



City of Neenah
Common Council Agenda
Wednesday, October 21, 2026 at 6:00 PM
Neenah City Hall – 211 Walnut Street
Council Chambers

- I. Roll Call and Pledge of Allegiance
- II. Introduction and Confirmation of Mayor's Appointment(s)
 - A. Mayor's introduction of the recommended candidate for the Public Works Director position.
 - B. Council appointment of the Mayor's recommended candidate for Director of Public Works contingent upon successful completion of the conditions of the employment offer. (Roll Call Vote)
- III. Reports of Standing Committees
 - A. Finance & Personnel Committee meeting of [October 12, 2026](#): (Chairman Erickson/Vice Chairman Ellis) (Minutes can be found on the City website)
 - 1. Committee recommends Council approve the 2027 benefits as outlined in Director Barber's memo dated October 7, 2026, attached. (Attachment) (Roll Call Vote)
- IV. Proclamations
 - A. Crash Responder Safety Week November 2nd-6th, 2026. (Attachment)
- V. Approval of Council Proceedings
 - A. Approval of the minutes and proceedings of [October 7, 2026](#) meeting.
- VI. Public Forum

Speakers must state their name and residential address and are allowed five minutes to speak on any topic.
- VII. Mayor/Council Consideration of Public Forum Issues
- VIII. Consent Agenda
 - A. Receive Special Event Permits presented at the [October 13, 2026](#) Public Services and Safety Committee. (Unanimous Consent)
- IX. Reports of Standing Committees
 - A. Public Services & Safety Committee meeting of [October 13, 2026](#): (Chairman Weber/Vice Chairman Pollnow) (Minutes can be found on the City website)
 - 1. Committee recommends Council approve the American Structure Point Proposal for engineering services for the Church Street Parking Ramp not to exceed \$4,500. (Roll Call Vote)
 - 2. Committee recommends Council approve Resolution 2026-13 supporting the submittal of an application for the Wisconsin Economic Development Corporation (WEDC) Community Development Investment Grant Program for the assistance of redevelopment at the former Harn's Furniture site. (Roll Call Vote)
- X. Reports of Special Committees and Liaisons and Various Special Projects Committees

- A. Plan Commission meeting of [October 13, 2026](#): (Ald. Neuman) (Minutes can be found on the City website)
 - 1. Meeting canceled, no report.
- B. Report from the Library Board Meeting of [October 21, 2026](#) – Alderman Erickson
- C. Report from the Neenah Arts Council Meeting of [October 14, 2026](#) – Alderman Erickson
- D. Report from the Landmarks Commission Meeting of [October 14, 2026](#) – Alderman Bruno
- E. Report from the Community Development Authority Meeting of [October 5, 2026](#) –Director Nieforth
 - 1. The Community Development Authority recommends Council approve the proposed amendments presented at their October 5, 2026 meeting. (Attachment) (Roll Call Vote)
- F. Report from the Park Commission Meeting of [October 15, 2026](#) – Alderman Weber
- G. Report from the School for Seniors hosted by the Committee on Aging on October 16, 2026 - Alderman Neuman
- XI. Presentation of Petitions
 - A. Any other petition received by the City Clerk’s Office after distribution of the agenda.
- XII. Council Directives
 - A. Motion by Ellis/Erickson to instruct the Legal Department to conduct a comprehensive feasibility analysis exploring the possibility of adding a City Manager or City Administrator position. (Roll Call Vote)
 - B. Motion by Defferding/Pollnow to re-evaluate the street parking needs for Forest Avenue from First Street to Commercial Street. (Attachment) (Roll Call Vote)
 - C. Motion by Defferding/Pollnow to direct the Public Works Department to conduct a comprehensive cost and feasibility analysis regarding the implementation of a 2-inch hot-mix asphalt mat overlay program for city streets currently designated with low Pavement Surface Evaluation Rating (PASER) scores. (Attachment) (Roll Call Vote)
 - D. Motion by Steinert/Ellis to direct Finance Director Rasmussen to research the most appropriate mechanism to enhance transparency for citizens on their tax bill with regard to public vs private school funding. (Roll Call Vote)
- XIII. Unfinished Business
- XIV. New Business
 - A. 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 e-mail clerk@neenahwi.gov at least 48 hours prior to the scheduled meeting or event to request an accommodation.



