



NEENAH PLAN COMMISSION

July 25, 2023

4:15 P.M.

Hauser Room, City Administration Building

1. Approval of Minutes: **July 11, 2023**
2. Public Appearances (Ten minutes divided among those wishing to speak on topics pertinent to the Plan Commission)
3. Public Hearings:
 - a. Special Use Permit - 1539 Freedom Meadows Dr - Water Booster Station Building
4. Action Items:
 - a. Mahler Farm PDD Project Plan Approval - 1554 S. Commercial Street - Day Care
 - b. Subdivision Concept Plan - Freedom Acres/The Homes at Freedom Meadows
 - c. Special Use Permit - Freedom Meadows Avenue - Water Booster Station Building
5. Comprehensive Plan 2040 - 5-Year Review
 - a. Chapter 1: Introduction and Chapter 2: Issues and Opportunities
6. Discussion Item:
 - a. Inflation Reduction Act - Impact on Zoning and Building Codes (Member Kate Hancock-Cooke)
7. Announcements and future agenda items:
 - a. Next Meeting: August 8, 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, July 11th, 2023
4:15 p.m.

Present:

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

Also Present:

Brad Schmidt, Deputy Director of Community Development	Kayla Kubat, Community Development Administrative Assistant	Chris Haese, Director of Community Development
Alderman John Skyrms	Alderman Cari Lendrum	Alderman Lee Hillstrom
David Rashid, City Attorney	SEE ATTACHED SIGN-IN SHEETS	

Minutes: MSC Ellenberger/Steiner, the Plan Commission, to approve the June 13, 2023, meeting minutes. All voting Aye. Motion passed. Genett abstained.

Administrative: Elect Vice Chair

Chairperson Mayor Lang opened nominations for Vice Chair.

Member Genett made nomination for Member Alderman Dan Steiner.

MSC Genett/Ellenberger, the Plan Commission, to elect Member Alderman Dan Steiner as Vice Chair. All voting Aye. Motion passed.

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

Conley Hanson- Member of the Winnebago County Board of District 26. He is concerned about the silencing of voices if the zoning code is amended. Also, he asks to not change what is difficult or inconvenient in favor of what makes it easy.

No one else in attendance spoke. Chairperson Mayor Lang closed public hearing.

Public Hearings:

a. Zone Code Amendment – Sec. 26-27(7) – Rezonings and Amendments

Alex Collins- discussed the four points highlighted in the memo used to justify changing the zoning code. Alex stated that at an early June Council meeting, he had suggested a solution to the low threshold and petition confusion concerns, which would require a supermajority for all votes. He stated some changes should be slow and difficult, especially if they're contentious and to allow for more deliberation on certain issues. He suggested to invoke the change on January 1, 2025, to go along with state law.

Jennifer Sunstrom- Director of Public Relations and Government Affairs for the Realtors Association of Northeast Wisconsin. The Realtors Association strongly support the change to the ordinance and encourages the change to be made as soon as possible. She highlighted this legislation was already passed but more importantly passed by the Assembly unanimously and passed by the Senate with all but one vote. She went over the need to bring the state of Wisconsin and our communities more predictability in the development approval process and limit the “not in my backyard” movements that stop or delay the housing developments. This change will still allow residents to have an opportunity to give their voice. Jennifer went over the low housing supply currently in Wisconsin and the detriment it is having on workforce housing for businesses as well as creating housing and neighborhoods with a variety of price points.

Judd Stevenson- He stated his neighborhood is not opposed to development in the area and he is not opposed to the elimination of the supermajority voting. He is opposed to rushing the change through before January 1, 2025, and feels it will be a bad look for the City by eliminating the voices of the people around the community.

Alderman John Skyrms- He stated there is no need to wait until January 1, 2025, and striking the supermajority requirement will result in better governance for our community. Also, the minority will not disproportionately power to block measures. This also equals one vote having one vote. When each council member was elected, it was understood that everyone’s vote is equal.

Alderman Lee Hillstrom- He stated many cities before us have changed their ordinances due to it being unfair. He also stated if we were looking at this change in years past, it would have passed without a problem but now it seems like it is due to the Shattuck Middle School rezoning. But that is not the real reason, it is a bad rule, and we need to get it out of our ordinances.

Deputy Director Schmidt stated we also received four letters that were sent to the City. Three letters were sent to the Plan Commission yesterday. One was received today from the Fox Cities Chamber of Commerce. All letters received were printed for the Plan Commission members and will be included in the minutes.

b. Special Use Permit – 407 Oak Street - Trinity Lutheran Church

Chairperson Mayor Lang opened public hearing.

No one in attendance spoke. Chairperson Mayor Lang closed public hearing.

