter. Deputy Director Schmidt provided an overview of each chapter including some of the major findings. The final chapter, Implementation, provides detailed information on how the Plan should be used and who is responsible for implementing it.

Ald. Kunz asked about the background data and how reliable the data was specifically, the data related to top employers in the community. He indicated the NJSD wasn't listed as a top employer. Deputy Director Schmidt indicated that list includes private employers and that the data is reliable, although some of it may be outdated due to the last Census being almost 10 years ago. In addition Deputy Director Schmidt said the Plan is general in nature and comprehensive, therefore, the type of data collected isn't very detailed or isn't heavily analyzed. The data is supposed to help us understand what is going on in the City today.

Res. No. PC2017-03  
Ord. No. 2017-19

Ald. Kunz asked about how this plan will be implemented. Deputy Director Schmidt said this plan should be used as a guide decision-makers. There's a lot of good recommendations that are in this plan. Ultimately, Council, commissions and boards are responsible for understanding what their responsibilities are with implementing this plan. Staff will make it a priority to ensure that the plan is being implemented. Also this isn't a static document. The Plan should be reviewed, data updated, and recommendations looked at on a regular basis.

Director Kaiser asked if the Council would be obligated to adopt the recommendations since the Comprehensive Plan is approved by Ordinance. Deputy Director Schmidt indicated that the Council was not obligated to adopt the recommendations, buy any changes to land use regulations, e.g. Zoning Code, would have to be consistent with the Comprehensive Plan. This Plan should be used as a guide. Director Haese mentioned that the City has been doing Comprehensive Plans since at least 1980 and most likely before then. Even if the State didn't require it, the City of Neenah would still do them.

Mayor Kaufert wanted to thank all of those who volunteered to update this Plan including ECWRPC, the Ad Hoc Committee, Staff, and the public who participated. He thinks this plan will act as a guide or blueprint to the future of this City.

**MSC Kunz/Kaiser, Plan Commission to adopt Resolution No. PC2017-03, and further recommend Council to approve Ordinance No. 2017-19, City of Neenah Comprehensive Plan Update 2040.**

All Aye.

**Informational Item:**

**1. 512 S. Commercial Street – Wireless Telecommunication Tower (UPDATE)**

Mayor Kaufert provided an update regarding the on-going court case against the City regarding the proposed cell tower at 512 S. Commercial Street. He indicated that the City lost the court case and was now forced to approve the special use permit. It is still unknown whether the City can keep the conditions on the special use permit that the Plan Commission originally recommended approval on.

**Announcements and future agenda items:**

Next Plan Commission meeting is scheduled for January 9, 2018.

**Adjournment:** The Commission adjourned its meeting at 5:38 P.M. MSC Piergrossi/Kaiser. All Aye.

Respectfully Submitted,



Cassandra Kohls  
Administrative Assistant, Community Development



**City of Neenah**  
**COMMON COUNCIL AGENDA**  
**Wednesday, December 20, 2017 - 7:00 p.m.**  
**Neenah City Hall**  
**Council Chambers**

I. Roll Call and Pledge of Allegiance.

**FOX CITIES PACESETTERS PRESENTATION OF DONATION TO LOOP THE LAKE SIGNAGE – NED HUGHES**

II. Introduction and Confirmation of Mayor's Appointment(s).

A. Mayor Kaufert's reappointment of Amanda Loudon and Ted Galloway on the Park and Recreation Commission– term expires December 2020. (Motion to confirm) **(RollCall-Pro)**

B. Mayor Kaufert's appointment of Alex Noskowiak to fill the expired term of Marc Snyder on the BID Board– term expires December 2020. (Motion to confirm) **(RollCall-Pro)**

A. Swearing in

III. Approval of Council Proceedings of December 6, 2017 regular session. (Proceedings and Minutes can be found on the City web site) **(RollCall-Pro)**

IV. Public Hearing.

A. Consider Comprehensive Plan Update 2040.

V. Plan Commission report pertaining to the public hearing.

A. Plan Commission meeting of December 12, 2017: (Ald. Lang) (Minutes can be found on the City web site)

1. Commission recommends Council adopt Ordinance No. 2017-19 the Comprehensive Plan Update 2040. **(RollCall-Pro)**

VI. Public Forum.

A. Speakers should give their name and residential address (not mailing address) and are allowed five minutes to speak on any topic.

VII. Mayor/Council consideration of public forum issues.

VIII. Consent Agenda.

A. Approve Beverage Operator license for: David M. DeRidder, Danyel S. Missall, Eric F. Neumeyer, Elizabeth M. Thiel, and Kayla A. Lamers contingent upon payment of all outstanding City or Utility fees. (PSSC)

B. Approve the secondhand article dealer license renewal for Don Father Games, 1152 Westowne Drive. (PSSC)

C. Approve the secondhand article dealer license renewal for EcoATM, LLC, 1155 W. Winneconne Avenue. (PSSC)

D. Approve the secondhand article dealer license application for Great Estates, 1554 S. Commercial Street. (PSSC)

- E. Approve the secondhand jewelry dealer license renewal for J. Anthony Jewelers, 220 S. Commercial Street. (PSSC)
  - F. **(RollCall-Pro)**
- IX. Reports of standing committees and consideration thereof.
- A. Special Public Services and Safety Committee meeting of December 20, 2017:
    - 1. Consideration of Committee recommendation regarding the Beverage Operator License Application for Olivia J. Stearns. **(RollCall-Pro)**
    - 2. Consideration of Committee recommendation regarding the secondhand jewelry dealer license application for Holts Jewelry, 121 W. Wisconsin Avenue. **(RollCall-Pro)**
  - B. Special Public Services and Safety Committee meeting of December 12, 2017:
    - 1. Committee recommends Council adopt Ordinance No. 2017-17 prohibiting drive-up alcohol sales. **(RollCall-Pro)**
    - 2. Committee recommends Council deny the extension of premise application from Walmart #2986, 1155 W. Winneconne Avenue. **(RollCall-Pro)**
    - 3. Committee recommends Council adopt Ordinance 2017-18 amending the official traffic maps. **(RollCall-Pro)**
    - 4. Committee recommends Council adopt Preliminary Resolution No. 2017-38 Curb, Gutter and Pavement Construction on Whispering Pines Ln., Lone Oak Dr., Pondview Ct., Nature Trail Dr., Remington Ct. **(RollCall-Pro)**
  - C. Regular Public Services and Safety Committee meeting of December 12, 2017: **(No Report)**
  - D. Regular Finance and Personnel Committee meeting of December 11, 2017: **(Cancelled)**
- X. Reports of special committees and liaisons and various special projects committees and consideration thereof.
- A. Regular Plan Commission meeting of February 21, 2017:
    - 1. Commission recommends Common Council approve the Special Use Permit for the construction of a 105 foot tall telecommunication tower and associated ground equipment located at 512 S. Commercial Street subject to the following conditions: Any future expansion of the fenced area, addition of future equipment within the fenced area, or adding new antennas to the telecommunication pole will require an amendment to the special use permit; Submit a revised landscape plan which identifies the frontage landscape strip with a minimum of 3 shade trees and 7 shrubs. In addition, the landscape plan shall include evergreen plantings around the north, south, and east sides of the fenced area to create a visual buffer to surrounding properties; No driveway access is allowed from Maple Street; All internal access to the telecommunication area shall be constructed of a hard surfaced material such as asphalt or concrete; Obtain all necessary building permits prior to construction; and Submit an exterior lighting (photometric) plan if exterior lighting is included as part of this project.