MEMORANDUM

Date: October 7, 2026

To: Chairman Erickson and members of the Finance & Personnel Committee

From: Heather Barber, Human Resources

Subject: 2027 Benefits

In reviewing current benefits offerings, there were several opportunities to make changes to increase the cost-effectiveness of our plans while offering equal or better benefits to employees.

Attached are the proposed Health, Dental, and Vision plans for 2027. Overviews of the changes in each of these benefits are detailed below.

Health Insurance: Due to positive claims experience in 2026, we are proposing to keep the rates the same in 2027. We are proposing a second, higher deductible, lower premium plan, that will provide additional savings for the City and an opportunity for employees who use less health care to select a plan with reduced premiums.

Dental Insurance: Rates on the Delta Dental plan are proposed to increase by 5% to account for usage above the current funding levels. Care Plus dental rates will remain the same.

Vision Insurance: No changes are proposed.

Other changes / items to note for 2027 are related to the HRA, stop loss insurance, family waiver program, and supplemental benefits.

HRA (health reimbursement account): The HRA is an out-of-date tool typically used with fully-funded group health insurance. The City is self-funded, and the HRA is currently only offered as a wellness incentive. In 2027 we are proposing not to add to any employee HRA's, but to instead begin to position ourselves to offer an HSA (health savings account) in 2028. For 2027, the wellness incentive will not be in an HRA. Employees will be able to continue to spend down their HRA's under the same rules as in 2026 and no employees will lose any HRA money.

Stop Loss Insurance: Our current stop loss carrier proposed a 25% increase. Our broker is the consultant for a number of municipalities and anticipated that by submitting our group with West Bend and Germantown for quotes, they could get better rates. As a result, they were able to negotiate a 15% increase instead of 25%.

Family Waiver Program: This program was first offered in 2026 to employees with access to other health insurance coverage. It provides reimbursement for expenses on their dependent's plan and incentivizes employees to leave our plan, resulting in lower health insurance costs. The current vendor for this benefit is Network Health Plan. Network Health Plan charges \$111,000 more in administrative fees than their competitor, EBC, so we will see further savings with this move. This benefit will be available to all benefit-eligible employees.

Opt-Out dependent clinic visits: The City currently charges opt-out dependents \$40 to use the Employee Clinic. It is in the City's best interest not to incentivize employees to come onto our plan in order to have free use of the clinic, so we would like to extend clinic use to opt-out dependents.

Ancillary Benefits: The City offers a number of supplemental benefits that are fully paid for by employees (no City contribution) including critical illness, accident coverage, and hospital indemnity. In moving to a different vendor, we are able to save employees 10% on their premiums and also to double the wellness benefit that is paid by the current carrier.

Recommendation

The plans outlined above result in the same funding level as in 2026 and as a result, the City is budgeting a 0% increase. **Staff requests a recommendation to Council to approve the 2027 benefits as outlined above.**

Medical/Rx

In-Network Coverage	UMR Medical PPO \$1,750	UMR Medical PPO \$3,600
Annual Deductible*	\$1,750 per individual \$3,500 per family	\$3,600 per individual \$7,200 per family
Deductible Embedded or Aggregate	Embedded in Network Embedded out of Network	Embedded in Network Embedded out of Network
Annual Out-of-Pocket Maximum**	\$6,000 per individual \$12,000 per family	\$6,000 per individual \$12,000 per family
Plan Coinsurance	80%	80%
Office Visit	\$40 PCP/\$65 Spec copay per visit	\$40 PCP/\$65 Spec copay per visit
Lab & X-ray	80% after deductible, 100%: Office Setting	80% after deductible, 100%: Office Setting
Complex Radiology	80% after deductible	80% after deductible
Inpatient Hospital	80% after deductible	80% after deductible
Emergency Room	\$500 copay per visit waived if admitted	\$500 copay per visit waived if admitted
Retail Prescription Drugs		
Generic	\$10 copay - Tier 1	\$10 copay - Tier 1
Preferred Brand Name	\$50 copay - Tier 2	\$50 copay - Tier 2
Non-Preferred Brand Name	\$75 copay - Tier 3	\$75 copay - Tier 3
Preferred Specialty	30% after deductible up to \$300 copay max - Tier 4	30% after deductible up to \$300 copay max - Tier 4