Action Items:

a. Zone Code Amendment – Sec. 26-27(7) – Rezoning and Amendments

Deputy Director Schmidt went over the request by Neenah’s Common Council, to review by Section 26-27(7) of the Zoning Code. This section outlines the process the Common Council must follow in the event of a valid protest petition against a rezoning request. Deputy Director Schmidt then went over the history of this code. He then discussed the reasons for this recommendation. Deputy Director Schmidt went over that if a rezoning petition of 20% of the owners of land within 100 feet of land adjacent to the rezoning is submitted and meets the requirements, this triggers the supermajority vote of the Common Council to approve. It is also the responsibility of the City

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to determine whether a protest petition is valid, and this may cause confusion and unnecessary delays due to calculating the land within the 100 feet buffer and matching the signatures with the property owners in the 100 feet buffer. There is also no deadline for submitting a protest petition and those submitting the petition may not understand what is required to submit a valid petition and this can lead to great confusion. Supermajority voting also leads to an inequitable vote, where a vote of 6 to 3 to approve a rezoning, the request fails, and the rezoning denied. The 3 opposing votes have more weight than the 6 affirmative votes. With a simple majority, all votes are weighted equal. Regarding the City's Comprehensive Plan, it is developed with significant community input. Rather than allowing a few property owners from dictating the zoning of a property, the Comprehensive Plan is the appropriate document for the Plan Commission and Common Council to utilize when making zoning decisions.

With the change in State law, many municipalities have removed the rezoning protest petition language from their zoning code. The removal of this section will not prohibit the public from objecting to a rezoning request or submitting a formal or informal protest petition. This amendment eliminates the need for a supermajority vote of common council on rezoning request, which would be consistent with other zoning actions reviewed by Common Council including special use permits, project plan approvals, and subdivision plat review.

Member Ellenberger asked for clarification on a few things. She thought the petition for Shattuck was given a few days before and not the day of. Deputy Director Schmidt gave clarification of all the petitions received from residents. Member Ellenberger also asked if there was a petition or if this ever happened before. Deputy Director Schmidt stated on his research the last petition was for the Western Avenue townhomes in 2010. Before that was the Double House rezoning on Wisconsin Avenue. Also, in the early 90's there was a petition in regards to ThedaClark Hospital rezoning. Member Ellenberger stated it seems to be rare that these protest petitions happen. She also said she tried to listen to the people. Also, this seems to be not ideal timing and that this is going to go through anyway on January 1, 2025. Member Ellenberger feels like the community is stating they do not want the ordinance to be changed due to community involvement.

Member Alderman Steiner stated he feels like this change leads to a more democratic process and that it was also passed as bipartisan in the legislature. He sees no reason to delay until January 1, 2025. He stated this does not silence anyone as residents can still come and voice their opinion.

Member Genett stated she would like to see a more fair and equitable way of voting.

Member Hancock-Cooke stated she is surprised there are still voices stating things are still being done in a rushed way. City Government works in a very open and apparent manner. There are also timeframes that are in place, so everything goes through the proper channels.

Member Kaiser moves to recommend to Common Council approve Ordinance No. 2023-02, removing Section 26.27(7) of the City's Code of Ordinances related to rezoning protest petitions.

Member Alderman Steiner seconded this motion.

Member Kaiser stated when we find an ordinance that is poor, we shouldn't wait until another instance comes up, we should act now.

MSC Kaiser/Steiner, the Plan Commission, to recommend to Common Council approve Ordinance No. 2023-02, removing Section 26.27(7) of the City's Code of Ordinances related to rezoning protest petitions. Mayor Lang, Genett, Steiner, Hancock-Cooke, Kaiser all voting aye. Ellenberger voting nay. Motion passed.

b. Special Use Permit – 407 Oak Street – Trinity Lutheran Church

Special Use Permit (Sec. 26-48)

Deputy Director Schmidt went over what the church is proposing in regard to a new building addition and expansion of off-street parking. The applicant is proposing to demolish a portion of the north side of the building and construct a new building addition (approximately 3,400 square feet) in its place. The new building addition will function as a parish center. Additionally, a porte cochere (drive-thru canopy) will be added to the west side of the building. Finally, the off-street parking lot will be expanded along Franklin Avenue increasing parking by 23 stalls.

The proposed building addition, which will function as the parish center, will maintain a building setback of 10 feet, consistent with the residential homes along Franklin Avenue. The new building will have a maximum height of 25 feet and a roof-line height of about 15 feet. The building will be constructed of glass, stone veneer, and steel siding.

The off-street parking lot expansion will maintain a 10-foot setback from Franklin Avenue, consistent with the existing parking lot setback. In addition, the parking lot addition will maintain a 30-foot setback from the west side of the parking lot addition to the west property line. The 6-foot-tall fence and the landscape buffer on the west property line will remain. Landscaping along Franklin Avenue between the proposed parking lot addition and the front property line shall be planted with one shade tree and 6 shrubs for each 40 lineal feet of frontage (56 feet – 2 shade trees and 12 shrubs). Finally, a new light pole is proposed in the 30-foot buffer area along the west side of the parking lot expansion. A photometric plan is required, and lighting levels shall not exceed those listed in Chapter 26, Article XVI – Outdoor Lighting.

MSC Ellenberger/Genett, the Plan Commission, finds the proposed use meets the findings of fact for a Special Use Permit (Sec. 26-48) and recommends Common Council approve a Special Use Permit for the building addition and off-street parking expansion located at 407 Oak Street subject to the conditions of the Special Use Review Letter. All voting aye. Motion passed.

c. Site Plan Review – 1021 Oak Street – Horace Mann School Playground

Deputy Director Schmidt went over the site plan submitted by the Neenah Joint School District for review of a new playground on property located at 1021 Oak Street (Horace Mann Elementary School).

