



NEENAH PLAN COMMISSION

April 11, 2023

4:15 P.M.

Hauser Room, City Administration Building

1. Approval of Minutes: **March 28, 2023**
2. Public Appearances (Ten minutes divided among those wishing to speak on topics pertinent to the Plan Commission)
3. Public Hearings: None
4. Action Items:
 - a. Site Plan - 1215 Gillingham Road - Self-Storage Building
 - b. Final Plat - 1st Addition to the Homes at Freedom Meadows
 - c. Neenah Next - Downtown Master Plan
5. Announcements and future agenda items:
 - a. Next Meeting: April 25, 2023

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 Community Development Department Administrative Assistant at 920-886-6125 or the City's ADA Coordinator at (920) 886-6106 or e-mail attorney@ci.Neenah.wi.us at least 48 hours prior to the scheduled meeting or event to request an accommodation.

MINUTES OF THE NEENAH PLAN COMMISSION
Tuesday, March 28, 2023
4:15 p.m.

Present:

Mayor Jane Lang, Chairperson	PRESENT	Gerry Kaiser, Director of Public Works	ABSENT	Sarah Moore-Nokes	PRESENT
Kate Hancock-Cooke	ABSENT	Karen Genett	PRESENT	Betsy Ellenberger	PRESENT
Gerry Andrews	PRESENT	Ald. Dan Steiner	PRESENT		

Also Present:

Brad Schmidt, Deputy Director of Community Development	Kayla Kubat, Administrative Assistant	Chris Haese, Director of Community Development
Ald. Cari Lendrum		

Minutes: MSC Genett/Moore-Nokes, the Plan Commission to approve the March 7, 2023, meeting minutes. All ayes. Motion passed.

Public Appearances: Mayor Lang opened public appearances to topics not related to the agenda.

No one from public in attendance. Chairperson Mayor Lang closed public appearances.

Public Hearings: None

Action Items:

- a. **Zoning Code Amendment** -- Residential Driveways (Amend Sec 26-500(1))- Ord. No. 2023-03

The City Plan Commission held a public hearing and reviewed an ordinance creating residential driveway standards at its March 7, 2023, meeting. The Plan Commission ultimately voted to postpone action and requested for further clarification on how these standards would impact existing driveways.

Deputy Director Schmidt went over how primary purpose of this ordinance amendment is to create standards for residential driveways as no standards currently exist in the Municipal Code. The standards are focused on newly constructed driveways. However, this ordinance does try to address common complaints regarding existing driveways related to location, material, and size.

The proposed ordinance is intended to clarify the standards of new driveways, constructed after May 1, 2023, and existing driveways, constructed before May 1, 2023.

Deputy Director Schmidt went over the proposed new residential driveway and driveway expansions for driveway aprons (public side) and driveways (private side) constructed after May 1, 2023. Driveway aprons on a single-family lot would have a maximum width of 30 feet at the right-of-way and constructed of hard surface material. Two-family driveway aprons would have a maximum width of 36 feet at the right-of-way and constructed of hard surface material. Driveways on the private side of a single-family lot would have a maximum width of 30 feet of the front property line, extend a maximum of 8 feet beyond the garage, be constructed of hard surface material and be prohibited in front of the dwelling. Driveways on the private side of a

two-family lot would be similar, however, the maximum width of the front property line is 36 feet.

Deputy Director Schmidt went over the proposed new residential driveway and driveway expansions for driveway aprons (public side) and driveways (private side) constructed prior to May 1, 2023. Driveway aprons on a single-family lot would have a maximum width of 30 feet at the right-of-way and be constructed of hard surface material if there is an expansion or reconstruction. Two-family driveway aprons would have a maximum width of 36 feet at the right-of-way and constructed of hard surface material if there is an expansion or reconstruction. All residential driveways on the private side will have no expansion in front of the dwelling, the side yard setback can be up to but not on property line, existing gravel driveways can be maintained and expanded with gravel but subject to the limitations above, existing paved driveways can expand subject to the limitations above and must expand with hard surface.

Member Moore-Nokes asked why the total surface area of the driveway is not included in the proposed standard.

Deputy Director Schmidt went over how there currently is not a permit required for driveways and by including surface area it would require more staff hours to enforce.

Deputy Director Schmidt explained how the current code states no more than three cars in driveway. The purpose of this code is trying to keep yards open. There have been a lot of complaints of neighbors having parking lots with expanding driveways in front of dwellings.

Member Andrews asked how would existing driveways get into compliance.

Deputy Director Schmidt stated the existing driveways would be grandfathered in unless the driveway is reconstructed or expanded.

MSC Genett/Ellenberger, the Plan Commission to recommend Common Council approve Ordinance No. 2023-03, amending Section 26-550(1) of the City's Code of Ordinances related to residential driveway standards. All voting aye. Motion passed.

- b. **Zoning Code Amendment – Non-Residential Portable Storage Containers (Amend Sec. 26-550(2)) – Ord. No. 2023-04**

The Plan Commission, at its March 7, 2023, meeting, reviewed and provided comments related to the proposed ordinance creating standards for portable storage containers on non-residential property.

This ordinance proposes to allow portable storage containers, as a temporary use, on non-residential properties. The new definition expands the types of containers including shipping containers, semi-trailers and other similar containers on wheels or placed on the ground. These are not structures and therefore are not regulated as such in the Zoning Code.

Portable storage containers can assist in providing for the temporary storage of finished goods (i.e., overstock items, seasonal merchandise, or equipment) and unfinished goods (i.e. raw materials). These are typically used by large retail chains over the holiday season to store seasonal merchandise, or contractors who store equipment and materials on a construction site.

ORD NO 2023-04

Deputy Director Schmidt went over the proposed standards. The portable collection containers are limited to up to 120 days in a calendar year, no more than two on a property and placed on a hard surface behind the principal structure, does not obstruct drive aisles or off-street parking, and prohibits the storage of hazardous materials, refuse materials or tires. Construction- related portable storage containers would be exempt from these standards. There is also some flexibility to extend the timeframe up to one year and have up to five containers with Plan Commission approval.

MSC Ellenberger/Steiner, the Plan Commission, to recommend to Common Council approve Ordinance No. 2023-04, amending Section 26-3 and Section 26-550(4) of the City's Code of Ordinances related to portable storage containers.

c. **Annexation #228 – 1495 Breezewood Lane (Town of Neenah)**

The owner of 1495 Breezewood Lane has submitted a petition requesting annexation of his property to the City. The property is 2.77 acres in size and includes a single-family residence, several outbuildings, and undeveloped land. The property is currently in the Town of Neenah. The owner intends to subdivide the property and sell the undeveloped portion for the development of future single-family homes. Per the Town of Neenah/City of Neenah Boundary Agreement, the subdivision of Town property in City Growth Areas is prohibited. A subdivision can only be approved if the property owner annexes to the City. Upon annexation the subject land will become part of the R-1, Single-Family Residence District. Future land division and development will require Plan Commission approval.

ORD NO 2023-06

Member Andrews asked how the proposed single-family lots would be laid out on the property.

Deputy Director Schmidt showed on map where the lots could conceptually be developed. He stated that although that was the property owner's intent, any subdivision or development of the property would have to be reviewed by Plan Commission.

MSC Betsy/Andrews the Plan Commission recommend Common Council approve Annexation #228 (Ordinance #2023-06) and the property also receive an R-1 Single- Family Residence District Zoning classification. All voting aye. Motion passed.

Discussion Items: None

Announcements and Future Agenda Items: Next meeting is April 11th, 2023.

Deputy Director Schmidt is hoping to present the Downtown Plan at the next meeting.

Adjournment: The Commission adjourned its meeting at 4:45. MSC Ellenberger/Genett. All Aye. Motion passed.

Respectfully Submitted,



Kayla Kubat

Administrative Assistant, Community Development



DATE: April 11, 2023
TO: Mayor Lang and Member of Plan Commission
FROM: Brad Schmidt, AICP, Deputy Director
RE: Site Plan Review – 1215 Gillingham Road – Mini-Storage Building

Request

Kelly Rousseau has submitted a site plan to construct a mini-storage building on property located at 1215 Gillingham Road.

Consideration

The subject site is approximately 1.72 acres in size and includes an indoor self-storage facility (16,000 square feet) and two mini-storage buildings (2,000 square feet and 3,000 square feet) in the rear of the property. The area south of the main building includes an asphalt parking lot with access to the property along Gillingham Road. The property is zoned I-2, General Industrial District. Land north and south of the property is also zoned I-2 District, while land to the west is zoned C-1, General Commercial District and directly east of the property is Interstate 41.

The I-2 district identifies self-storage facilities as Special Uses. In 2022, a special use permit was granted for the use of the property as self-storage. The site plan proposes to construct a 5,950 square-foot self-storage building along the south property line.

Development Standards

The I-2 District development standards are listed below. The proposed dimension or size is listed in parentheses next to the standard.

Building Setbacks:

Front Yard – 10 feet (**28 feet – east property line**)
Side Yard – 10 feet (**23 feet – south property line**)
Rear Yard – 10 feet (**151 feet – west property line**)

Max Height – 100 feet (**12 feet**)

Lot Coverage Maximum – 60% of the total site (**35.9%**)

Landscaping:

Frontage – Minimum 10-foot wide strip extending along the lot adjacent to all road right-of-way shall be landscaped as described below:

- A minimum of one shade tree and three shrubs per 40 linear feet of frontage, excluding driveway openings.

A single driveway from Gillingham Road offers access to the property. A 26-foot wide drive-aisle separates the proposed building on the south and off-street parking stalls to the north. Additional asphalt is proposed west of the existing asphalt parking lot to provide turning movements and better access to the two storage buildings on the west side of the site. Finally, a new proposed one-way drive lane is proposed along the new south building.

A 10-foot landscape buffer will be added along the south property line. This area shall be maintained as grass or some other permeable surface. The special use permit also requires the removal of the asphalt terrace (area between front property line and roadway). This area shall be restored to grass.

Recommendation

An appropriate action at this time is for Plan Commission to approve the site plan to construct a mini-storage building on property located at 1215 Gillingham Road subject to the conditions of the Site Plan Review Letter.



City of Neenah Community Development
211 Walnut Street
Neenah WI 54956
Ph 920.886.6130

April 07, 2023

TIM WITTMANN
DAVEL ENGINEERING AND ENVIRONMENTAL, INC
1164 PROVINCE TERRACE
MENASHA, WI 54952

RE: Site Plan #5-23 - 1215 Gillingham Rd - Self-Storage Site Plan - Minor Review () Status Conditional

Dear TIM WITTMANN:

We have completed our review of the plan identified above. The plan was approved per attached comments, if any that must be addressed. This letter is not to be construed as a zoning compliance, grading, or building permit, certificate of occupancy, or a substitute for any permit or certificate required by any state or federal government entity.

Sincerely,

Brad Schmidt
Deputy Director of Community Development and Assessment
bschmidt@neenahwi.gov
920-886-6126

Plan Review Comments

Planning - Brad Schmidt -
bschmidt@neenahwi.gov

Approved

Review Comments:

1. Submit landscape plans showing a minimum of 1 shade tree and 3 shrubs per 40 linear feet of frontage (excluding driveway openings) along Gillingham Road.
2. Per the special use permit approval, the asphalt terrace along Gillingham Road must be removed and the area returned to a grass terrace. This also requires the installation of a curb along Gillingham Road.

Engineering - Heath Kummerow - 920-886-6245
hkummerow@neenahwi.gov

Approved

Review Comments:

Fire Department - Adam Dorn - 886-6204
adorn@nmfire.org

Conditional

Review Comments:

Advisory Comments:

Ensure that the spacing between the proposed building and the canopies that will be constructed is at least 26 feet to meet fire lane requirements.

Inspections - Building Commercial - Kyle Pederson - 920-886-6131
kpederson@neenahwi.gov

Approved

Review Comments:

Water Utility - Anthony Mach - 920-886-6180
amach@neenahwi.gov

Approved

Review Comments:



BYRD AVE

BYRD AVE

GILLINGHAM RD

923

919

915

909

1199

924

918

1201

1215

GILLINGHAM RD

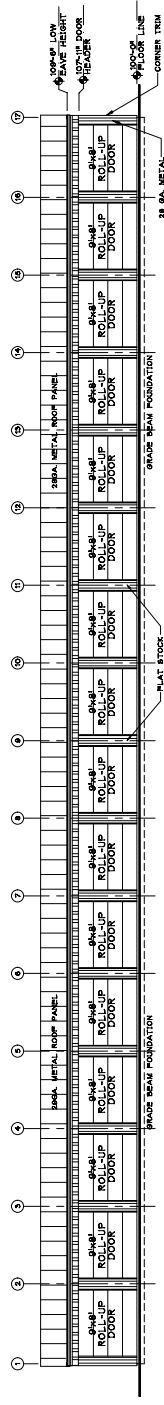
1 inch = 95 feet

1257

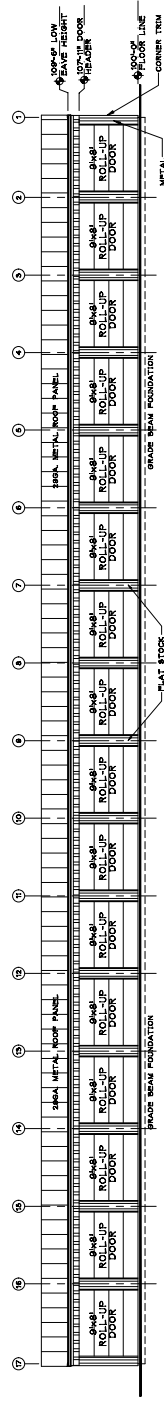
SB INTERSTATE 41

PACK RAT STORAGE
 PROPOSED FOR, **WISCONSIN**
NEENAH,

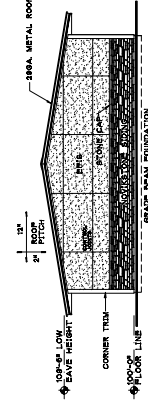
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D. BY: J. WITTE		REV: _____	
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			3.0



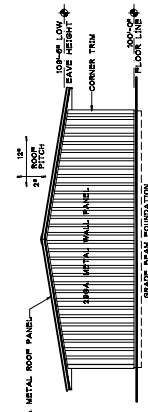
SOUTH ELEVATION
 SCALE: 1/8"=1'-0"



NORTH ELEVATION
 SCALE: 1/8"=1'-0"



EAST ELEVATION
 SCALE: 1/8"=1'-0"



WEST ELEVATION
 SCALE: 1/8"=1'-0"

ALL WALL SHEATHING SUBSTRATE AIR BARRIERS
 SELECTED MANUFACTURERS SPECIFICATIONS



M E M O R A N D U M

DATE: April 11, 2023
TO: Mayor Lang and Members of Plan Commission
FROM: Brad Schmidt, Deputy Director
RE: Final Plat Review – First Addition to the Homes at Freedom Meadows

Request/Background

Van Sistine Homes, LLC submitted a final plat for the First Addition to the Homes at Freedom Meadows. A preliminary plat for this land was approved in late 2022.

Consideration

The proposed plat, 9.10 acres in size, includes 15 single-family residential lots, two outlots, and a lot that will be used by the Neenah Water Utility. The land is currently zoned R-1, Single-Family Residence District. The average lot size is approximately 14,500 square feet which exceeds the minimum lot size for single-family residential lots. The residential lots range in width from 60 feet to 125 feet. The Homes at Freedom Meadows, south of the proposed plat, includes lots that are similar in size.

One road, Freedom Meadows Drive, is proposed in the new subdivision. The east/west street connects to Woodenshoe Road to the east and will extend further west as shown on the approved concept plan.

The developer will be responsible for installing all public utilities (water, sanitary sewer, and storm sewer) as well as constructing all roads within the plat. As with all subdivisions in the City, an agreement outlining the fees and responsibilities between the City and the developer will be reviewed by the Finance Committee and the Board of Public Works and ultimately approved by Common Council.

Storm water will be managed through rear yard drainage swales, storm sewers and ultimately storm water from this plat will be diverted to storm water retention pond located along Freedom Meadows Drive within the development. This pond is designed to manage storm water for this subdivision and future phases within the development.

Lot 45 on the plat is intended to be owned by the City's Water Utility. The lot will include a building which will house a water pump(s) to help boost water pressure for future development phases west of this plat. Outlot 3 will also be dedicated to the City as this land includes underground water, sanitary sewer, and storm sewer utilities. The City reserves the right to construct a sidewalk/trail through this outlot to connect Freedom Meadows Drive to Liberty Avenue.

Recommendation

Appropriate action at this time is to recommend Common Council approve the Final Plat for the First Addition to the Homes at Freedom Meadows subdivision.



City of Neenah Community Development
211 Walnut Street
Neenah WI 54956
Ph 920.886.6130

April 07, 2023

JIM SEHLOFF
DAVEL ENGINEERING
1811 RACINE STREET
MENASHA, WI 54952

RE: Final Plat #1-23- 1st Addition to the Homes at Freedom Meadows Final Plat Review () Status Approved

Dear JIM SEHLOFF:

We have completed our review of the plan identified above. The plan was approved per attached comments, if any. This letter is not to be construed as a zoning compliance, grading, building permit, certificate of occupancy, or a substitute for any permit or certificate required by any state or federal government entity.

Sincerely,

Brad Schmidt
Deputy Director of Community Development and Assessment
bschmidt@neenahwi.gov
920-886-6126

Plan Review Comments

**Planning - Brad Schmidt -
bschmidt@neenahwi.gov**

Approved

Review Comments:

1. Final Plat will not be signed until a Development and Fee Agreement is approved, signed and recorded.

**Engineering - Heath Kummerow - 920-886-6245
hkummerow@neenahwi.gov**

Approved

Review Comments:

**Public Works - Gerry Kaiser -
gkaiser@neenahwi.gov**

Approved

Review Comments:

All comments will be incorporated into the Development and Fee Agreement.

**Water Utility - Anthony Mach - 920-886-6180
amach@neenahwi.gov**

Approved

Review Comments:

**Fire Department - Adam Dorn - 886-6204
adorn@nmfire.org**

Approved

Review Comments:

**Traffic - James Merten - 920-886-6243
jmerten@neenahwi.gov**

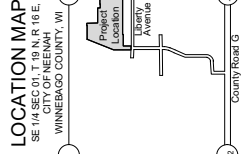
Approved

Review Comments:

No issues with plat. Please use shorter street names in the future. "Freedom Meadows Drive" will be the longest street name in Neenah and we already have issues with smaller street name signs causing posts to twist or lean, let alone regular instances of the signs falling off the post.

1st Addition to The Homes at Freedom Meadows

All of Outlot 1, The Homes at Freedom Meadows, and part of Lot 2 of Certified Survey Map 5779, all located in part of the Northeast 1/4 of the Southeast 1/4 of Section 01, Township 19 North, Range 16 East, City of Neenah, Winnebago County, Wisconsin



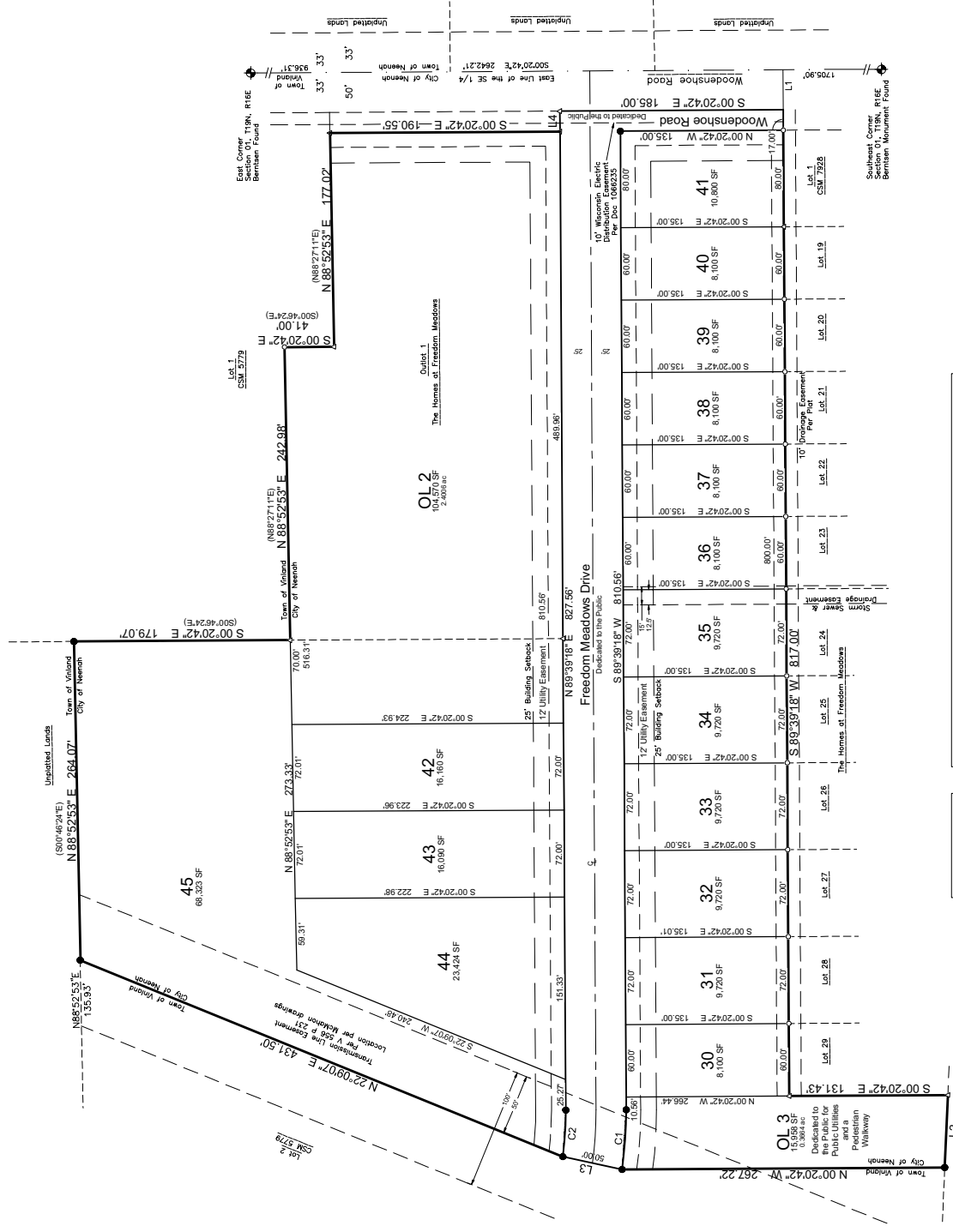
Bearings are referenced to the East line of the assumed to bear S00°20'42"E, base on the Winnebago County Coordinate System.

NOTES

- All linear measurements have been made to the nearest 0.01'.
- All bearings are computed and measured to the nearest second.
- Stakeouts are to be installed along both sides of right of way.
- Total land area Dedicated to the Public for road right of way is: 45,881 Square Feet (1.0533 Acres)

LEGEND

- 1" Rebar Found
- 3" Rebar Found
- 1/2" x 1/8" Steel Rebar @ 4.30ft o.c. SET
- 1/2" x 1/8" Steel Rebar @ 1.50ft o.c. SET
- 3" x 1/2" Steel Rebar @ 1.50ft o.c. SET
- SF Lot Areas In Square Feet
- () Recorder As



CURVE TABLE

Curve	Radius	Chord Direction	Chord Length	Arc Length	Central Angle	Tangent Bearing in	Tangent Bearing out
C1	252.00'	N88°52'53" W	49.04'	8°40'00"	8°40'00"	S 89°39'18" W	N 81°35'39" W
C2	273.00'	S 89°18'52" W	38.08'	8°02'30"	8°02'30"	S 82°17'12" E	N 88°39'18" E

LINE TABLE

Line	Bearing	Length
L1	S 89°39'18" W	33.00'
L2	N 89°28'58" W	60.00'
L3	N 12°12'25" E	50.13'
L4	N 89°39'18" E	17.00'

There are no objections to this plat with respect to Secs. 236.15, 236.16, 236.20 and 236.21(1) and (2), Wis. Stats. as provided by s. 236.12, Wis. Stats.