Medical/Rx – Contributions

	UMR Medical PPO \$1,750 (10% EE Share)	UMR Medical PPO \$3,600 (6% EE Share)
Payroll deductions are on a Monthly basis		
Employee	\$81.92	\$45.69
Employee & Spouse	\$188.44	\$105.09
Employee & Child(ren)	\$147.48	\$82.25
Employee & Spouse & Child(ren) (Family)	\$327.72	\$182.77

*All deductions are done on a pre-tax basis unless requested otherwise.

Dental

	Care-Plus Dental Plans, Inc.	Delta Dental
Annual Deductible	\$0 per individual \$0 per family	\$25 per individual \$75 per family
Benefit Maximum	\$2,500	\$2,000
Deductible Waived for Preventive Care	Yes	Yes
Preventive Care	100%	100%
Basic Services*	80%	80%
Major Services*	80%	50%
Orthodontia Services	\$2,500	\$1,500
Payroll deductions are on a Monthly basis		
Employee	\$0.00	\$8.30
Employee & Spouse	\$13.44	\$16.60
Employee & Child(ren)	\$14.87	\$18.36
Employee & Spouse & Child(ren) (Family)	\$20.35	\$25.14

Vision

	Delta Dental of Wisconsin Inc. Vision 44004 Vision
Exam Copay	\$10 copay
Materials Copay	\$10 copay
Benefits & Frequency	
Exam	Covered every 12 months
Lenses	\$10 copay every 12 months
Frames	\$150 allowance +20% off balance every 24 months
Elective Contacts (in lieu of lenses)	100% every 12 months
Payroll deductions are on a Monthly basis	
Employee	\$6.56
Employee & Spouse	\$13.12
Employee & Child(ren)	\$11.80
Employee & Spouse & Child(ren) (Family)	\$17.30

Proclamation



OFFICE OF THE MAYOR CITY OF NEENAH

WHEREAS, each year, Crash Responder Safety Week is set aside to recognize the often lifesaving work of our crash responders. This year's theme is "Move Over or Slow Down, Lives Are on the Line"; and

WHEREAS, all drivers on Wisconsin roadways have a responsibility to follow the laws (Move Over or Slow Down law- Stat. 346.072 and Wisconsin Act 115 – Banning Cell Phone Use in an Emergency Response Area) and take every precaution necessary to reduce the risk of secondary crashes; and

WHEREAS, in 2025, in Wisconsin emergency responders responded to over 128,000 traffic crashes. Of those, 2068 crashes occurred in work zones, resulting in 620 injuries and 7 fatalities; and

WHEREAS, in 2025 first responders from Neenah-Menasha Fire Rescue responded to 72 crashes; and

WHEREAS, at every crash scene, emergency responders – including fire, law enforcement, emergency medical service providers, and towing and transportation services – are at risk of being struck and injured, or even killed, in a secondary crash; and

WHEREAS, in 2025 a total of 36 first responders across the United States have been lost due to struck-by-incidents on our roadways; and

WHEREAS, our first responders play a key role in keeping our roadways and communities safe; let's do our part to keep them safe as well; and

WHEREAS, the City of Neenah joins the Wisconsin Department of Transportation recognizing the need for public awareness and acknowledgment that we are all responsible for preventing secondary crashes that endanger the lives of our dedicated emergency personnel.

NOW THEREFORE, I, BRIAN BORCHARDT, Mayor of Neenah, do hereby proclaim November 2 through November 6, 2026, as:

CRASH RESPONDER SAFETY WEEK in the City of Neenah and urge all citizens to learn more about roadway crash safety and to recognize the hard work of our emergency responders.

MAYOR OF NEENAH



MEMORANDUM

TO: Mayor Borchardt and Members of Council
FROM: Kelly Nieforth, Director of Community Development and Assessment
DATE: October 14, 2026
RE: Community Development Authority Bylaws Amendments

In 2004, the City of Neenah created the Community Development Authority (CDA) of the City of Neenah to carry out blight elimination, slum clearance, urban renewable programs and projects, and housing projects. Bylaws were adopted by the CDA and the Common Council, which outlined the roles and responsibilities of the CDA and their members. In the City's Municipal Code, Sections 2-201 through 2-206 were added to establish the CDA and outline the roles and responsibilities as well. Bylaws can be periodically reviewed and revised, with the last amendment occurring in 2008.