The photometric plan shall indicate the location of all light fixtures and the intensity of those lights, measured in foot-candles, at the property line. (Report/action following discussion at the December 6, 2017 Closed Council meeting) **(RollCall-Pro)**

- B. Regular Plan Commission meeting of December 12, 2017: **No Report**
- C. Neenah-Menasha Fire Rescue Joint Finance & Personnel Committee meeting of December 11, 2017: (Minutes can be found on the City web site) (Vice Chairman Kunz) or (Council President Stevenson)
  - 1. Committee recommends the City of Neenah and City of Menasha Common Councils approve ordering and purchasing a 2018 Pierce Impel Engine and related equipment to replace a 1997 Pierce Quantum for a cost not to exceed \$559,240 of the approved \$590,000 2018 CIP Budget by January 31, 2018 to avoid the February 1, 2018 price increase, NMFR shall provide an informational update to NMFR's Joint Finance & Personnel Committee of any change orders that were approved after the vehicle was ordered and will only gain approval for expenditures from this Committee and both Finance Committees if the cost will exceed the budgeted amount of \$590,000 and authorize Director Easker and Director Jacobs to review the financing options from Pierce Manufacturing and approve the most advantageous financing option for both Cities. In addition, authorize NMFR to sell the 1997 Pierce Quantum once the new engine is in service. **(RollCall-Pro)**
- D. Board of Public Works meeting of December 12, 2017: (Vice Chairman Hillstrom) (Minutes can be found on the City web site)
  - 1. Information Only Items:
    - a) The Board approved Pay Request No. 1 for Contract PR01-17 Loop the Lake Bridge Crossing to Pheifer Brothers Construction Company, Inc., Neenah, in the amount of \$326,847.48.e Board approved
  - 2. Council Action Items:
    - a) The Board recommends Council approve the Final Payment for Contract 3-17 for the Parking Lot, Street and Trail Construction to Sommers Construction Company, Inc., Shiocton, for \$162,451.20. **(RollCall-Pro)**
    - b) The Board recommends Council approve the Final Payment for Contract 4-17 for Industrial Drive Concrete Street Rehabilitation to Sommers Construction Company, Inc., Shiocton, for \$42,748.23. **(RollCall-Pro)**
    - c) The Board recommends Council approve the purchase of Duralife deck boards for Contract PR01-17 Loop the Lake Bridge Crossings from Integrity Composites, Maine in the amount of \$65,024.75 with funding for the \$3,024.75 over the budget amount to be taken from the contingency. **(RollCall-Pro)**
    - d) The Board recommends Council approve the final payment for Contract PR17-02 Washington Park Improvements – Phase I to

- R&R Wash Materials, Ripon, for \$36,070.33, holding \$5,000 retainage until the ice rink issues are resolved. **(RollCall-Pro)**
- E. Board of Public Works meeting of December 19, 2017: (Vice Chairman Hillstrom) (Minutes can be found on the City web site)
1. Information Only Items:
    - a) Board recommendation regarding Change Order No. 1 for Contract 5-17 Cecil Street Bridge Repair in the amount of \$42,292.18.
  2. Council Action Items:
    - a) Board recommendation awarding Contract 8-17 Commerce Court Pond Expansion and Storm Sewer Installation. **(RollCall-Pro)**
    - b) Board recommendation regarding the Final Payment for Contract 5-17 Cecil Street Bridge Repair to Sommers Construction Company, Inc., Shiocton, for \$64,594.33. **(RollCall-Pro)**
    - c) Board recommendation regarding the Final Payment for Contract 6-17 Concrete Pavement and Sidewalk Repair to Al Dix Concrete, Kaukauna in the amount of \$90,525.06. **(RollCall-Pro)**
    - d) Board recommendation regarding the Final Payment for Contract 7-17 HMA Pavement Repair to MCC, Inc. in the amount of \$77,578.35. **(RollCall-Pro)**
- F. Community Development Authority Update
1. Update from the CDA – Chris Haese
- G. Sustainable Neenah Committee
1. Report from the Sustainable Neenah Committee – Ald. Kunz
- H. Library Board
1. Report from the Library Board – Ald. Erickson
- XI. Presentation of petitions.
- A. Any other petition received by the City Clerk's Office after distribution of the agenda.
- XII. Council Directives.
- XIII. Unfinished Business.
- XIV. New Business.
- A. Mayor Kaufert's appointment to fill the expired term of Ken Bonkowski on the Board of Appeals, term expires January 2021. (To be considered at the January 3, 2018 Council meeting)
  - B. Mayor Kaufert's nominations to the City of Neenah 2018-19 Elections Board. (Motion to confirm) **(RollCall-Pro)**
  - C. Any announcements/questions that may legally come before the Council.
- XV. Adjournment.

In accordance with the requirements of Title II of the Americans with Disabilities Act (ADA), the City of Neenah will not discriminate against qualified individuals with disabilities on the basis of disability in its services, programs, or activities. If you need assistance, or reasonable accommodation in participating in this meeting or event due to a disability as defined under the ADA, please call the Clerk's Office (920) 886-6100 or the **City's ADA Coordinator at (920) 886-6106 or e-mail [attorney@ci.Neenah.wi.us](mailto:attorney@ci.Neenah.wi.us)** at least 48 hours prior to the scheduled meeting or event to request an accommodation.

## COMMON COUNCIL MINUTES

Wednesday, December 20, 2017 - 7:00 p.m.

The Common Council of the City of Neenah, Winnebago County, Wisconsin, met in regular session at 7:00 p.m., December 20, 2017 in the Council Chambers of Neenah City Hall.

Council President Stevenson in the Chair.

Present: Aldermen Boyette, Bates, Hillstrom, Lendrum, Erickson, Lang, Pollnow, Kunz & Stevenson, Director of Finance Easker, Director of Community Development & Assessment Haese, Director of Public Works Kaiser, City Attorney Godlewski and City Clerk Sturn.

Also Present: Police Chief Wilkinson, Police Captain Olson, Fire Chief Kloehn, Director of Parks & Recreation Kading, Scott Boelter, Alex Noskowiak, Ted Galloway, Samantha Ozment, Eric Fowle & Kathy Thunes with ECWRPC, Ned Hughes, Lisa & Brandon Robak, Brian Defferding and Duke Behnke of the Post Crescent.

Council President Stevenson called the meeting to order at 7:00 pm.

Clerk Sturn called a voice roll call as the Council President/Aldermen recorded their attendance in the RollCall-Pro System followed by the Pledge of Allegiance.

### **Fox Cities Pace Setters Presentation of Donation to Loop the Lake Signage**

- I. Ned Hughes, on behalf of the Pacesetters Running Club presented Dir. of Parks & Recreation Kading with a donation to the Loop the Lake Trail. Their group gave \$1,000 to each of the three communities to use toward their portion of the Loop the Lake Trail. They focus on health, wellness and fitness. With that comes their support of recreational trail development in the Fox Cities. Since 1995 when the Greenways of the Fox Cities formed, the Pace Setters have supported their efforts and projects. In 2006 Greenways of the Fox Cities, along with the Town of Menasha and City of Menasha joined forces to make the Trestle Trail possible. At that time the Pacesetters donated \$1,000 to help pay for the constructions of the trail. In the spring of 2017 the Pace Setters donated \$2,000 to navigate Neenah-Menasha and pay for the two trestles which are currently under constructions. The Pace Setters are excited about the projected opening of the Loop the Lake Trail which is scheduled to open to the public in June 2018. This donation will help the Village of Fox Crossing, City of Menasha and City of Neenah complete their portion of the Loop the Lake trail. They feel the trail will have an economic impact on all three municipalities and enhance the quality of life in the Fox Cities.
  - A. Dir. Kading was present to accept the donation. He thanked the Pace Setters for the contribution to the project.
  - B. Council President Stevenson commented that these contributions by the Pace Setters is example of how the Loop the Lake project was introduced and ultimately funded. A majority of the dollars came from the private sector people making small contributions to make the big project work. On

behalf of the City of Neenah, Mayor Kaufert, the Common Council and the citizens, he thanked Mr. Hughes and the Pace Setters for their donation.

Mayor Kaufert entered the meeting at 7:09 pm.

Council President Stevenson relinquished the chair at 7:10 pm.

Mayor Kaufert took the chair at 7:10 pm.

### **Introduction and Confirmation of Mayor's Appointment(s)**

- I. **MSCRP Kunz/Bates to confirm Mayor Kaufert's reappointment of Amanda Loudon and Ted Galloway on the Park & Recreation Commission, terms expire December 2020, all voting aye.**
- II. **MSCRP Pollnow/Lendrum to confirm Mayor Kaufert's appointment of Alex Noskowiak to fill the expired term of Marc Snyder on the BID Board– term expires December 2020, all voting aye.**
- III. Alex Noskowiak introduced himself to the Council. He grew up in Green Bay and went to College at St. Norbert College in DePere. After receiving his accounting degree, he moved to Milwaukee to work at an accounting firm. Three years ago, he moved back to Neenah with his wife and two daughters and works at Bergstrom Automotive in the Finance Group. His background is in accounting and finance. Just yesterday he found out he passed his CPA exam. He looks forward to being a part of the BID Board and contributing to the community.
- IV. Ted Galloway introduced himself to the Council. His company, Galloway, is in this community to stay. Her recognized Ald. Kunz and Hillstrom his fellow Park & Rec Commissioners. He appreciates that the Park & Rec Commission is a combination of city representatives and aldermen. He is excited about the current projects and about serving another term.
- V. Deputy Clerk Goffard administered the oath to Ted Galloway and Alex Noskowiak.