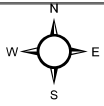
Certified _____, 20____

Department of Administration



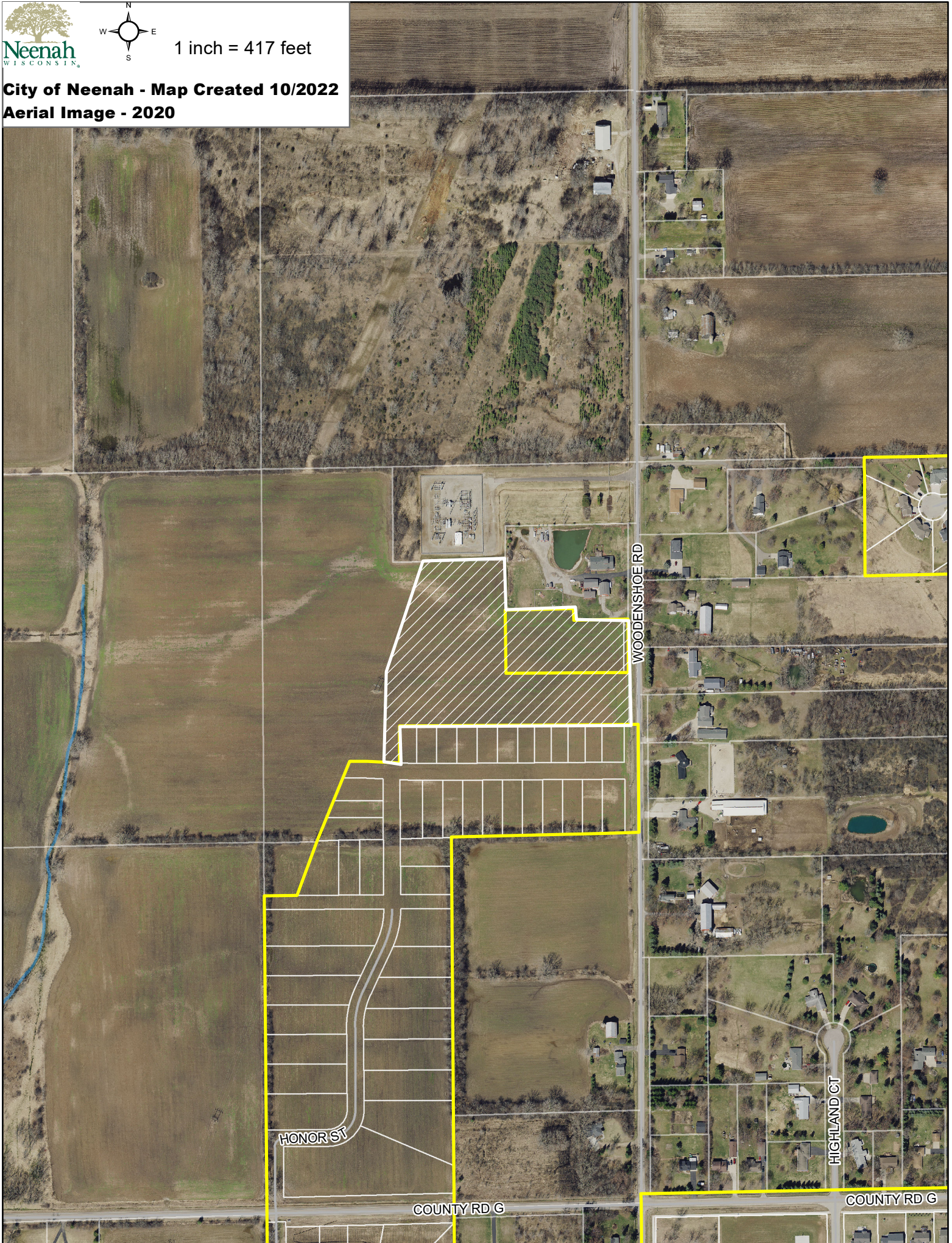
File: 7572Final.dwg
Date: 03/15/2023
Drawing Title: 7572.dwg
Revision Date: Mar 15, 2023
Sheet: 1 of 2

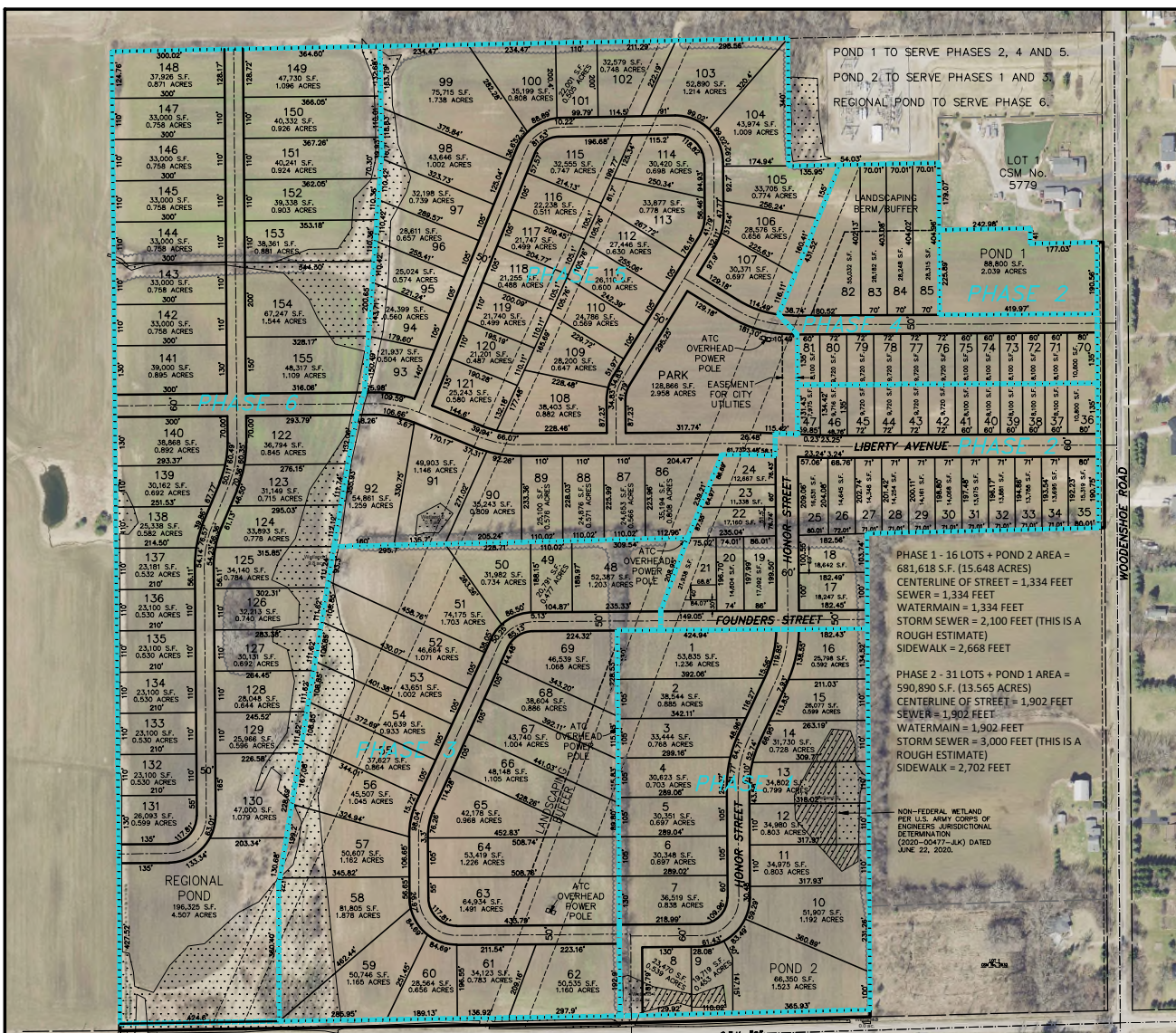
James R. Stordahl PLUS 2662 _____ Date _____



1 inch = 417 feet

City of Neenah - Map Created 10/2022
Aerial Image - 2020





POND 1 TO SERVE PHASES 2, 4 AND 5.
 POND 2 TO SERVE PHASES 1 AND 3.
 REGIONAL POND TO SERVE PHASE 6.

PHASE 1 - 16 LOTS + POND 2 AREA = 681,618 S.F. (15.648 ACRES)
 CENTERLINE OF STREET = 1,334 FEET
 SEWER = 1,334 FEET
 WATERMAIN = 1,334 FEET
 STORM SEWER = 2,100 FEET (THIS IS A ROUGH ESTIMATE)
 SIDEWALK = 2,668 FEET

PHASE 2 - 31 LOTS + POND 1 AREA = 590,890 S.F. (13.565 ACRES)
 CENTERLINE OF STREET = 1,902 FEET
 SEWER = 1,902 FEET
 WATERMAIN = 1,902 FEET
 STORM SEWER = 3,000 FEET (THIS IS A ROUGH ESTIMATE)
 SIDEWALK = 2,702 FEET

NON-FEDERAL WETLAND
 PER U.S. ARMY CORPS OF
 ENGINEERS JURISDICTIONAL
 DETERMINATION
 (2020-20477-JK) DATED
 JUNE 22, 2020.



DISCLAIMER:
 The property lines, right-of-way lines and other property information on this drawing were developed or obtained as part of the County Geographic Information System or through the County property tax mapping function. McMahon does not guarantee this information to be correct, current or complete. The property and right of way information are only intended for use as a general reference and are not intended or suitable for site-specific uses. Any use to the contrary of the above stated uses is the responsibility of the user and such use is at the user's own risk.

DESIGNED CMK	DRAWN CMK
PROJECT NO. E0408 91800775.00	DATE JAN. 2021
SHEET NO. 1	

**CONCEPTUAL LAYOUT
 ETERNITY HOMES LLC PROPERTY
 C. OF NEENAH, WINNEBAGO COUNTY, WI**

MCMAHON ASSOCIATES, INC.
 PROVIDES THIS DRAWING & DATA
 REGARDLESS OF FORM, AS
 INSTRUMENTS OF SERVICE. ALL
 RIGHTS INCLUDING COPYRIGHTS ARE
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 AND/OR RECIPIENT AGREES TO THE
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McMAHON
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 MCMAHON ASSOCIATES, INC.
 1445 McMAHON DRIVE NEENAH, WI 54956
 Mailing: P.O. BOX 1025 NEENAH, WI 54967-1025
 PH 920.751.4200 FX 920.751.4284 MCMGRP.COM



M E M O R A N D U M

DATE: April 11, 2023
TO: Mayor Lang and members of the Plan Commission
FROM: Brad Schmidt, Deputy Director
RE: Neenah Next - Downtown Master Plan

I am proud to present the Neenah Next Downtown Master Plan, which will serve as a guide to future development and redevelopment within Downtown Neenah while seeking to preserve its unique identity. The plan outlines a future vision for what Downtown Neenah should be. This plan is about a future by design, not by default ensuring the downtown continues to be vibrant, supports a mix of businesses and employers, attracts tourists, and is a welcoming neighborhood for people to live.

The plan is divided into the following four themes:

1. Connectivity – Identifying options to improve connections within and to downtown including resolving vehicular conflicts and increasing bicycle and pedestrian opportunities.
2. Development - Creating development concepts for potential development and redevelopment opportunities.
3. Waterfront – Develop strategies for uniting the waterfront edge and leveraging its potential as a regional amenity.
4. Neighborhood – Identify ways to improve residential neighborhoods which surround the core of downtown.

In addition to the themes, the plan also includes a retail market analysis and downtown housing market study. These analyses measure current market conditions and provide an understanding to future market demand.

This plan is the culmination of hard work, creative ideas and concepts, and community and downtown stakeholder input. The steering committee, made up of downtown stakeholders, were extremely helpful in providing historical context, outside-the-box thinking, and most importantly, vision. The planning consultants, RDG Planning and Design and Neighborhood Planners, helped bring the ideas of the community, steering committee, and staff to life with beautiful visual renderings.

The creation of a downtown master plan creates the vision and a roadmap providing directions to accomplish that vision. This plan should be used as a guide by the City, the Downtown BID, property owners and businesses, and developers. It will take a true public-private partnership to implement this plan. Without a plan there is no synergy, no connectedness, and certainly no vision.

Recommendation

An appropriate motion would be to recommend Common Council accept and place on file the Neenah Next Downtown Master Plan.



NEENAH NEXT

DOWNTOWN REIMAGINED



• APRIL 2023 •

welcome!



On behalf of the City of Neenah, we thank everyone who contributed ideas and feedback during the planning process for Neenah Next – Downtown Reimagined. We particularly thank the businesses and organizations who contributed their thoughts and energy to this project. Their commitment and dedication to our downtown is part of what makes our community such a great place.

Thousands of visitors come to our Downtown to shop, eat, work, and simply enjoy all that Neenah’s Downtown has to offer. We are grateful to those who positively contribute to the experience those visitors have.

Our downtown is a vibrant and exciting place, and planning for its future is vitally important to our community’s vitality and growth. As we plan for Neenah’s future, we anticipate even more exciting ways to build connection, community, and excellence.

With sincere gratitude,

A handwritten signature in black ink that reads "Jane B. Lang". The signature is fluid and cursive, with the first name "Jane" and last name "Lang" being the most prominent parts.

Mayor Jane Lang

Acknowledgments

MAYOR AND CITY COUNCIL

Mayor Jane B. Lang
Kathie Boyette
Cari Lendrum
John Skyrms
Dan Steiner
Tamara Erickson
Brian Borchardt
Scott Weber
Lee Hillstrom
Todd Stevenson

CITY STAFF

Chris Haese
Director of Community Development & Assessment

Brad Schmidt
Deputy Director of Community Development & Assessment

Michael Burrows
Community Development Intern

Gerry Kaiser
Director of Public Works

James Marten
Traffic Engineer

STEERING COMMITTEE

Alexander Wenzel
Robert Wedge
Bob Gillespie
John Skyrms
Jane B. Lang
Megan Schleicher
Sara Hanneman
Jim Reiser

CONSULTANT TEAM



RDG PLANNING & DESIGN
rdgusa.com



NEIGHBORHOOD PLANNERS, LLC
neighborhoodplanners.org



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introduction

The introduction includes an executive summary of the plan and background context for its preparation, including the public engagement process and emerging opportunities.



executive summary

Neenah
Next is a
downtown
plan that
leverages
the area's
strengths
by showing
options for
a preferred
future.

Downtown has been subject to decades of planning, which has resulted in magnificent change from partnerships between businesses and the people of Neenah. While circumstances with the economy continuously change - both local and national - Neenah has proven their resiliency in attracting people to the community for its leisure and lifestyle.

Initiatives in this plan for the coming decade (and beyond) intend to elevate downtown as an even greater, thriving destination for attracting employees, residents and visitors. These initiatives emerged from a public engagement process and clustered around four themes of discussion, including:

- **Connectivity Options.** Ensuring that people can safely travel to and through downtown makes the district more convenient for customers. Resolving conflicts are important to making downtown function.
- **Development Options.** The amount of land in downtown is limited. Maximizing its use and function are important to enhancing the life of the district. While some properties are subject to natural market demand for redevelopment, future projects should consider a mix of uses, including housing and commerce that further attract people to downtown.

- **Waterfront Options.** The City's waterfront is its most distinctive feature. Segments of the waterfront engage downtown today, while other segments have yet to be realized. The plan shows options for uniting the waterfront edge and leveraging its potential as a regional amenity.
- **Neighborhood Options.** Downtown Neenah, like other downtowns in Wisconsin, are discovering that that they are more than a place for commerce, jobs and spending. Downtowns are increasingly becoming a neighborhood of residents seeking a more urban lifestyle. The neighborhoods on the fringe of downtown are equally important and public policy can intervene to build momentum for private investment.

Concepts within each chapter offer options where the City can pivot their strategy and guide the market to a mutually beneficial outcome - a lively downtown to attract the NEXT generation.

The appendix includes a **Housing Market Study** to understand the demand for future housing in the entire community. By 2030, the study shows about 1,000 new units needed in Neenah, and portion of these can be absorbed in downtown. Altogether, more than half of these units are expected to be owner-occupied.

about the project

Neenah Next is about a future by design, not by default.

As downtown continues to build momentum, attracting new businesses, adding residents, and reclaiming the waterfront, this Plan will help the City pro-actively address downtown opportunities and long-standing challenges.

The Downtown Plan is a guide to promote redevelopment, enhance the downtown markets and increase business

opportunities, improve pedestrian and bicycle accessibility and safety, and ensure consistency in design patterns. The planning process was launched in Summer 2022 and completed in Spring 2023. A steering committee met regularly throughout the process to provide guidance and two major events allowed for input and feedback with the community in July and December 2022.



purpose of the plan

1. Connecting with and energizing stakeholders; showing new possibilities.
2. Leveraging strengths and imagining new possibilities based on market reality.
3. Developing and illustrating scenarios to achieve a preferred direction.



market findings

Based on retail supply and demand estimates, downtown Neenah may be capable of supporting an array of additional retail offerings.

DOWNTOWN RETAIL GAPS

 <p>Grocery Stores</p>	 <p>Specialty Food Stores</p>
 <p>Building & Garden Stores</p>	 <p>Beer, Wine & Liquor Stores</p>

18,888

Daytime Population

(within 5 minutes of Downtown)

The large number of downtown office employees is an asset, but the city should focus on development which includes residential, retail and other uses to complement the strong office market. Continuing to strengthen downtown's central social district functions (vibrant plazas, parks, restaurants, markets, etc) will enhance the image of downtown for both employers and residents.



Downtown Neenah's mix of businesses includes strong concentrations of restaurants, specialty retail, personal and professional services.

Continuing to strengthen these niches while adding new offerings to serve a growing downtown population will further strengthen and diversify downtown's economy.

The downtown district can benefit from the strong concentration of jobs adjacent to the Marathon Ave. employment corridor, a short 5-minute drive away. Additional restaurants and services located along the South Commercial corridor could draw more of these workers into downtown over lunch or after work.



Food & Drink Spending
\$5,464,436



Downtown Retail Spending
\$20,343,952

Food-related, entertainment-oriented, and pamper niche businesses (salons, yoga, spas, etc.) are the most likely to thrive downtown.

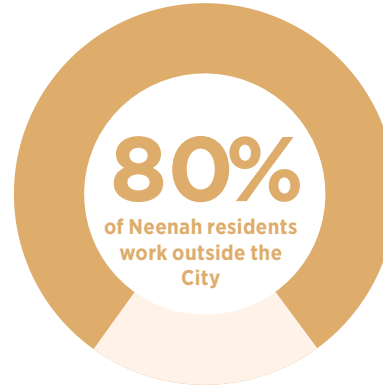
Finding creative ways to provide affordable code compliant spaces for these businesses should be a priority and will help expand the physical footprint of downtown beyond the historic core.

RETAIL MARKET FINDINGS



The Appleton-Neenah-Oshkosh housing market continues to grow. Downtown Neenah can successfully compete for a portion of this growth.

Downtown's central location provides exceptional access to outdoor recreation opportunities, jobs, and shopping.

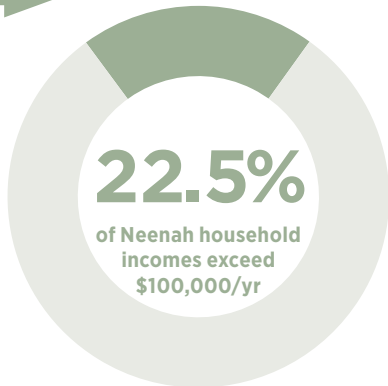


Younger professionals

working for large employers in downtown

will be attracted to the district's amenities

including an expansive trail network and opportunities to walk to restaurants and parks.



yet there are only 33 housing units renting at \$2,000/month or higher



Based on recent trends, housing demand projections, stakeholder interviews, and available redevelopment sites downtown, the **City should target the production of 35-50 new housing units downtown annually through 2030.**

As remote working and co-working become more popular, the downtown may be able to capture more independent and freelance workers who find the concentration of restaurants and services attractive.



Strong projected regional growth in both blue-collar and white-collar industry employment

will create opportunities for downtown Neenah to attract residents demanding a mix of housing product types at different price points.

Unmet housing demand at both ends of the household income spectrum, with significant shortages of workforce housing (914 units) and market rate housing (2,300)



The 55-74 year-old demographic is increasing in size

This cohort's household income is relatively high, and downtown offers an attractive mix of amenities they will find highly desirable, especially if there is a mix of both for sale and for rent products on the market.

public input

The public engagement process helped the project team understand today's concerns and explore scenarios for downtown's future. Major points of public input include:

STEERING COMMITTEE

A committee of local representatives, listed in the acknowledgments, provided continual guidance to the consultant team and offered feedback on the plan's recommendations.

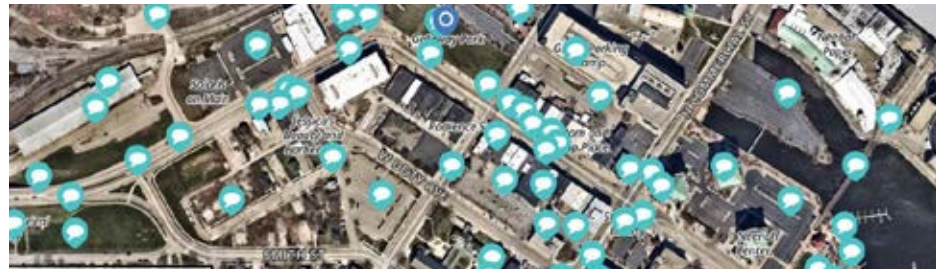
INTERACTIVE MAP & WEBSITE

Over 1,500 unique users visited the project website. Participants were able to share ideas and concerns using an interactive map, and endorse comments from other participants. Also, a survey was included and over 184 responses were received.

PUBLIC EVENTS

Altogether, over 100 people attended the public events in July and December 2022.

- **Design Studio.** The interactive event invited participants to work with community planners to explore scenarios for change in downtown.
- **Open House.** The Open House provided participants an opportunity to share their feedback on emerging concepts before authoring this plan.



plan initiatives

13



CONNECTIVITY OPTIONS

EXPANDING
CONNECTIVITY
BETWEEN
DESTINATIONS

21



DEVELOPMENT OPTIONS

MAXIMIZING
OPTIONS FOR
HOUSING AND
COMMERCE

33



WATERFRONT OPTIONS

LEVERAGING THE
WATERFRONT FOR
ACTIVITY AND
INVESTMENT

47



NEIGHBORHOOD OPTIONS

STRENGTHENING
THE DOWNTOWN
EDGE

opportunities

There are endless opportunities to improve downtown Neenah, as similar to any downtown. In fact, positive incremental steps are taken everyday by downtown businesses, City staff, property owners, and Future Neenah, Inc., the Downtown Business Improvement District. Through their dedication and hard work, the downtown has become the envy of northeast Wisconsin. Despite relatively few opportunities to comprehensively envision the future of downtown, a study like Neenah Next seeks to imagine a holistic future for downtown.

Successful downtown development is about identifying and leveraging downtown assets to achieve a desired vision of the future. Downtown Neenah's key assets include:

- A large and diversified daytime population fueled by major employers supporting local retail, restaurants, and services
- A strong image/brand that appeals to visitors, including both work related and leisure travelers
- A thriving and vibrant commercial district with a strong visual appeal and historic charm
- Proximity to well-designed and activated public spaces, including Shattuck Park, the Plaza at

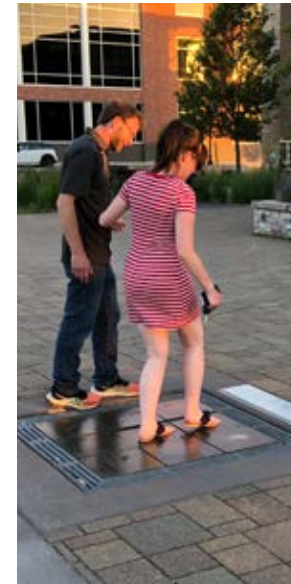
Gateway Park, the Fox River and Arrowhead Park

- A significant concentration of arts and cultural venues
- Proximity to quality health care

Through public input, observation, and a review of prior studies, the following opportunities to strengthen downtown emerged:

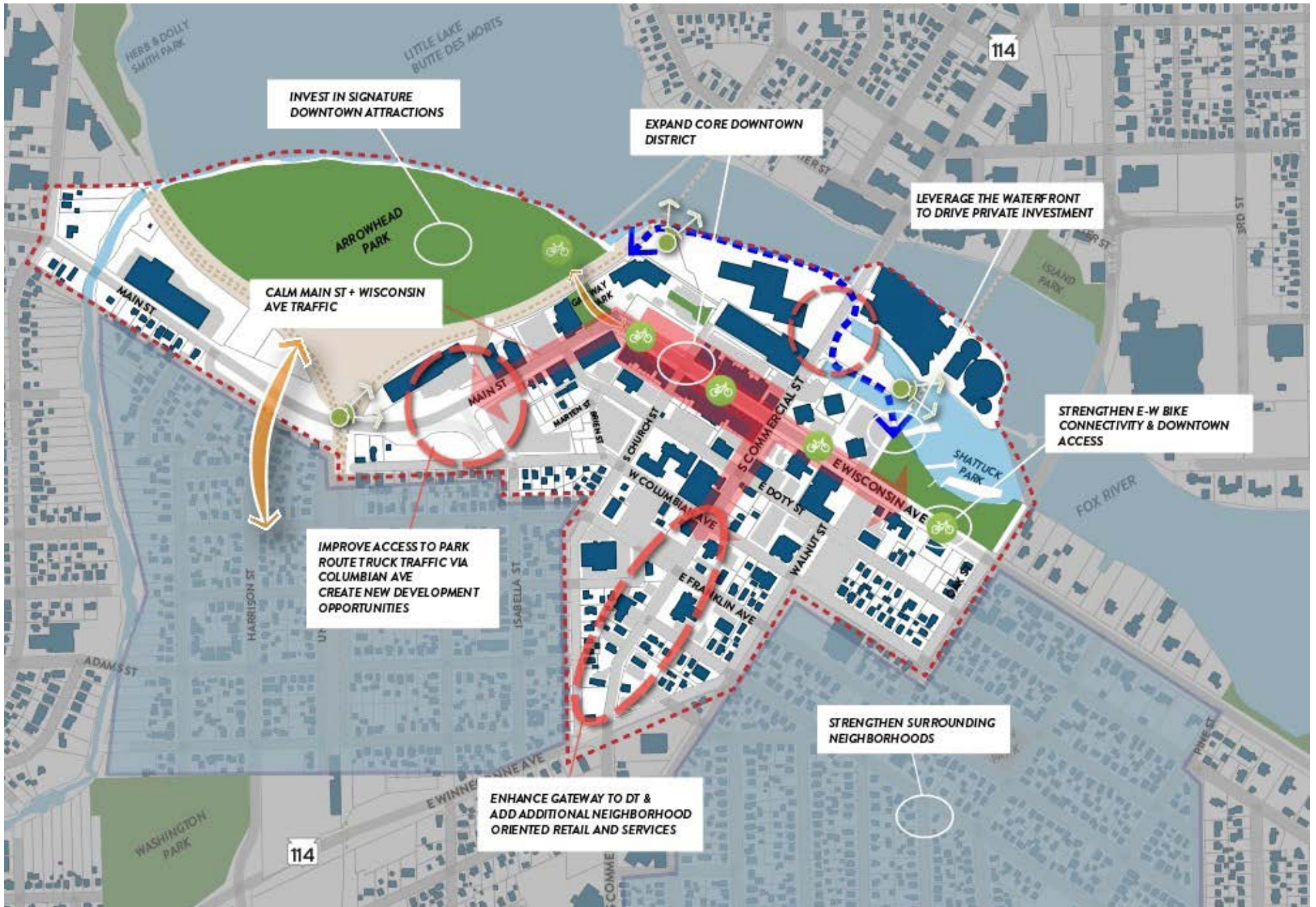
- Unifying and extending the pedestrian oriented historic downtown
- Strengthening connectivity to and from downtown, including to the waterfront and adjacent recreational assets
- Expanding hospitality offerings such as additional lodging choices, restaurants, and recreational opportunities along the waterfront
- Repositioning downtown as a thriving mixed use neighborhood through infill development and adaptive reuse

On the heels of the pandemic and increased levels of working from home, many cities are moving away from a focus on attracting new office users to downtown (The Central Business District Strategy) and towards a focus on attracting more residents



and visitors to downtown (The Central Social District Strategy). Downtown Neenah has already taken advantage of this trend through investments such as the Plaza at Gateway Park. The concepts illustrated in this Plan will stimulate additional social activity in downtown Neenah, providing quality of life benefits for a growing downtown population and attracting new visitors to take advantage of the district's expanded restaurant offerings, waterfront amenities, entertainment venues, recreational trails, and high quality parks and plazas.

Figure i: Key Opportunities







01

Connectivity options

**EXPANDING CONNECTIVITY
BETWEEN DESTINATIONS**

MOBILITY CONCEPTS

The City recently completed a downtown traffic study. Figure 1.1 adapts some of the key recommendations and includes the following concepts:

1. **Cycletrack Retrofit and Pedestrian Connections.** Main Street and Wisconsin Avenue could be retrofitted with a cycletrack, a two-way path for bicyclists, to connect more users to downtown. Existing sidewalks would remain dedicated to pedestrians.
2. **Align Columbian Avenue to Millview Drive.** The concept improves access to Arrowhead, and can be designed to reduce traffic and speeds on Main Street.
 - › Eliminate the Main Street/Torrey Street intersection. If Columbian Avenue extends to Millview Drive, Torrey Street would no longer be needed.
3. **New Street Connection from Millview Drive to Smith Street.** The new street can run parallel to the railroad tracks and function as another connection to the Sherrytown Neighborhood.
4. **New Parking Structure.** Construct a new parking ramp adjacent to the downtown core, supporting existing and future development. This action would reduce the demand for surface parking, allowing for new development on existing surface lots.

5. **Intersection Enhancements.** The overall objective is to shorten crosswalk distances for improved signal performance and pedestrian safety, reduce traffic speeds, discourage truck traffic & improve pedestrian friendliness.
 - › **Washington & Winneconne.** Construct a small roundabout/traffic circle at intersection of Walnut St and E Winneconne in order to make intersection more legible, improve pedestrian and bicycle linkages to downtown.
6. **Railroad Pedestrian Crossing Improvements.** Crossing over the tracks at Gateway Park with a new pedestrian bridge and/or upgrading the at-grade crossing of the railroad tracks will improve the experience of visiting one of the City’s future signature destination.
7. **Arrowhead.** The future design of Arrowhead should include a series of looped paths that create different walking experiences and distances.
8. **Add sidewalk.** Connect the walking paths at Plexus to Gateway Park.
9. **Corridor Enhancement for Commercial Street.**
 - › Bridge enhancements including monuments and architectural lighting.
 - › Regular maintenance of weeds and overgrowth.
 - › Code enforcement of unkempt properties.
 - › Plaza near clock tower.
 - › Require landscape/planter buffer adjacent to sidewalks.



- › To reduce backups and improve signal performance install right turn lane for southbound traffic on Commercial at Winneconne, reassign lanes so the right lane becomes the right turn only lane onto Winneconne. Adjust pavement markings as needed.
10. **Build pedestrian connections to Hewitt Island and Menasha.**
 - › Investigate the possibility of retrofitting the beam bridge for a pedestrian promenade, thereby connecting Neenah and Menasha.
 - › Building a pedestrian connection to Hewitt Island if the site redevelops.
 11. **Tactical Mobility Enhancements.** Some improvements apply throughout the district.
 - › Add convenient bike parking (bicycle racks) in front of frequently visited businesses.
 - › Proactively plan for scooters and other micro-mobility trends.
 - › Add e-charging stations on the first floor of parking structures.