While discussing the option of changing the CDA's meeting dates at previous CDA meetings, it was discovered that multiple sections of the bylaws related to meeting dates did not align with the Authority's desired meeting schedule and needed to be amended. CDA also approved an amendment to allow the Executive Director to call meetings. In addition to these proposed amendments, CDA members also made a motion to include a reference in the bylaws to the City Municipal Ordinance, Subpart A, Chapter 2, Article V, Division 3 which was intended to ensure that the required makeup of the Authority members was transparent to the public.

The following sections are to be amended:

1. Under Article 2- Officers- Sections 2 and 3- Elections of the Chair and Vice-Chair will take place in June of each and every year.
2. Under Article 3- Meetings- Section 1- The annual meeting will be held in June of each year.
3. Under Article 3- Meetings – Section 3- The Executive Director may also call meetings in addition to the Chairperson.
4. Under Article 1- The Authority – Section 1 – A reference to the City of Neenah Municipal Code was inserted.

Appropriate action at this time is to approve the proposed amendments of the Community Development Authority of the City of Neenah bylaws.

BY-LAWS OF THE COMMUNITY DEVELOPMENT AUTHORITY
Of the City of Neenah, Wisconsin

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As adopted by the Community Development Authority on August 2, 2004; and
As approved by the Neenah Common Council on August 4, 2004

ARTICLE 1 – THE AUTHORITY

Section 1 – Constitution of Authority. The name of the Authority shall be The Community Development Authority of the City of Neenah and shall be governed by : Chapter 2, Article II, Division 3 of the Municipal Code of the City of Neenah, specifically Sections 2-201 through 2-206, as amended from time to time, and as originally established by Ordinance No. 1257, adopted by the Common Council of the City of Neenah on April 20, 2004 and said by-laws.²

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Section 2 – Office of the Authority. The office of the Authority shall be at the City of Neenah Community Development Department, City Administration Building, 211 Walnut Street, Neenah, Wisconsin, 54956.

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Section 3 – Powers. The Authority shall have those powers set forth in Ordinance No.1257 as adopted by the Common Council of the City of Neenah on April 20, 2004. The Authority shall be governed by Wisconsin Statutes and as the same may hereafter be amended; by all ordinances of the City of Neenah as they relate to the Authority, and as such ordinances may hereafter be amended; and by the By-Laws set forth herein. All provisions of Wisconsin Statutes, or ordinances of the City of Neenah as may be enacted from time to time, shall take precedence over these By-Laws. The Authority shall exercise all powers conferred, and perform all duties imposed by Wisconsin Statutes and ordinances of the City of Neenah and shall perform such further and other ordinances duties as may properly required by the City of Neenah Common Council. Specific action taken related to the following powers shall be subject to review and approval by the Common Council:

- a. Acquisition of real estate.
- b. Exercise of powers of eminent domain, upon authorization of the Common Council¹
- c. Issuance of debt.
- d. Establishment of an annual budget.

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ARTICLE 2 – OFFICERS

Section 1 – Officers. The officers of the Authority shall be a Chairperson, Vice-Chairperson, Executive Director, and Treasurer. The Authority may appoint at its discretion such other officers as may be deemed necessary.

Section 2 – Chairperson. The Chairperson shall act as presiding officer of all meetings of the Authority, and shall be elected from among the commissioners at the meeting of the Authority in May-June² of each and every year. The Chairperson shall have the right to vote and make motions; shall rule on matters of procedure, subject to appeal from such rulings by proper motion; and shall conduct the meetings in accordance with these By-Laws.

Section 3 - Vice-Chairperson. The Vice-Chairperson shall perform the duties of the Chairperson in the absence or incapacity of the Chairperson. The Vice-Chairperson shall be elected from among the commissioners at the meeting of the Authority in May-June² of each and every year.