### **Proceedings**

- I. **MSCRP Pollnow/Lendrum to approve the Council Proceedings of the regular meeting of December 6, 2017, all voting aye.**

### **Public Hearing**

- I. Consider Comprehensive Plan Update 2040.
  - A. There being no appearances, Mayor Kaufert declared the public hearing closed at 7:20 p.m.

### **Plan Commission Report Pertaining to the Public Hearing**

- I. Council Rep. Lang reported the Plan Commission meeting of December 12, 2017:
  - A. The Commission recommends Council adopt Ordinance No. 2017-19 Comprehensive Plan Update 2040. **MS Lang/Erickson.**
    1. Deputy Dir. Schmidt introduced Eric Fowle, Executive Director of East Central Wisconsin Regional Planning Commission (ECWRPC) who was responsible for putting this update together. Community Development assisted in managing and getting through the process. This plan is two years in the making. He briefly outlined the process. In 2015 a contract with ECWRPC was approved to conduct this plan update. The first months were data collection and analysis. In the spring and summer of 2016 the public participation process began. Visioning workshops were held; on-line surveys were conducted; an on-line interactive mapping exercise was done; and a youth survey of Neenah High School Students was done. Over the last few months they have taken the plan back out into the public via open house events in 3 locations in the City. A meeting was scheduled with surrounding municipalities for their input. Through the entire process, an ad hoc committee was created which worked on reviewing the plan and steering us in the right direction.
    2. Eric Fowle, Executive Director of East Central Wisconsin Regional Planning Commission (ECWRPC) answered the question they are asked often, "why plan". He indicated planning is done to either react to change or effect change or create a vision the community wants. The City of Neenah 2020 Comprehensive Plan was created in 1980, an addendum was done in 1999 and again in 2009 and now the 2040 update. A significant amount of public input was provided and many people expressed positive thought. There were a few negative things, which is expected, but that helps us gauge where we are at and perhaps what we need to strive for in the future. Their job was to blend the information obtained and apply their knowledge to develop goals, objectives, policies and a land use map. The challenge is accommodating trends and changes in the market. He feels they have met this challenge. He commended the Ad Hoc committee that put the plan together and reviewed the information and city staff for their passion & support. Staff has showed a lot of effort and pride in terms of public engagement and transparency, probably well beyond many of the communities his agency has worked with.
    3. Brad Schmidt advised that one of their goals was to get as many people as possible involved in this plan. They went to great lengths to provide the information, make it available and be transparent. They went to Farmers' Markets, CommunityFest, created a Facebook page and utilized the City's website. The cornerstone of the plan is public participation. Waterfront property, public access to lakes & rivers, Theda Clark relocation, historic preservation, pedestrian trails, parks, downtown and community improvements were some of the community assets that effect the plan. They took

the visioning results to validate them through a larger audience. In the case of the online survey, they had 770 participants with 75% from the City of Neenah. The number one response to the question, "what is your vision for 2040", was "safe". They like the community because it is safe and they want to see the community in 20 years be safe and family friendly. The on-line mapping exercise identified areas people see as an issue or an asset. A lot of the same themes came up, S. Commercial Street being identified as needing improvement. Kimberly Point, Riverside and other parks were some of the main assets of the community that were identified. One thing found through the survey process was that the younger people in the community were not participating. They worked with the Neenah Historical Society to engage Neenah High School students. This group was a junior class doing an activity with the Historical Society. They had roughly 250 student participate. Parks were number one among the students when asked their favorite thing to do in the community. Downtown was number two and other city facilities whether it be the Library or Neenah Pool came in at number three. They indicated some restaurants they would like to see in the City, different outdoor recreation activities and entertainment venues as well. It is good to hear from a younger group. In November of last year they came back to the Council to prioritize some of the themes they were hearing to assist in defining goals/objectives and recommendations of the plan. Volume one is basically the findings of all of the work that was done, the goals, objectives and recommendations. Volume two is all the background/demographic data. The future land use map is used as a guide in their decision making process as far as extending sewer, roads, etc. The city is expected to add 500 acres of residential land, 60 acres of commercial and 75 acres of industrial by the year 2040. Chapter 10, the implementation plan is the most important chapter of this plan. It lays out the rolls and responsibilities of Council, staff, commission and committee involved and sets up a plan as far as monitoring progress and ensuring recommendations are getting adopted. Chapter 10 also gives guidelines for updating the plan. State Statutes require the plan be updated every 10 years. The recommendations in Chapter 10 require updated more regularly than that. Finally, the most important part is the implementation tables included in the Chapter. Summarizing, Deputy Dir. Schmidt indicated over 1,100 people participated; the Ad Hoc committee was made up of 10 community members and had 12 meetings; the Post Crescent posted meetings on line, increasing the number of visits to the website by 5 times the visits the previous month; the Face Book page; and website. Their goal was to get as many people as possible involved and be as transparent as possible and he feels they did that.

4. Mayor Kaufert indicated he appreciates all the work done by staff, ECWRPC, the Ad Hoc committee, citizen participants, high school

- student participants, particularly Brandon Robak who serves on a committee.
5. Deputy Dir. Schmidt and Eric Fowle answered questions from the Council.
  6. **Motion carried, by a 9-0 RollCall-Pro System vote, all voting aye.**
- B. Dir. of Community Development & Assessment Haese thanked the staff of ECWRPC, Comp Plan Steering Committee and the 1,100 residents who took the survey to assist in putting together this plan update.

### **Public Forum**

- I. Brian Defferding, 686 Oak Street, expressed concern over the Council denying the request by Walmart for drive thru alcohol sales. There is no evidence that banning alcohol sales will deter drunk driving. It eliminates the option for liquor stores to build a drive thru venue in their business. It is evident that drive thru sales provides a convenience for businesses. Neenah is one of the rare cities that bans beer and alcohol sales in their gas stations. He is not sure why that is but if they simply want to shield alcohol use and sales from minors, it would make sense to allow drive thru alcohol sales. It makes no sense to him. There is proof of other states that have very strict alcohol laws and are still well above average when it comes to drunk driving, Oklahoma being a perfect example. With all of this in mind, he asked the Council to consider banning drive thru alcohol sales.
- II. There being no further appearances, Mayor Kaufert declared the public forum closed at 8:59 pm.

### **Consent Agenda**

- I. Ald. Boyette asked that Consent Agenda item E be removed and reported out with the PSSC meeting later on the agenda.
- II. **MSCRP Pollnow/Lendrum to approve the Consent Agenda as follows removing item E:**
  - A. **Approve Beverage Operator license for: David M. DeRidder, Danyel S. Missall, Eric F. Neumeyer, Elizabeth M. Thiel, and Kayla A. Lamers contingent upon payment of all outstanding City or Utility fees. (PSSC)**
  - B. **Approve the secondhand article dealer license renewal for Don Father Games, 1152 Westowne Drive. (PSSC)**
  - C. **Approve the secondhand article dealer license renewal for EcoATM, LLC, 1155 W. Winneconne Avenue. (PSSC)**
  - D. **Approve the secondhand article dealer license application for Great Estates, 1554 S. Commercial Street. (PSSC)**
  - E. ~~**Approve the secondhand jewelry dealer license renewal for J. Anthony Jewelers, 220 S. Commercial Street. (PSSC)**~~
  - F. **All voting aye.**



**Public Services and Safety Committee**

- I. Chairman Bates reported the special meeting of December 20, 2017:
  - A. Committee recommends Council approve the Beverage Operator License Application for Olivia J. Stearns. **MSCRCP Bates/Lendrum, all voting aye.**
  - B. Committee recommends Council approve the secondhand jewelry dealer license application for Holts Jewelry, 121 W. Wisconsin Avenue. **MSCRCP Bates/Erickson, all voting aye.**
  
- II. Chairman Bates reported the special meeting of December 12, 2017:
  - A. Chairman Bates made the recommendation for Consent Agenda Item E which was removed at the request of Ald. Boyette. Committee recommends Council approve the secondhand jewelry dealer license renewal for J. Anthony Jewelers, 220 S. Commercial Street. **MS Bates/Stevenson.**
    1. Ald. Boyette expressed concern over approving this license when they have several years of outstanding real estate taxes due from 2013 to present. She feels it sets a bad precedence as to how we want our businesses to operate in our city.
    2. Dir. Easker responded for Ald. Pollnow that he is not aware of the dollars amount owed by J. Anthony Jewelers. This is the first he has heard about this specific business and their delinquent taxes. It is true that the city is made whole by the Council for all real estate taxes except for personal property taxes. On July 31<sup>st</sup>, any unpaid real estate taxes are assumed by the County as a debt. Per State Statute, the County is the only body in the state that can take a lien on the property. They will take a lien on the property and take possession of the property if those taxes are not paid.
    3. Ald. Boyette indicated her search on the website shows they are in arrears back to 2013. She does not feel we are setting a good example by allowing this.
    4. Ald. Pollnow questioned are limitations to denying this.
    5. City Atty. Godlewski advised that our policy takes the position that because the County makes us whole, there is no rationale to deny the license. Part of the argument has been to allow the business to continue to operate in order to make money to pay the delinquent taxes. As long as we have that policy, he cautioned picking out one license applicant and denying them. It should be applied uniformly to ALL license applicants. The Council could readdress that policy. We have an ordinance in place which denies license applications when the applicant has delinquent taxes, assessments or other claims in whole or part owed to the City or any delinquent forfeiture resulting from a violation of any City Ordinance. The practice has been not using real estate taxes to hold a license because it is ultimately owed to the County. We could change the ordinance to add the real estate taxes owed to the County but it should be done uniformly.