Figure 1.1: Mobility Concepts



CYCLETRACK RETROFIT FOR WISCONSIN AVENUE AND MAIN STREET

Downtown Neenah sits between two destination parks and their associated trail networks: Arrowhead Park/Loop the Lake and Riverside Park/Kimberly Point.

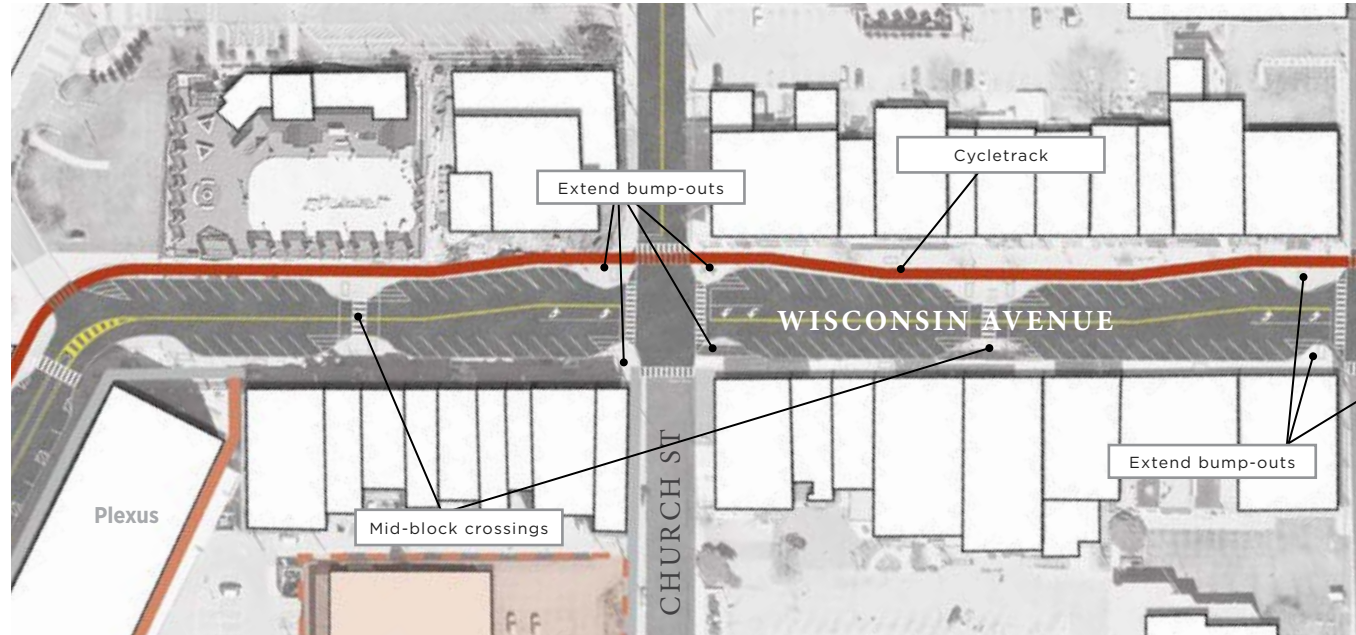
Increasing bicycle (and other non vehicular modes of travel) into downtown is likely the most influential initiative that the City can take to support downtown businesses.

The current gap in connectivity limits downtown businesses ability to tap into the large number of recreational and leisure visitors coming to Neenah to visit these destination parks and trail systems. Today, bicyclists ride in both the street and sidewalk. On the street, bicyclists have to contend with motorists, who can't see the rider, backing out of their stall. On the sidewalk, bicyclists have to contend with pedestrians. Having a dedicated pathway will limit conflicts and improve safety for all.

The proposed cycletrack will increase the number of downtown visitors by providing a safe, convenient, accessible, and intuitive path to and from downtown. A cycletrack is a relatively affordable initiative compared to the cost of building parking.

Expanding connectivity between destinations improves resident quality of life and stimulates economic development by increasing access to goods and services. Traditional transportation planning is car-oriented, with little long-term thought given to other modes of travel. However, the U.S. is currently undergoing a paradigm shift, and more communities are proactively planning

Figure 1.2: Wisconsin Avenue and Main Street Concept



and constructing facilities for bicyclists, including e-bikes, as well as electrified scooters and other "micro-mobility" modes of travel.

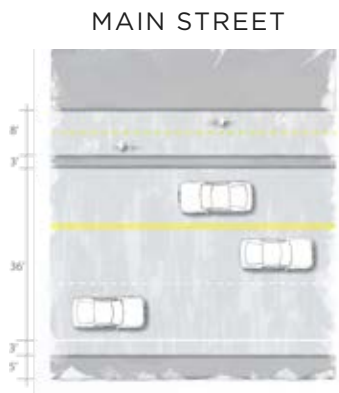
While this Plan introduces several vehicular enhancements, including new street segments and roadway re-alignments, it also identifies a potential cycletrack route through downtown linking Lake Street/Loop the Lake with Riverside Park.

When visitors bike or walk to downtown, they visit multiple destinations that contribute to the vibrancy of downtown. More people on bikes and on the sidewalk often attracts additional visitors to the area. As the district becomes known for its walkability, a key quality of life component and a hallmark of every thriving downtown district.

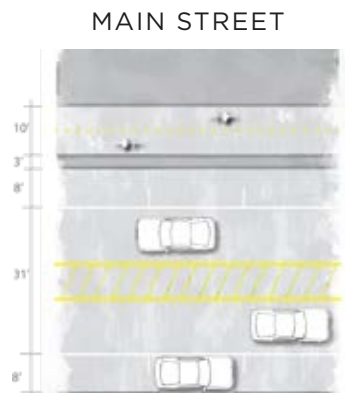


Cycletrack in Seattle, WA

NEENAH NEXT • DOWNTOWN REIMAGINED



Overpass to Millview



Millview to Wisconsin



Main to Walnut

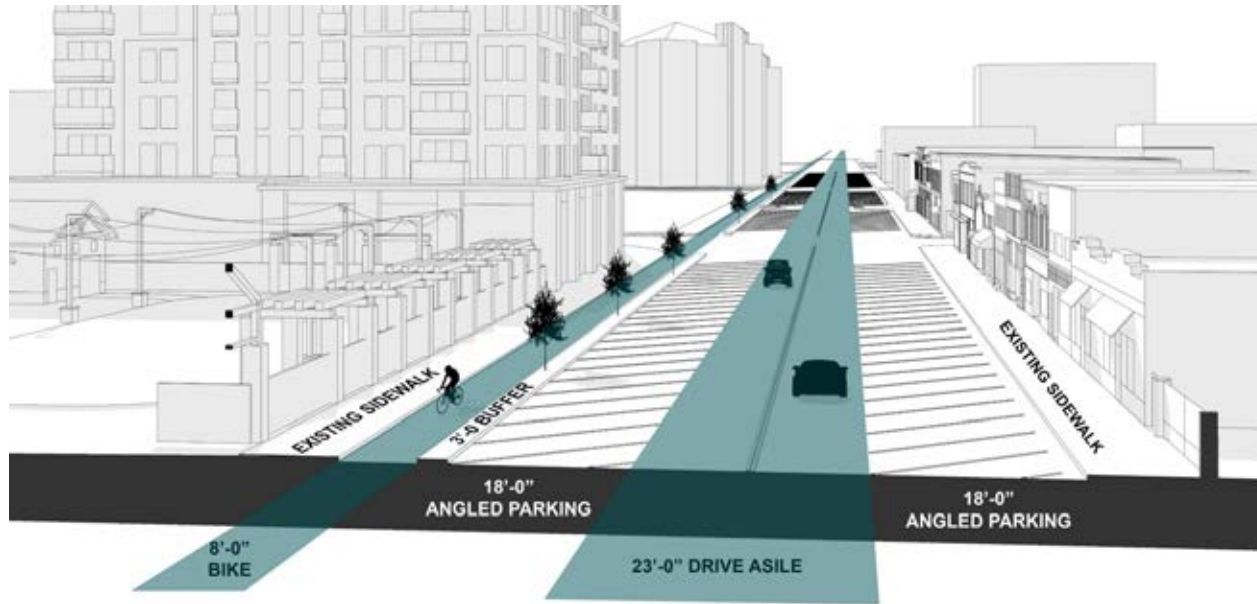


Walnut to Oak



Oak to Lakeshore

Figure 1.4: Cycletrack Retrofit for Wisconsin Avenue



The streetscape concept for Wisconsin Avenue is an idea that seeks to improve customer access to businesses and to complete the network of pathways between Riverside Park and Loop the Lake trails. Ultimately, the path invites new customers to patron downtown.

WHY HAVE A CYCLETRACK?

COMPLETE THE TRAIL GAP

Having a dedicated path between Riverside Park and Loop the Lake Trails will eliminate the fracture caused by downtown. While sidewalks are commonly used, the number of bicyclists/scooters, who are also customers to downtown, creates friction in the district.

MAXIMIZE PARKING

Retaining parking is critical for businesses and their customers. The street has excessive width that can be reallocated to retain angle parking on both sides of the street. The new section will help calm traffic speed to a pace that's more appropriate for downtown.

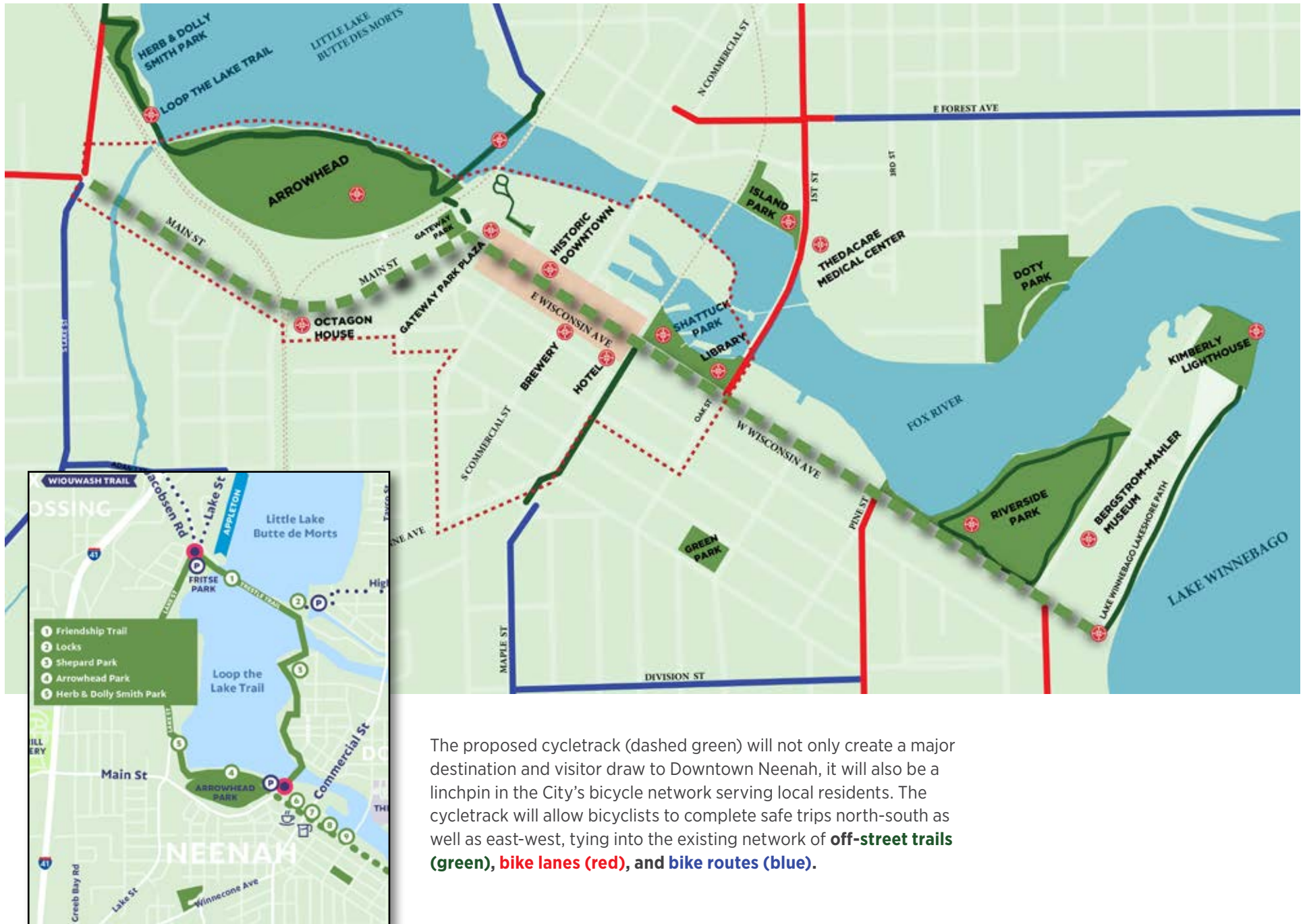
MINIMIZE CONFLICT AREAS

Dedicating a separate space for cyclists will limit their interference with pedestrians and vehicles.



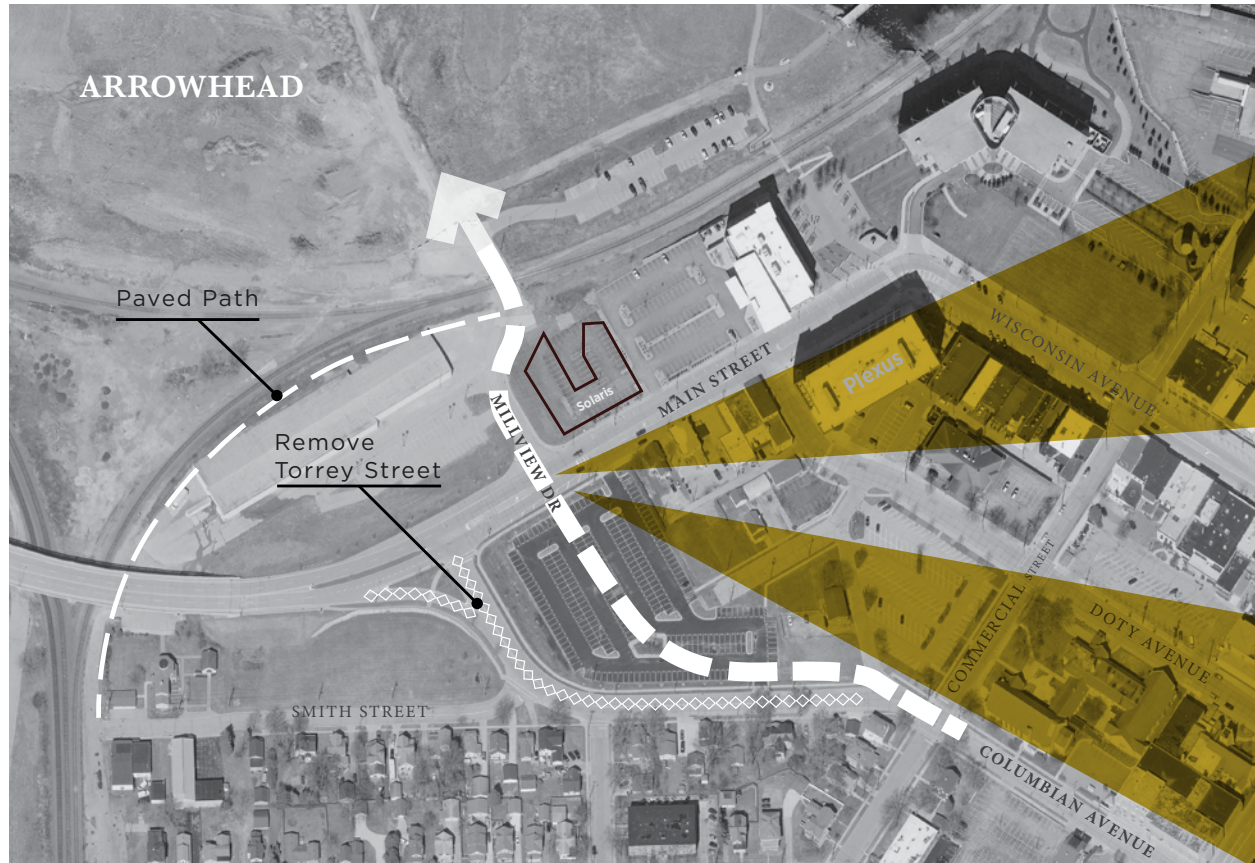
Dedicated spaces for bicyclists and pedestrians on Ingersoll Avenue in Des Moines, Iowa

Figure 1.3: Connecting Gathering Spaces



The proposed cycletrack (dashed green) will not only create a major destination and visitor draw to Downtown Neenah, it will also be a linchpin in the City's bicycle network serving local residents. The cycletrack will allow bicyclists to complete safe trips north-south as well as east-west, tying into the existing network of **off-street trails (green)**, **bike lanes (red)**, and **bike routes (blue)**.

Figure 1.5: Align Millview Drive and Columbian Avenue



FREE RIGHT-TURN CONCEPT

Concept shows a signalized intersection with a free-right turn on Columbian Avenue.



ROUNDABOUT CONCEPT

Concept diverts truck traffic away from Main Street to Columbian Avenue while allowing traffic to flow through the intersection.

Align Millview Drive to Columbian Avenue

The entrance into Arrowhead needs to be more accessible to ensure ease of access, particularly when events occur in the space. This intersection needs to be designed to encourage that through traffic continues to be directed to Columbian Avenue, which could be supported by a roundabout or a signalized intersection with a free-right turn.

Advantages to the roundabout scenario is that approaching traffic slows down before entering the downtown core, yet continues to move traffic through the intersection without significant stacking of vehicles that would otherwise sit at a traffic signal. While, roundabouts are not known to be pedestrian-friendly, people are more likely to cross Main Street at Wisconsin Avenue near the Gateway Park crosswalk or near its intersection with Wisconsin Avenue.

Figure 1.6: West Gateway - Main Street



Gateway Centerpoint

The center island of the roundabout could host a signature art piece that celebrates the community's historical connection to the clock tower that stands at 110 feet. The plan further recommends continued maintenance of the existing clock tower within a renewed plaza.





02

development options

**MAXIMIZING OPTIONS FOR
HOUSING AND COMMERCE**

DEVELOPMENT CONCEPTS

The Fox Valley area is growing with population and demand for new services. Downtown Neenah is able to become a unique setting unlike other areas in the region to attract customers.

The uncertain future of the office and retail markets can cause some difficulty in accurately calculating how many potential customers exist and what they might want out of downtown. However, a growing housing market in downtowns across the country are experiencing a new base of customers seeking a lifestyle where downtown offers a more complete neighborhood, rather than just an office and commercial hub.

Investing in downtown is one of the best ways that Neenah can continue to thrive, both in boom times and in more stable times.

The Development Concept map (Figure 4.1) is a collection of specifically designed ideas that help achieve a vision for downtown becoming stronger and more unified. The framework recognizes conventional development patterns in the 21st Century, where properties are assembled for larger scale projects and often require partnerships to manage risk.



Figure 4.1: Development Concept



Figure 2.2a: West End Landing Development Concept



LAKE STREET SITE (L)

The concept assumes that market demand will influence the redevelopment of the corner at Main and Lake Streets. To maximize development yield, the plan supports the inclusion of multi-family buildings positioned between commercial use. This will allow for shared access and parking.

WEST MAIN STREET SITE (W)

The concept recommends that redevelopment of any parcel include a master plan for all sites, illustrating development sites, shared access and common circulation. This plan provides a demonstration for its potential redevelopment.

Figure 2.2b: West End Landing Mobility Concept

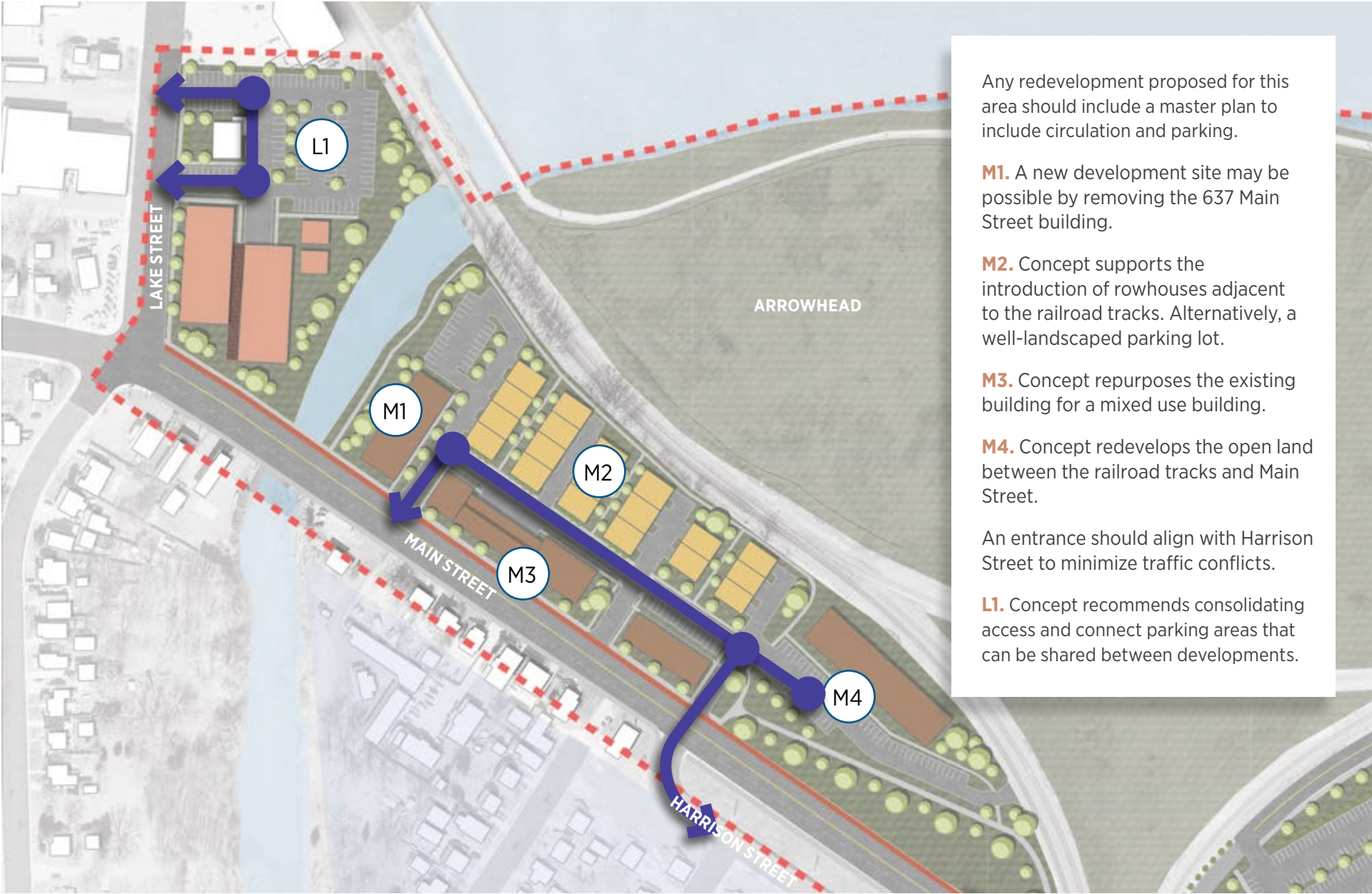


Figure 2.2c: West End Program



- Remove obsolete buildings to allow for more creative site design and circulation.
- Possibly make the intersection at Harrison Street an entrance into the site.



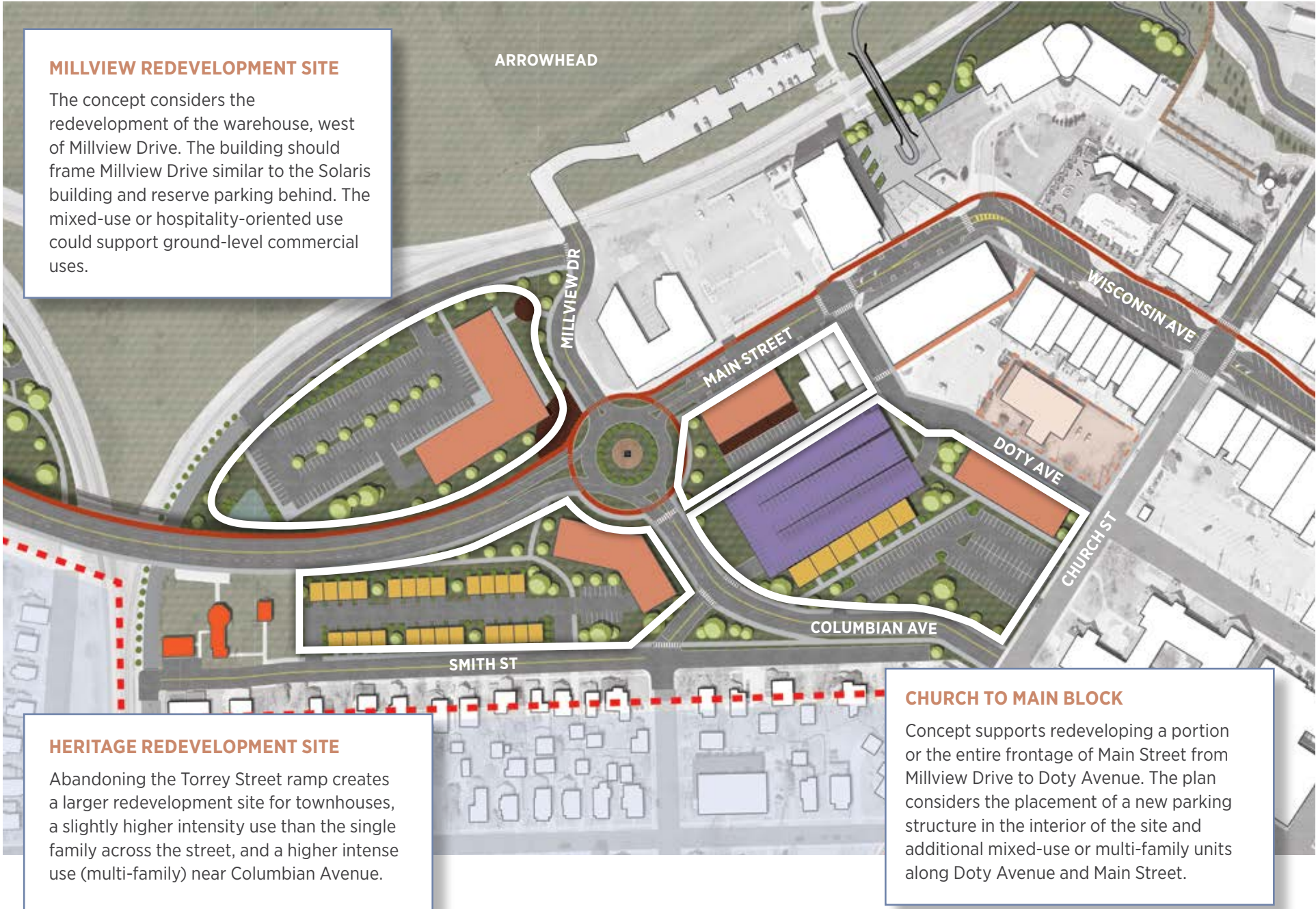
Figure 2.2d: West End Rendering



- New streetscape that accommodates wider sidewalks and a dedicated bicycle path with buried overhead lines.
- Retrofit facade to introduce tenant entrances.
- City to assist with the preparation of a detailed master plan and financial incentives for its implementation.
- Redevelop underused sites in the surrounding area.



Figure 2.3a: Downtown West Main Arrival Concept



MILLVIEW REDEVELOPMENT SITE

The concept considers the redevelopment of the warehouse, west of Millview Drive. The building should frame Millview Drive similar to the Solaris building and reserve parking behind. The mixed-use or hospitality-oriented use could support ground-level commercial uses.

HERITAGE REDEVELOPMENT SITE

Abandoning the Torrey Street ramp creates a larger redevelopment site for townhouses, a slightly higher intensity use than the single family across the street, and a higher intense use (multi-family) near Columbian Avenue.