Section 4 - Executive Director. The City of Neenah Community Development Director shall act as the Executive Director and Secretary of the Authority. The Executive Director shall manage and supervise the administrative operation of the Authority in accordance with the direction of the Board. The Executive Director shall also (a) execute documents, in

¹ By-Laws amended, at Article 1, Section 3.b., by the Community Development Authority on November 7, 2007; Amendment approved by Neenah Common Council on January 16, 2008. ² By-Laws amended, at Article 1, Section 1; Article 2, Sections 2 & 3; Article 3, Sections 1 & 3, by the Community Development Authority on October 5, 2026; Amendment approved by Neenah Common Council on X, 20XX.

conjunction with the Chairperson, on behalf of the Authority; (b) keep the minutes of the meetings of the Authority; (c) ensure that all notices are duly given in accordance with the provisions of these By-Laws or as otherwise required by law; (d) serve as custodian of the records of the Authority; and, (e) in general, perform all duties incidental to the operation of the Authority.

Section 5 - Treasurer. The City of Neenah Finance Director shall perform the duties of Treasurer of the Authority. The Treasurer shall handle and keep a record of the financial dealings of the Authority, and may utilize the City's Finance Department staff as required to carry out the tasks of the Authority.

Section 6 – Terms of Office, Vacancies. Officers shall be elected annually. Should the offices of Chairperson or Vice-Chairperson become vacant, the Authority shall elect a successor from its membership at the next regular meeting, and such election shall be for the remainder of the unexpired term of said office.

ARTICLE 3 – MEETINGS

Section 1 - Annual Meeting. The annual meeting of the Authority shall be held during May June² of each and every year at the call of the Chairperson.

Section 2 - Regular Meetings. Regular meetings shall be held at a place, time and date established by the Authority.

Section 3 - Special Meetings. The Chairperson and/or Executive Director² may, when deemed expedient, and shall, upon the written request of two members of the Authority, call a special meeting of the Authority for the purpose of transacting only that business designated in the call. No other business shall be considered at such a special meeting. All meetings of the Authority shall be called and held in accordance with the Open Meetings Law, Chapters 19.81 through 19.98 of the Wisconsin Statutes.

Section 4 - Quorum. The powers of the Authority shall be vested in the commissioners thereof. Four commissioners shall constitute a quorum for the purpose of conducting business.

Section 5 - Conduct of Business. All meetings of the Authority shall be conducted in accordance with parliamentary procedure as determined by the most recent edition of Robert's Rules of Order.

Section 6 - Voting. In the event that any member shall disqualify himself or herself to vote on any matter, he/she shall, nonetheless, be counted in determining whether a quorum is present, but his/her disqualification shall not decrease the number of votes required for passage of any motion, resolution or the taking of any other action.

Section 7 - Parliamentary Procedure. Roberts Rules of Order shall govern the parliamentary procedure in Authority meetings.

ARTICLE 4 – OATH

Oath. Authority Commissioners and the Executive Director shall take and place on file an official oath of office. The official oath shall contain the following provisions:

I, *(Commissioner's Name)*, having been appointed Commissioner of the Community Development Authority of the City of Neenah, Winnebago County, do solemnly swear that I will support the Constitution of the United States, and the Constitution of the State of Wisconsin, and will faithfully discharge the duties of the Community Development Authority of the City of Neenah to the best of my ability. So help me God.

² By-Laws amended, at Article 1, Section 1; Article 2, Sections 2 & 3; Article 3, Sections 1 & 3, by the Community Development Authority on October 5, 2026: Amendment approved by Neenah Common Council on X, 20XX.

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ARTICLE 5 – LEGAL COUNSEL

Legal Counsel. The Neenah City Attorney shall act as legal counsel to the Authority, consulting with outside legal authority as needed. Said provision of legal counsel shall be subject to any potential conflict of interest with regard to representation of the City of Neenah.

ARTICLE 6 – SUBCOMMITTEES

Subcommittees. The Authority, by a majority vote of its members, may establish working subcommittees to review and act on matters relevant to community development, revitalization, and housing. The roles and responsibilities of such subcommittees shall be as prescribed by the Authority. Furthermore, the Chairperson, or the membership of the Authority by a majority vote of its members, may establish ad hoc groups for the purpose of study and review of issues as determined by the Authority. Such ad hoc groups shall have no power to act except to report findings and recommendations to the Authority.