6. Ald. Kunz questioned if we are notified by the County of these delinquent real estate taxes.
7. Dir. Easker indicated he has never received any further notification from the County. The County has the ultimate hammer to literally take their property away. While there is merit in Ald. Boyette's discussion, he cautioned holding this one item. We would need to take a broader look at the issue and possibly get the County involved in discussions.
8. Ald. Boyette indicated her concern is that the owner of J. Anthony Jewelers has a triple net lease with his tenants where the tenants end up paying some of his taxes due.
9. Ald. Pollnow asked what it would entail to obtain a list from the County and to have PSSC review. He would be interested to see how many businesses it would effect.
10. Dir. Easker asked for clarification if he is talking about all taxpayers, taxpayers owning businesses, residential taxpayers or any taxpayers owing the County money. He can get a list of all taxpayers in arrears. The question is do you want them all.
11. Ald. Pollnow indicated he would like to see all taxpayers 3 or more years in arrears.
12. Ald. Stevenson indicated we do not currently have a policy of holding licenses that owe back taxes. He indicated it is problematic to start with this applicant since we do not have a policy in place. If the Council wishes to review the policy, that should be done separately from this license approval. The motion on the floor is to approve the license based on our current methodology.
13. Ald. Boyette asked if she could take this back to committee until we have time to review that policy.
14. City Atty. Godlewski advised that a motion to refer back would be in order.
15. Clerk Sturn advised that their license expires December 31<sup>st</sup>. If we send this back, they will not be able buy secondhand jewelry until their renewal is approved which could be as late as January 17<sup>th</sup> if the first meeting in January is cancelled. Just that one specific aspect of their business.
16. Ald. Boyette indicated that may be an incentive to pay their taxes.
17. City Atty. Godlewski expressed concern over Council taking action against one business when the policy has not been applied that way with others.
18. Mayor Kaufert concurred with City Atty. Godlewski. He is concerned about picking just one business.
19. Dir. Haese indicated it is not an uncommon practice to delay payment of your property taxes. You would be surprised how many businesses choose not to be current on their taxes and pay the penalty. You get three years then the County will take the property.
20. Ald. Stevenson added that the County makes an additional \$600 by taking ownership of that debt. It is a revenue source above and beyond the taxes. If we want to challenge the methodology we have

- every right and he support that however to pick out one business would be wrong.
21. Mayor Kaufert indicated an alderman can request an item be put on an agenda at any time.
  22. Ald. Bates indicated she would be uncomfortable denying this as we have not checked other applicants. As Chairman of the PSSC, she asked Dir. Easker to contact her regarding the information to request from the County. She will add this discussion to a future agenda.
  23. Ald. Kunz indicated we need to prioritize as he can think of at least a dozen other things he would like to discuss that are more important than this.
  24. **Motion carried, by an 8-1 RollCall-Pro System vote, all voting aye, Ald. Boyette voting nay.**
- B. Committee recommends Council adopt Ordinance No. 2017-17 prohibiting drive-up alcohol sales. **MS Bates/Lendrum.**
1. Ald. Lendrum indicated she likes to have a few drinks but prefers to listen to our Coroner and limit the ability to obtain alcohol. She is proud that Neenah holds strong on this subject and does not allow it just because all the other communities allow it. She is concerned over a cashier coming out to the car and being able to adequately discern an impaired driver. She will vote in favor of the ordinance.
  2. Ald. Kunz opposed the ordinance prohibiting drive-up alcohol sales. He feels there are three reasons people want to deny this: it's convenient; reconcile with decisions made at committee level to not allow alcohol sales at convenience/gas stations; and greater prevalence of alcohol being available. He does not find any of these arguments convincing. He does not feel not allowing drive-up alcohol sales will make it more difficult to obtain alcohol. Allowing a grocery store already selling alcohol to sell it in a slightly different way does not create more opportunity to purchase alcohol. We need to recognize that shopping is changing dramatically. If we want to be relevant and keep our grocery stores we need to change with them. He will vote against adopting this ordinance.
  3. Ald. Boyette expressed concern over adopting this ordinance then denying the request by Walmart to extend their premise for drive-up alcohol sales. She feels pharmacies selling alcohol beverages is more of an issue than a convenience store/gas station selling alcohol.
  4. Ald. Pollnow indicated the ordinance prohibiting alcohol sales in gas stations was adopted in 1977. Since the applicants requesting to sell drive-up alcohol already have license we are not adding another premise.
  5. Ald. Bates advised that at a recent League conference she had a session on alcohol and Neenah was mentioned as controlling what's going on. People see Neenah as a family community. She supports denial.

6. Ald. Boyette commented that this ordinance will not change alcohol related issues.
  7. Ald. Hillstrom added that Police Chief Wilkinson was at the Public Services & Safety Committee meeting and he supports denial.
  8. Ald. Pollnow supported moving forward with the discussion on the parameters.
  9. Ald. Lendrum indicated she feels the mom and pop liquor stores will be negatively affected. To allow this to benefit for the bigger box stores and lose a couple mom and pop liquor stores is not okay with her.
  10. **Motion carried, by a 5-4 RollCall-Pro System vote, all voting aye, Ald. Pollnow, Kunz, Stevenson and Boyette voting nay.**
- C. Committee recommends Council deny the extension of premise application from Walmart #2986, 1155 W. Winneconne Avenue. **MS Bates/Lendrum.**
1. Ald. Pollnow questioned if this motion could be amended to approve the permit minus the alcohol.
  2. City Atty. Godlewski advised that there is no need for a permit for other grocery sales. The only action that would be required is to extend the licensed premise to allow on-line alcohol sales. The grocery sales still exists and is currently being done.
  3. Ald. Boyette expressed concern that every other Walmart in the State has been granted this. Originally she supported denying it, then giving them 6 months to re-apply. Given the fact that the ordinance was adopted, we cannot even allow that. She would like to see how the on-line liquor sales is going in these other communities before just denying their request.
  4. Mayor Kaufert advised that ordinance can be changed at any time.
  5. City Atty. Godlewski clarified for Ald. Kunz that the only vote that does not get us sued or cause legal issues is to vote for the denial.
  6. Ald. Pollnow clarified voting this down would not take any action.
  7. Ald. Stevenson asked if we would be in violation of our own ordinance if one alderman change their vote and this was approved.
  8. City Atty. Godlewski further clarified just approving to deny the request does not grant it.
  9. Ald. Stevenson indicated it is troubling to him that we never even vote on this after asking Walmart to jump through hoops to come up with a methodology that we thought would work.
  10. Mayor Kaufert questioned if an amendment could be made to approve the extension.
  11. City Atty. Godlewski responded that would change the character of the motion 180 degrees. That would not be germane and germane is required by Roberts Rules of Order which the Council operates under.
  12. Ald. Bates commended Walmart for providing their rules. They had a lot of good ideas that the Committee discussed. Until we have some history she supports denying their request.