CHURCH TO MAIN BLOCK

Concept supports redeveloping a portion or the entire frontage of Main Street from Millview Drive to Doty Avenue. The plan considers the placement of a new parking structure in the interior of the site and additional mixed-use or multi-family units along Doty Avenue and Main Street.

Figure 2.3b: Downtown West Main Arrival Mobility Concept

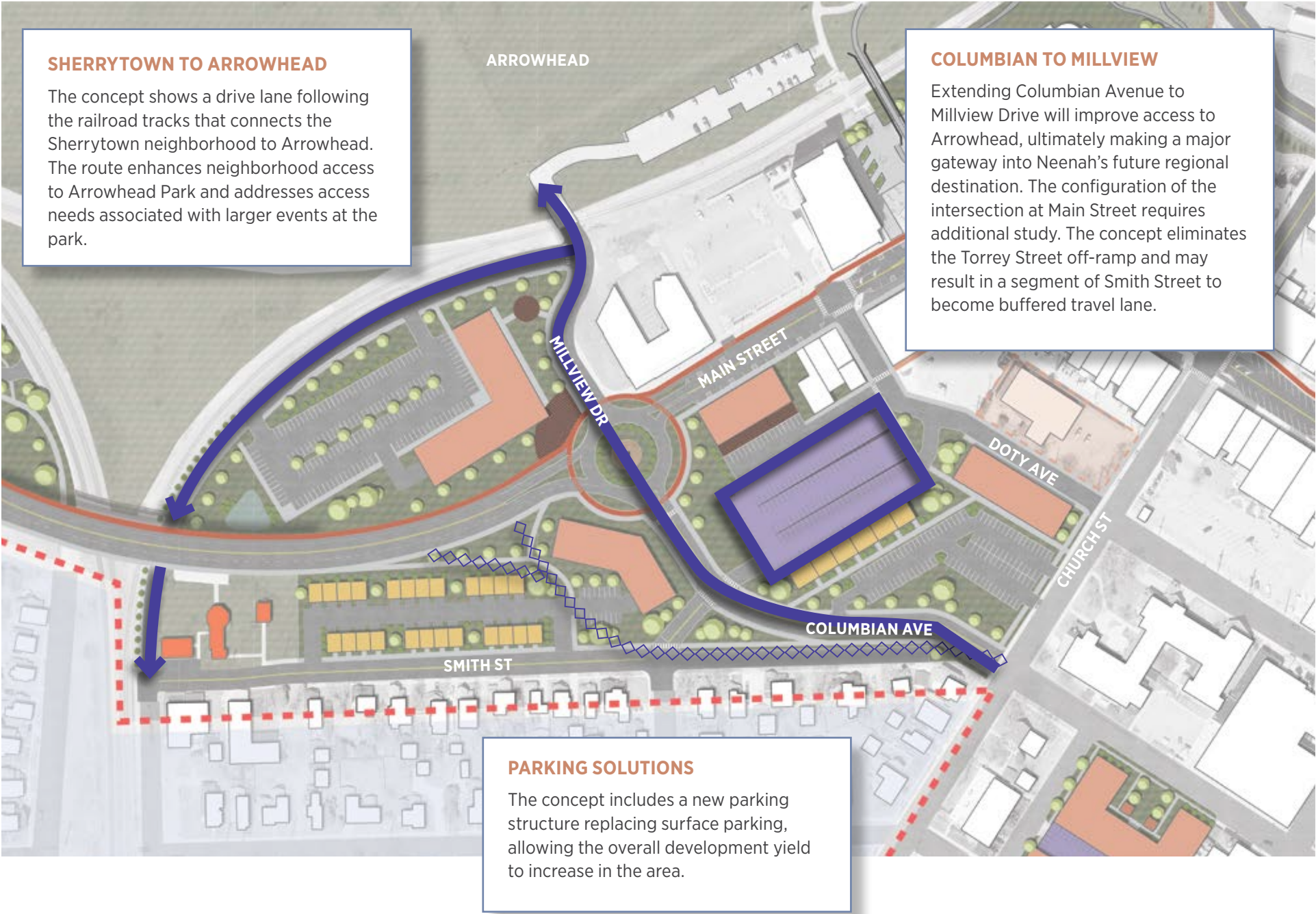
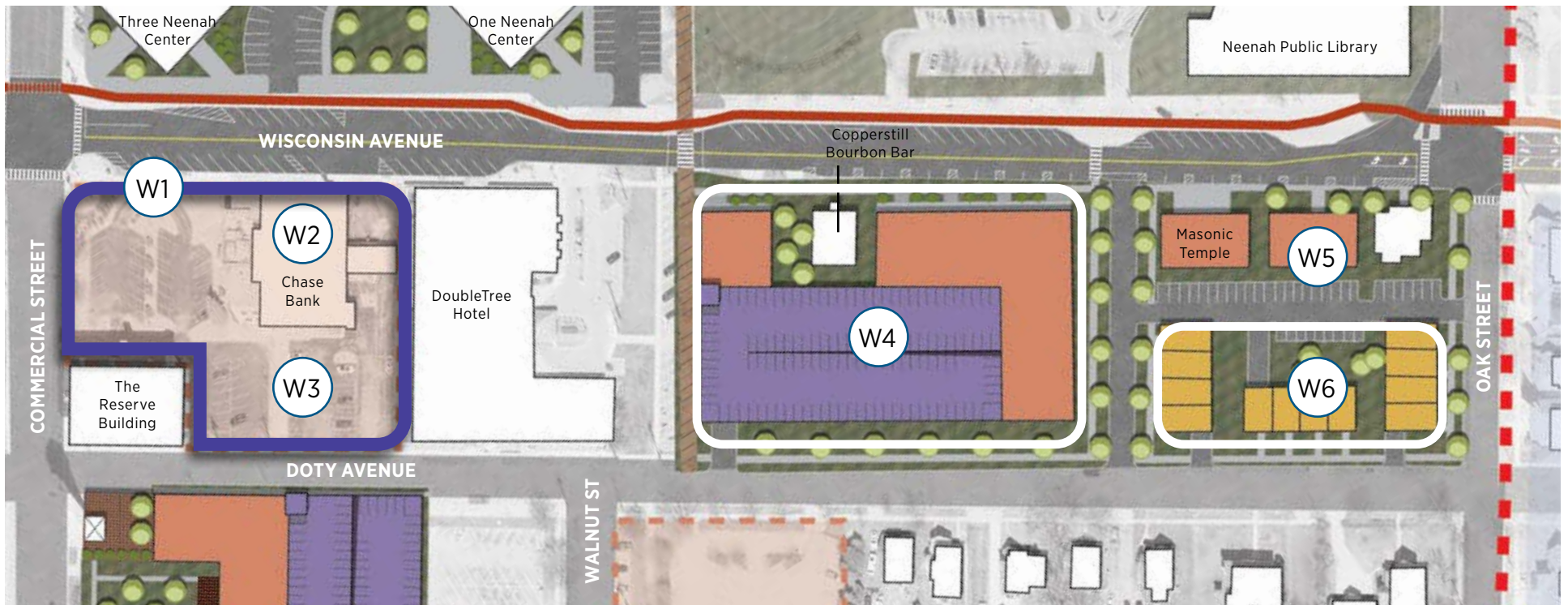


Figure 2.4: Corner Block Development Concept



COMMERCIAL + WISCONSIN CORNER

The cadence of buildings along Wisconsin Avenue, which contributes to downtown’s unique character, is interrupted by gaps of parking and open lots east of Commercial Street. Ultimately, this influences people’s perspective of downtown and presents an opportunity to reactivate spaces with projects that help extend the cadence of activity towards Oak Street.

Strategies to help unify the district include:

W1. High visibility of corner lots in downtown. Particularly the southeast corner of Commercial

Street and Wisconsin Avenue, should be activated with projects that provide a greater sense of continuity from block-to-block. This plan presents a scenario for redeveloping the corner lot and considers scenarios for amplifying the scale of redevelopment to adjacent properties that are held by the same property owner.

New construction, built on or near the property and having multiple stories, will frame the intersection and transform the appearance of the crossroads.

W2. The structure of the Chase Bank building is reportedly capable of supporting additional stories, which could include offices, upper-level commercial (restaurant) or housing. Alternatively,

the building could be replaced with a new development project that frames Wisconsin Avenue. Figures 2.5a-2.5c show scenarios of possible redirection for redevelopment.

W3. The surface parking lots located east of the Reserve Building are not well-designed and should be redeveloped into a better designed parking lot that eliminates excess space committed to circulation. This plan offers a scenario that can adapt to redevelopment scenarios presented in Figures 2.5a-2.5c.

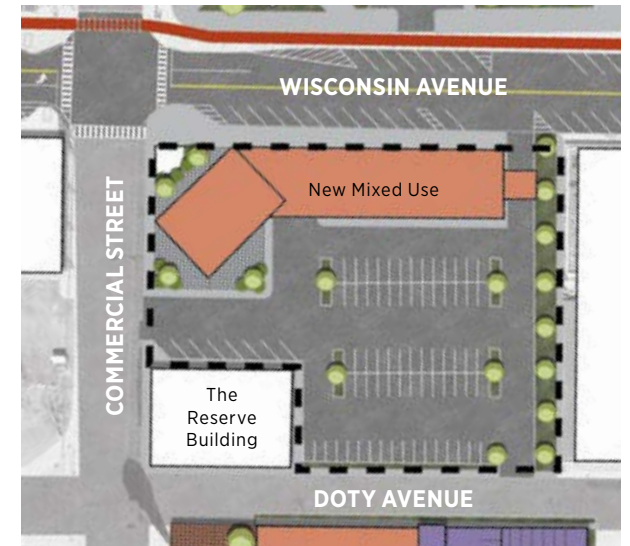
Figure 2.5a: Corner Scenario - A



Figure 2.5b: Corner Scenario - B



Figure 2.5c: Corner Scenario - C



Scenario A Elements:

- Commercial structure built to the property line. First floor commercial and upper-story uses.
- Art installation is retained at the corner.
- Redesigned parking to maximize yield for surrounding uses.
- Retain the alignment of alley.

Scenario B Elements:

- Mixed-use structure built to the property line and holds the corner and both streets. First floor commercial and parking. Upper-story residential.
- Art installation is relocated to another prominent location in downtown.
- Redesigned parking to maximize yield for surrounding uses. The building could include covered parking.
- Retain the alignment of alley.
- Bank drive-through located at mid-block.

Scenario C Elements:

- Mixed-use structure built to the property line and mirrors the footprint of the Neenah Center, located to the north. First floor commercial and parking. Upper-story residential.
- Art installation is relocated to another prominent location in downtown.
- Redesign parking to maximize yield for surrounding uses.
- Retain the alignment of alley.
- Bank drive-through located at mid-block.

Figure 2.6a: West Gateway - Main Street

W4. The plan imagines the E 200 block of Wisconsin Avenue redeveloping with higher intense uses while preserving older buildings. To achieve a redevelopment project that provides the scale and density imagined in this plan, property owners will need to mutually agree that the project is in their interest.

Property will need to be assembled voluntarily and could be initiated by the private or public sector. The public sector may need to initiate the assembly as land may become available at different moments in time.

- DoubleTree gains covered parking for guests, less seasonal maintenance and less taxable land.
- Existing property owners gain interest for volunteer sale of their property.
- Property/building for Copperstill Bourbon Bar is preserved and gains additional parking for patrons.
- Prospective developers gain support for future redevelopment.
- City gains parking stalls that can serve public events at Shattuck Park and additional commercial and residential units in downtown.
- The Neenah Historical Society gains a commitment for preservation.

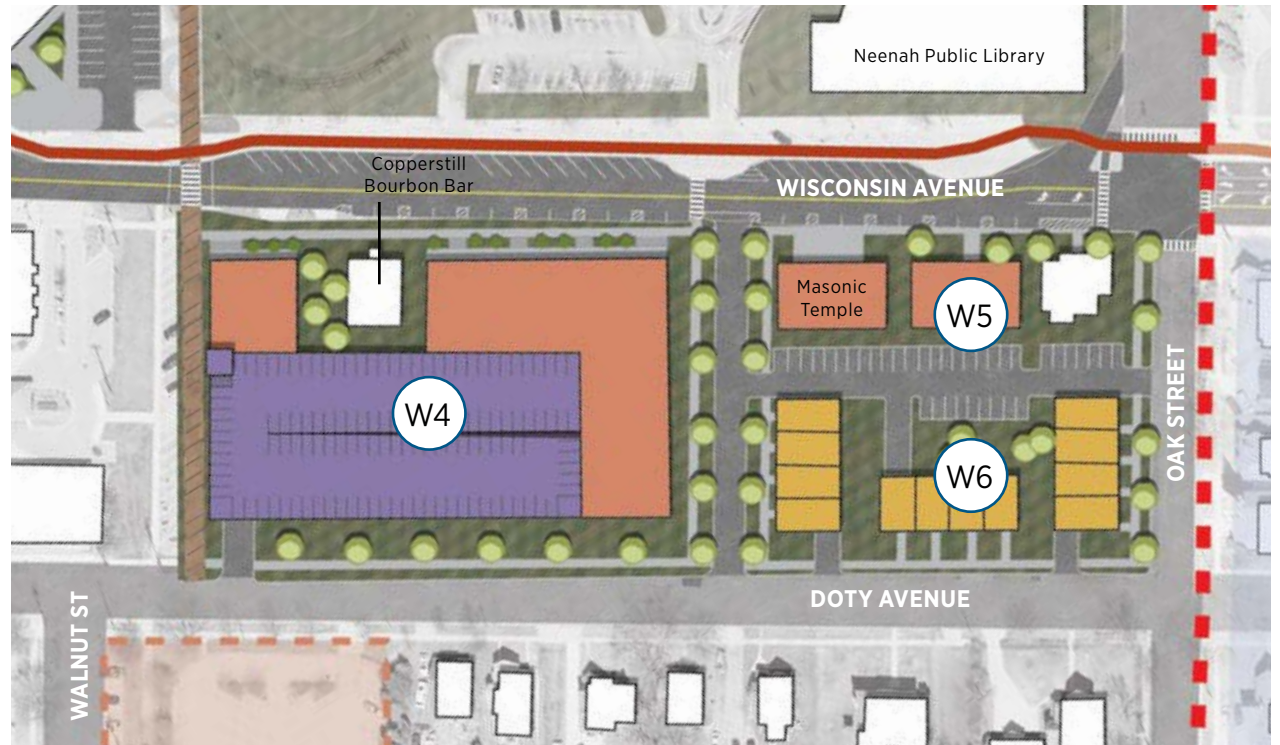
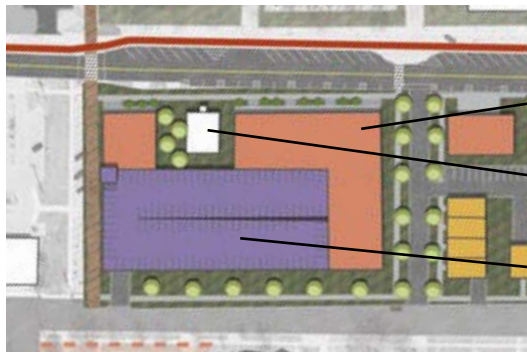


Figure 2.6b: Shattuck View Rendering



Private Development

Copperstill Bourbon Bar

Parking Structure



REDEVELOPMENT BLOCK OPPORTUNITIES

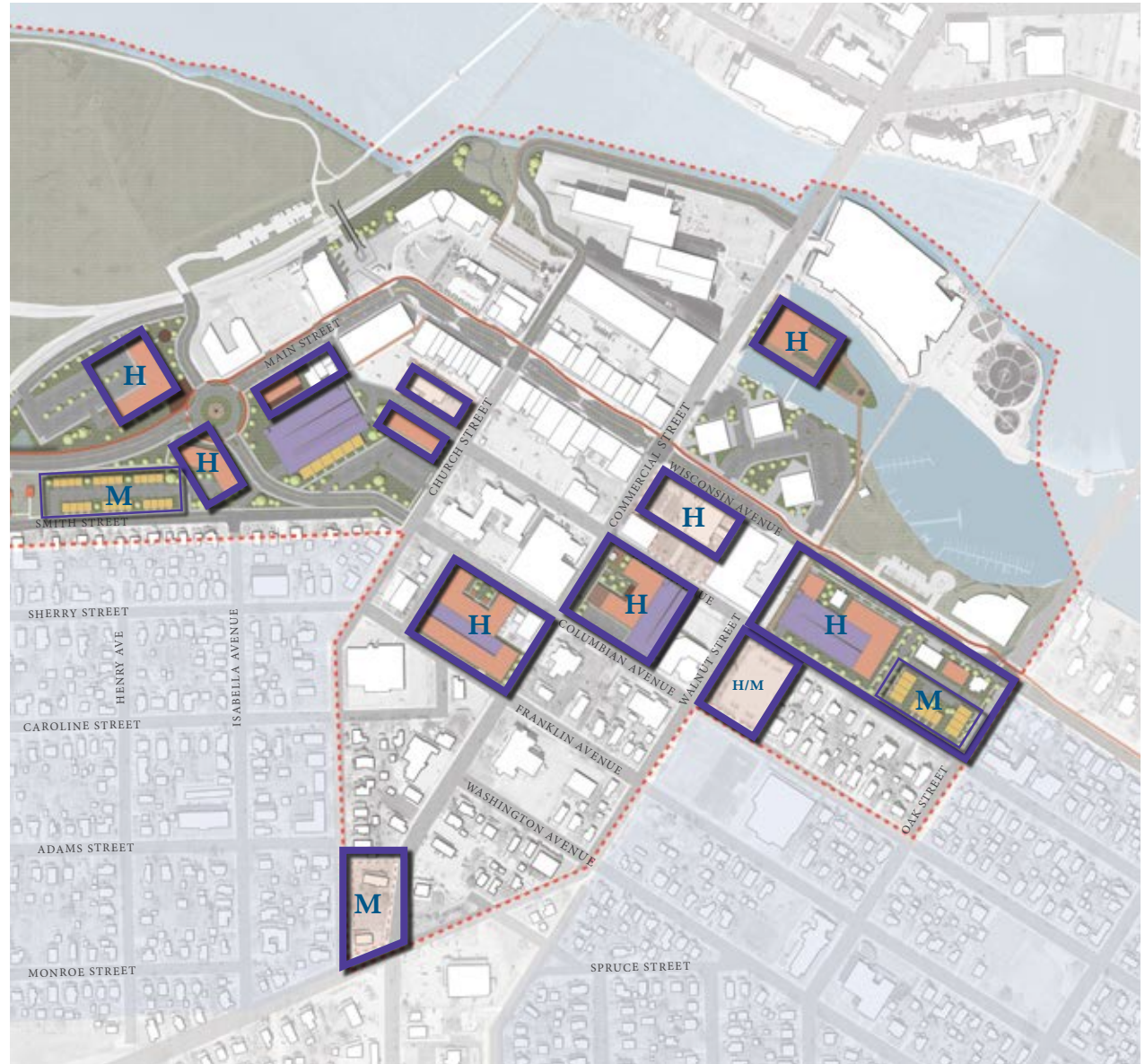
Market forces will naturally influence the demand for redevelopment. The plan provides guidance to increasing the intensity of development to reinforce downtown’s character as a place to live and play.

The map shows clusters of properties that private developers may find as candidates for larger redevelopment projects. Any action on these sites are subject to the willingness of owners wanting to sell to a developer or build the project themselves.

The precedent projects convey the level of intensity that provide more compatibility to downtown than say single-story projects with a lower yield on market return. Achieving a higher yield of construction (units and square footage) that matches the vision will likely require a partnership from the City and incentives to offset risk.

- H High-intensity
- M Medium-intensity
- Sites subject-to-change

Figure 2.7: Redevelopment Block Opportunities



Precedent features of HIGH-intensity projects

- 5 story buildings, minimum 3, built to the property line
- Main-level commercial
- Upper-level residential
- Integrated parking on main-level and supplemented by surface/structured parking
- Balconies and/or rooftop gathering spaces



Precedent features of MEDIUM-intensity projects

- 3 stories built to the property line
- Main-level with independent entrances
- Integrated parking on main-level and supplemented by surface/structured parking
- Balconies and/or rooftop gathering spaces
- Possible private, landscaped spaces near entrances







03

waterfront options

**LEVERAGING THE
WATERFRONT FOR
ACTIVITY AND
INVESTMENT**

WATERFRONT CONCEPTS

In common with other cities, a balanced park service in downtown Neenah requires spaces for both active and passive activities. Neenah’s park system should evolve as a network – open spaces designed to meet the needs of the present and prospective residents/employers, knitted together by trails and greenway into a unified system that leverages the waterfront. Such a system ultimately meets the needs of all users, with facilities that accommodate everything from an unplanned early morning run or bicycle ride to highly organized concert festival.

Neenah has found that investments along the waterfront and recreation facilities add value to the community. A great parks and recreation system attracts and retains residents and businesses and increases the value of property by strengthening demand. Parks in downtown enhance the area as a neighborhood and promote the development of high-quality new residential areas. Studies have concluded that a high-quality, diverse recreational system ranks second only to the educational system in attracting new residents to a community. Neenah’s parks and natural resource system should be integrated into the downtown’s development pattern and provide recreational opportunities for all.

The plan presents concepts for improving its waterfront and the tendrils that connect to the adjacent neighborhoods.



Figure 3.1: Waterfront Concepts



1. ARROWHEAD ACTIVATION

The site for Arrowhead has received considerable attention over the decades. Public input through this planning initiative strongly suggests that the area should include additional development features. The grounds are a significant opportunity for a mix of projects and activity that can become a catalyst for attracting people to visit and select Neenah as their destination.

In 2023, the City began updating the Arrowhead Park Master Plan

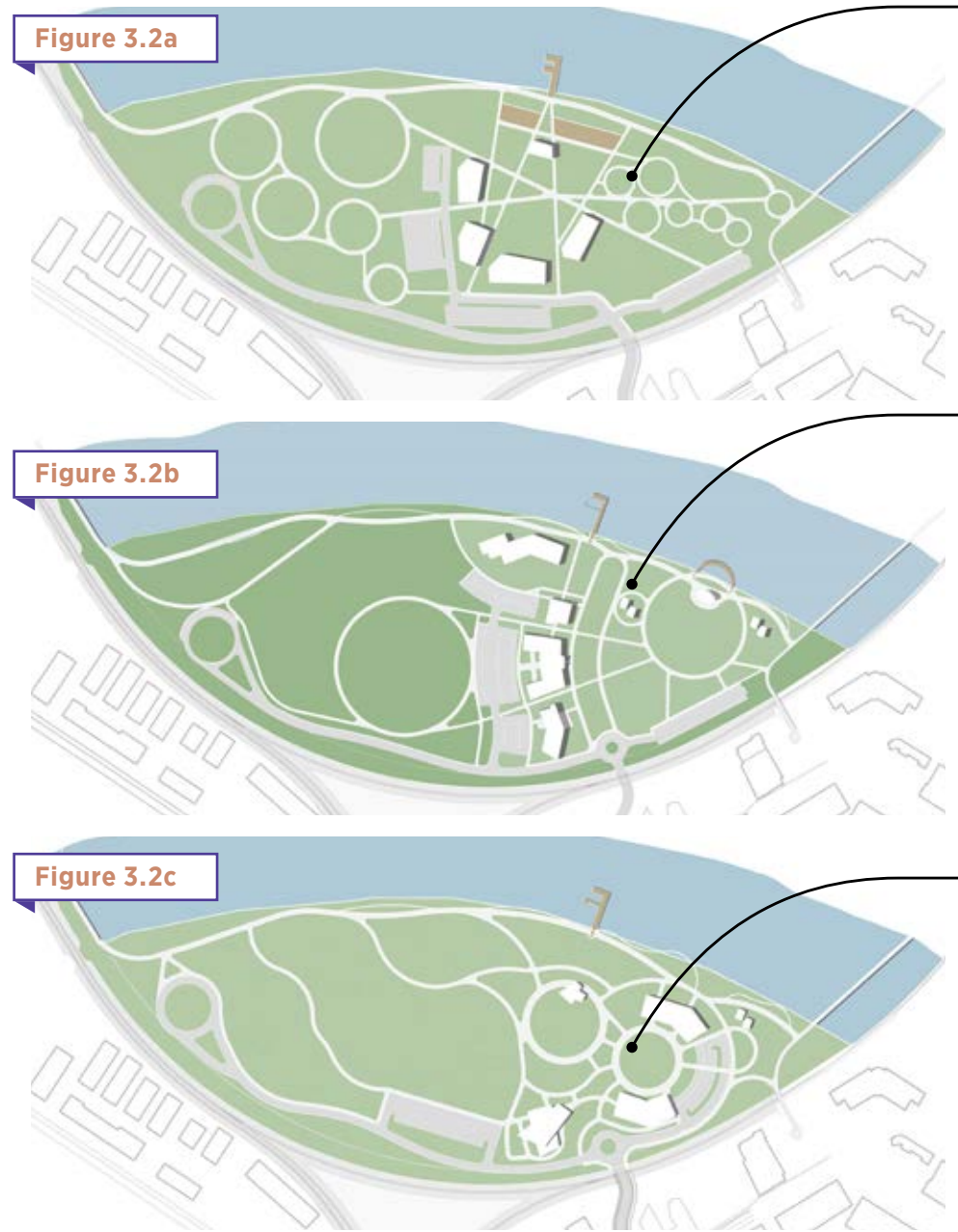


Figure 3.2a

The Campus Concept

Campus landscapes are dynamic, living systems that evolve to meet the changing needs of the specific site and surrounding community. The concept embraces flexible design and sustainability while serving as a backdrop for relaxation, recreation and celebration.

Figure 3.2b

The Connections Concept

The best landscapes allow large-scale environments to flourish side-by-side with intimate, human-scale opportunities. The concept provides both multi-purpose and recreational places. It intends to blend the best of retail, hospitality, office, recreation, and entertainment, optimizing both the urban and nature inspired experiences with serene courtyards, planted roof tops and decks and beautiful pathways.

Figure 3.2c

The Edge Concept

Landscapes have the power to heal and restore. Health and Wellness are the 21st Century’s measure of wealth. The Edge concept provides a landscape that preserves the interior of the park for places of active recreation, and mindful contemplation. The concept is meant for places of celebration and engagement.

DEVELOPMENT POSSIBILITIES

- Museum and Learning Center
- Aquatic facility
- Experiential retail and service
- Rental spaces
- Performance spaces
- Gathering spaces and plazas
- Splash pad
- Prohibit housing or subdivision



CONNECTION POSSIBILITIES

- Enhance rail crossing
- Trails
- Small watercraft access
- Crossing connections to downtown



RECREATION POSSIBILITIES

- Active and Passive spaces
- Adventure play
- Open lawns
- Trails and pathways interconnected
- Dog micro-park
- Storage for watercraft
- Adventure zone
- Kayaking, canoing, cross country skiing, biking



SUSTAINABLE POSSIBILITIES

- Green infrastructure
- Native plantings
- Trees and shade coverage
- Renewable energy

Figure 3.3: Arrowhead Connection from Columbian Avenue and Millview Drive



Figure 3.4: Arrowhead Landing and Gateway Park



ARROWHEAD LANDING // BREADCRUMBS TO GUIDE PEOPLE

Creating a path of bread crumbs from Downtown's Wisconsin Avenue to Arrowhead will lead people between these premier destinations. Wayfinding is a basic solution, while artistic elements have been used elsewhere that provide a unique, memorable experience. Images below show bread crumbs for inlaid paths, kiosk markers, doorway arches and lighted bollards.

The landings on both sides of the track should be places of gathering, plaza-like spaces that beg for refuge and moments to rendezvous with people.

Many major plaza spaces around the country are subject to redesign after decades. Similarly, the west end of Gateway Park could be redesigned as a series of terraces that gradually bring people down to the tracks, resulting in less need for switchbacks or a flight of steps.



Elevated forms can be subtle wayfinding feature that guide people to their destination and convenient method to direct people from Downtown to Arrowhead. These features can be lit in the evening, as well.

Horizontal surfaces can be designed to direct people, as demonstrated.