ARTICLE 7 - AMENDMENTS

Amendments. Proposed amendments to the By-Laws of the Authority shall be in writing, and shall be delivered to all commissioners at least five days in advance of the date of the meeting when action on the proposed change(s) is scheduled. All action on By-Laws shall be by a 2/3 vote of the total membership of the Authority and shall subsequently be approved by Common Council on a simple majority vote.

Char Nagel

From: Brian Defferding
Sent: Sunday, October 18, 2026 10:23 AM
To: Char Nagel; Brian D. Borchardt; Mark A. Rohloff; David C. Rashid
Subject: Information RE: Council directive for parking re-evaluation for Forest Avenue

Clerk Nagel and Mayor Borchardt,

Below is information regarding my council directive to re-evaluate parking needs for Forest Avenue on the block from First to Commercial Street. Please let me know if you have any questions, as well as confirmation that this will be included in the packet for Wednesday's meeting.

CITY OF NEENAH — COUNCIL DIRECTIVE

Subject: Reevaluation of Parking Needs — E. Forest Avenue between 1st Street and Commercial Street

Requested by: Council Member
Department/Staff: Public Works / Traffic
Requested completion date: [11/24/2026]

Council Directive

The Common Council hereby directs the Department of Public Works, in coordination with appropriate City staff, to conduct a current evaluation of parking needs and parking utilization on E. Forest Avenue between 1st Street and Commercial Street.

The purpose of the evaluation is to determine whether the existing parking configuration and restrictions on this block continue to appropriately reflect current parking demand, traffic conditions, pedestrian safety, and the needs of adjacent properties.

The evaluation should include, to the extent reasonably practicable:

1. Existing parking inventory

- Identify the number, location, and type of existing legal on-street parking spaces on the block.
- Identify any current parking restrictions, loading areas, no-parking areas, or other regulations affecting parking availability.

2. Parking utilization

- Conduct parking-occupancy observations during representative periods of the day and week.
- Identify periods of peak parking demand.
- Evaluate parking turnover and, where practicable, the duration vehicles remain parked.

3. Current and anticipated demand

- Consider the current uses of properties immediately adjacent to and near the block.
- Consider whether existing or reasonably foreseeable changes in land use (i.e., Community First Credit Union remodel) may affect future parking demand.

4. Traffic and safety considerations

- Evaluate the effect of the existing parking configuration on vehicle travel, turning movements, sight distance, pedestrian movements, emergency access, bicycle movements (if any), and overall traffic safety.
- Identify any potential safety concerns associated with changing the number or configuration of parking spaces.

5. Nearby parking resources

- Identify reasonably accessible public or other nearby parking resources that may serve users of the area.
- Consider whether those resources have available capacity during periods of peak demand.

6. Historical comparison

- Review, where available, previous City parking studies, traffic evaluations, Council actions, or other relevant information concerning parking on Forest Avenue and the surrounding area.
- Identify significant changes in parking demand since that time, land use changes (such as Roosevelt Commons development), traffic patterns, or other conditions since prior evaluations.

7. Potential alternatives

- Identify reasonable alternatives for the existing parking configuration, including maintaining the current configuration and any potential increase, decrease, relocation, or reconfiguration of parking spaces.
- Identify any required signage, pavement markings, curb modifications, or other infrastructure associated with each alternative.

8. Cost and feasibility

- Provide an estimated cost for any recommended physical or operational changes, where applicable. How much would it cost to re-paint the lines?
- Identify any significant implementation, maintenance, traffic, or regulatory considerations.

Requested Recommendation

Following the evaluation, Public Works shall provide the Council with a written report summarizing the findings and making a recommendation regarding whether the existing parking configuration on E. Forest Avenue between 1st Street and Commercial Street should be maintained or modified.

The recommendation should be based upon documented parking demand, utilization, traffic and safety considerations, surrounding land uses, and other relevant objective data, rather than solely upon individual requests for additional or reduced parking.

Reporting

Public Works shall provide its findings and recommendation to the Public Services and Safety committee by November 24th, 2026, unless an extension is requested by the appropriate department head and approved by the committee.