Neenah Joint School District is proposing to install a playground on the subject property in an area that is currently open space. The playground will be accessible via sidewalks along the perimeter and from exit doors on the building. In addition, a small off-street parking lot along

Haylett Street is proposed to be converted to a hard-surface play area. Also proposed to install a fence around the playground and hard-surface play area.

The subject site is zoned R-1, Single-Family Residence District. Playgrounds associated with schools are permitted in this zoning district. Land north, south, east, and west include single-family residences.

MSC Ellenberger/Kaiser, the Plan Commission, approves the site plan for a new playground located at 1021 Oak Street subject to the conditions of the site plan review letter. All voting aye. Motion passed.

d. Site Plan Review – 601 S Commercial Street – Building Addition

Deputy Director Schmidt showed site plans submitted for a building addition. The proposed building addition is located on the south side of the existing building and includes a building footprint of approximately 12,800 square feet. The multi-story building includes space for an evaporator, logistics area, and offices on the third floor. The total height of the building is 78 feet. As of last year, the homes on Jackson, Austin and McKinley streets were all vacated and consolidated into one parcel owned by Galloway.

In addition to the building expansion, an overhead pipe bridge is proposed to be relocated and the drive aisle adjusted. The plan includes future building expansions and projects, but these projects are not part of this site plan review.

Member Alderman Steiner wanted clarification that all properties have been vacated on the above-named streets. Deputy Director Schmidt stated yes, all homes have been vacated.

MSC Genett/Steiner, the Plan Commission, approves the site plan to construct a building addition on property located at 601 S Commercial Street subject to the conditions of the site plan review letter. All voting aye. Motion passed.

e. Site Plan Review – 223 Edna Avenue – Accessory Storage Building

Deputy Director Schmidt showed accessory storage building plans for Anchor Casting. Anchor Castings, located at 223 Edna Avenue, has submitted a proposal to construct a 30' by 60' storage building (1,800 square feet). The proposed structure, located on the north side of the property along the west property line, is a hoop-shaped structure with a fabric roof. The height of the structure is about 20 feet at its peak. The front of the structure includes a 12' by 10' opening and a man door. The inside of the building will remain open, with no partitions or separations. A similar structure was placed on the property in 2022.

The property is approximately 0.75 acres in size and includes the manufacturing facility on the south portion of the site, another accessory storage building on the north side, and open/paved areas north of the main building.

The subject property is zoned I-2, General Industrial District. The use of the property as a foundry is permitted, and storage buildings, like the one being proposed, is permitted in the Zoning Code.

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The Zoning Code does limit the building area on an I2 zoned property to no more than 60% of the total lot area. In this case the building coverage is equal to less than 45%.

MSC Ellenberger/Genett, the Plan Commission, approves the site plan to construct an accessory storage building located at 223 Edna Avenue subject to the conditions of the site plan review letter. All voting aye. Motion passed.

Discussion Items: None

Comprehensive Plan Review:

Deputy Director Schmidt went over how this Comprehensive Plan was adopted in 2017 and how this would be a 5-year review. There is new 2020 census data that can be included. Also, since the adoption, there has been the incorporation of Fox Crossing and the amended boundary agreement with the Town of Neenah. We can also now incorporate the new Downtown plan and the S. Commercial Street corridor plan as well as some annexations. There are also some items that can be eliminated from the plan. The plan with the review would be to bring changes into one document at the end of the review, have a public hearing to allow the public to speak on any changes and then go through the appropriate approval process.

Member Alderman Steiner brought up how several areas that have been addressed or are in the process of being addressed. Are there any areas that are no longer relevant? Deputy Director Schmidt stated we have looked at those internally and the easy ones to look at are the not relevant items or accomplished elements of the plan. Part of the review would be to look at the plan and see what is still relevant and what needs to be discussed.

Member Hancock-Cooke stated she read we increased land mass by 20% which decreased our population density. She is interested to see if the census has any new information for us and how that will update going forward. She also would like to see the areas where we have achieved the goals and what we are still coming back to. Deputy Director Schmidt will be hopefully showing all the changes and a narrative as to why there was a change made.

Deputy Director Schmidt stated due to the current time stamp of this meeting, we will start review of the plan at the next meeting.

Announcements and Future Agenda Items: Next meeting is scheduled for July 25, 2023

Adjournment: The Commission adjourned its meeting at 5:20 p.m. MSC Genett/Ellenberger. All vote Aye. Motion passed.

Respectfully Submitted,



Kayla Kubat
Administrative Assistant, Department of Community Development



DATE: July 19, 2023
TO: Mayor Lang and Members of Plan Commission
FROM: Brad Schmidt, AICP, Deputy Director
RE: Project Plan Approval - Discover Little Miracles Day Care – 1554 S Commercial St

Request

Discover Little Miracles Day Care has submitted a request to occupy the tenant space at 1554 S. Commercial Street. The property is zoned Mahler Farm Planned Development District (PDD) and a change of use requires a project plan approval.