**ARROWHEAD LANDING //
CROSSING THE RAILROAD TRACKS**

Crossing the railroad tracks can become a special moment, a memory that people seek, when walking between downtown and Arrowhead. The concept can include an elevated crossing or a more ceremonial at-grade crossing.

- **Elevated Crossing.** A new bridge spanning over the railroad tracks can become an iconic structure for Arrowhead and the downtown. Its design should be visible from Wisconsin Avenue and tease people to make the trip to Arrowhead.
- **At-Grade Crossing.** The existing switchback could be redesigned as a series of landscaped terraces that gradually bring people down to the railroad tracks. This will result in changing the design of Gateway Park.

Figure 3.5: Arrowhead Crossing to Downtown



Figure 3.6: Plexus and K-C Environs



1 PATH TO ARROWHEAD

The concept shows a new pathway that connects Plexus' public walking paths to Arrowhead. Effectively, this opens up Plexus' campus to more visitors.

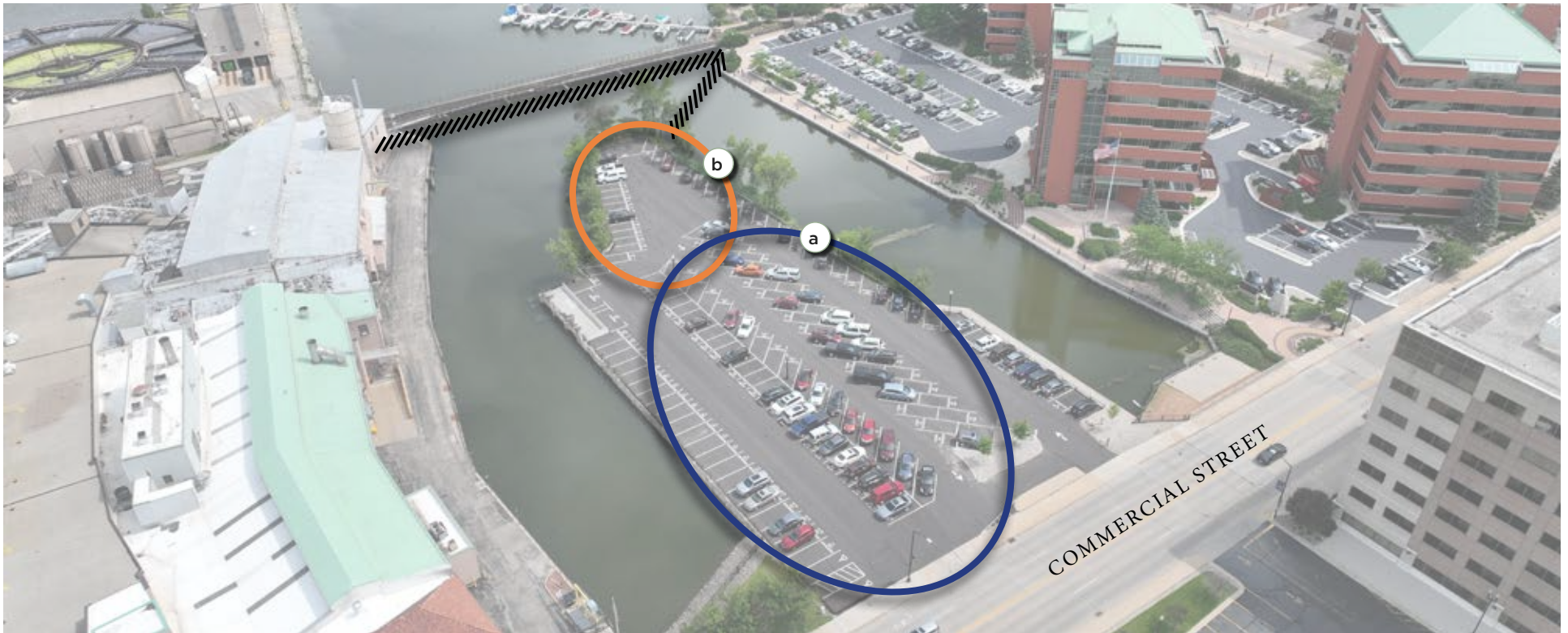
2 CHURCH STREET EXTENSION

The concept shows pavement markings and landscape islands that extend Church Street through the Kimberly-Clark site, connecting to Commercial Street. This allows travelers, primarily locals who know the street network, to access the parking structure and bypass the busy intersection at Wisconsin Avenue and Commercial Street.



Legacy Park is a monument to the paper mill industry. The space is discreetly located and its profile could be strengthened by pruning nearby vegetation that obstructs visibility.

Figure 3.7: Hewitt Island Environs



The surface parking on the peninsula is not an optimal use in the long-term. The future redirection suggests new construction over parking with the nose of the peninsula supporting green space connected to Shattuck Park.

- a. Development oriented to the street.
- b. Reserved greenspace that could be dedicated to the City as a park.

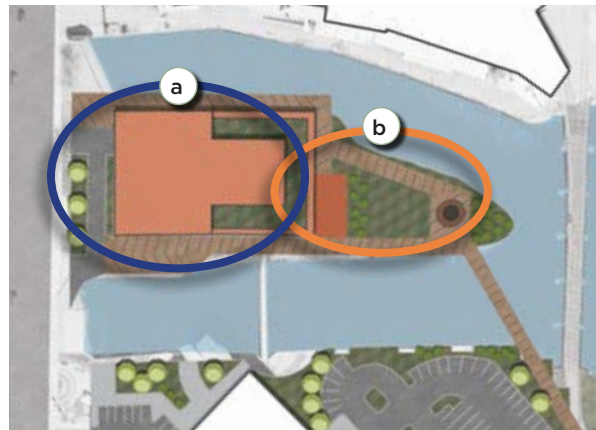


Figure 3.8a: Hewitt Island Concept



Possible signature art feature that leverages the reflection of the water.

Figure 3.8b: Hewitt Island Concept



HOTEL OR MULTI-STORY CONCEPT - SCENARIO

The concept shows a multi-story building with ground-level parking and service. Building is oriented to Commercial Street.

- Hotel with restaurant and outdoor patio seating overlooking greenspace and water.
- Multi-family - apartments or condominiums.
- Civic use, such as a museum.

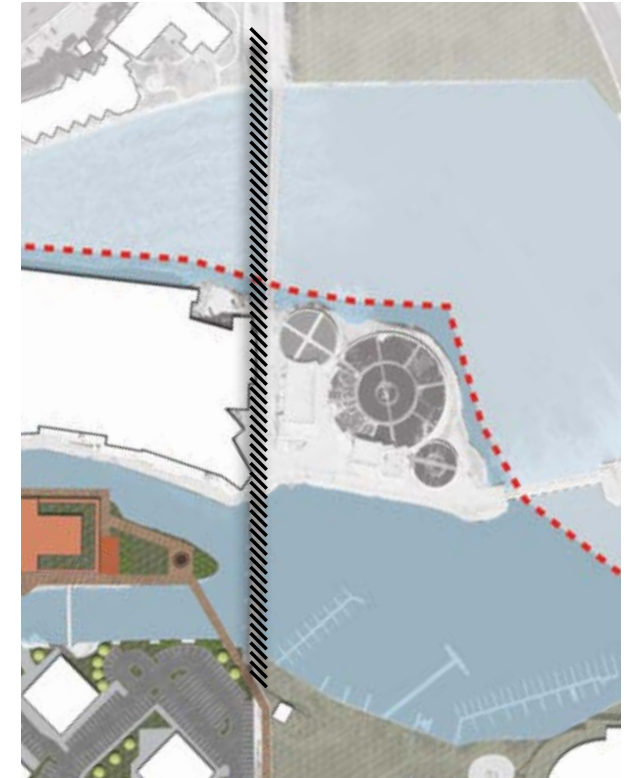
Figure 3.cb: Hewitt Island Concept



MARKETPLACE CONCEPT - SCENARIO

The concept shows an marketplace over structured parking. The space could be designed to be opened for warmer weather or remained closed.

Figure 3.9: Neenah Trestle Trail



NEENAH TRESTLE TRAIL

The Beam Rail Trail concept suggests two ideas: (1) creating a new deck adjacent to rail line, built on top of the open beams and (2) retrofitting the existing bridge by replacing the rails and surface. The concept provides a new pedestrian connection between Menasha and Neenah.

Figure 3.10: Shattuck Park Programming



**PREPARE AN EVENT
PROGRAMMING PLAN FOR
DOWNTOWN GATHERING SPACES**

Shattuck Park is a pristine gathering space for small- to medium-sized events. The plan recommends preparing a more aggressive program of activities at Shattuck Park, Gateway Park and Arrowhead. Initial partners include the City’s Park and Recreation Department, Future Neenah and the BID.

Some of the existing programs have outgrown the space, allowing the space to be opened for new types of events/activities.

- Prepare a strategy to resolve algae growth, which creates a deterrent (smell) for hosting activities at Shattuck Park.
- Maintain and upgrade the riverwalk and its connections, resolving mobility impediments.
- Maintain and upgrade the park building to ensure its long-term stability.







04

neighborhood options

**STRENGTHENING
NEIGHBORHOODS**

NEIGHBORHOODS

Strengthening downtown adjacent neighborhoods, including Sherrytown, is critical to the success of downtown. Residents within a 15-minute walk shed are key customer segment for existing and anticipated downtown businesses, making options like a downtown market economically viable.

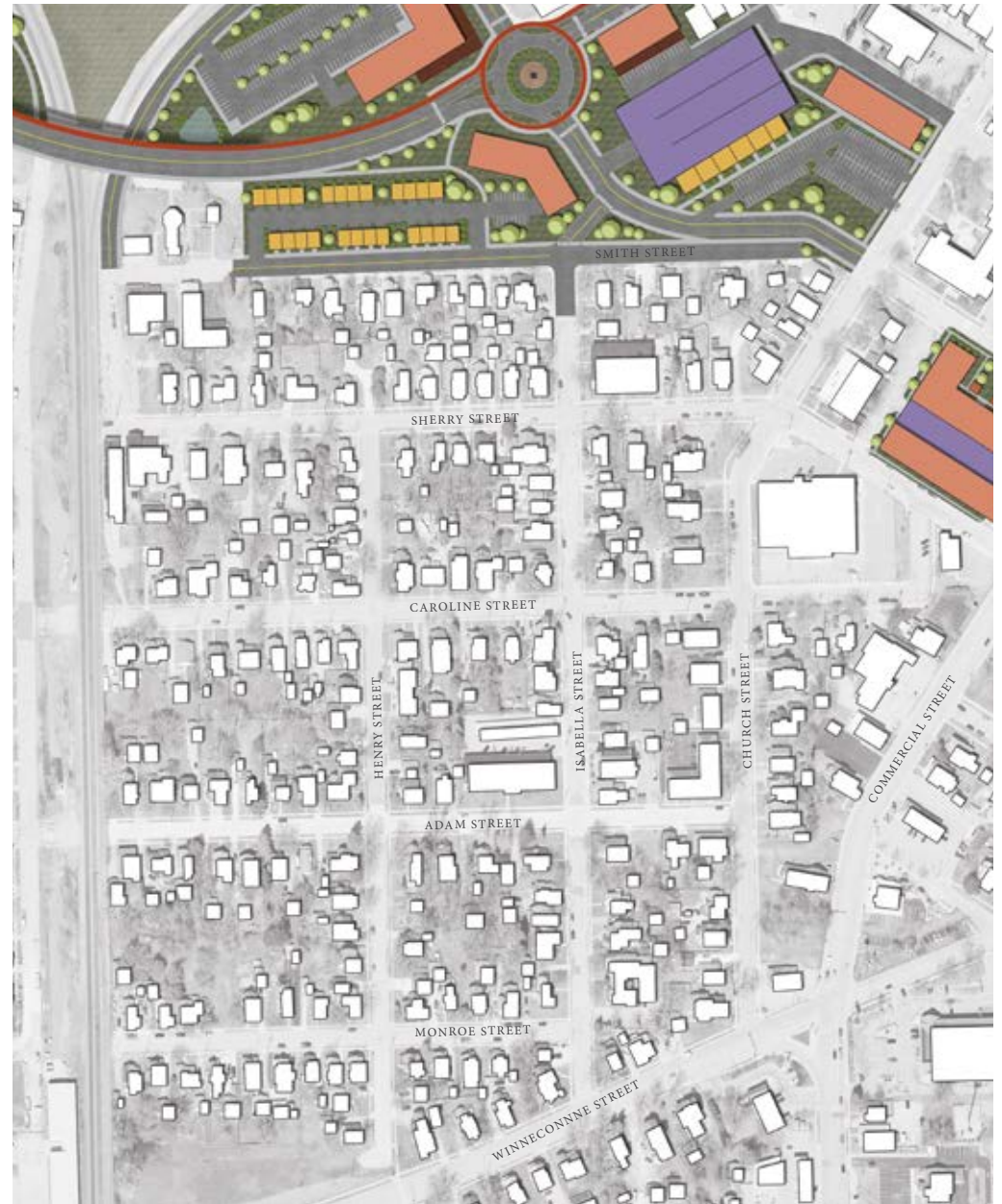
Directly southwest of downtown lies Sherrytown, which is bounded by Main Street, South Commercial Street, Winneconne Avenue and the CN Railroad. The neighborhood includes about 20 small square blocks. It is home to two popular bar and grills, the Neenah Historical Society's Octagon House, and the Sherry-Smith House, built by pioneer flour miller and developer, Hugh Sherry in 1864.

Today the neighborhood is predominantly detached single-family housing with detached garages, and contains several duplex and small multi-unit apartment buildings. Many of the lots are narrow and rectangular, fronting narrow streets, creating a pedestrian-scaled, walkable setting. Despite the older age of the housing stock, many of the homes are well-maintained. The neighborhood's location provides convenient access to a wide range of amenities including eating, shopping, personal services, parks, and trails, while rating high in terms of walk-score and bike-score.

With good access to a growing regional job market and proximity to downtown and the Fox River, the smaller single-family and duplex homes in this neighborhood may be very attractive to first-time home-buyers and younger families looking to lower their overall housing costs.

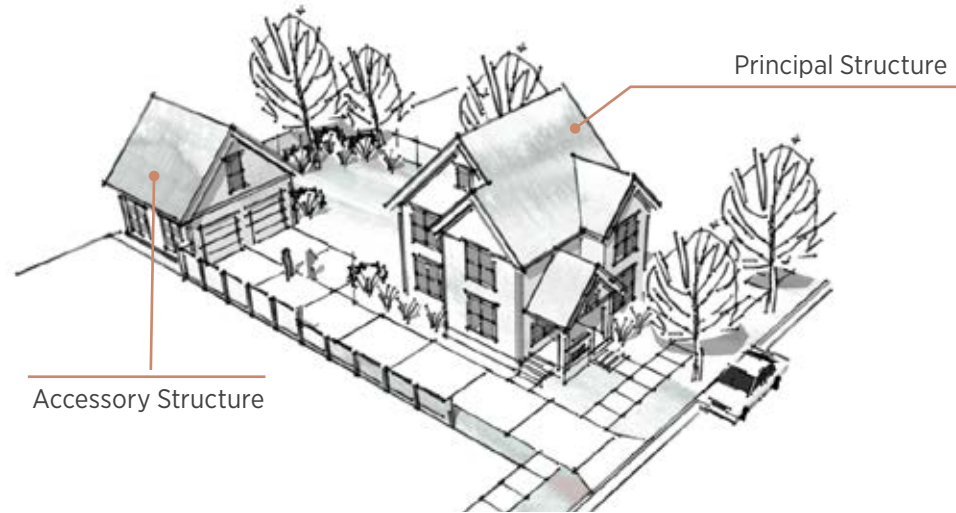
This plan anticipates that the neighborhood could experience an influx of interest in the coming decades, particularly if the housing market in the core of downtown accelerates. This could be a positive trend for the neighborhood as near-downtown areas often experience new interest from people wanting to be near downtown, yet desiring to have a yard and garage.

Map 4.1: Sherrytown Neighborhood



anatomy of the property

The condition of properties vary. When evaluating the condition in the future, properties with scores 3 and under should be targeted for rehabilitation. The criteria for evaluation includes:



PRINCIPAL STRUCTURE

1. Home is in complete disrepair: broken windows, significant missing material, unstable structure.
2. Home shows some evidence of unstable structure: sagging roof, shifting off of foundation, missing material in places.
3. Home shows minor signs of aging or disrepair: chipped or flaking paint, rusting metal features, and damaged roof.
4. Home appears normal: no apparent signs of aging or disrepair, perhaps some features have been recently replaced.
5. Home is brand new: all facets of the home are impeccable or have recently been replaced.

ACCESSORY STRUCTURE(S)

1. Structure is in complete disrepair: broken windows, significant missing material, on the brink of collapse.
2. Structure shows some evidence of unstable structure: sagging roof, shifting off foundation, leaning one way, missing material in places.
3. Structure shows minor signs of aging or disrepair: chipped or flaking paint, rusting metal features, damaged roof, overgrowth.
4. Structure appears to be normal: no apparent signs of aging or disrepair, perhaps some features have been recently replaced.
5. Structure is brand new: all facets of the structure are impeccable or have been recently replaced.

DRIVEWAY & LAWN

1. Junk and debris on lawn, mud or destroyed driveway.
2. Unkempt lawn, gravel driveway.
3. Lots of weeds, major cracks or pools in driveway.
4. Lawn is free of any debris or large weed patches, small cracks in driveway.
5. Lawn is impeccably kept, mowed and weeded, driveway is free of cracks.

STRATEGIES FOR HOUSING REHABILITATION

Near-downtown neighborhoods offer a lifestyle that is convenient to downtown amenities, and tend to experience an influx of reinvestment when downtowns become stronger.

The neighborhoods surrounding downtown have seen a resurgence with individuals reinvesting in the housing stock.

Establish a housing renovation loan program

- Establish a housing renovation program
- Support homeownership
- Support a housing demonstration project
- Build confidence in the market
- Ensure policies and codes support affordable housing

ESTABLISH A HOUSING RENOVATION LOAN PROGRAM

The City is exploring creating a home repair program for older neighborhoods in the City, including the Sherrytown Neighborhood, with the goal of improving the City’s housing stock and making housing more affordable. The purpose of the program is to provide matching grant funding to assist property owners with exterior home renovation and property beautification projects. In addition the program seeks to provide no interest, deferrable loans to property owners interested in major interior renovation projects.

SUPPORT HOMEOWNERSHIP

Many of the neighborhoods surrounding downtown Neenah have lower levels of homeownership than the City as a whole. Studies have shown that there is a strong relation between greater levels of homeownership and property maintenance and condition. Therefore it may be in the City’s best interest to encourage greater homeownership in downtown adjacent neighborhoods.

Supporting homeownership could take different forms including zoning reform, homeowner incentive programs, and new owner-occupied single family and multi-family infill development.

SUPPORT A HOUSING DEMONSTRATION PROJECT

Many community leaders express a strong appetite for more diverse types of housing products. Offering townhomes, pocket neighborhoods, condominiums, and mixed-use developments

in addition to current housing stock provides expanded housing variety. Developers are somewhat hesitant to be the first to test a new market when their current projects are successful. To illustrate these new products or innovative development configurations will work, it may be necessary to build a demonstration project. While developers can incorporate limited elements into their projects voluntarily, a demonstration project may require significant public assistance. Types of assistance include:

- Gap financing
- Infrastructure assistance
- Expedited permitting
- Create Mechanisms to share risk
- Zoning code reform

All development comes with a level of risk among stakeholders when building a project.

- **Developers.** The developer often takes on a significant amount of debt in the hope that rent or sale prices will be high enough and units will fill fast enough to cover that debt while providing a living commensurate with the level of risk they take.
- **Lenders.** The banking and financing community take on risk when they loan money to developers. Lenders can be instrumental partners in a lending consortium, noted below.
- **Contractors.** The contractors and subcontractors risk that payment for their services will come even if the project is not as successful as the developer had hoped.

For some communities , there are few options for lowering or sharing the level of risk that these

partners must take on. Tools to share risk include:

- **Lending consortium.** A lending consortium is an ideal instrument to provide short-term financing or “patient financing” for builders and contractors. It can fill the gap in financing when the cost of construction is more than the final value of the home.
- **Housing trust fund.** A housing trust fund provides a source of seed capital that can include the banking community, unconstrained by program regulations, for a community/county to use to develop needed housing types.
- **Tax Increment Financing (TIF).** TIF uses the added tax revenue created by the redevelopment to finance project-related costs such as land acquisition, core and shell rehabilitation, and public improvements. Traditionally, the developer takes on the debt of the project, pays their full tax burden, and then is allocated back the increment to pay down the debt on the pre-identified project-related costs.

BUILD CONFIDENCE IN THE MARKET

The future success of downtown neighborhoods will be largely determined by the ability to maintain and build confidence in the neighborhood as a place where existing residents and newcomers take pride in the homes and thrive because the neighborhood meets their needs. The defining advantages of living adjacent to downtown (for example nearby restaurants, services, trails, and jobs) should be shared with potential residents and realtors. Most residents, existing and potential, choose to live in a neighborhood because of its amenities and



positive attributes. Rather than solely focusing on addressing problems (deferred maintenance, poorly kept lawns, etc) successful neighborhoods must identify and market their strengths.

Downtown has a major asset in the old historic homes that define the neighborhoods. Many of these older homes need updates to meet modern expectations.

ENSURE POLICIES & CODES

SUPPORT AFFORDABLE HOUSING

Nationally, there is growing discussion regarding the influence ordinances have on the development

of affordable housing. Overly complex codes can create unpredictability and concern about the public approval process, causing developers to return to what they know will have the quickest and smoothest approval process. Additionally, codes can restrict the variety or design of diverse housing types, restricting what can be built. Policies and codes should be reviewed to ensure they allow for a variety of housing types, especially medium density housing (known as missing middle), infill on small lots, and a clear approval process.

🔍 CASE STUDY

HOME LOAN PROGRAM

HOME SWEET MENOMONIE

The City of Menomonie, WI (pop. 16,794), along with local employers and the Community Foundation, created a program to offer partial home loans to employees of participating employers. Participants can receive up to \$10,000 as a zero percent repayable loan if they purchase a home in within City limits. The loan is forgiven if the homeowners make eligible repairs or upgrades to their homes.

A similar program, the “Great Being Home” initiative helps employees of participating Green Bay businesses and nonprofits by offering eligible homebuyers up to \$10,000 toward down payments, closing costs or home repairs.

🔍 CASE STUDY

BUILDING INCENTIVES

The La Crosse Promise program provides up to \$50,000 in grants from La Crosse County to acquire and prepare a property. The Washburn Neighborhood, adjacent to downtown, is a priority area for the program. Applicants are required to finance a minimum of \$150,000 in person funds or market rate financing to qualify.

In addition to the funding offered to rehabilitation or build on a property, the program provides up to \$50,000 to families that build, buy a new home, or renovate a home in select La Crosse neighborhoods as education scholarships.



Historic home in the foreground adjacent to three new La Crosse Promise homes

🔍 CASE STUDY

BUILDING INCENTIVES

Communities cannot simply wait around for developer interest. Residents and stakeholders within several communities in Iowa are recognizing the need to take action by pooling their own resources and expertise to act as the developer of new lots. Two examples:

Fairfield, Iowa. A group of local stakeholders combined equity stakes to act together as the developer and builder of 27+ townhomes and duplexes in Fairfield. Risk sharing included private equity, City TIF funds, tax abatement, and Iowa Workforce Housing Tax Credits. Units were priced between \$160K-\$220K.

Humboldt, Iowa. Similar to development in Fairfield, local stakeholder pooled equity to finance 32 single-family and duplex units. The City helped share risk through TIF financing and tax abatement. Units are priced between \$230K-\$280K.

For Neenah, examples like these are not about the product type or price point, but rather, the ability to take action on a local level.



CASE STUDY

MAINTENANCE PROGRAM

The City of Maryville, Missouri initiated the Pride of Maryville project to recruit community members to help keep the city "cleaner, safer, and more beautiful place to live." There are four programs that provide an opportunity to participate, three of which directly impact housing:

- Adopt a Neighborhood
- Beautification Awards
- Neighbors Helping Neighbors

When active, the neighborhoods in the adopt a neighborhood were supported by volunteers helping to keep the city litter, debris, and weed free. The beautification awards program honors homes and businesses for the beautification and improvements made to their property. Neighbors helping neighbors pairs volunteers with residents in need which could include maintaining their property by cleaning leaves, pulling weeds, or painting shutters.



CASE STUDY

MAINTENANCE PROGRAM

STRONG NEIGHBORHOOD PROGRAM

The City of Menasha's housing renovation initiative includes a Curb Appeal grant and Major Renovation grant.

The Curb Appeal program provides up to \$5,000 for owner-occupied as well as owner-rented out units.

The Major Renovations program provides up to \$10,000 for exterior and interior home repair projects totaling over \$15,000. Loans are forgiven after five years of living and owning the home.



CASE STUDY

MAINTENANCE PROGRAM

The City of Waupaca (pop. ~6,300) established a program to leverage \$600,000 in American Rescue Plan (ARPA) funding for an exterior home repair program including driveways, porches, siding, painting, and windows.

The goal of the program is to improve neighborhood curb appeal, stimulating additional private investment. Low income homeowners are eligible for a \$10,000 grant. All City homeowners are eligible for up to \$10,000 in matching grant funds.