The completed evaluation shall be provided to the Council for consideration of any subsequent action regarding parking on this block.

Brian Defferding
City of Neenah - Alderman, District 1
Phone: (920) 475-5241
Email: bdefferding@neenahwi.gov
686 Oak Street
Neenah, WI 54956



Department of Public Works
211 Walnut St. • P.O. Box 426 • Neenah WI 54957-0426
Phone 920-886-6241 • e-mail: gkaiser@neenahwi.gov
MARK ROHLOFF
INTERIM DIRECTOR OF PUBLIC WORKS

M E M O R A N D U M

DATE: October 15, 2026
TO: Mayor Borchardt and Common Council
FROM: Mark Rohloff, Interim Director of Public Works
RE: Installing 2-inch Overlay on City Streets with PASER Rating of 4 or less

In anticipation of Council's discussion on a possible directive to have staff investigate the feasibility of installing a 2-inch overlay on all city streets with a PASER Rating of 4 or less, I asked Senior Engineer Jason Eckhart to provide a high-level estimate of what it would take to engage in such a program. Mr. Eckhart provided me with the following information and will be present at the October 21 meeting to answer questions.

In short, the City of Neenah has a total of 131 miles of roadway, of which 42.1 miles of roadway have a PASER rating of 1-4 on of our most current ratings (2025). Taking a typical mile of roadway in Neenah (35' road width), the cost for a 2-inch overlay would be approximately \$360,000 per mile. That equates to a total of \$15.1 million for the total 42.1 miles of roadway.

installing a 2-inch overlay on streets with a PASER rating of 4 or less is not a recommended practice. Streets rated that low are too far gone as this point and typically require more than surface repairs. A 2-inch mat would begin to show signs of failure quickly due to other underlying issues with such a low rated street. A 2-inch mat would be more appropriate for a street with a mid-range rating of 5-6 because the underlying problems are not yet present. The last time that the City installed an overlay on a street was in in 2022 which was on Farm Ridge Lane, Blueberry Lane, and Cherry Lane. At that time, those roads had a PASER rating of 6. You will notice that those improvements are still showing their benefit. Assuming this range of streets represents 20% of our roadways, the estimated cost for this level of program would be approximately \$9.4 million.

While addressing the 5-6 PASER-rated streets would get those streets back up to a 9-10 rating, that would leave the city with 32% of its roads still in need of major reconstruction. Staff continues to look for ways to evaluate which streets in the 1-4 rating range to prioritize them for CIP funding. The most effective way to evaluate them is to monitor the underlying condition of utilities in conjunction with visible road conditions and weigh other factors to determine which streets get prioritized. Ultimately, Council needs to determine if greater resources (G.O. borrowing, grants, etc.) should be allocated to fund streets. However, the installation of a 2-inch overlay on our lowest-rated streets is not the recommended method to achieve effective long-term results. The city currently does apply surface treatment to road with ratings near 6 to gain

additional life. This year we chipped seal John Street, Edward Street Helen Stree, and Jean Street.

Char Nagel

From: Brian Defferding
Sent: Sunday, October 18, 2026 10:32 AM
To: Char Nagel; Brian D. Borchardt; Mark A. Rohloff; Lisa M. Mroczkowski
Subject: Fw: Question about streets resurfacing for the City of Appleton

Clerk Nagel,

Could you please forward this email to the rest of Council on Monday morning?

This is good information RE: my council directive for the cost feasibility study regarding streets that have a PASER rating of four or less. Appleton has a "Mill and Fill" program started in 2024 that addresses that very thing.

Thank you!

Brian Defferding
City of Neenah - Alderman, District 1

Phone: (920) 475-5241
Email: bdefferding@neenahwi.gov
686 Oak Street
Neenah, WI 54956

From: Mark Lahay <Mark.Lahay@AppletonWI.gov>
Sent: Thursday, October 15, 2026 11:29 AM
To: Brian Defferding <bdefferding@neenahwi.gov>
Cc: Laura Jungwirth <Laura.Jungwirth@AppletonWI.gov>
Subject: RE: Question about streets resurfacing for the City of Appleton

You don't often get email from mark.lahay@appletonwi.gov. [Learn why this is important](#)

It's a variety of things:

- Paser rating: typically under 4
- Age of street: typically over 25 years old
- Condition of curb and gutter: little or no need for curb repairs
- Condition of underground utilities, sanitary, water main, storm sewer: no underground work is needed or we are comfortable letting it go another 10 years or so.