13. Ald. Pollnow questioned what Samantha will convey to her managers at Walmart.
  - a. Samantha Ozment, agent for Walmart, indicated she has communicated with them after every meeting she attended sharing the feedback she was given. They are open to feedback. She advised that one other city in the State of Wisconsin that has denied their request.
14. Mayor Kaufert asked if she has heard any discussion from the corporate office about legal action.
  - a. Samantha Ozment indicated their legal team was involved in all of their conversations. The other city denied their request a couple months ago and at this point, she has seen nothing. They continue to revisit other options and what they may be able to do.
15. Ald. Erickson questioned the percentage of sales for alcohol with other stores for the drive-up.
  - a. Samantha Ozment indicated she does not have those numbers. They just started this drive-up service in their Oshkosh, both Appleton and Sheboygan stores in September. They didn't actually roll out any alcohol sales into the State of Wisconsin until October. She will obtain those numbers and email them to the Council.
16. Mayor Kaufert questioned if Walmart is concerned about losing market share if they do not stay competitive with other stores/communities.
  - a. Samantha Ozment indicated she is not sure.
  - b. Mayor Kaufert indicated he does not want to put any of our businesses at a competitive disadvantage. Krueger's is a perfect example. They were concerned when big box stores came in and had to adapt in order to compete.
17. **Motion to deny the extension of premise application from Walmart #2986, 1155 W. Winneconne Avenue carried, by a 5-4 RollCall-Pro System vote, all voting aye, Ald. Pollnow, Kunz, Stevenson and Boyette voting nay.**
  - D. Committee recommends Council adopt Ordinance 2017-18 amending the official traffic maps. **MSCRP Bates/Lendrum, all voting aye.**
  - E. Committee recommends Council adopt Preliminary Resolution No. 2017-38 Curb, Gutter and Pavement Construction on Whispering Pines Ln., Lone Oak Dr., Pondview Ct., Nature Trail Dr. and Remington Ct. **MSCRP Bates/Lendrum, all voting aye.**

III. Chairman Bates reported the regular meeting of December 12, 2017: **No report.**

### **Plan Commission**

- I. Council Rep. Lang reported the regular meeting of February 21, 2017:
  - A. Commission recommends Common Council approve the Special Use Permit for the construction of a 105 foot tall telecommunication tower and associated ground equipment located at 512 S. Commercial Street subject to the following conditions: Any future expansion of the fenced

area, addition of future equipment within the fenced area, or adding new antennas to the telecommunication pole will require an amendment to the special use permit; Submit a revised landscape plan which identifies the frontage landscape strip with a minimum of 3 shade trees and 7 shrubs. In addition, the landscape plan shall include evergreen plantings around the north, south, and east sides of the fenced area to create a visual buffer to surrounding properties; No driveway access is allowed from Maple Street; All internal access to the telecommunication area shall be constructed of a hard surfaced material such as asphalt or concrete; Obtain all necessary building permits prior to construction; and Submit an exterior lighting (photometric) plan if exterior lighting is included as part of this project. The photometric plan shall indicate the location of all light fixtures and the intensity of those lights, measured in foot-candles, at the property line. (Report/action following discussion at the December 6, 2017 Closed Session Council meeting). **MS Lang/Erickson.**

1. Mayor Kaufert advised that Atty. Godlewski distributed a memo that he had directed him to do. He apologized for the timing in getting the memo to the Council but this happened as recent as this afternoon. With the court case it became apparent that we lost the conditions the Plan Commission put on the Special Use Permit. He initiated discussion to ask them to consider re-instating those conditions voluntarily if the Council would consider the drive way access they wanted on Maple Street.
2. City Atty. Godlewski indicated at the Mayor's direction, discussions were initiated with Central States Tower to allow for the issuance of the Special Use Permit in compliance with the court order while maintaining as many of the recommended conditions as possible. As a result of those discussions, Central States agreed to accept the Special Use Permit subject to the Plan Commission's conditions with two modifications: access be allowed from Maple Street; and require the Street Use Permit to be amended only if the footprint of the tower site grows out or up – adding collocates or replacing equipment will only require a building permit. He recommended the motion be amended as stated in memo of December 20, 2017. As a result, he is asking the Council to substitute the motion outlined in his memo.
3. **MS Bates/Stevenson to amend the motion to, the Commission recommends Council approve the Special Use Permit for the construction of a 105' tall communications tower and associated ground equipment located at 512 S. Commercial Street subject to the following conditions: Any future expansion of the leased area or addition to the height of the telecommunications tower will require an amendment to the special use permit. Replacement of equipment within the leased area, or adding new antennas to the telecommunications pole without increasing the tower height only requires a building permit; submit a revised landscape**

**plan which identifies the frontage landscape strip with a minimum of 3 shade trees and 7 shrubs. In addition, the landscape plan shall include evergreen plantings around the north, south and east sides of the fenced area to create a visual buffer to surrounding properties; driveway access is allowed from Maple Street as contemplated in the original application by Central States; all internal access to the telecommunications area shall be constructed of hard surfaced material such as asphalt or concrete; all required building permits must be obtained prior to construction; and an exterior lighting (photometric) plan must be submitted if exterior lighting is included as part of this project. The photometric plan shall indicate the location of all light fixtures and the intensity of those lights, measured in foot-candles, at the property line.**

4. Ald. Pollnow indicated he finds it problematic receiving information just prior to the meeting and not having time to review it. He expressed concern that this has not been reviewed by the Plan Commission. To his knowledge, it contains some of the conditions they requested but we are giving up Maple Street access. He asked how much we are giving up and how much we are getting.
5. Dir. Haese advised this motion maintains every condition the Plan Commission put on the Special Use Permit with the exception of allowing a driveway onto Maple Street. The other option is don't allow the Maple Street access but then don't get the contingencies either. He feels this motion is by far a better approach. The impacts will be reduced by the conditions that remain under the proposed motion.
6. Mayor Kaufert added that in discussions, they wanted this done immediately so there was not enough time to take it to through the proper channels.
7. Ald. Pollnow indicated he understands that. He questioned why we did not want the Maple Street access.
8. Dir. Haese advised that there are two reasons: to minimize any traffic on to what is essentially a residential street; and allowing this driveway creates an open view into the site.
9. Ald. Kunz asked for clarification that the state has taken away all local control, therefore, not only can they put a pole anywhere they want but if we say it goes against current ordinances, we have no control and must allow it.
10. City Atty. Godlewski advised that the decision to reverse the Council's action was handed down by the Court. The statute provides that the permit is deemed granted if action is not taken in 90 days. By reversing the action of the Council the Court effectively provided a situation where the decision was handled more than 90 days past the finalization of the application so the permit was automatically granted.

11. Dir. Haese advised he argued that the drive way was not really part of the Special Use Permit. The Public Works Department has the ability to allow or not allow a driveway opening. What the Mayor saw was an opportunity to trade the driveway opening for the conditions requested by the Plan Commission.
  12. Ald. Kunz indicated this sets a very evil precedence of what can happen. He questioned if this has ever happened before.
  13. City Atty. Godlewski advised Appleton lost as well. He responded to Ald. Bates indicating the conditions of the proposed motion were reviewed and approved by Central States. If they go higher or change the footprint the Special Use Permit must be amended.
  14. Dir. Haese responded to Ald. Erickson that the City Attorney and Mayor had the most recent conversations with them and there had been some talk about this not being the right location but he has not heard anything differently.
  15. City Atty. Godlewski added that he did have conversations with the attorneys for Central States and there was some indication from the engineers that the location of the ideal site may be modified but that seems to have fizzled. He responded to Ald. Boyette indicating the Special Use Permit is specific to this site. If they applied for another site it would require a new Special Use Permit application. He advised Ald. Bates that Central States leases the back part of the property so don't have authority to clean up the lots toward Commercial.
  16. Mayor Kaufert advised that he has spoken with Rep. Rohrkaste who indicated he would consider addressing this in the future but it would not be until the next legislative session. There has been some concern among the legislators over how far they went.
  17. Ald. Stevenson questioned if state law allows us to deny an application based on concentration of cell towers. He expressed concern over not building on the site and other cell tower applications come in to build on a site two parcels down.
  18. City Atty. Godlewski indicated he does not believe so. As he recalls, if a Special Use Permit is not acted on, it expires in one year.
  19. **The amendment carried by a 9-0 RollCall-Pro System vote, all voting aye.**
  20. **The original motion, as amended, carried by a 9-0 RollCall-Pro System vote, all voting aye.**
- II. Council Rep. Lang reported the regular meeting of December 12, 2017: **No report.**

### **N-M Fire Rescue Jt. Finance & Personnel Committee**

- I. Vice Chairman Kunz reported the regular meeting of December 11, 2017:
  - A. Committee recommends the City of Neenah and City of Menasha Common Councils approve ordering and purchasing a 2018 Pierce Impel