05

implementation

**A SUMMARY OF PROJECTS,
PHASING AND ROLES.**

CONNECTIVITY

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	10+ Years			

1.1. CYCLETRACK RETROFIT (WISCONSIN AVENUE / MAIN STREET)

Feasibility Study	Policy		City	Consultant BID Comm Dev DPW	Identify layout/location, construction costs, impact to on-street parking, impact to street layout, identify funding options, grant opportunities. Build support by including the BID in the initial feasibility process.
Engineering design + construction documents	Capital		City		Include funding in 5-year CIP
Construction	Capital		City		

1.2. ALIGN COLUMBIAN AVENUE TO MILLVIEW DRIVE

Feasibility Study	Policy		City	Comm Dev DPW Consultant	Examine the costs of construction, land assemblage, utility relocation, traffic impact, and intersection type (roundabout vs signalized). This should be done prior to development within the four corners of the intersection.
Engineering design + construction documents	Capital		City		Include funding in 5-year CIP
Construction	Capital		City		

1.3 CONSTRUCT DOWNTOWN PARKING STRUCTURE

Feasibility Study	Capital		City	Comm Dev DPW Consultant	Begin to identify a possible location, review parking structure types, review Downtown Traffic Studies relative to parking structure traffic impacts, and identify next steps related to engineering and design.
Engineering design + construction documents	Capital		City		Include funding in 5-year CIP
Construction	Capital		City		

CONNECTIVITY

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	10+ Years			

1.4 DOWNTOWN INTERSECTION / PEDESTRIAN ENHANCEMENTS

Add a pedestrian crosswalk near the Neenah Public Library	Capital		City	Neenah Public Library DPW	Coordinate with future development along the south side of E. Wisconsin Avenue. Consider eliminating the right-turn lane south bound on Oak Street.
Reconstruct the turning radius at Church St / Wisconsin Avenue - add crosswalk on Wisconsin Avenue	Capital		City	DPW	The southbound lane on Church Street (north of Wisconsin Avenue) should be reduced and a crosswalk added.
Enforce truck routes to avoid semi-trucks from utilizing Main Street/Wisconsin Avenue	Policy		City	DPW Police Department	

1.5 RAILROAD PEDESTRIAN CROSSING IMPROVEMENTS (GATEWAY PARK)

Railroad Coordination & Design	Policy		City	CN Railroad	Explore regulatory requirements and permitting related to working with the railroad
Explore the feasibility of both the at-grade and elevated bridge options for connections from Gateway Park to Arrowhead	Policy		City	Consultant CDA Comm Dev	
Construction	Capital		City		Explore fundraising and grant opportunities

CONNECTIVITY

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	10+ Years			

1.6 CORRIDOR ENHANCEMENTS FOR S. COMMERCIAL STREET

Develop a list and prioritize visual improvements along S. Commercial St	Policy				City	Comm Dev DPW BID	Focus between Winneconne Ave and Wisconsin Ave. Coordinate with BID Annual walk-through
Continue code enforcement efforts of unkept properties	Policy				City	Comm Dev Police DPW	
Improve Downtown wayfinding at the entrances into the District	Policy				City	Comm Dev DPW BID	
Identify funding strategies	Policy				City	Grants CIP CVB	Identify available financial resources
Construction	Capital						

1.7 PEDESTRIAN CONNECTIONS TO HEWITT DEVELOPMENT AND DOTY ISLAND

Engineering design + construction documents	Capital				City	DPW Comm Dev BID	Timeline will be driven by development of Hewitt site
Construction	Capital				City		

1.8 TACTICAL MOBILITY ENHANCEMENTS

Additional bicycle and micro-mobility parking near frequently visited businesses or pedestrian connections	Capital				City		
E-charging infrastructure	Capital				City		

DOWNTOWN DEVELOPMENT

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	Beyond 10 Years			

2.1. MIXED-USE DEVELOPMENT OPPORTUNITIES

Potential TIF and other assistance	Policy				City	WEDC DOA Federal agencies	Identify potential projects in CEDS document (ECWRPC)
Market downtown development opportunities	Policy				City BID	Developers Builders Investors	
Land assembly	Capital				City/ Private		Continue land banking as needed
Construction	Capital				Private		

2.2. CORNER BLOCK CONCEPT

Private Development	Capital				Owner	City	Timeline will be driven by owner
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2.3. SHATTUCK VIEW CONCEPT

Land assembly	Capital				Private	Land owners	Market concept; work with property owners on assembly. If a parking structure is deemed necessary City should conduct a feasibility study and assist in land assemblage
Construction	Capital				Private / City		

2.4 HEWITT ISLAND CONCEPT

Market concept to developers	Policy				City / Owner	BID	
Engineering design + construction documents	Capital				Owner		
Construction	Capital				Owner		

DOWNTOWN DEVELOPMENT

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	Beyond 10 Years			

2.5 WEST MAIN ARRIVAL CONCEPT

Request for proposals to identify development partners	Capital				City Owner		Timeline driven by parking structure completion
Construction	Capital				Owner	Owner led	Public/private partnership




2.6 WEST END LANDING CONCEPT

Land assembly	Capital				Owner	Owner led	
Explore public / private partnership	Capital				Owner		Likely a planned development district
Construction	Capital				Owner		City may participate in supporting infrastructure

WATERFRONT DEVELOPMENT

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	Beyond 10 Years			



3.1. ARROWHEAD ACTIVATION

Finalize Arrowhead District Master Plan	Capital				City	BID Parks & Rec Community	
Develop an implementation/ prioritization strategy to implement the Master Plan	Capital				City		
Build community support for the Arrowhead District. Seek grant/ donations to implement plan.	Capital				City		

3.2 ARROWHEAD CONNECTION

See 1.5	Capital				City		
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3.3 PLEXUS & K-C ENVIRONS

Plexus path Feasibility Study - Gateway Park north along Fox River	Capital				City	Plexus	Continue communication with Plexus
Church Street Extension - KC Property	Capital				City		




3.4 SHATTUCK PARK

Prepare an Event Programming Master Plan	Policy				FNI/ BID	Parks & Rec	
Maintain and Upgrade Riverwalk and Pavilion	Policy				City	Parks & Rec	




NEIGHBORHOOD DEVELOPMENT

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	Beyond 10 Years			



4.1. ESTABLISH A HOUSING RENOVATION PROGRAM

Prioritize program in downtown neighborhoods	Policy				City	
Develop both loan and grant programs relative to home repair/property maintenance	Policy				City	
Develop program marketing brochures for existing and potential home buyers	Policy				City	

4.2 SUPPORT HOMEOWNERSHIP

Nurture conditions that attract and retain homeowners	Policy				City	
Develop a guide to home ownership for first time home buyers	Policy				City	
Encourage Habitat for Humanity to build in or within Downtown neighborhoods	Policy				City	

4.3 SUPPORT A HOUSING DEMONSTRATION PROJECT

Identify land for demonstration project	Policy				City	Identify desired housing product for neighborhood
Request for proposals to identify development partners	Policy				City	Developers




NEIGHBORHOOD DEVELOPMENT

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	Beyond 10 Years			

4.4 BUILD CONFIDENCE IN THE MARKET

Invest in quality of life amenities - parks/open space, sidewalks/trails, railroad buffering	Capital				City		Provide amenities that attract/retain residents
Maintain a strong code enforcement and property maintenance program	Policy				City	Police	

4.5 ENSURE POLICIES & CODES SUPPORT AFFORDABLE HOUSING

Continue to review and update policies to support a mix of housing	Policy				City		
Identify barriers within the Zoning/ Subdivision Codes relative to the development of affordable housing	Policy				City		
Explore allowing Accessory Dwelling Units (ADU)	Policy				City	Comm Dev	

PLAN ADMINISTRATION

STRATEGY	TYPE	TARGET SCHEDULE			LEAD	PARTNER / RESOURCES	COMMENTS
		2023 -2028	5-10 Years	Beyond 10 Years			

5.1. REVIEW AND UPDATE PLAN REGULARLY

Annual plan updates to Common Council / Plan Commission / BID	Policy		City
Update City's Comprehensive Plan to include findings and recommendations from this plan	Policy		City

5.2 MARKETING THE PLAN

Create marketing brochures / digital content to be distributed to developers	Policy		City
Create a webpage dedicated to the implementation of the Plan	Policy		City
Work with BID, downtown property/ business owners, and other stakeholders to build support for the Plan	Policy		City





market review

An appendix element of the Neenah Next Plan is a review of market conditions for the City and Downtown.

MARKET SUMMARY

STRENGTHS

1. Growing population in the city and region to contribute to spending potential and housing demand.
2. A strong import of retail spending to downtown in establishments that generate activity.
3. A large downtown employment base that commutes from across the region.
4. A walkable mixed-use environment that is appealing for developers of higher-end market rate units. Evidenced by recent downtown mixed-use development success.
5. A strong working relationship between city staff and the development community. The development process is relatively easy in Neenah.
6. Strong demand for new housing across many price points and unit types.

WEAKNESSES

1. Limited weekend and evening business hours to cater to downtown residents and visitors.
2. A need for additional affordable and moderately priced home options, a situation common across many cities.
3. Low vacancy rates and low housing inventory limit the movement of people to Neenah or the ability of people to choose housing that fits their needs.
4. Vacant land is limited in downtown to enable new redevelopment projects.
5. Government office uses will likely stay populated during the day. However, offices in the financial sector may see more transitions to remote work.

OPPORTUNITIES

1. Developer interest for new downtown mixed-use projects.
2. A forecast citywide housing demand between 1,225-1,300 units through 2030.
3. Rising incomes in the region (over inflation) for people to spend on housing or discretionary purchases.
4. Using office spaces for other uses if businesses transition to more remote work.
5. Located in a metropolitan area with strong jobs and potential for growth in many sectors.
6. Diversity is increasing in the city. Fostering unique businesses, arts, and culture welcomes more diversity and can create reasons for people to visit downtown.
7. From an employment perspective, the region has appeared to rebound well from the first waves of the COVID-19 pandemic. The rebound is promising for the resiliency of the economic region should future severe waves of public health lock downs occur.

8. People live and work across cities in the region. Neenah will attract new residents if it creates an attractive, unique, and high-quality environment.

THREATS

1. Near-term interest rate hikes and rising prices that may slow development interest or the scale of projects.
2. Whether office development will transition to mostly remote work and what this means for existing spaces in downtown.
3. The interstate system allows people to easily travel between cities to shop, work, and live. Therefore, there is more competition with other cities for regional spending and resident attraction.

Downtown Peer City Snapshot

	NEENAH	APPLETON	GREEN BAY	MENASHA	OSHKOSH
Area (SM - Square Miles)	0.28 SM	0.31 SM	0.36 SM	0.35 SM	0.12 SM
2020 Population	250	1,223*	995	657	466
Households	144	405	634	293	293
Total Daytime Population	3,093	13,775	8,414	1,725	3,274
Median Household Income	\$42,696	\$24,607	\$60,371	\$37,152	\$31,069
Median Age (2022 forecast)	34.3	30.5	42.2	33.4	24.6
Total Import/-Export Retail Trade and Food & Drink** (2017)	\$26,258,706	\$63,470,761	\$63,558,055	\$4,158,639	\$30,348,492
Total Import/-Export Retail Trade** (2017)	\$20,794,270	\$31,050,871	\$57,608,473	\$1,269,301	\$21,436,125
Total Import/-Export Food & Drink (2017)	\$5,464,436	\$32,419,892	\$5,949,582	\$2,889,337	\$8,912,367

Source: ESRI. Does not reflect developments in the last two years.
 Boundaries of peer city's downtown based on local BID or downtown plan
 *Includes 530 in group quarters
 **Adjusted to exclude auto-oriented businesses and non-store retailers

THE NEENAH MARKET

The market analysis provides context and understanding for planning and programming for downtown Neenah. Like many downtowns in the region, Neenah’s downtown has many unique features that draw market demand for various uses. The information in this analysis will inform policy and development decisions in the downtown area.

GOALS AND PURPOSE OF THE MARKET ANALYSIS

1. To inform plans for the Neenah Downtown Plan
2. To identify possible target markets
3. For general information and understanding of Neenah’s strategic position
4. To make specific policy recommendations to support growth in Neenah

AREA OF INTEREST

The study area for the Downtown Plan is small and does not align with Census boundaries. Because of data limitations and boundaries, much of the market analysis presents citywide information that informs the influence on downtown.

A larger regional context influences downtown activity. People visit and work downtown from other areas and help drive the district’s demand and supply of different uses. The conditions in the surrounding region can also validate or reject the feasibility of certain types of development downtown. Therefore, comparison areas in this analysis include:

- Downtown
- City of Neenah
- Appleton-Oshkosh-Neenah Combined Statistical Area (3-county area)
- State of Wisconsin
- Peer cities and their downtowns
 - Appleton, Green Bay, Menasha, Oshkosh

DATA SOURCES

Data sources used in this analysis include:

- The U.S. Decennial Census and American Community Survey (2020 5-year and 1-year Estimates unless noted otherwise)
- Multiple Listings Service (MLS) data
- Bureau of Labor Statistics
- Environmental Systems Research Institute (ESRI)
- Local city building permit data provided by local staff
- Past plans, studies, and city data provided by local staff
- Interviews with local developers

MARKET INDICATORS

The series of data topics on the following pages that define the Neenah market include:

- The Neenah Market – The local market and how it performs in the region
- Housing Market Forecasts – Future population and demand for housing
- Downtown Market Potential – The retail environment and other implications for downtown

POPULATION

Population demographics give clues to growth trends and the demand for various commercial and residential uses in the future. For example, a person’s age aligns with three cohorts with general housing and retail needs.

SNAPSHOT

- Neenah had the most substantial decade of growth in its history from 2010-2020 (7.1%), outside of the 1960s.
- Neenah’s population is steady in its share of the Combined Statistical Area (Appleton-Oshkosh-Neenah).
- The city population is aging, seeing more significant increases in the 55-74 age cohorts.
- There is some growth in the 25-34 cohort but overall declines in the 25-54 age group. However, more growth in school-aged children (families) than in the state, and they are not aging as fast as the State.
- The county is seeing a net in-migration of residents, many from other areas of Wisconsin.



DOWNTOWN IMPLICATIONS

- A growing population means more housing needs and demand for commercial services. Downtown provides a hub to serve a portion of these needs.

Historical Population Change 1990-2020

	NEENAH	COMBINED STATISTICAL AREA	AS A % OF CSA
1990	23,219	315,121	7.4%
2000	24,507	358,365	6.8%
2010	25,501	387,391	6.6%
2020	27,319	414,877	6.6%

Source: U.S. Census

Peer Historical Population Change 1990-2020

	NEENAH	APPLETON	GREEN BAY	MENASHA	OSHKOSH
1990	23,219	65,695	96,466	14,711	55,006
2000	24,507	70,087	102,313	16,331	62,916
2010	25,501	72,623	104,057	17,353	66,083
2020	27,319	75,644	107,395	18,268	66,816
Annual Growth Rate 1990-2020	0.5%	0.5%	0.4%	0.7%	0.7%

Source: U.S. Census

**City of Neenah
population change by age cohort 2010-2020**

AGE GROUP	2010 POPULATION	2020 POPULATION	2020 PERCENT	2010-2020 DIFFERENCE
0-14	5,305	5,661	21.7%	356
15-19	1,597	1,677	6.4%	80
20-24	1,452	1,267	4.9%	(185)
25-34	3,695	3,799	14.6%	104
35-44	3,335	3,041	11.7%	(294)
45-54	4,001	3,436	13.2%	(565)
55-64	2,875	3,277	12.6%	402
65-74	1,498	2,321	8.9%	823
75-84	1,177	980	3.8%	(197)
85+	566	624	2.4%	58
Total	25,501	26,083*	100.0%	
Median Age	37.1	37.1		

Source: U.S. Census; American Community Survey *2020 Census data not yet released by age cohort

**Appleton-Oshkosh-Neenah, Wisconsin CSA
population change by age cohort 2010-2020**

AGE GROUP	2010 POPULATION	2020 POPULATION	2020 PERCENT	2010-2020 DIFFERENCE
0-14	77,257	74,833	18%	-2,424
15-19	27,934	26,754	7%	-1,180
20-24	26,981	29,098	7%	2,117
25-34	51,731	52,960	13%	1,229
35-44	52,938	51,522	13%	-1,416
45-54	61,758	53,843	13%	-7,915
55-64	45,266	55,886	14%	10,620
65-74	25,009	36,403	9%	11,394
75-84	16,380	17,609	4%	1,229
85+	7,406	8,850	2%	1,444
Total	392,660	407,758		15,098
Median Age	37.6			

Source: U.S. Census; American Community Survey *2020 Census data not yet released by age cohort

Race and Ethnicity Comparison, 2010-2020

	CSA	NEENAH	CSA	NEENAH	CSA	NEENAH
	RACE 2020		RACE 2010		% POINT DIFFERENCE	
White	86.4%	88.0%	92.2%	93.7%	-5.7%	-5.8%
Black/African American	2.1%	1.8%	1.3%	1.3%	0.8%	0.5%
American Indian	1.1%	0.7%	1.1%	0.7%	0.0%	-0.1%
Asian	3.3%	2.3%	2.6%	1.4%	0.7%	0.8%
Pacific Islander	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%
Some other	2.0%	1.5%	1.4%	1.3%	0.6%	0.2%
2 or more	5.1%	5.8%	1.5%	1.5%	3.6%	4.3%
Total	414,877	27,319	392,660	25,501		
	ETHNICITY 2020		ETHNICITY 2010		% POINT DIFFERENCE	
Hispanic or Latino	5.0%	4.8%	3.5%	3.8%	1.4%	1.0%
Other	95.0%	95.2%	96.5%	96.2%	-1.4%	-1.0%
Total	414,877	27,319	392,660	25,501		

Source: U.S. Census

Net Migration Flows to Winnebago County 2015-2019

	NUMBER
Population (1 year and over)	168,642
Movers from a different state	2,549
Movers to a different state	3,214
Movers from a different county, same state	10,449
Movers to a different county, same state	7,698
Movers from abroad	257
Net in (out) migration 2015-2019	2,343

Source: U.S. Census; American Community Survey

EMPLOYMENT

Employment provides insight into regional strengths that could attract employees or lead to further business cluster development. Both factors can lead to population and land development in high-demand areas. Employment characteristics in Neenah affect potential markets for growth. For example:

- People who live and work in Neenah spend nearly all their time in Neenah.
- People who live in Neenah but work outside of the city likely divert at least some shopping for goods and services in areas around where they work – a missed opportunity.
- People living outside of Neenah but holding jobs in the city or the immediate vicinity may retain some of their spending during their commute to work.



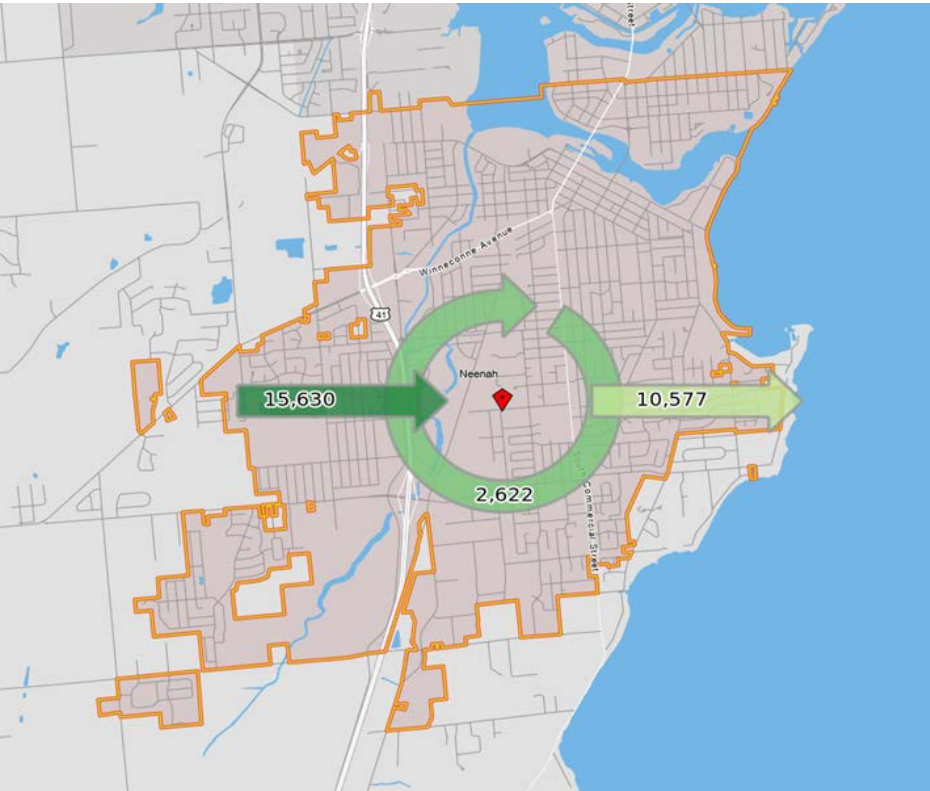
SNAPSHOT

- Employed people living in Neenah work across the region. People working in Neenah tend to live in Neenah or nearby Appleton, Oshkosh, and rural parts of the county.
- The city attracts more employees than sees residents leave to work in other cities. Not a large percentage of employed people live and work in Neenah (about 14% of the employment in Neenah). There may be opportunities to capture more Neenah employees to live in the city.
- Reaching downtown from Neenah's employment centers is relatively short and easy, generally a 5-10 minute drive.
- Employment sectors in Neenah are relatively similar to the region with higher percentages of the population working in the service, sales, and office sectors.
- The Wisconsin Department of Administration projects the most industry employment growth through 2028 in the Fox Valley area in:
 - › Construction
 - › Wholesale Trade
 - › Management

DOWNTOWN IMPLICATIONS

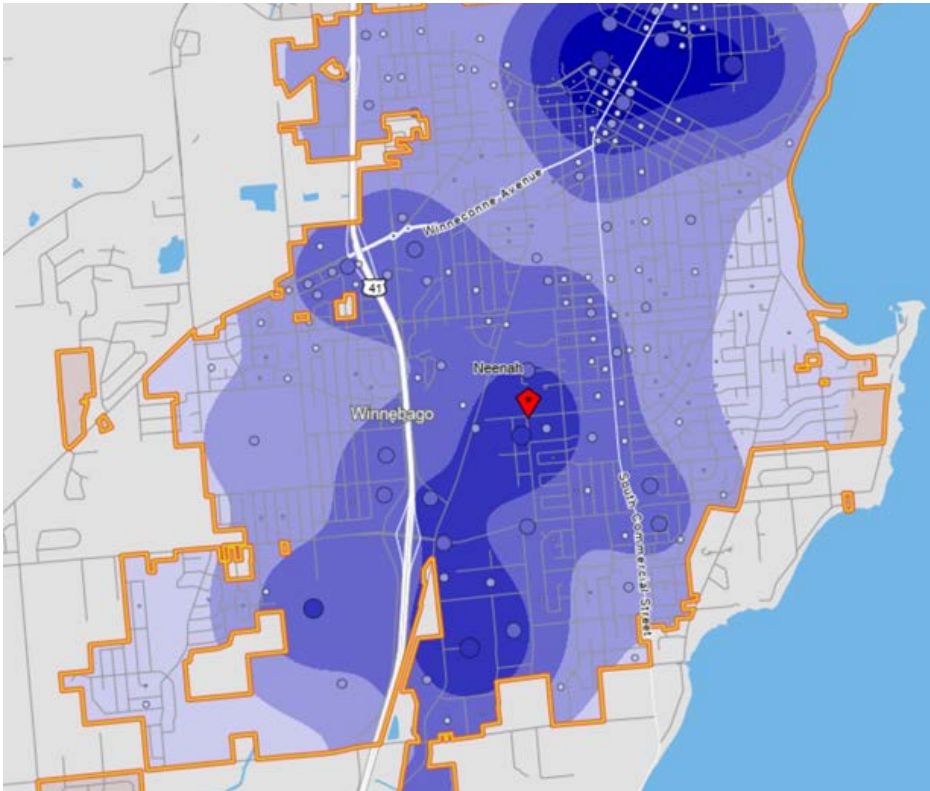
- Neenah's place in a large economic region offers opportunities for downtown to capitalize on the commuting of workers through the region. Neenah can be a meeting location between Oshkosh and Appleton.
- Continued employment growth in the region increases opportunities for downtown to see more visitorship.

Daily Inflow and Outflow of Workers to Neenah, 2019



Source: U.S.Census Bureau, Center for Economic Studies, LEHD Census On the Map

City of Neenah Job Distribution, 2019



Source: U.S.Census Bureau, Center for Economic Studies, LEHD Census On the Map

Employed Population by Occupation, 2020

EMPLOYMENT BY OCCUPATION	COMBINED STATISTICAL AREA		NEENAH	
	EMPLOYED PERSONS	% OF TOTAL	EMPLOYED PERSONS	% OF TOTAL
Management, business, science, and arts	76,916	35.4%	4,148	31.4%
Service	31,916	14.7%	2,346	17.8%
Sales and office	46,807	21.6%	3,025	22.9%
Natural resources, construction, maintenance	17,707	8.2%	912	6.9%
Production, transportation, material moving	43,741	20.1%	2,785	21.1%
Total	217,087	100%	13,216	100%
EMPLOYMENT BY INDUSTRY	EMPLOYED PERSONS	% OF TOTAL	EMPLOYED PERSONS	% OF TOTAL
Agriculture, forestry, fishing, hunting, mining	2,762	1.3%	43	0.3%
Construction	13,264	6.1%	695	5.3%
Manufacturing	50,665	23.3%	3,087	23.4%
Wholesale trade	7,083	3.3%	364	2.8%
Retail trade	24,020	11.1%	1,274	9.6%
Transportation and warehousing, utilities	8,430	3.9%	799	6.0%
Information	2,771	1.3%	230	1.7%
Finance, insurance, real estate, rental leasing	13,474	6.2%	738	5.6%
Professional, scientific, management, administrative, waste management services	17,877	8.2%	1,253	9.5%
Educational services, health care social assistance	44,824	20.6%	2,544	19.2%
Arts, entertainment, and recreation, and accommodation and food services	16,413	7.6%	1,460	11.0%
Other services, except public administration	8,896	4.1%	359	2.7%
Public administration	6,608	3.0%	370	2.8%
Total	217,087	100%	13,216	100%

Source: American Community Survey (2016-2020 Estimates)

Job Counts by Places Neenah Workers Live and Neenah Residents Work, 2019

WHERE PEOPLE WHO WORK IN NEENAH LIVE			WHERE PEOPLE WHO LIVE IN NEENAH WORK		
	COUNT	SHARE		COUNT	SHARE
All Places (Cities, CDPs, etc.)	18,252	100.00%	All Places (Cities, CDPs, etc.)	13,199	100.0%
Neenah city, WI	2,622	14.40%	Neenah city, WI	2,622	19.90%
Appleton city, WI	2,393	13.10%	Appleton city, WI	1,758	13.30%
Oshkosh city, WI	1,416	7.80%	Oshkosh city, WI	1,383	10.50%
Fox Crossing village, WI	1,119	6.10%	Fox Crossing village, WI	987	7.50%
Menasha city, WI	957	5.20%	Menasha city, WI	563	4.30%
Harrison village, WI	480	2.60%	Green Bay city, WI	284	2.20%
Kaukauna city, WI	379	2.10%	Milwaukee city, WI	222	1.70%
Little Chute village, WI	242	1.30%	Fond du Lac city, WI	218	1.70%
Kimberly village, WI	213	1.20%	Ashwaubenon village, WI	173	1.30%
Fond du Lac city, WI	163	0.90%	Madison city, WI	171	1.30%
All Other Locations	8,268	45.30%	All Other Locations	4,818	36.50%

Source: U.S.Census Bureau, Center for Economic Studies, LEHD Census On the Map

Industry Job Forecast Fox Valley Workforce Development Area, 2018-2028

INDUSTRY TITLE	ESTIMATED BASE YEAR EMPLOYMENT	PROJECTED ESTIMATED EMPLOYMENT	PROJECTED PERCENTAGE CHANGE
Self Employed and Unpaid Family Workers; All Jobs	11,744	11,298	-3.80%
Agriculture; Forestry; Fishing and Hunting	3,782	3,907	3.31%
Mining	415	456	9.88%
Utilities	276	266	-3.62%
Construction	9,658	11,053	14.44%
Durable Goods Manufacturing	28,956	28,785	-0.59%
Nondurable Manufacturing	18,929	18,827	-0.54%
Wholesale Trade	5,818	6,424	10.42%
Retail Trade	19,561	18,571	-5.06%
Transportation and Warehousing	6,951	7,588	9.16%
Information	3,135	2,995	-4.47%
Finance and Insurance	6,631	6,727	1.45%
Real Estate and Rental and Leasing	1,197	1,169	-2.34%
Professional; Scientific; and Technical Services	5,285	5,387	1.93%
Management of Companies and Enterprises	4,710	5,260	11.68%
Administrative and Support and Waste Management and Remediation Services	6,539	6,924	5.89%
Educational Services	15,315	16,315	6.53%
Health Care and Social Assistance	23,669	25,458	7.56%
Arts; Entertainment; and Recreation	1,808	1,940	7.30%
Accommodation and Food Services	14,687	15,485	5.43%
Other Services (except Government)	12,026	12,504	3.97%
Government	10,796	10,794	-0.02%

Source: Wisconsin Department of Workforce Development, Job Forecast 2018-2028

INCOME AND COST OF LIVING

Income and earning characteristics indicate how much disposable income people may have to spend on local businesses and housing. If housing options are limited, households may seek to live and work in other communities in the region or live in options that do not fit their needs.

SNAPSHOT

- As with most communities, many households are competing for low-moderately priced homes and rentals.
- Household incomes in Neenah are slightly lower than in the state, but median house values are much lower.
- Regarding homeownership, Neenah overall is an affordable market for the median household. Neenah became more affordable for homeownership since 2010 primarily because home values are not rising as fast as incomes.
 - › Homeowner incomes kept pace with national inflation from 2010-2020.
 - › Other cities saw homeownership challenges improve more because of rising median incomes.
- Renters face lower affordability challenges compared to peer cities and the state. However, rents as a percentage of median incomes are increasing while decreasing in peer cities and the state.
- Renter incomes are increasing by a higher percentage than owner households and more than inflation from 2010-2020.



DOWNTOWN IMPLICATIONS

- Rising incomes may offer more ability to move to new market-rate units. Neenah’s relatively more affordable housing market may also give households more disposable income to spend downtown.