Location

The subject property is located on the northeast corner of S. Commercial Street and Lyon Drive. The building is 13,640 square feet in area and includes three tenant spaces: a restaurant (4,600 square feet), a hair salon (2,700 square feet) and the applicant's proposed location (6,600 square feet). Land north, south, and east of the subject property includes retail, service, and multi-family land use and all that land is within the Mahler Farm PDD.

The Mahler Farm PDD was created in 1993 and subsequently amended in 1999. The Master Plan of the PDD shows this parcel as office/neighborhood retail. The use of the property as a day care is consistent with the overall intent of the Master Plan.

Background

Discover Little Miracles Day Care was previously located at 1421 S. Commercial Street in the Neenah Plaza. They are proposing to relocate into a tenant space originally occupied by Morton Pharmacy and most recently a furniture store. The building was constructed in 2003. The applicant is proposing to have a capacity of around 75 children and the facility will be licensed by the State of Wisconsin Department of Children and Families (DCF). In addition, there will be 15 employees working at the day care.

Off-Street Parking/Traffic Circulation

Access to the subject site is from S. Commercial Street via a shared access drive and from Lyon Drive, also from a shared access drive. The off-street parking lot includes 95 off-street parking stalls, including four handicap accessible stalls. Parking on the north and east side includes a two-way drive aisle, while parking on the west and south sides includes a one-way drive aisle. As part of the applicant's proposal to place an outdoor play area in the parking stalls west of the building, eliminating 12 stalls for a total of 83 which will remain.

Per the Zoning Code, the following minimum parking standards are required for each tenant space:

- Day Care – 1 stall per employee and 1 stall for every 5 children. (30 stalls)
- Restaurant – 1 stall for each 75 square feet of public space. (45 stalls)
- Hair Salon – 1 stall for each 200 square feet of public space. (6 stalls)

Proposed Outdoor Play Area

The applicant is proposing to construct an outdoor play area west of the building in the existing row of parking along S. Commercial Street which will be 102 feet long by 18 feet wide (1,836 square feet). The area is proposed to be surrounded by a five-foot high chain link fence with privacy slats. There are no permanent structures planned for the play area, except for a storage shed. The shed detail (height and area) has not been included in this submittal and further detail is required prior to construction.

Staff has concerns about location of the proposed play area relative to the safety of children so close to a busy parking lot and a one-way drive-aisle.

To minimize these concerns, staff recommends the following adjustments to the site plan:

1. Maintain a minimum of a 15-foot-wide drive aisle between the building and play area. This provides sufficient room for larger vehicles to access the rear of the property.
2. Reduce the length of the play area to be in-line with the front of the building.
3. Install a bollard or similar permanent vertical post on the north side of the play area, northeast corner, and the southeast corner to provide a safety barrier from vehicular traffic.
4. The fence along S. Commercial Street shall be constructed of high-quality material such as wood, vinyl or similar material and shall not exceed six feet in height.
5. Remove the two parking stalls north of the proposed play area and the two along the south property line closest to the play area.

Recommendation

An appropriate action at this time is for the Plan Commission to recommend Council approve to Ordinance number 2023-10 for the project plan for Discover Littler Miracles Day Care, located at 1554 S. Commercial Street, subject to the conditions of the project plan approval letter.



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

July 19, 2023

DAVE STUBBS
KELLER INC
PO BOX 620
KAUKAUNA, WI 54130

RE: PPA #1-23 - 1554 S. Commercial Street - Day Care Project Plan Review () Status Approved

Dear DAVE STUBBS:

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. Maintain a 15-foot wide one-way drive aisle between the west side of the building and the proposed outdoor play area.
2. The play area shall not extend beyond the front of the north side of the building.
3. The fence along S. Commercial Street shall be made of higher quality material such as wood, vinyl, or similar material. A chainlink fence is prohibited. In addition the fence along S. Commercial Street shall not exceed six feet in height. A fence permit is required prior to installation.
4. The two parking stalls north of the proposed play area and two along the south side of the building furthest to the west shall be re-striped to prohibit parking.
5. Submit a building permit to place the shed in the play area prior to installation/construction.
6. Install one bollard on the northeast corner of the proposed play area, one on the north side, and one along the south east corner to provide protection from vehicles.
7. Removal of any landscaping plantings is prohibited without staff review to determine the minimum landscape requirements are met.

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

Approved

Review Comments:

Advisory Comments:

Please see site plan review, comments specifically number 13 and 14.