Engine and related equipment to replace a 1997 Pierce Quantum for a cost not to exceed \$559,240 of the approved \$590,000 2018 CIP Budget by January 31, 2018 to avoid the February 1, 2018 price increase, NMFR shall provide an informational update to NMFR's Joint Finance & Personnel Committee of any change orders that were approved after the vehicle was ordered and will only ~~gain~~ need approval for expenditures from this Committee and both Finance Committees if the cost will exceed the budgeted amount of \$590,000 and authorize Director Easker and Director Jacobs to review the financing options from Pierce Manufacturing and approve the most advantageous financing option for both Cities. In addition, authorize NMFR to sell the 1997 Pierce Quantum once the new engine is in service. **MS Kunz/Stevenson.**

1. Ald. Stevenson clarified that the motion was to authorize the expenditure of up to \$590,000 of budget dollars specifically authorizing and approving \$559,240 of the bid price for the vehicle and asked staff to report back to NM Fire Rescue Finance & Personnel Committee any change orders up to the \$590,000. In essence they authorized \$590,000 and the difference between \$590,000 and the quoted price of \$559,240 could be identified as a contingency fund. The reason he made the motion in that manner was because he trusts the department head/chiefs/assistant chief will manage the purchase of the base vehicle and change orders. The Councils would not need to take action on every change order. He feels this motion is too wordy but he is comfortable moving forward with the motion on the floor.
2. Ald. Bates asked for clarification of when approvals are required.
3. Ald. Stevenson clarified that the only thing that would have to come back to the two Councils is expenditures over \$590,000.
4. Ald. Kunz added that this was looked at real hard and ultimately they obtained a nice vehicle. This is a large step as we can only go to competition so many times and hope to get a competitive bid. This is about more than just this vehicle purchase, it is recognizing Pierce as being the manufacturer of choice.
5. **Ald. Bates made a friendly amendment to change the word "gain" to "need" approval.**
6. Dir. Easker explained that the body of the motion is correct. Two things happened. Ald. Stevenson wanted to require reporting back to the Committee for anything exceeding the \$559,240 up to the \$590,000. Anything exceeding the \$590,000 would not only have to be reported back but would need to be approved by both the Committee and the Councils as well. He agreed with Ald. Bates that the word "need" might have more clarity.
7. Ald. Kunz and Stevenson were both okay with the friendly amendment to change the word "gain" to "need" approval.
8. **The motion, with the friendly amendment, carried, all voting aye.**

### **Board of Public Works**

- I. Vice Chairman Hillstrom reported the meeting of December 12, 2017:
  - A. Information Only Items:
    1. The Board approved Pay Request No. 1 for Contract PR01-17 Loop the Lake Bridge Crossing to Pheifer Brothers Construction Company, Inc., Neenah, in the amount of \$326,847.48.
  - B. Council Action Items:
    1. The Board recommends Council approve the Final Payment for Contract 3-17 for the Parking Lot, Street and Trail Construction to Sommers Construction Company, Inc., Shiocton, for \$162,451.20. **MSCR Hillstrom/Stevenson, all voting aye.**
    2. The Board recommends Council approve the Final Payment for Contract 4-17 for Industrial Drive Concrete Street Rehabilitation to Sommers Construction Company, Inc., Shiocton, for \$42,748.23. **MSCR Hillstrom/Bates, all voting aye.**
    3. The Board recommends Council approve the purchase of Duralife deck boards for Contract PR01-17 Loop the Lake Bridge Crossings from Integrity Composites, Maine in the amount of \$65,024.75 with funding for the \$3,024.75 over the budget amount to be taken from the contingency. **MSCR Hillstrom/Bates, all voting aye, Ald. Lendrum voting nay.**
    4. The Board recommends Council approve the final payment for Contract PR17-02 Washington Park Improvements – Phase I to R&R Wash Materials, Ripon, for \$36,070.33, holding \$5,000 retainage until the ice rink issues are resolved. **MSCR Hillstrom/Bates all voting aye.**
- II. Board of Public Works meeting of December 19, 2017: (Vice Chairman Hillstrom) (Minutes can be found on the City web site)
  - A. Information Only Items:
    1. The Board approved Change Order No. 1 for Contract 5-17 Cecil Street Bridge Repair in the amount of \$42,292.18, funding the bridge repairs and the pavement repairs west of the bridge through the original TID 7 budget and TIF 7 fund balance to coincide with the original funding source for the 2007 Cecil Street Overpass and Reconstruction Project and fund the pavement repairs east of the bridge through the Undesignated Pavement Repair account.
  - B. Council Action Items:
    1. The Board recommends Council award Contract 8-17 Commerce Court Pond Expansion & Storm Sewer Installation to the low bid from Carl Bowers & Sons, Kaukauna, in the amount of \$287,240.00. **MS Hillstrom/Pollnow.**
      - a) Ald. Pollnow questioned the dollar amount and if any of this is being covered by carry forwards.
      - b) Dir. Kaiser advised the dollar amount is \$287,240. 00 and will be covered by detention pond carry forward dollars as well

as Bell Street carryforward dollars. The carry forward dollars are from 2014.

- c) Ald. Kunz expressed concern over the jurisdiction of the Board of Public Works and the authority they have. He feels their duties seem to be expanding. It is concerning to him to see this many items. He questioned if there is any other committee that oversees storm water.
  - d) Dir. Kaiser clarified that the Board of Public Works does not approve contracts, they recommend Council approve them.
  - e) City Atty. Godlewski added that recommending contract awards has been under the jurisdiction of the Board since it was created by the Council 10 years ago.
  - f) **Motion carried, by a 9-0 RollCall-Pro System vote, all voting aye.**
2. The Board recommends Council approve the Final payment for Contract 5-17 Cecil Street Bridge Repair to Sommers Construction Company, Inc., Shiocton, for \$64,594.33. **MS Hillstrom/Bates.**
- a) Ald. Pollnow indicated it seems to him that there have been a lot of bridge repairs in the past couple of years.
  - b) Dir. Kaiser responded that there was no bridge work on Winneconne with the exception of those done by the County. We did do the approaches on the west side of the road. Main Street was in 2012 and essentially the same project as the one on Cecil Street. When both overpasses were constructed the concrete approach slabs weren't placed at the time of construction to allow things to settle on the approaches. The intention was that the approach slabs would be done at a later date. In the course of doing that, they had some repairs to the abutment walls on both the east and west side. This was the intended process. The impact on the abutment walls were not expected.
  - c) **Motion carried, by a 9-0 RollCall-Pro System vote, all voting aye.**
3. The Board recommends Council approve the Final Payment for Contract 6-17 Concrete Pavement and Sidewalk Repair to Al Dix Concrete, Kaukauna in the amount of \$90,525.06. **MSCR Hillstrom/Bates, all voting aye.**
4. The Board recommends Council approve the Final Payment for Contract 7-17 HMA Pavement Repair to MCC, Inc. in the amount of \$77,578.35. **MSCR Hillstrom/Bates, all voting aye.**

### **Sustainable Neenah Committee**

- I. Ald. Kunz reported from the Special Sustainable Neenah Committee meeting of December 18, 2017:
  - A. The Committee moved their meetings to Monday nights.
  - B. The Committee requested moving two carry forwards up for two projects:

1. They are working with the Library to provide trees to be utilized on residential properties. This request is for \$1,000 carry forwards to do this.
2. They are working with local nonprofits to identify and to provide container plants for some groups that may have an opportunity to garden. This is a pilot program and this request is for \$700 carry forwards to attempt to do this.

### **Library Board**

- I. Ald. Erickson reported from the Library Board meeting of December 20, 2017:
  - A. The Library has created both business cards and bookmarks that highlight the new hours. They are available at the desk on the first floor.
  - B. Saturday Morning Genealogy Series will begin January 13, 2018 at 10:00 am and continue thru Saturday February 3<sup>rd</sup>. Check the website for more details.
  - C. The Library is sponsoring Study Nights for the Neenah High School on January 7<sup>th</sup> & 8<sup>th</sup> from 4-9 pm. This is a successful program where teachers and Tudors are available. Kids come in and enjoy pizza, soda and snacks. There are quiet and group study spaces so they can study for their finals.
  - D. Monday Afternoon Matinees will be held January 8, 2018, February 12<sup>th</sup> and March 12<sup>th</sup>. Everyone is welcome. Movies are appropriate for all audiences. For more information contact the adult services desk at the Library or visit the website.

### **Unfinished Business**

- I. Ald. Pollnow questioned the status of the Village of Fox Crossing Border Agreement.
  - A. City Atty. Godlewski advised that he will bring that agreement forward sometime in the first quarter of 2018.