Income Distribution, 2020

	WISCONSIN	COMBINED STATISTICAL AREA	NEENAH
ANNUAL INCOME RANGE	%	%	%
Less than \$10,000	4.6%	3.6%	5.0%
\$10,000 to \$14,999	4.1%	3.4%	2.5%
\$15,000 to \$24,999	8.6%	8.3%	11.2%
\$25,000 to \$34,999	9.0%	9.1%	8.9%
\$35,000 to \$49,999	13.0%	12.9%	15.5%
\$50,000 to \$74,999	18.9%	19.6%	19.1%
\$75,000 to \$99,999	14.1%	14.9%	15.4%
\$100,000 to \$149,999	16.3%	17.5%	12.6%
\$150,000 to \$199,999	6.1%	6.2%	5.6%
\$200,000 or more	5.2%	4.5%	4.3%
Median Income	\$63,293	\$65,838	\$59,778

Source: American Community Survey (2016-2020 Estimates)

Home Ownership Costs, 2020

MONTHLY COST	NEENAH		CSA		WISCONSIN	
	NUMBER	%	NUMBER	%	NUMBER	%
Housing units with a mortgage	4,653		74,504		1,011,350	
Less than \$500	105	2.3%	539	0.7%	8,224	0.8%
\$500 to \$999	1,130	24.3%	14,339	19.2%	187,600	18.5%
\$1,000 to \$1,499	2,222	47.8%	32,251	43.3%	355,283	35.1%
\$1,500 to \$1,999	543	11.7%	16,594	22.3%	244,455	24.2%
\$2,000 to \$2,499	316	6.8%	6,196	8.3%	114,448	11.3%
\$2,500 to \$2,999	202	4.3%	2,412	3.2%	49,894	4.9%
\$3,000 or more	135	2.9%	2,173	2.9%	51,446	5.1%
Median (dollars)	\$1,212		\$1,339		\$1,436	

All costs including mortgage payments, rent payments, condominium and other fees, real estate taxes, and premiums for insurance

Source: American Community Survey (2016-2020 Estimates)

Gross Rent Costs, 2020

MONTHLY COST	NEENAH		CSA		WISCONSIN	
	NUMBER	%	NUMBER	%	NUMBER	%
Less than \$500	490	12.3%	4,478	9.3%	71,621	9.5%
\$500 to \$999	2,807	70.6%	32,272	67.3%	419,841	56.0%
\$1,000 to \$1,499	553	13.9%	9,686	20.2%	199,106	26.5%
\$1,500 to \$1,999	91	2.3%	939	2.0%	42,480	5.7%
\$2,000 to \$2,499	0	0.0%	236	0.5%	9,723	1.3%
\$2,500 to \$2,999	26	0.7%	109	0.2%	3,263	0.4%
\$3,000 or more	7	0.2%	264	0.6%	4,338	0.6%
Median (dollars)	\$762		\$801		\$872	
No rent paid	80		1,575		31,063	

Source: American Community Survey (2016-2020 Estimates)

HOUSING AFFORDABILITY

The distribution of existing housing by price point indicates if housing costs align with local incomes. The figures below illustrate the number of households by income range versus the number of owner and renter units available. Based on affordable ranges, households pay no more than 30% of their income towards housing.

- Neenah has a large stock of housing affordable to households making between \$25,000 and \$75,000 annually. While it appears there are many units available to households making between \$25,000 and \$75,000, these units are also filled by higher-income households. Therefore, they are often unavailable to households in this income range.
- Many households with incomes over \$75,000 fill units also attainable to lower-income households, thus creating a shortage of housing units for many first-time home buyers and those looking to step up from their first home.
 - › They remain in their unit for various reasons, including housing costs, neighborhood preferences, and fewer options at higher prices.
 - › New housing at market price points may create a filtering effect where some households living in lower priced units move to these units. In addition, a greater variety of product types at more moderate rates will also reduce competition for middle income households.

Peer Cities Income and Cost of Living Comparison – Home Owners

	MEDIAN HOUSEHOLD INCOME	MEDIAN HOUSEHOLD INCOME FOR OWNERS	2010-2020 CHANGE	MEDIAN HOUSE VALUE
Neenah	\$59,778	\$76,489	18.2%	\$144,200
Wisconsin	\$63,293	\$79,463	23%	\$189,200
Appleton	\$61,475	\$74,794	19%	\$157,700
Oshkosh	\$51,282	\$70,511	21%	\$134,200
Green Bay	\$52,214	\$68,509	15%	\$142,000
Menasha	\$53,800	\$75,747	27%	\$134,500

Source: American Community Survey (2016-2020 Estimates)

Peer Cities Income and Cost of Living Comparison – Renters

	MEDIAN HOUSEHOLD INCOME	MEDIAN HOUSEHOLD INCOME FOR RENTERS	2010-2020 CHANGE	MEDIAN CONTRACT RENT
Neenah	\$59,778	\$35,039	24%	\$634
Wisconsin	\$63,293	\$38,287	34%	\$741
Appleton	\$61,475	\$40,930	52%	\$653
Oshkosh	\$51,282	\$34,536	34%	\$668
Green Bay	\$52,214	\$35,186	40%	\$650
Menasha	\$53,800	\$31,000	14%	\$622

Source: American Community Survey (2016-2020 Estimates)

City of Neenah Housing Affordability Balance, 2020

INCOME RANGE	% OF HHS	# HHS IN EACH RANGE	AFFORDABLE RANGE FOR OWNER UNITS	# OF OWNER UNITS	AFFORDABLE RANGE FOR RENTER UNITS	# OF RENTER UNITS	TOTAL UNITS	BALANCE
\$0-\$25,000	18.6%	2,021	>\$60,000	237	\$0-\$499	870	1,107	-914
\$25k - \$49,999	24.4%	2,643	\$60,000-\$124,999	2,049	\$500-\$999	2,763	4,812	2,169
\$50k - \$74,999	19.1%	2,069	\$125,000-\$199,999	2,758	\$1,000-\$1,499	357	3,115	1,046
\$75k - \$99,999	15.4%	1,674	\$200,000-\$249,999	642	\$1,500-\$1,999	31	673	-1,001
\$100k - \$150,000	12.6%	1,367	\$250,000-\$399,999	763	\$2,000-\$2,999	27	790	-577
\$150k - \$199,999	5.6%	612	\$400,000-\$600,000	186	\$3,000-\$3,499	-	186	-426
\$200,000+	4.3%	462	\$600,000+	159	\$3,500+	7	166	-296

Source: American Community Survey (2016-2020 Estimates); RDG Planning & Design

- Lower-income households are impacted more by the lack of housing at higher price points due to the competition it creates for the existing units that are affordable to them.
- › While there is a gap in affordable options for households making less than \$25,000, it is not as high as indicated in the figures. This is because households making less than \$25,000 also include some retirees living on fixed incomes with no mortgages remaining and college students receiving assistance with housing.

HOUSING

Many indicators help inform the state of the housing market and potential future trends. Several are summarized below and used in the context of the broader market analysis to forecast housing needs in the future.

SNAPSHOT

- Low vacancy rate. Under 4% and likely below 3% in reality.
- Multi-family vacancy rates have been increasing in the Oshkosh-Neenah region since 2020. However, other metros have not seen this spike in vacancy.
 - › This is likely a result of the increased production that has yet to be absorbed.
- Increasing renter-occupied housing and a higher rate than the state.
- Asking rents are lower in Oshkosh-Neenah than in other metros by about \$0.05 per square foot.
- Rents are lower than in other metros and have just started to see higher percent increases.
 - › Green Bay and Appleton have seen significant increases in market rent since the beginning of 2021.
- About 69 units were built annually from 2010-2021 that were unrestricted market rate units (not assisted living or LIHTC).
- There are more units under construction in the Oshkosh-Neenah market region than in Green Bay and Appleton (2.7% of inventory versus 1.1%). However, 172 of these units are in Oshkosh.



- Townhome interest leading up to the pandemic has dwindled with higher per unit construction costs.
- Multi-family development continues to have interest from the development community.
- Single-family production remains steady.
- The Oshkosh-Neenah multi-family market is seeing a significant recent increase in multi-family unit production.
 - › Green Bay has been historically steady in multi-family production.
 - › Appleton has ebbed and flowed but has consistent peaks of high multi-family production years.

DOWNTOWN IMPLICATIONS

- Conversations with developers provided the most insight into Downtown's potential. Those doing mixed-use or dense housing projects seek places with walkable environments. Areas that have activities during the day and night. These environments attract a prospective buyer or renter that will pay a premium and increase the feasibility of housing projects.
 - › Downtown Neenah provides this environment. Undervalued sites will be sought for redevelopment as the lure of Downtown continues to grow.
- There is a wide demand for housing across Neenah, which creates opportunities for downtown to fill some of this demand.
- Market rate or higher market rate units are a need in Neenah for employees and those that may want to transition from their current, lower priced home in the city.

City of Neenah Residential Occupancy and Vacancy, 2010-2020

	2010		2020		CHANGE 2010-2020
	NUMBER	% OF OCCUPIED UNITS	NUMBER	% OF OCCUPIED UNITS	
Owner-Occupied	7,156	66.9%	6,794	62.6%	-362
Renter-Occupied	3,538	33.1%	4,054	37.4%	516
Total Vacant	619		441		-178
Vacancy rate	5.5%		3.9%		-1.6%
Average Household Size - Owner			2.59		
Average Household Size - Renter			2.06		

Source: U.S. Census; American Community Survey

Existing Home Values, 2020

MONTHLY COST	NEENAH		CSA		WISCONSIN	
	NUMBER	%	NUMBER	%	NUMBER	%
Less than \$50,000	157	3.0%	3,081	4.4%	70,287	2.7%
\$50,000 to \$99,999	1,013	5.9%	11,988	11.4%	181,990	10.3%
\$100,000 to \$149,999	2,562	29.5%	29,641	18.5%	295,237	25.5%
\$150,000 to \$199,999	1,312	33.8%	26,435	19.2%	306,684	22.8%
\$200,000 to \$299,999	927	18.6%	27,978	24.6%	392,130	24.1%
\$300,000 to \$499,999	664	7.4%	13,409	16.5%	262,901	11.5%
\$500,000 to \$999,999	135	1.4%	3,036	4.6%	73,967	2.6%
\$1,000,000 or more	24	0.4%	553	0.8%	13,304	0.5%
Median (dollars)	\$144,200		\$171,200		\$189,200	

Source: American Community Survey (2016-2020 Estimates)

City of Neenah Residential Construction Activity

HOUSING CONSTRUCTION PERMITS (UNITS)	2010	'11	'12	'13	'14	'15	'16	'17	'18	'19	'20	'21
Single-Family Units	42	47	46	36	50	59	46	44	28	30	39	37
Two-Family Units	8	0	6	6	2	4	4	2	2	6	2	0
Townhome Units	0	68	0	0	0	0	0	53	56	72	67	0
Multi-Family Units	51	18	0	0	0	81	27	0	33	0	71	39
Demolition	9	1	5	11	6	5	5	23	5	10	12	2
Net Total	92	132	47	31	46	139	72	76	114	98	167	74
Downtown Units	0	0	0	0	0	0	0	0	0	0	71	39
Assisted Living or LIHTC	51	68	0	0	0	81	27	0	33	0	0	0

Source: City of Neenah, *Census Building Permits Survey

Peer City Occupancy Comparison (2020)

	NEENAH	WISCONSIN	APPLETON	OSHKOSH	GREEN BAY	MENASHA
Owner-occupied	62.6%	67.1%	65.8%	57.1%	56.2%	61.2%
Renter-occupied	37.4%	32.9%	34.2%	42.9%	43.8%	38.8%
Owner Vacancy Rate	0.9%	1%	0.7%	1.3%	0.7%	0.5%
Renter Vacancy Rate	4.3%	4.9%	3%	5.6%	3.9%	3.7%

Source: City of Neenah, City of Appleton, City of Oshkosh, *Census Building Permits Survey

Peer City Residential Permit Comparison (2020)

	NEENAH	APPLETON	OSHKOSH	GREEN BAY	MENASHA
Single-Family Units	42	61	28	70	29
Two-Family Units	4	6	8	1	1
Multi-Family Units	53	109	131	121	18
2020 Population	27,319	75,644	66,816	107,395	18,268

Source: City of Neenah, City of Appleton, City of Oshkosh, *Census Building Permits Survey

MARKET POTENTIAL

The following section details the potential target markets and demand for commercial and housing in Neenah, including downtown.

POPULATION POTENTIAL

If the city grew based on 2010 to 2020 construction trends, the city would grow at about 1.48% annually and reach over 31,500 people by 2030. However, the Census reported that Neenah’s population grew at a 0.69% annual rate from 2010 to 2020. A couple of reasons for the difference could be:

- The Census underreported Neenah’s 2020 population. Underreporting is more prevalent in a city with higher non-white and Hispanic populations.
- The higher percentage of renter-occupied households between 2010 and 2020.
- The household size of people living in these new units is less than the median reported by the Census. These Census medians were used to derive the estimated 1.48% growth rate based on permits.

The table shows other historical growth rates. A 0.75% annual growth rate is a plausible forecast through 2030 based on the following:

- Recent housing production trends.
- Employment growth and current openings.
- Neenah’s current relative affordability compared to nearby markets.
- The quality of life offerings that Neenah offers and has planned.



City of Neenah Population Forecast 2020-2030

SCENARIOS	2020	2025	2030	ANNUAL
Natural Growth	27,319	25,120	25,225	
Growth At 1990-2020 Rate	27,319	28,070	28,841	0.54%
Growth At 2010-2020 Rate	27,319	28,276	29,267	0.69%
Growth At 2010-2020 Construction Rate	27,319	29,397	31,634	1.48%
Forecast for Housing Demand	27,319	28,359	29,438	0.75%

Source: U.S. Census; RDG Planning & Design; The Wisconsin Department of Administration projects a population of 28,520 through 2030, based on 2013 estimates. The same estimate is used in the 2017 Neenah Comprehensive Plan.

- The strong economy and recent growth in the Fox Valley area, even given the 2020 Pandemic.
- Trends and turning points cities the size of Neenah (~27,000) typically see as they transition from smaller community to mid-sized city that achieves a critical mass to attract more commercial variety.

This growth rate is more than historical trends but represents housing production to meet pent-up demand. The growth rate can be reached through reuse, redevelopment, and new construction.

HOUSING DEMAND

Neenah’s projected housing need stems from a demand model that builds on the population forecast, construction trends, and regional analysis to forecast the demand for additional housing. The model includes the following assumptions:

- The household population will remain stable through 2030. The portion of the population in group quarters like prisons and dormitories remains the same. Group quarters population does not add to housing demand because their housing is provided by other means.
- The average people per household will remain stable through 2030, attracting new families to balance the aging population.
- Unit demand is calculated at the end of the period by dividing the household population by the number of people per household. This equals the number of occupied housing units.
- A manageable housing vacancy rate provides housing choices for residents moving to the community. The 2020 Census is reporting a vacancy rate of around 3.9%. A 5-6% vacancy rate is considered a healthy market. The model increases the rate over time to offer options in the market, give renter and owner choices, and balance price inflation. Therefore, assuming population growth, the number of units would need to grow more than just the need to support a growing population.
- Unit needs at the end of each period are based on the household demand plus the number of projected vacant units that will support a healthy housing market.

- Replacement need is the number of housing units demolished or converted to other uses, which averaged about eight units annually between 2010 and 2021. For example, homes in poor condition or obsolete or redevelopment of an existing residential site. This also includes accidents resulting in demolition, such as fires.
- Cumulative need shows the total units needed between 2020 and the year at the end of the period.

The figure below shows an average annual construction need of about 126 units citywide. This rate is more than the past ten-year trend at about 90 units annually. However, this is necessary and feasible to meet local demand.

The housing demand through 2030 needs to be spread across various housing types and price points. A model for the 980+ cumulative unit need from 2023 through 2030 indicates demand in the following breakdown:

- **Through 2025 an even split need for owner- and renter-occupied units**
- **From 2025-2030 the model indicates a split of 60% owner-occupied and 40% renter-occupied demand**

Total Citywide Housing Demand Forecast: 0.75% Annual Growth Rate

	2020	2021-2025	2026-2030	TOTAL 2022-2030
Population at End of Period	27,319	28,359	29,438	
HH Population at End of Period	26,499	28,051	29,119	
Average PPH	2.40	2.40	2.40	
HH Demand at End of Period	11,259	11,688	12,133	
Projected Vacancy Rate	3.9%	4.9%	5.9%	
Unit Needs at End of Period	11,717	12,291	12,894	
Replacement Need (total lost units)		40	40	80
Cumulative Need During Period *(minus 2020-2022 YTD)		614	643	1,257 *981
Average Annual Construction		123	129	126

Source: RDG Planning & Design

*179 units were permitted in 2020, 76 units in 2021, and 21 units as of September 2022.

- Through 2025 an even split need for owner- and renter-occupied units because:
 - › There will be increased demand for renter units as mortgage interest rates continue to increase and add to monthly homeownership costs (rates are currently over 7% for a traditional 30-year fixed-rate mortgage).
 - › More rental units will help increase vacancy rates to a healthier level to provide options in the market.
 - › Falling home prices in late 2022 will have some near-term effects on production if developers cannot get returns to cover remaining high construction and financing costs.
 - › Owner-occupied condos are challenging to finance under the current market conditions and interest environment.
 - › Townhome production may slow until supply-chain issues and construction costs dip to provide better economies of scale. Currently, the cost to purchase a townhome unit is not much less than a single-family detached home. Besides those looking for this lifestyle, many purchasers will see more value in a detached home with land and more home square footage.
 - › A potential 2023 recession (length and impact unknown) may lead people to rent longer as they try to save for down payments. People tend to take fewer financial risks during recessions. It is possible that the Midwest, and the Neenah market, will be marginally less impacted.

City of Neenah Housing Development Program

DEVELOPMENT PROGRAM*	2021-2025	2026-2030	2022-2030
Total Need	600-650	525-675	1,225-1,300
Total Owner Occupied	300-325	375-400	675-725
Affordable Low: <\$125,000	Accommodate in the existing housing stock		
Affordable Moderate: \$125-\$225,000	32%		
Moderate Market: \$225-\$300,000	28%		
Market: \$300-\$499,000	24%		
High Market: Over \$500,000	16%		
Total Renter Occupied	300-325	250-275	550-575
Low: Less than \$600	Will not be supplied by the market		
Affordable: \$600-\$1,000	39%		
Market: \$1,000-\$1,500	33%		
High Market: \$1,500+	28%		

Source: RDG Planning & Design

*Dollar figures are based on 2020 data and should be adjusted for inflation when interpreting

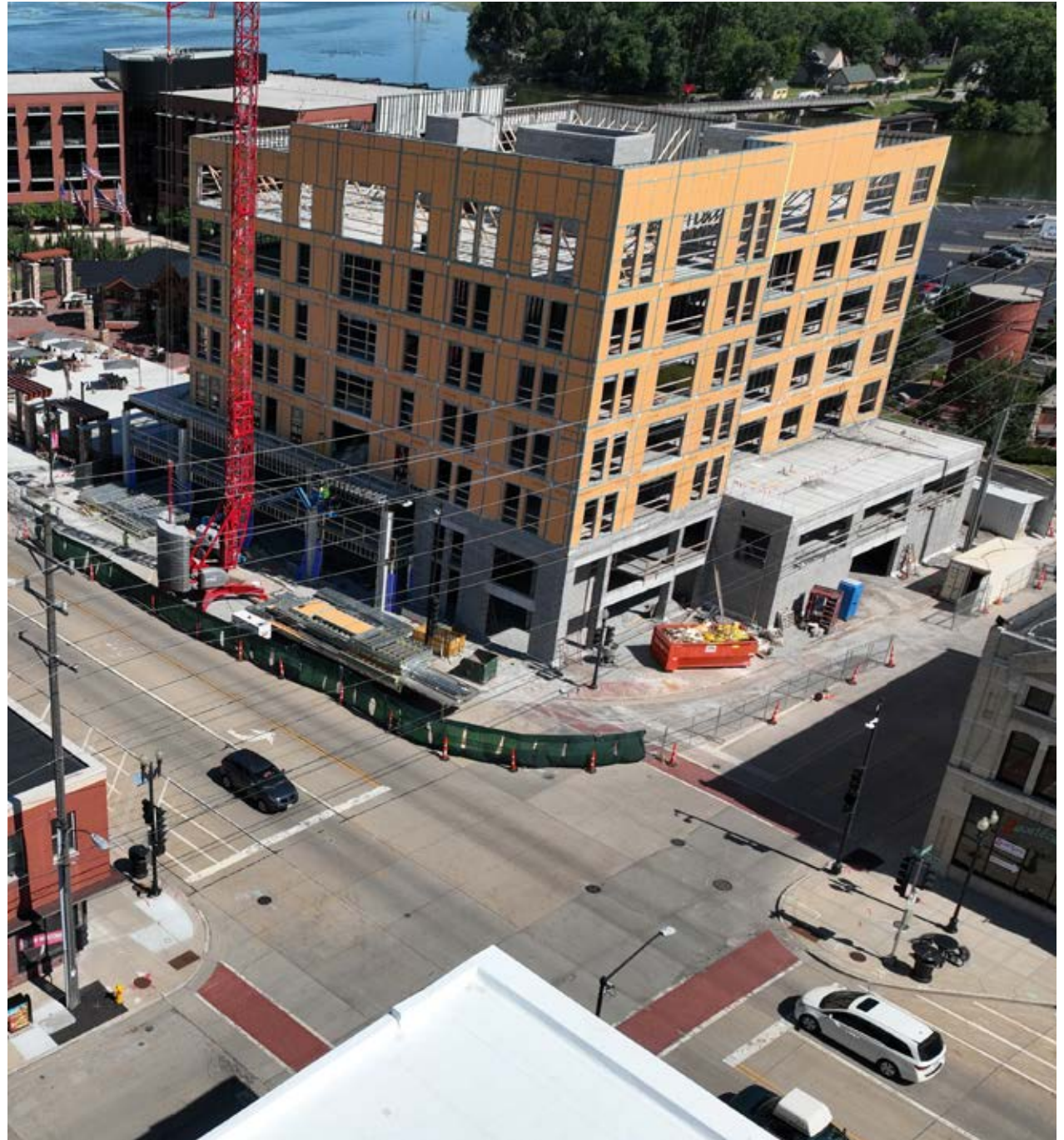
- From 2025-2030 the model indicates a split of 60% owner-occupied and 40% renter-occupied demand because:
 - › We expect that mortgage rates will stabilize and perhaps start to fall, making homeownership appealing to more people.
 - › Today’s general affordability for households and land prices relative to other regional markets may not last as Neenah grows. Redevelopment sites may become less attractive and plentiful than in the past (which lean toward more rental unit arrangements). Greenfield development remains strong.
 - › A 60%/40% split reflects long-term historical trends.

DOWNTOWN HOUSING DEMAND

Conversations with city staff and developers indicate a growing interest in downtown development and redevelopment. The market for mixed-use residential has been proven. While there are several candidate sites for reuse, the overall development capacity downtown is limited by property ownership and land. Surrounding areas to the Downtown Plan boundaries will likely see interest for denser housing arrangements as the popularity of downtown living continues to grow.

SNAPSHOT:

- About 22% of all residential units permitted in 2020 and 2021 were downtown.
- A consistent average of 22% of citywide units located downtown would forecast about 280 total units added to downtown through 2030. The data, appeal of downtown, and conversations with developers indicate this is a feasible target with adequate land opportunities to add these units.
- › The allocation above is likely low because one larger project alone could add a sizable amount of new units. The downtown residential projects in 2020 and 2021 were both under 75 units.



RETAIL MARKET POTENTIAL

Neenah is part of a more extensive commercial base. As a result, some adjacent cities will naturally fill store and service gaps in Neenah. Markets where Neenah residents shop and Neenah’s potential retail draw are shown below in driving time to downtown.

DOWNTOWN BOUNDARY

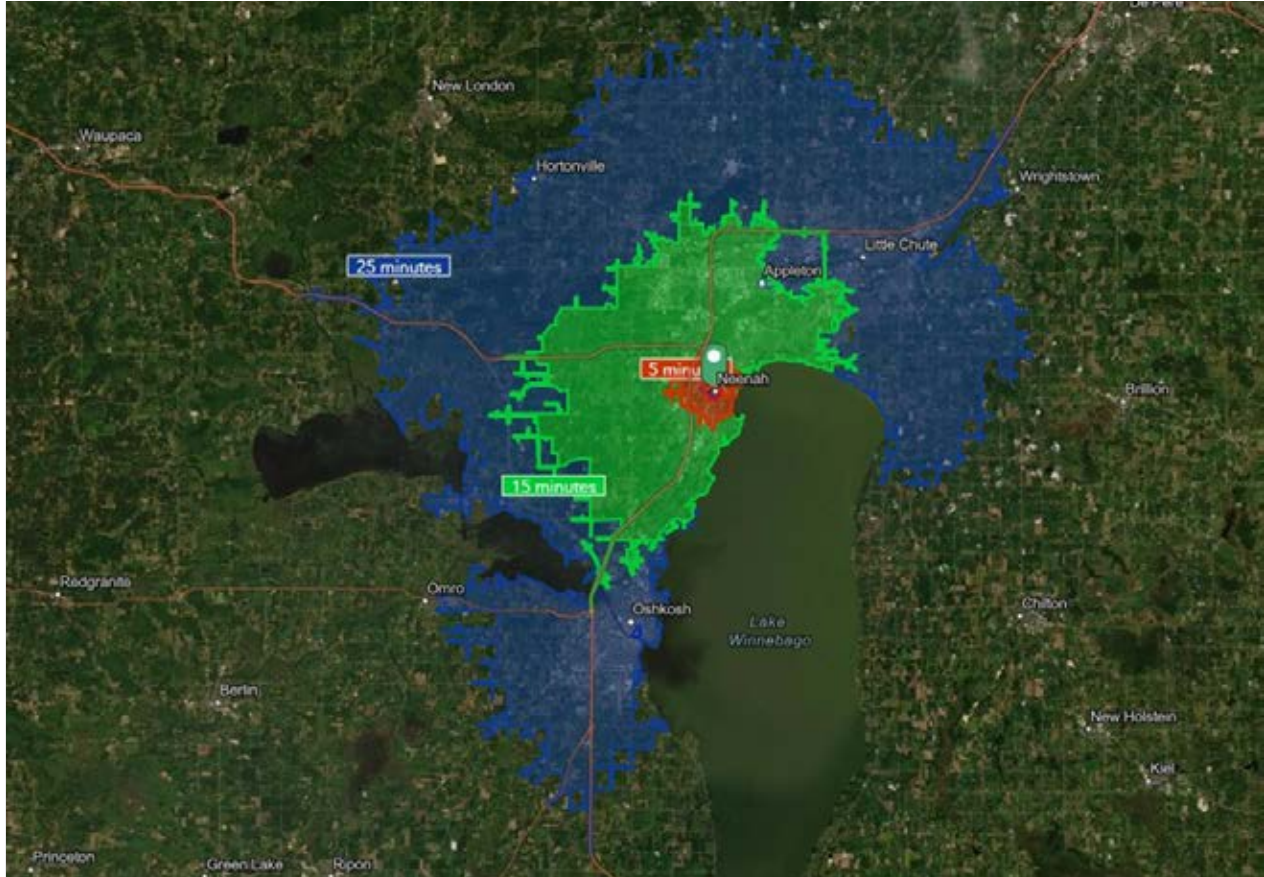
The area used for the downtown plan and included in the retail opportunity analysis for reference.

Five Minute Drive. The immediate market for downtown services. These households might regularly go downtown for services, dining, and shopping (daily or weekly). The area includes other commercial shopping nodes like the Green Bay Road and Commercial Street corridors outside of downtown.

Fifteen Minute Drive. The extent includes many parts of Appleton and county residents. The northern fringe of Oshkosh is just over a 15-minute drive. These households likely see downtown Neenah as a destination for some dining or shopping experiences. This is a primary market for attracting new customers.