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

Approved

Review Comments:



S COMMERCIAL ST

103.35'

377.66'

219.61'

219.61'

378.28'

LYON DR

LYON DR

DICKENSON CT

269.5'

299'

1553'

0-1043

0-1053

0-1053

14

Imagery Date: April 2020

3.0'

3'

0.69'

31.22'

2-1258

0.14.0'

144.08'



Neenah-Menasha Fire Rescue

Office of Adam J. Dorn

Assistant Chief of Fire Prevention / Fire Marshal

125 E. COLUMBIAN AVENUE, NEENAH, WI 54956

Phone: 920-886-6200 Fax: 920-886-6208 Website: www.nmfire.org Email: adorn@nmfire.org

Date: 07-17-2023
Address: 1554 S Commercial St., Neenah

Re: Site Plan Review

Plan Review Number:	CB-062300885-PRB
Application No.:	DIS-052322456
Site ID No.:	SIT-115988
Keller Project No.:	80120

To: Little Miracles

Neenah-Menasha Fire Rescue Fire Prevention Office has reviewed the site plans for the occupancy indicated above. The documents have been reviewed for conformance to the Wisconsin Department of Safety and Professional Services, IBC, NFPA, and Local ordinances of the Cities of Neenah and Menasha (as applicable). Prior to issuing any conditional approvals the review process requires the following stipulations:

1. A copy of this letter shall be given to the general contractor. The general contractor shall arrange for a pre-construction consultation regarding fire prevention and other safeguards. Failure to contact the Fire Prevention Office of Neenah-Menasha Fire Rescue may delay the project. **Please call 920-886-6204 to schedule this consultation.**
2. A Knox Box is required (if not already equipped) for this building and shall be installed on the exterior of the building and discuss the location with the Fire Marshal of Neenah-Menasha Fire Rescue. Also obtain a Knox key switch for any parking garage entrances or locked gates, if applicable. These may be ordered online at www.knoxbox.com.
3. If the construction area will have limited access due to construction fence or chained access, **the contractor will be required to obtain a department approved Knox Padlock Model 3770.** This lock may be ordered online at www.knoxbox.com. This padlock will be used as the last link in the chain with the construction padlock placed through the locked shackle.
4. Neenah-Menasha Fire Rescue advocates and strongly recommends the installation of a complete NFPA 13 compliant fire suppression system throughout the building. The fire suppression system shall be monitored by appropriate system.
5. Neenah-Menasha Fire Rescue advocates and strongly recommends the installation of a complete NFPA 72 compliant automatic fire alarm system throughout the building to best protect its occupants, if not already equipped.

6. The sprinkler contractor shall submit a set of DSPS approved plans and proper permit fees for installation of new or modification to all fire suppression systems. Note: 20 heads or less does not require DSPS review, if applicable.
7. The electrical contractor shall submit a set of DSPS approved plans and proper permit fees for installation of new or modification to all fire/smoke alarm systems. Note: 20 devices or less does not require DSPS review, if applicable.
8. Prior to any work being done, a sprinkler permit must be applied for from NMFR. This can be found on our website at www.nmfire.org, under forms and regulations.
9. Prior to occupancy operational and functional acceptance test reports for all fire protection, suppression and detection systems, elevator phase I & phase II operations, and fire/smoke dampers shall be submitted to Neenah-Menasha Fire Rescue, if applicable.
10. A copy of this letter and enclosures shall be given to the sprinkler and electrical contractor. Copies shall also be available on-site and open for inspection.
11. A fire hydrant must be placed within 100 feet of the fire department connection for all sprinkler and standpipe connections.
12. All other fire and life safety requirements as outlined by local, state, and national ordinances and codes must be adhered to.
13. NMFR highly recommends that the area between the building and the proposed outdoor playground be closed off completely to traffic to minimize the risk of any vehicles striking any child on or crossing to get to the playground.
14. NMFR highly recommends that installation of some kind of traffic barriers around the entirety of the playground to prevent any tragic events from happening due to vehicular traffic.

The owner of the building, structure and premise is responsible for maintaining the property in compliance with all applicable codes. In granting this approval Neenah-Menasha Fire Rescue reserves the right to require changes or additions if conditions arise making them necessary for code compliance. Nothing in this review shall relieve the owner or designer of the responsibility for designing a safe building, structure, or component.

You may direct all questions and concerns to this office.

Sincerely,

Adam J. Dorn
Assistant Chief/ Fire Marshal
920-886-6204
adorn@nmfire.org

Cc: Building Department
File



211 Walnut Street
Neenah, WI 54956

AN ORDINANCE: By the Neenah Plan Commission
Re: Project Plan approval #1-23 for Mahler Farm
Planned Development District to allow a day
care use and outdoor play area at 1554 S.
Commercial Street.

ORDINANCE NO. 2023-10
Introduced: _____
Committee/Commission Action: _____

AN ORDINANCE

The Common Council of the City of Neenah, Wisconsin, do ordain as follows:

Section 1. That pursuant to Section 26-353 of the Neenah Municipal Code, the Common Council of the City of Neenah approves the following Mahler Farm Planned Development Project Plan.

Project Plan Approval #1-23, which is detailed in the attached Exhibit "A", which is incorporated herein by reference.

Section 2. Severability. In the event any section, subsection, clause, phrase or portion of this ordinance is for any reason held illegal, invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remainder of this ordinance. It is the legislative intent of the Common Council that this ordinance would have been adopted if such illegal provision had not been included or any illegal application had not been made.

Section 3. Repeal and Effective Date. All ordinances or parts of ordinances and resolutions in conflict herewith are hereby repealed. This ordinance shall take effect from and after its passage and publication.