Mark A. Lahay, PE
Assistant City Engineer
City of Appleton, Department of Public Works
100 N Appleton St, Appleton, WI 54911-4702
O: 920-832-6486 | Mark.Lahay@appletonwi.gov
[Facebook](#) | Appleton.org

From: Brian Defferding <bdefferding@neenahwi.gov>
Sent: Thursday, October 15, 2026 10:37 AM

To: Mark Lahay <Mark.Lahay@AppletonWI.gov>
Cc: Laura Jungwirth <Laura.Jungwirth@AppletonWI.gov>
Subject: Re: Question about streets resurfacing for the City of Appleton

Warning: Unusual sender <bdefferding@neenahwi.gov>

You don't usually receive emails from this address. Make sure you trust this sender before taking any actions.

Thank you so much for this. What triggers a street to be part of the mill and fill program? Is it the PASER scale and a few other elements?

Brian Defferding
City of Neenah - Alderman, District 1

Phone: (920) 475-5241

Email: bdefferding@neenahwi.gov

686 Oak Street

Neenah, WI 54956

From: Mark Lahay <Mark.Lahay@AppletonWI.gov>
Sent: Wednesday, October 14, 2026 1:44 PM
To: Brian Defferding <bdefferding@neenahwi.gov>
Cc: Laura Jungwirth <Laura.Jungwirth@AppletonWI.gov>
Subject: RE: Question about streets resurfacing for the City of Appleton

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Brian –

Yes, the City of Appleton uses the Paser system. These ratings are tracked on the DOT WISLR website. We started a program in 2024 which we call our “Mill and Fill” program. In this program, we mill off 1.5” and replace it. We have been able to get a lot of footage resurfaced with this program. Not sure about the life span of this, but we are hoping for at least 10 years.



Mark A. Lahay, PE
Assistant City Engineer
City of Appleton, Department of Public Works
100 N Appleton St, Appleton, WI 54911-4702
O: 920-832-6486 | Mark.Lahay@appletonwi.gov
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From: Laura Jungwirth <Laura.Jungwirth@AppletonWI.gov>
Sent: Wednesday, October 14, 2026 12:15 PM
To: Mark Lahay <Mark.Lahay@AppletonWI.gov>
Subject: FW: Question about streets resurfacing for the City of Appleton

Mark,

Can you please provide some information on this per the request from a Neenah alder below?

Thank you.



Laura Jungwirth, P.E.
Director of Public Works
City of Appleton, Department of Public Works
100 N. Appleton Street, Appleton, WI 54911
O: 920-832-6474 | laura.jungwirth@appletonwi.gov
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From: Brian Defferding <bdefferding@neenahwi.gov>
Sent: Tuesday, October 13, 2026 10:09 PM
To: Laura Jungwirth <Laura.Jungwirth@AppletonWI.gov>
Subject: Question about streets resurfacing for the City of Appleton

Warning: Unusual sender <bdefferding@neenahwi.gov>

You don't usually receive emails from this address. Make sure you trust this sender before taking any actions.

Hi Director Jungwirth!

My name is Brian Defferding, I'm an Alderman for District 1 in the city of Neenah.

I'm contacting you because I am creating a council directive for my city to look at putting in a 2-inch asphalt mat on roads that have scored four or less on the PASER scale.

I'm doing some research right now and I wanted to get some feedback on how your city has been approaching this. Has your city had any history over the last 5 years of applying a 2-in mat on roads that have scored four or less on the Paser scale? If so, has there been any issues with those streets after the 2-in mat has been applied (I.e., has there been any cracks or fissures that show up 1 to 3 years after installation, etc.)?

I suppose I'm getting a little ahead of myself here, perhaps I should probably ask first if you have a system that keeps track of the Paser rating for all of your streets? :-)

Thank you so much for your time, I look forward to hearing from you!

Brian Defferding
City of Neenah - Alderman, District 1
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686 Oak Street
Neenah, WI 54956

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