Twenty-five Minute Drive. The extent includes the rest of Appleton, all of Oshkosh, and surrounding townships. Residents in this area generally shop more locally for typical needs (excluding the 5- and 15-minute drive areas). Studies show that most people will not travel more than twenty minutes for routine shopping. These residents likely consider downtown Neenah for unique experiences and destination features.

Downtown Neenah Drive Time Market Areas



Demographic Snapshot

	0-5 MINUTE	5-15 MINUTE	15-25 MINUTE
2022 Population	16,102	124,862	209,826
2022 Daytime Population	18,888	149,925	193,674
Median Household Income	\$55,652	\$67,961	\$70,570
Per Capita Income	\$34,580	\$38,394	\$36,362
Median Home Value	\$140,282	\$210,852	\$229,644

Source: ESRI

Business Mix in Downtown Market Areas

BY NAICS CODES	0-5 MINUTE DRIVE		5-15 MINUTE DRIVE		15-25 MINUTE DRIVE	
	BUSINESSES	EMPLOYEES	BUSINESSES	EMPLOYEES	BUSINESSES	EMPLOYEES
Agriculture, Forestry, Fishing & Hunting	0.6%	0.0%	0.3%	0.1%	0.9%	0.3%
Mining	0.3%	0.2%	0.1%	0.0%	0.1%	0.1%
Utilities	0.1%	0.0%	0.1%	0.3%	0.2%	0.2%
Construction	4.0%	1.8%	6.4%	3.8%	8.7%	6.8%
Manufacturing	5.0%	21.2%	5.1%	13.3%	5.2%	12.6%
Wholesale Trade	1.7%	3.5%	3.5%	3.9%	3.6%	5.8%
Retail Trade	11.3%	7.3%	16.0%	15.9%	12.3%	11.4%
Motor Vehicle & Parts Dealers	1.9%	1.7%	2.4%	2.2%	1.6%	1.4%
Furniture & Home Furnishings Stores	0.9%	0.2%	1.1%	0.9%	0.5%	0.3%
Electronics & Appliance Stores	0.1%	0.0%	0.6%	0.5%	0.6%	0.4%
Bldg Material & Garden Equipment & Supplies Dealers	0.7%	0.5%	1.4%	1.5%	1.2%	1.7%
Food & Beverage Stores	1.1%	1.1%	1.3%	2.0%	1.6%	2.7%
Health & Personal Care Stores	0.6%	0.7%	1.6%	1.1%	1.0%	0.5%
Gasoline Stations	0.7%	0.2%	0.7%	0.2%	0.5%	0.2%
Clothing & Clothing Accessories Stores	1.4%	0.5%	2.0%	1.7%	0.8%	0.3%
Sport Goods, Hobby, Book, & Music Stores	0.7%	0.2%	1.1%	0.8%	1.0%	0.5%
General Merchandise Stores	0.4%	0.9%	0.8%	3.0%	0.6%	1.1%
Miscellaneous Store Retailers	2.3%	1.3%	1.9%	1.9%	2.0%	1.5%
Non-store Retailers	0.4%	0.0%	1.0%	0.2%	0.9%	0.8%
Transportation & Warehousing	0.7%	0.8%	1.8%	3.2%	1.8%	1.9%
Information	1.7%	1.6%	1.8%	2.2%	1.5%	3.5%
Finance & Insurance	6.7%	5.1%	6.4%	4.2%	6.0%	2.7%

NEENAH NEXT • DOWNTOWN REIMAGINED

BY NAICS CODES	0-5 MINUTE DRIVE		5-15 MINUTE DRIVE		15-25 MINUTE DRIVE	
	BUSINESSES	EMPLOYEES	BUSINESSES	EMPLOYEES	BUSINESSES	EMPLOYEES
Central Bank/Credit Intermediation & Related	2.4%	3.1%	2.1%	1.5%	1.7%	1.2%
Securities, Commodity Contracts & Financial Investments & Related	2.4%	0.8%	2.2%	0.8%	2.1%	0.8%
Insurance Carriers & Related; Funds, Trusts & Other Financial Vehicles	1.7%	1.2%	2.1%	1.8%	2.1%	0.7%
Real Estate, Rental & Leasing	3.4%	1.0%	5.2%	2.0%	4.7%	1.7%
Professional, Scientific & Tech Services	9.0%	3.0%	8.8%	12.5%	7.5%	6.0%
Legal Services	3.7%	0.9%	1.8%	0.5%	1.9%	0.6%
Management of Companies & Enterprises	0.1%	0.0%	0.2%	0.0%	0.2%	0.1%
Administrative & Support & Waste Management & Remediation Services	2.7%	6.1%	3.9%	4.6%	3.3%	3.8%
Educational Services	3.0%	7.0%	2.0%	3.6%	3.0%	8.7%
Health Care & Social Assistance	13.6%	21.2%	9.2%	11.8%	9.3%	14.3%
Arts, Entertainment & Recreation	2.3%	1.3%	2.3%	2.2%	2.5%	1.7%
Accommodation & Food Services	8.2%	6.7%	7.8%	8.5%	7.3%	7.9%
Accommodation	0.3%	1.2%	0.9%	1.3%	0.6%	0.6%
Food Services & Drinking Places	7.9%	5.5%	6.8%	7.2%	6.7%	7.3%
Other Services (except Public Administration)	12.9%	4.7%	10.6%	4.4%	12.0%	5.3%
Automotive Repair & Maintenance	2.1%	0.7%	2.3%	0.8%	2.2%	0.7%
Public Administration	6.9%	7.1%	2.7%	3.4%	3.9%	5.1%
Unclassified Establishments	5.7%	0.2%	5.7%	0.1%	5.8%	0.3%
Total	698	11,261	5,475	94,251	6,197	90,867

Source: Copyright 2022 Data Axle, Inc. All rights reserved. ESRI Total Residential Population forecasts for 2022.

RETAIL SPENDING HABITS

The people living within a 25-minute drive of downtown are most of the regular visitors. Households spend their discretionary income based on hobbies, stages in life, and availability. That is, given incomes cover the cost of living expenses and offer savings allocations before providing extra spending dollars.

The index for spending potential represents the average spending habits by people in Neenah compared to the nation. Index scores below 100 indicates that Neenah's people spend less than other people in the country, while scores above 100 indicates that Neenah's people spend more than other people in the country.

Notable trends include:

- Residents in the 5-minute core around downtown do not spend as much on discretionary purchases as the broader area. Incomes are a primary reason.
- Residents in the 5-25 minute drive area have more discretionary income available and have a variety of spending preferences.
- The lower reported incomes in and near downtown result from the available housing choices. There are fewer market rate options where high income earners can choose to live.

RETAIL OPPORTUNITIES

How much retail spending occurs in an area compared to how much area residents spend on retail indicates whether the area attracts spending from outside visitors. For example, an area attracts spending from the region if establishments are selling more than residents living in the area are spending. On the other hand, an area loses retail spending if residents spend more on retail than establishments sell (purchasing items elsewhere). For the downtown drive time areas:

DOWNTOWN PLAN AREA

- There are a variety of businesses downtown that adds daytime employees and spending. Downtown attracts spending from other areas by a wide margin.
- Health/personal care stores, restaurants, jewelry/luggage stores, and electronic/appliance stores attract the most spending.
- Residents go outside of downtown for various needs that are not typical in downtown environments. For example, building materials and department stores. However, downtown also sees export spending in food and beverage stores.

5-MINUTE DRIVE TIME AREA

- Attracts spending in retail trade, food, and drink establishments. This is true even when adjusting for auto-oriented and internet-only establishments.

- › The core area's highest attractions are grocery stores, health/personal care stores, and used merchandise stores.
- More residents are going elsewhere to shop at department stores, general merchandise, specialty food, building supplies, and furniture stores.

5-TO-15-MINUTE DRIVE TIME AREA

- Attracts much more spending in retail trade, food, and drink establishments, primarily driven by general merchandise stores in mall and suburban commercial settings.
- › Department stores, grocery stores, and general merchandise are the periphery area's highest attractions.
- More residents in this area are going elsewhere to shop at specialty food stores and lawn/garden stores.

15-TO-25-MINUTE DRIVE TIME AREA

- This area includes many more rural settings. As a result, people spend more at businesses outside their area.
- › The outer area's highest attractions are grocery stores and building supply stores.
- Residents in this area shop elsewhere significantly more at furniture stores, health/personal care stores, department stores, and restaurants.

Spending Potential in Downtown Market Areas

	0-5 MIN. DRIVE		5-15 MIN. DRIVE		15-25 MIN. DRIVE	
	SPENDING POTENTIAL INDEX	AVG. SPENT	SPENDING POTENTIAL INDEX	AVG. SPENT	SPENDING POTENTIAL INDEX	AVG. SPENT
Apparel and Services	78	\$1,874	89	\$2,142	87	\$2,100
Computers and Hardware for Home Use	73	\$139	86	\$165	84	\$161
Computer Accessories	83	\$17	94	\$19	92	\$19
Entertainment & Recreation	79	\$2,882	88	\$3,238	88	\$3,234
Fees and Admissions	73	\$614	87	\$734	87	\$729
Membership Fees for Clubs	74	\$209	88	\$248	87	\$246
Fees for Participant Sports, excl. Trips	74	\$97	89	\$117	89	\$117
Tickets to Theatre/Operas/Concerts	76	\$70	88	\$80	87	\$80
Tickets to Movies	74	\$47	90	\$57	86	\$54
Tickets to Parks or Museums	73	\$28	87	\$33	85	\$33
Admission to Sporting Events, excl. Trips	76	\$56	89	\$65	90	\$66
Fees for Recreational Lessons	67	\$106	82	\$132	82	\$131
TV/Video/Audio	81	\$1,079	89	\$1,191	89	\$1,181
Pets	80	\$661	87	\$720	88	\$730
Toys/Games/Crafts/Hobbies	84	\$111	93	\$123	92	\$121
Sports/Recreation/Exercise Equipment	78	\$160	88	\$181	88	\$180
Photo Equipment and Supplies	80	\$42	92	\$48	91	\$47
Reading	79	\$93	89	\$104	88	\$104
Food	77	\$8,093	88	\$9,214	86	\$9,043
Food at Home	78	\$4,809	88	\$5,425	86	\$5,335
Food Away from Home	76	\$3,284	88	\$3,789	86	\$3,708
Alcoholic Beverages	76	\$543	88	\$627	87	\$620
Furniture	78	\$563	89	\$649	88	\$638
Major Appliances	77	\$330	88	\$378	89	\$380
Housewares	77	\$77	89	\$89	87	\$87
Child Care	74	\$448	89	\$539	88	\$531

Source: ESRI; See Appendix for definitions

Retail Spending Import and Exports

	DOWNTOWN	0-5 MIN. DRIVE	5-15 MIN. DRIVE	15-25 MIN. DRIVE
Total Retail Trade and Food & Drink	\$25,808,388	\$92,605,597	\$1,813,784,715	-\$497,984,611
Total Retail Trade	\$20,343,952	\$89,304,248	\$1,755,107,770	-\$453,177,897
Total Food & Drink	\$5,464,436	\$3,301,348	\$58,676,945	-\$44,806,714
Total minus Auto Oriented and Non-store Retailers	\$26,258,706	\$8,605,227	\$1,714,523,431	-\$382,302,948

Retail Spending Import and Exports Breakdown

	DOWNTOWN	0-5 MIN. DRIVE	5-15 MIN. DRIVE	15-25 MIN. DRIVE
Motor Vehicle & Parts Dealers	-\$573,249	\$82,547,509	\$154,993,278	-\$90,538,276
Automobile Dealers	-\$456,297	\$75,722,379	\$97,587,646	-\$75,888,643
Other Motor Vehicle Dealers	-\$69,702	\$4,234,491	\$13,270,896	-\$32,335,381
Auto Parts, Accessories & Tire Stores	-\$47,251	\$2,590,640	\$44,134,736	\$17,685,748
Furniture & Home Furnishings Stores	\$1,931,410	-\$2,794,021	\$120,275,584	-\$57,818,146
Furniture Stores	\$1,440,095	-\$1,418,116	\$113,376,437	-\$37,768,343
Home Furnishings Stores	\$491,316	-\$1,375,906	\$6,899,147	-\$20,049,803
Electronics & Appliance Stores	\$2,918,247	\$1,649,211	\$44,354,863	-\$25,439,587
Bldg Materials, Garden Equip. & Supply Stores	-\$152,634	-\$2,520,609	\$113,929,114	\$102,924,864
Bldg Material & Supplies Dealers	-\$137,454	-\$1,265,230	\$119,902,554	\$110,365,860
Lawn & Garden Equip & Supply Stores	-\$15,180	-\$1,333,396	-\$5,973,440	-\$7,440,998
Food & Beverage Stores	-\$450,782	\$14,348,951	\$136,437,426	\$12,051,304
Grocery Stores	-\$393,193	\$14,845,219	\$150,048,493	\$16,277,035
Specialty Food Stores	-\$32,519	-\$2,011,567	-\$12,745,246	\$1,657,902
Beer, Wine & Liquor Stores	-\$25,069	\$1,515,298	-\$865,820	-\$5,883,632
Health & Personal Care Stores	\$11,075,825	\$10,903,524	\$71,334,191	-\$52,229,151
Gasoline Stations	\$201,566	\$6,678,868	-\$27,382,657	-\$49,712,406
Clothing & Clothing Accessories Stores	\$3,038,888	\$2,530,464	\$97,356,153	-\$33,905,185
Clothing Stores	\$887,708	-\$2,667,774	\$76,626,268	-\$28,733,609
Shoe Stores	-\$17,590	\$702,455	\$14,188,142	\$6,850,396
Jewelry, Luggage, Leather Goods Stores	\$2,168,770	\$4,495,782	\$6,541,743	-\$12,021,972

restaurants generate a significant amount of retail spending in downtown

Retail Spending Import and Exports Breakdown (...continued)

	DOWNTOWN	0-5 MIN. DRIVE	5-15 MIN. DRIVE	15-25 MIN. DRIVE
Sporting Goods, Hobby, Book & Music Stores	\$684,685	-\$2,904,289	\$71,590,373	-\$11,059,408
Sporting Goods/Hobby/Musical Instr Stores	\$256,016	-\$2,719,042	\$70,941,050	-\$10,933,135
Book, Periodical & Music Stores	\$428,670	-\$185,248	\$649,323	-\$126,275
General Merchandise Stores	-\$495,949	-\$30,869,036	\$954,379,568	-\$295,236,650
Department Stores Excluding Leased Depts.	-\$375,819	-\$23,595,529	\$589,221,058	-\$212,592,649
Other General Merchandise Stores	-\$120,130	-\$7,273,507	\$365,158,510	-\$82,644,001
Miscellaneous Store Retailers	\$2,244,577	\$14,959,685	\$46,189,214	\$23,215,726
Florists	\$271,788	\$190,842	-\$1,315,978	\$2,223,869
Office Supplies, Stationery & Gift Stores	\$252,076	\$3,818,730	\$11,459,666	-\$6,254,922
Used Merchandise Stores	\$221,756	\$8,674,474	\$31,243,631	-\$9,719,969
Other Miscellaneous Store Retailers	\$1,498,958	\$2,275,638	\$4,801,896	\$36,966,748
Non-store Retailers	-\$78,635	-\$5,226,007	-\$28,349,337	\$24,569,019
Electronic Shopping & Mail-Order Houses	-\$64,681	-\$4,161,185	-\$28,408,684	\$33,510,858
Vending Machine Operators	-\$6,113	-\$403,391	\$2,830,353	-\$4,692,556
Direct Selling Establishments	-\$7,841	-\$661,431	-\$2,771,007	-\$4,249,283
Food Services & Drinking Places	\$5,464,436	\$3,301,348	\$58,676,945	-\$44,806,714
Special Food Services	-\$7,026	-\$341,130	-\$2,174,037	-\$3,388,729
Drinking Places - Alcoholic Beverages	\$662,846	\$269,705	\$2,752,720	\$3,810,440
Restaurants/Other Eating Places	\$4,808,615	\$3,372,773	\$58,098,262	-\$45,228,425

Source: ESRI and Data Axle. ESRI 2021 Updated Demographics. ESRI 2017 Retail MarketPlace. ©2021 ESRI. ©2017 Data Axle, Inc. All rights reserved.

DOWNTOWN IMPLICATIONS

- Downtown and its surrounding area perform well at attracting visitors who shop at local businesses.
- As Downtown residential options expand, businesses should offer more flexible weekend and evening hours.
- Government office uses will likely stay populated during the day. However, offices in the financial sector may see more transitions to remote work.
- New higher end housing options will increase the spending potential to downtown businesses.
- Near-downtown housing, within 5 minutes, has a lower median home value. These areas could experience an influx of demand from people seeking to be closer downtown, wanting a lower price point and living arrangement. Demand may be represented in reinvestment in older housing stock or redevelopment pressure for higher intensity uses.

BUSINESS ESTABLISHMENTS

Downtown has a balanced mix of commercial uses within the Plan study area. A 2022 inventory of operating hours indicates a missing potential for weekend activity.

- Most retail is open only during office hours on a weekday – which could be decreasing their potential profits
- Wisconsin Ave lacks an adequate amount of retail, and most food options after 6:00 pm on an average weekday.
- All retail is closed on Sundays, and around a quarter of food establishments are closed on Sundays as well, leaving few open businesses during Sundays (therefore decreasing the chance of Wisconsin Ave becoming a weekend destination).
 - › Additionally, 15 service establishments are closed on Sundays.
 - › A majority of food, retail, and service establishments are open on Saturdays, yet a few do not have late night hours (Neenah is lacking a better weekend nightlife scene).

There is fewer retail options downtown than outer parts of Neenah and Appleton. There are many options along commercial corridors, malls, and newer developments that give people retail options. Higher concentrations of business establishments downtown reflect the nature of government centers and complementary uses. These are uses to build upon rather than trying to compete with the more robust retail options in surrounding areas.

Downtown Area Business Mix, 2022

	ESTABLISHMENTS	PERCENT
Office	18	24%
Service	19	26%
Retail	17	23%
Food	20	27%
Total	74	100%

Source: City of Neenah

- Miscellaneous Store Retailers
- Legal Services
- Educational Services
- Health Care and Social Assistance
- Food Services and Drinking Places
- Public Administration

Keep in mind that the over 11,000 employees within the 5-minute drive radius also add to the daily spending base.

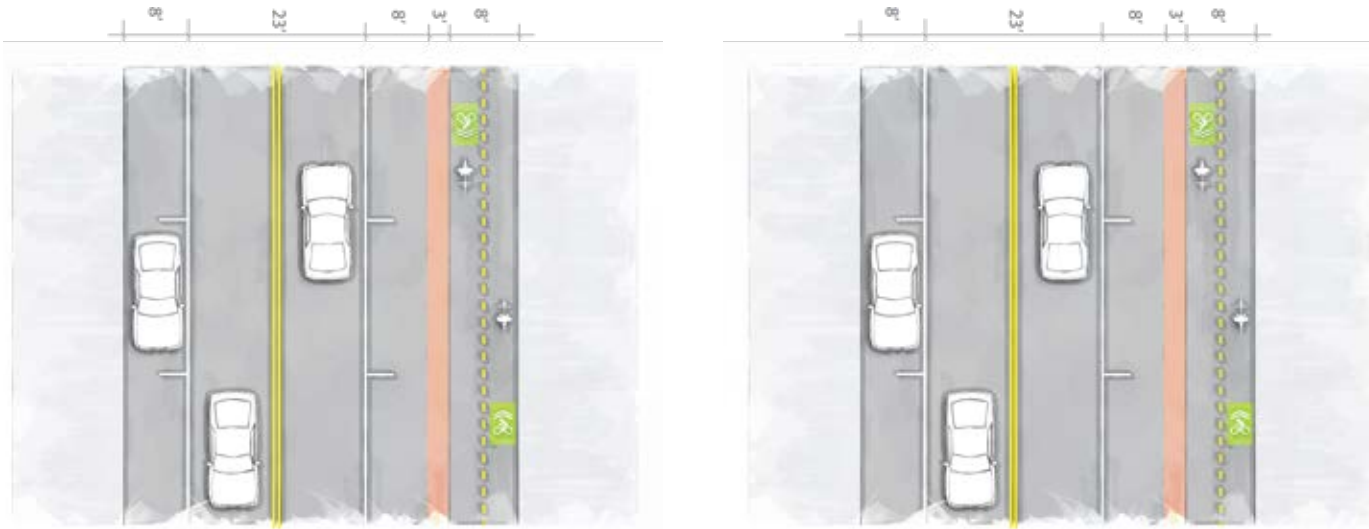




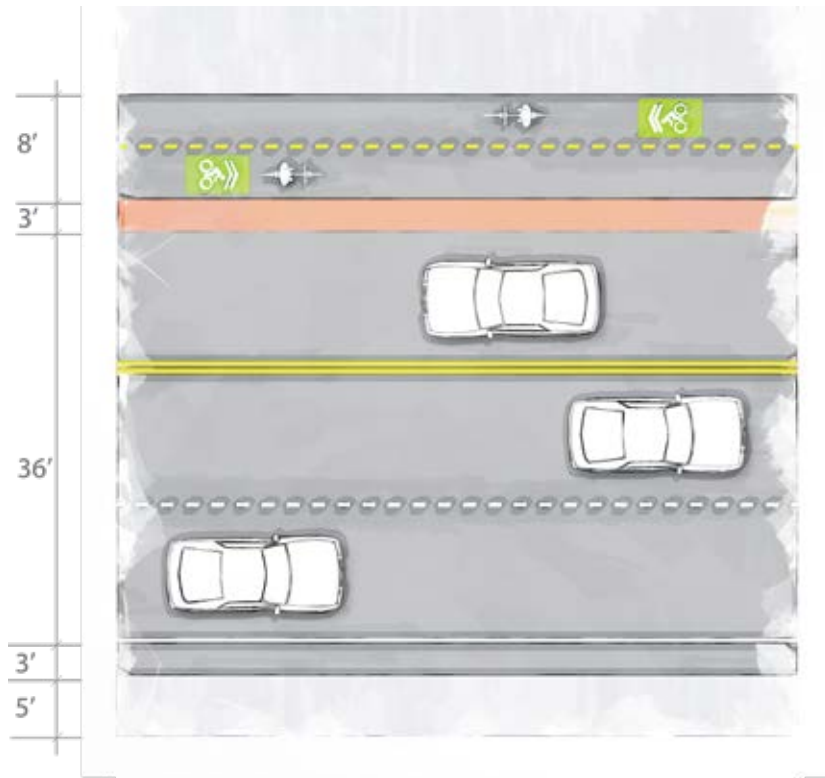
A.2

street sections

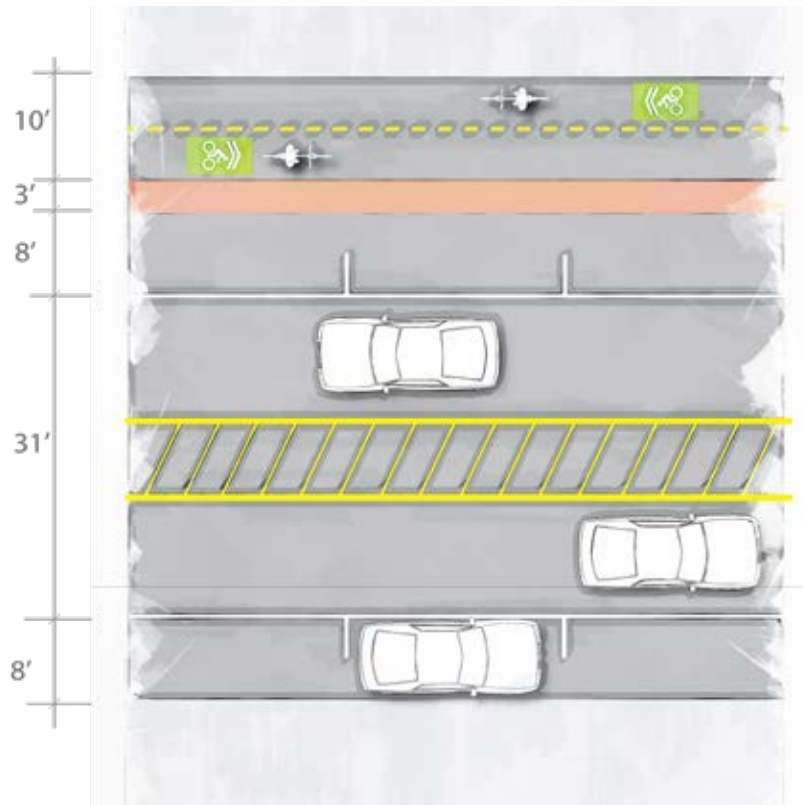
An appendix element of the Neenah Next Plan is the street sections for retrofitting Wisconsin Avenue and Main Street with a cycletrack.



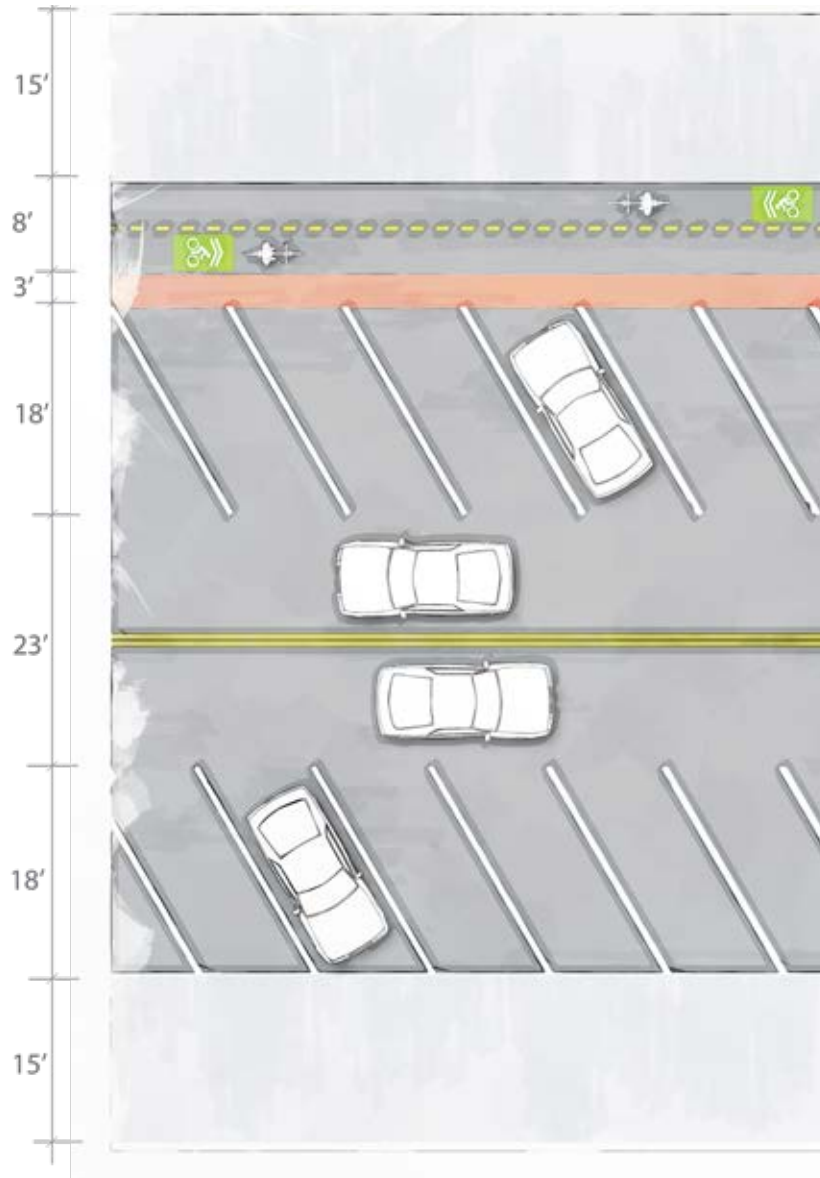
Main Street Overpass



Main Street - Millview Dr to Wisconsin Ave



Wisconsin Avenue - Main St to Shattuck Park



Wisconsin Avenue - Shattuck Park to Oak Street