Approved:

Adopted: _____

Jane B. Lang, Mayor

Published: _____

Attest:

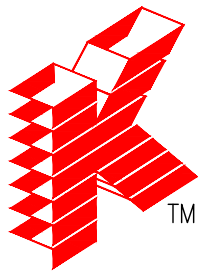
Char Nagel, City Clerk

**PROJECT PLAN APPROVAL #1-23
MAHLER FARM PLANNED DEVELOPMENT DISTRICT**

Discover Little Miracles Day Care

Project Plan Approval #1-23 is approved to allow the use of 1554 S. Commercial as a day care subject to the following conditions:

1. Maintain a 15-foot-wide one-way drive aisle between the west side of the building and the proposed outdoor play area.
2. The play area shall not extend beyond the front of the north side of the building.
3. The fence along S. Commercial Street shall be made of higher quality material such as wood, vinyl, or similar material. A chain-link fence is prohibited. In addition, the fence along S. Commercial Street shall not exceed six feet in height. A fence permit is required prior to installation.
4. The two parking stalls north of the proposed play area and two along the south side of the building furthest to the west shall be re-striped to prohibit parking.
5. Submit a building permit to place the shed in the play area prior to installation/construction.
6. Install one bollard on the northeast corner of the proposed play area, one on the north side, and one along the southeast corner to provide protection from vehicles.
7. Removal of any landscaping plantings is prohibited without staff review to determine the minimum landscape requirements are met.



Keller

PLANNERS | ARCHITECTS | BUILDERS

FOX CITIES
 N216 State Road 55
 P.O. Box 625
 Kaukauna, WI 54130
 PHONE 920.766.5795
 1.800.236.2534
 FAX 920.766.5004

MADISON
 771 Lois Drive
 Sun Prairie, WI 53590
 PHONE 608.318.2336
 1.800.236.2534
 FAX 608.318.2337

MILWAUKEE
 W204 N11509
 Goldendale Road
 Germantown, WI 53022
 PHONE 262.250.9710
 1.800.236.2534
 FAX 262.250.9740