### **New Business**

- I. Mayor Kaufert's appointment to fill the expired term of Ken Bonkowski on the Board of Appeals, term expires January 2021. (To be considered at the January 3, 2018 Council meeting)
- II. Mayor Kaufert presented his nominations to the 2018-19 City of Neenah Elections Board and asked for a motion to confirm his appointments. **MS Stevenson/Pollnow.**
  - A. Mayor Kaufert advised that since neither the Republican nor Democratic Parties submitted a list, all nominations will be unaffiliated.
  - B. Clerk Sturn added that if a list is returned we are required to have a majority of workers from the party that obtained the most votes at the last General Election. This means that it does not matter which poll workers are used.

- C. Ald. Kunz questioned the determination made regarding alderpersons working as election inspectors. He felt the opinion by the City Atty. was very clear in that elected official should not work the polls.
  - 1. City Atty. Godlewski indicated he will go back and check. He will email his findings to the Aldermen.
  - 2. Clerk Sturn advised that she thought it was determined that they could work as long as they are not on the ballot.
  - 3. City Atty. Godlewski replied that sounds correct.
  - 4. **Motion carried, by a 9-0 RollCall-Pro System vote, all voting aye.**
  
- III. Ald. Bates advised that both the Finance & Personnel Committee and Public Services & Safety Committee meetings are cancelled next week. City Hall is closed on Monday December 25<sup>th</sup> and Tuesday December 26<sup>th</sup>.
  - A. Ald. Kunz asked about the NM Fire Rescue.
  - B. Ald. Stevenson indicated Tara is trying to schedule a meeting on the 4<sup>th</sup> so he does not think they will meet on the 2<sup>nd</sup>.
  - C. Mayor Kaufert indicated based on the work load, the January 3<sup>rd</sup> Council meeting may be cancelled.
  
- IV. Mayor Kaufert advised that we received phone calls and email from disappointed residents regarding snow plowing. Last Thursday, the crews plowed all the streets throughout the entire city including side streets on Thursday night and Friday. We received .8" of snow on Saturday so the Superintendent made the decision to plow only main and secondary streets on Saturday and clean up the City on Monday. This is why the side street were in a little rough shape over the weekend which generated some of the phone calls. To be perfectly honest, we thought the weather would be conducive to some melting, keeping in mind Saturday and Sunday are double time. Historically we have done well with the streets and we will continue to do a good job this winter.
  
- V. Mayor Kaufert indicated he hopes everyone has safe travels and enjoys the holidays. He hopes everyone takes time out of your busy lives to spend time with their family. On behalf of himself and the Council he wished everyone a Merry Christmas and a Happy New Year.

### Adjournment

- I. **MSC Stevenson/Boyette to adjourn at 10:33 p.m., all voting aye.**

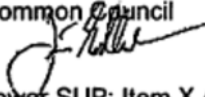
  
Patricia A. Sturn, WCPC/MMC  
City Clerk



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## MEMORANDUM

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**DATE:** December 20, 2017  
**TO:** Mayor Kaufert,, members of the Common Council  
**FROM:** City Attorney Jim Godlewski   
**RE:** Substitute Motion for Verizon celltower SUP; Item X.A.1.

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At the Mayor's direction, discussions were initiated with Central States Tower to allow for the issuance of the special use permit in compliance with the court order while maintaining as many of the recommended conditions as possible, notwithstanding the letter received last week from Central States' attorney. As a result of those discussions, Central States agreed to accept the SUP subject to the Plan Commission's conditions with two modifications. First, access to the will be allowed from Maple Street; second, the SUP will need to be amended only if the footprint of the tower sight grows out or up. Adding collocates or replacing equipment will only require a building permit.

As a result of this compromise, the following substitute motion should be moved as an amendment to the Plan Commission recommendation item X.A.1.:

Move to amend the Commission's recommendation by substituting the following motion: The Common Council, based on the Plan Commission's recommendation, approves the Special Use Permit for the construction of a 105 foot tall telecommunication tower and associated ground equipment located at 512 S. Commercial Street subject to the following conditions:

1. Any future expansion of the leased area or addition to the height of the telecommunications tower will require an amendment to the special use permit. Replacement of equipment within the leased area, or adding new antennas to the telecommunication pole without increasing the tower height only requires a building permit;
2. Submit a revised landscape plan which identifies the frontage landscape strip with a minimum of 3 shade trees and 7 shrubs. In addition, the landscape plan shall include evergreen plantings around the north, south, and east sides of the fenced area to create a visual buffer to surrounding properties;
3. Driveway access is allowed from Maple Street as contemplated in the original application by Central States;
4. All internal access to the telecommunication area shall be constructed of a hard surfaced material such as asphalt or concrete;
5. Obtain all necessary building permits prior to construction; and,
6. Submit an exterior lighting (photometric) plan if exterior lighting is included as part of this project. The photometric plan shall indicate the location of all light fixtures and the intensity of those lights, measured in foot-candles, at the property line.



**APPENDIX C**  
**PLAN ADOPTION**

**APPENDIX C: PLAN ADOPTION**

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City of Neenah NOTICE OF PUBLIC HEARING CITY OF NEENAH COMPREHENSIVE PLAN UPDATE 2040 PLEASE TAKE NOTICE THAT the City of Neenah Plan Commission will hold a public hearing on the proposed adoption of the City of Neenah Comprehensive Plan Update 2040. The public hearing will be held on December 12, 2017 at 4:15 P.M. in the Hauser Room at the Neenah Administration Building 211 Walnut Street, Neenah WI. The Neenah City Council will take action on the proposed adoption of the City of Neenah Comprehensive Plan Update 2040 at the next council meeting on December 20, 2017.

The Comprehensive Plan Update is a statement of public policy concerning the conservation and development of the City. The plan provides a guide to where future growth and development should occur over the next 20 years. When the City makes future decisions concerning land use development, the plan will be consulted. The plan inventories and analyzes the City's physical setting, natural features, land use, population figures, economics, housing stock, transportation, and community facilities. Using these inventories and the plan's goals and strategies, a preferred land use plan for the City of Neenah was developed. For additional information or to submit written comments, please contact Brad R. Schmidt, Deputy Director, Department of Community Development & Assessment, City of Neenah at (920) 886-6126 or by email at BSchmidt@ci.neenah.wi.us. Written comments can be submitted before or at the public hearing. Copies of the proposed City of Neenah Comprehensive Plan Update 2040 are available for review at the following locations: City Clerk's Office at the Neenah City Hall, 211 Walnut St, Neenah WI; Neenah Public Library, 240 E Wisconsin Ave, Neenah, WI 54956; Neenah Police Department, 2111 Marathon Ave, Neenah, WI 54956; Neenah-Menasha Fire Station 32, 125 E. Columbian Ave, Neenah, WI 54956 and Comprehensive Plan Website at http://www.ci.neenah.wi.us/PlanNeenah/ Neenah City Hall is accessible to the physically disadvantaged. If special accommodations are needed please contact the Department of Community Development Office at 886-6125 at least 24 hours in advance of the meeting. Patricia Sturm City Clerk Neenah, Wisconsin RUN: November 8, 2017 WNAXLP

STATE OF WISCONSIN BROWN COUNTY

NEENAH, CITY OF 211 WALNUT ST NEENAH WI 549563026

I, being duly sworn, doth depose and say I am an authorized representative of the Appleton Post Crescent newspaper published at Appleton, Wisconsin and that an advertisement of which the annexed is a true copy taken from said paper, which was published therein on:

Account Number: GWM-1014091 Order Number: 0002523505 No. of Affidavits: 1 Total Ad Cost: \$69.52 Published Dates: 11/08/17

(Signed) Erin Oettinger (Date) 11-14-17 Legal Clerk

Signed and sworn before me [Signature] My commission expires 11-7-2021



NEENAH, CITY OF NSIVE PLAN UPDATE 2040 - PO CD17-23

**Resolution No. 2017-03**

**ADOPTING THE CITY OF NEENAH *COMPREHENSIVE PLAN UPDATE 2040*, AND  
RECOMMENDATION FOR ADOPTION OF SAME TO THE COMMON COUNCIL**

**WHEREAS**, pursuant to section 62.23 (2) and (3), Wisconsin Statutes, it shall be the function and duty of the Plan Commission to make and recommend adoption of a Comprehensive Plan for the physical development of the City of Neenah as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

**WHEREAS**, the City of Neenah Plan Commission has prepared the *Comprehensive Plan Update 2040* which presents a strategy to manage growth and development of the City through the year 2040, and which together contain the required elements identified in section 66.1001(2), Wisconsin Statutes; and

**WHEREAS**, pursuant to section 66.1001(4)(a), Wisconsin Statutes, on January 20, 2017, the City of Neenah adopted, by resolution, written procedures designed to foster public participation in the preparation of the *Comprehensive Plan Update 2040*; and

**WHEREAS**, the City has duly noticed public hearings on the *Comprehensive Plan Update 2040* to be held before the Plan Commission on December 12, 2017 and before the Common Council on December 20, 2017, in compliance with the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes; and

**WHEREAS**, the City of Neenah Plan Commission has concluded that the *Comprehensive Plan Update 2040* will best promote the public health, safety, and general welfare of the community as well as promoting efficiency and economy in the future development process.