WAUSAU
 5605 Lhoc Avenue
 Wausau, WI 54401
 PHONE 715.849.3141
 FAX 715.849.3181

www.kellerbuilds.com

INTERIOR ALTERATIONS FOR,
DISCOVER LITTLE MIRACLES CHILD CARE
 1554 S. COMMERCIAL ST.
 NEENAH,
 WISCONSIN 54956

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REVISIONS

PROJECT MANAGER: D. STUBBS

ARCHITECT: K. SPERL

DRAWN BY: S. BURTON

EXPEDITOR: E. GRAPER

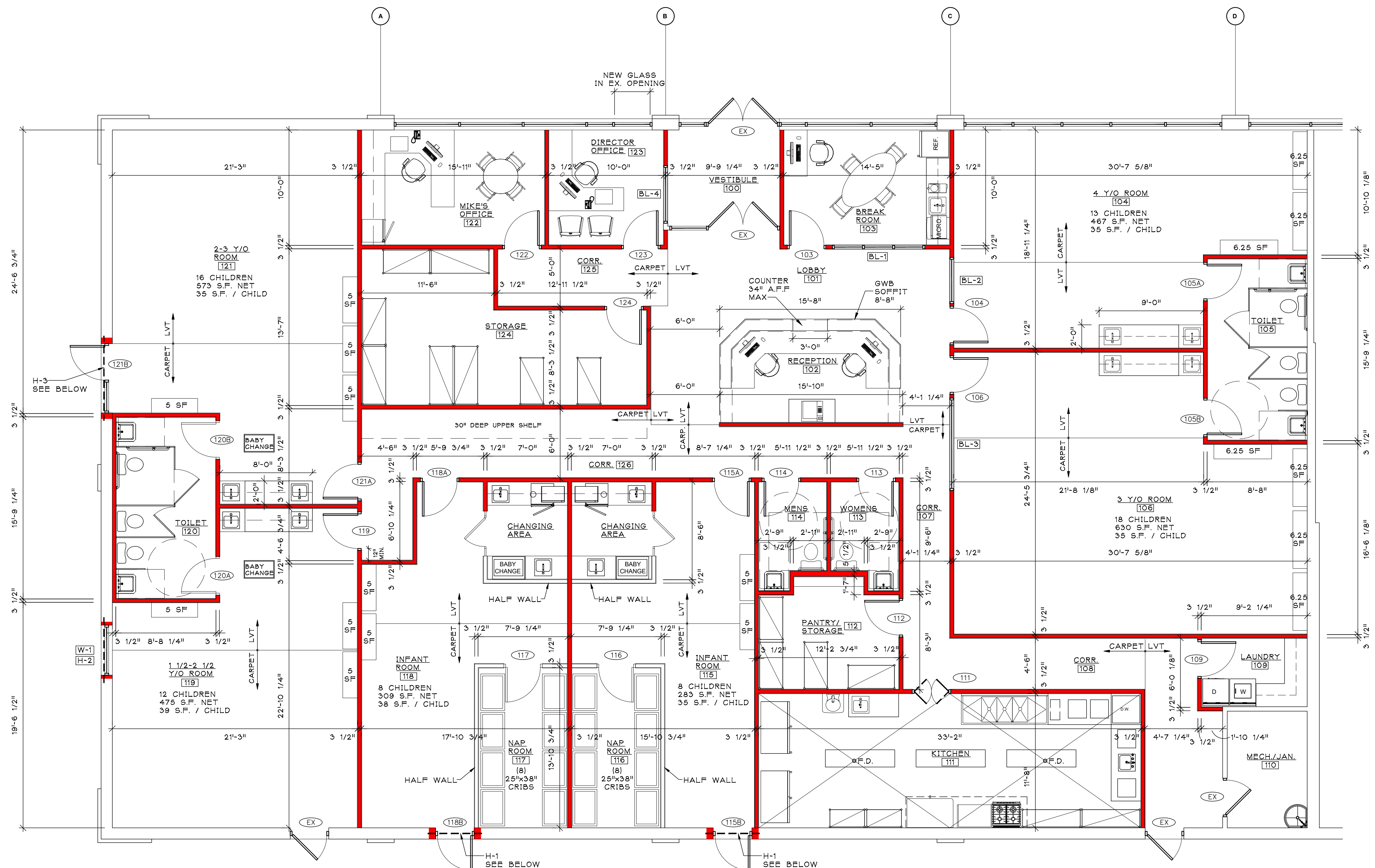
SUPERVISOR: -----

PRELIMINARY NO: 80120

CONTRACT NO: -----

DATE: MAY 31, 2023

SHEET: A1.0



NOTE TO PLAN REVIEWER
 BUILDING ENVELOPE PENETRATIONS SHALL MEET THE REQUIREMENTS LISTED IN 2015 IECC TABLE C402.4
 *NEW ENTRANCE DOOR(S) TO HAVE A U-VALUE OF .77 OR BETTER
 *NEW WINDOW GLASS TO HAVE A U-VALUE OF .36 OR BETTER

WALL NOTES
 INTERIOR WALLS TO BE 2x WOOD STUDS @ 16" O.C. FULL HEIGHT (U.N.O) TO BOTTOM OF EXISTING TRUSSES. FIBERGLASS BATT INSULATION FOR SOUND CONTROL & 5/8" GWB EACH SIDE - (1) SIDE OF WALL TO RUN FULL HEIGHT FOR SOUND CONTROL.

HEADERS

SIZE	JACK STUD	KING STUD
H-1 (3) 2x6	(1) 2x6	(2) 2x6
H-2 (3) 2x8	(1) 2x6	(1) 2x6
H-3 (3) 2x10	(1) 2x6	(2) 2x6

FLOOR PLAN
 SCALE: 3/16"=1'-0"
 NORTH

ROOM AREA KEY

ROOM #	LOCATION	GROSS FLOOR AREA (SF)	UNUSABLE AREA (SF)	NET FLOOR AREA (SF)	NUMBER OF KIDS	STAFF	AREA BALANCE PER KID
118	INFANT ROOM WEST	319sf	10sf	309sf	8	2	38SF / CHILD
115	INFANT ROOM EAST	293sf	10sf	283sf	8	2	35SF / CHILD
119	1 1/2 - 2 1/2 Y/O ROOM	510sf	35sf	475sf	12	2	39SF / CHILD
121	2 - 3 Y/O ROOM	613sf	40sf	573sf	16	2	35SF / CHILD
106	3 Y/O ROOM	673sf	43sf	630sf	18	2	35SF / CHILD
104	4 Y/O ROOM	504sf	37sf	467sf	13	1	35SF / CHILD
TOTALS					75	11	

"ISSUED FOR CONSTRUCTION"

SHEET INDEX

- 01-B CONCEPTUAL SITE PLAN
- 01-E DEMOLITION PLAN
- 01-E FLOOR PLAN
- 01-E ELEVATIONS

BUILDING & FIRE AREA SQUARE FOOTAGES

FLOOR AREAS	EXISTING	NEW	SUB-TOTAL
SECOND FLOOR	0.0	0.0	0.0
FIRST FLOOR, TENANT SPACE	4550.0	0.0	4550.0
CANOPY	0.0	0.0	0.0
BASEMENT	0.0	0.0	0.0
BUILDING AREA SUB-TOTALS	4550.0	0.0	4550.0
PERMITS/CHANGES	0.0	0.0	0.0
TOTAL AREA TOTALS	4550.0	0.0	4550.0

BUILDING CODE ANALYSIS

PROJECT ADDRESS
1014 COMMERCIAL STREET, NEENAH, WI 54956

APPLICABLE CODES
2018 International Building Code (as per Wisconsin)
Adopted Standard: AS 12010
2018 IRC (Lanes & Separators)

OCCUPANCY
S
Accessory Use: N/A
Maximum Use: N/A
High-Piled Combustible Storage: NO
Hazardous Materials: NO
Maximum Limited Areas: NO

HEIGHT & AREA
Building Height: Maximum Allowed 12'
Number of Stories: Maximum Allowed 1
Total Building Area: 4550.0 sq ft
Total Floor Area: 4550.0 sq ft
Maximum Allowed: 4550.0 sq ft
Minimum Allowed: 0.0 sq ft
Covered Area: NO