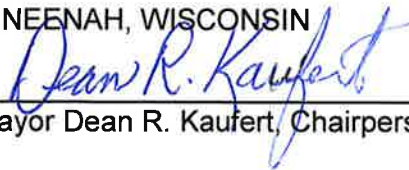
**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Sections 62.23(3) and 66.1001(4)(b) of the Wisconsin Statutes, the Plan Commission of the City of Neenah hereby adopts the *Comprehensive Plan Update 2040*, including all component plans, maps, tables and appendices incorporated therein.

**BE IT FURTHER RESOLVED** that the Plan Commission does hereby recommend that, following the public hearing, the Neenah Common Council enact an Ordinance adopting the *Comprehensive Plan Update 2040* as the City's comprehensive plan under section 66.1001, Wisconsin Statutes.

This resolution was adopted by the City of Neenah Plan Commission on the 12<sup>th</sup> day of December, 2017:

PLAN COMMISSION  
CITY OF NEENAH, WISCONSIN

By:

  
Mayor Dean R. Kaufert, Chairperson

ATTEST:

  
Chris Haese, Director of Community Development & Assessment, Secretary



211 Walnut Street  
Neenah, WI 54956

AN ORDINANCE: By the Neenah Plan Commission  
Re: Adopting the City of Neenah *Comprehensive Plan Update 2040*.

ORDINANCE NO. 2017-19  
Introduced: December 20, 2017

Committee/Commission Action:  
**RECOMMENDED FOR PASSAGE**

## AN ORDINANCE

The Common Council of the City of Neenah, Wisconsin, do ordain as follows:

**SECTION 1.** Pursuant to section 62.23(2) and (3), Wisconsin Statutes, the City of Neenah is authorized to prepare, adopt, and from time to time amend, a Comprehensive Plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

**SECTION 2.** The Common Council of the City of Neenah, Wisconsin, has adopted written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of the Wisconsin Statutes.

**SECTION 3.** The Plan Commission of the City of Neenah by majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Common Council the adoption of the document entitled *City of Neenah Comprehensive Plan Update 2040*, containing all of the elements specified in sections 66.1001 (2) of the Wisconsin Statutes.

**SECTION 4.** The City of Neenah has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

**SECTION 5.** The Common Council of the City of Neenah, Wisconsin, does, by the enactment of this ordinance, formally adopt the document entitled, *City of Neenah Comprehensive Plan Update 2040*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

**SECTION 7. Effective Date.** This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication as required by law.

Adopted: December 20, 2017

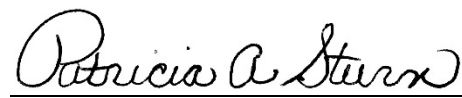
Published: December 27, 2017

Approved:



Dean R. Kaufert, Mayor

Attest:



Patricia Sturn City Clerk

**Resolution No. 2024-01**

**AMENDING THE CITY OF NEENAH *COMPREHENSIVE PLAN UPDATE 2040*, AND  
RECOMMENDATION FOR ADOPTION OF SAME TO THE COMMON COUNCIL**

**WHEREAS**, pursuant to section 62.23 (2) and (3), Wisconsin Statutes, it shall be the function and duty of the Plan Commission to make and recommend amendments of a Comprehensive Plan for the physical development of the City of Neenah as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes; and

**WHEREAS**, the City of Neenah Plan Commission has amended the *Comprehensive Plan Update 2040* which presents a strategy to manage growth and development of the City through the year 2040, and which together contain the required elements identified in section 66.1001(2), Wisconsin Statutes; and

**WHEREAS**, the Neenah Common Council adopted the *Comprehensive Plan Update 2040* on December 20, 2017, and has subsequently made minor amendments to the plan since 2017; and

**WHEREAS**, the City has duly noticed public hearings on the *Comprehensive Plan Update 2040* to be held before the Plan Commission on March 12, 2024 and before the Common Council on March 20, 2024, in compliance with the procedures in Section 66.1001(4)(d) of the Wisconsin Statutes; and

**WHEREAS**, the City of Neenah Plan Commission has concluded that the *Comprehensive Plan Update 2040* will best promote the public health, safety, and general welfare of the community as well as promoting efficiency and economy in the future development process.

**NOW, THEREFORE, BE IT RESOLVED**, that pursuant to Sections 62.23(3) and 66.1001(4)(b) of the Wisconsin Statutes, the Plan Commission of the City of Neenah hereby amends the *Comprehensive Plan Update 2040*.

**BE IT FURTHER RESOLVED** that the Plan Commission does hereby recommend that, following the public hearing, the Neenah Common Council enact an Ordinance amending the *Comprehensive Plan Update 2040* as the City's comprehensive plan under section 66.1001, Wisconsin Statutes.

This resolution was adopted by the City of Neenah Plan Commission on the 12<sup>th</sup> day of March, 2024:

PLAN COMMISSION  
CITY OF NEENAH, WISCONSIN

By:   
Mayor Jane B. Lang, Chairperson

ATTEST:



Brad Schmidt, Deputy Director of Community Development & Assessment, Secretary



211 Walnut Street  
Neenah, WI 54956

AN ORDINANCE: By the Neenah Plan Commission  
Re: Amending the City of Neenah *Comprehensive  
Plan Update 2040*.

ORDINANCE NO. 2024-02  
Introduced: \_\_\_\_\_  
Committee/Commission Action:

## AN ORDINANCE

The Common Council of the City of Neenah, Wisconsin, do ordain as follows:

**SECTION 1.** Pursuant to section 62.23(2) and (3), Wisconsin Statutes, the City of Neenah is authorized to prepare, adopt, and from time to time amend, a Comprehensive Plan as defined in sections 66.1001(1)(a) and 66.1001(2) of the Wisconsin Statutes.

**SECTION 2.** The Common Council adopted the *Comprehensive Plan Update 2040* on December 20, 2017; and

**SECTION 3.** The Plan Commission of the City of Neenah by majority vote of the entire commission recorded in its official minutes, has adopted a resolution recommending to the Common Council the amendment of the document entitled *City of Neenah Comprehensive Plan Update 2040*, containing all of the elements specified in sections 66.1001 (2) of the Wisconsin Statutes.

**SECTION 4.** The City of Neenah has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of the Wisconsin Statutes.

**SECTION 5.** The Common Council of the City of Neenah, Wisconsin, does, by the enactment of this ordinance, formally amend the document entitled, *City of Neenah Comprehensive Plan Update 2040*, pursuant to section 66.1001(4)(c) of the Wisconsin Statutes.

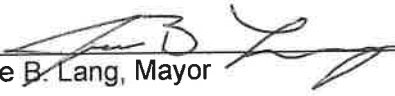
**SECTION 7. Effective Date.** This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication as required by law.

Adopted: March 20, 2024 6-0

Published: March 27, 2024

Motion: Weber/Hillstrom, Carried 6-0,  
Borchardt, Skyrms, and Steiner excused

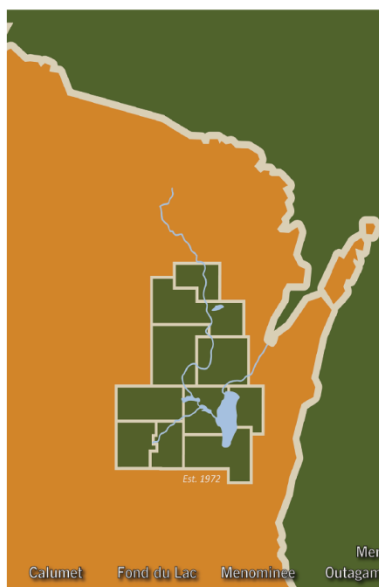
Approved:

  
Jane B. Lang, Mayor

Attest:

  
Charlotte Nagel, City Clerk





ECWRPC builds relationships and cooperative visionary growth strategies that keep our region beautiful, healthy, and prosperous.

Member Counties:  
Calumet   Fond du Lac   Menominee   Outagamie   Shawano   Waupaca   Waushara   Winnebago

Est. 1972

The image shows a map of Wisconsin with the ECWRPC member counties highlighted in orange. The map includes a river network and a lake. The text is set against a dark green background.