CONSTRUCTION TYPE
Construction Classification: UB
Fire Separation: Satisfactory: 100%

FIRE PROTECTION SYSTEMS
Automatic Sprinkler: Type: YES/NO
Fire Alarm System: YES/NO

MEANS OF EGRESS
Exitway Level: YES/NO
Exitway Width: YES/NO

STRUCTURAL DESIGN
Risk Category: YES/NO
Live Load: YES/NO
Roof Live Load: YES/NO
Seismic (Prescribed) Live Load: YES/NO
Seismic Load: YES/NO
Wind Load: YES/NO
Wind Speed: YES/NO
Wind Direction: YES/NO
Wind Gust: YES/NO
Seismic Category: YES/NO
Seismic Zone: YES/NO
Seismic Site Class: YES/NO

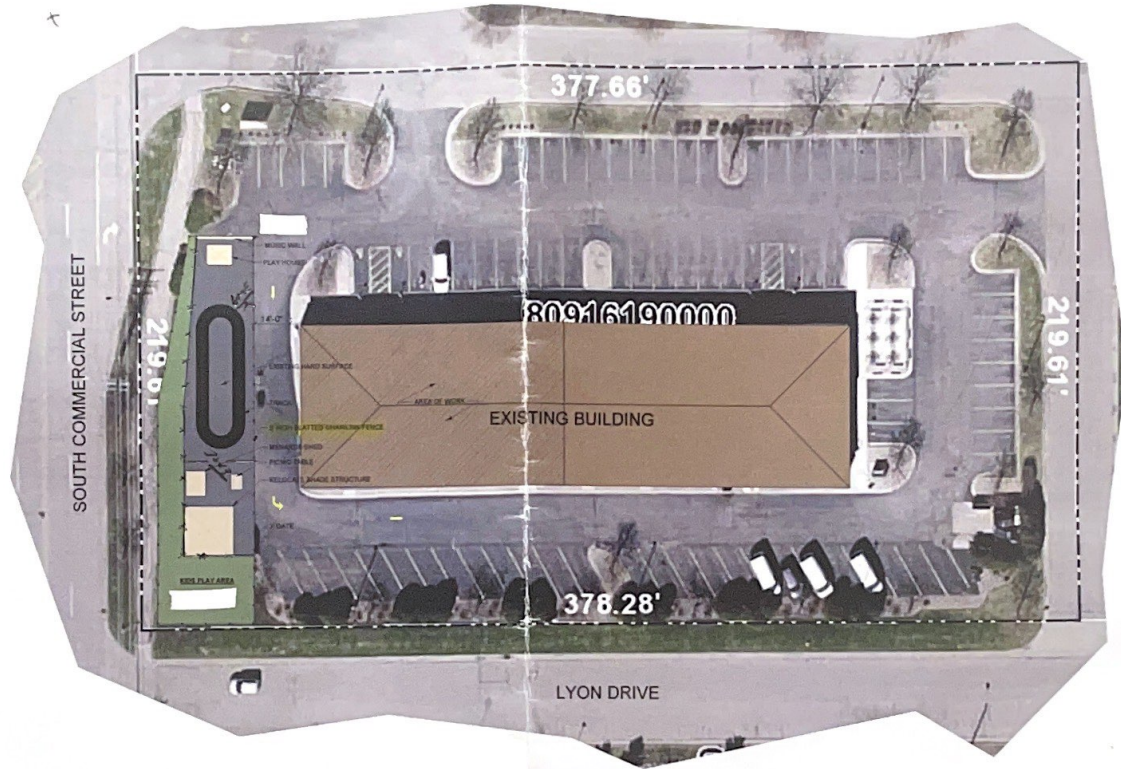
PLUMBING SYSTEMS
Water: YES/NO
Sewer: YES/NO
Storm: YES/NO
Other: YES/NO

MECHANICAL SYSTEMS
NO SINGLE PIECE OF EQUIPMENT OVER 4000 BTU

SITE INFORMATION

SITE CONTENT
Building Size: 4550.0 sq ft
Total Surface: 4550.0 sq ft
Green Surface: 4550.0 sq ft
Paved (Site Access): 4550.0 sq ft
Paving Required: 4550.0 sq ft
Area of Disturbance: 4550.0 sq ft

ZONING
Proposed Zoning: YES/NO
Setback: YES/NO
Front Setback: YES/NO
Coverage Limit: YES/NO
Coverage Requirement: YES/NO
Paving Required: YES/NO
Mobile Commerce: YES/NO
RTU SURFACING: YES/NO



CONCEPTUAL SITE PLAN

THE LOT DIMENSIONS AND BEARINGS SHOWN ON THIS PLAN ARE INTERPRETED VALUES. FOLLOW UP INVESTIGATION WITH STATE AND LOCAL AUTHORITIES AND/OR WITH CERTIFIED SURVEY MAP DATA WHEN AVAILABLE IS REQUIRED.

PROPOSED FOR:
LITTLE MIRACLES
NEENAH, WISCONSIN

Keller
PLANNERS ARCHITECTS ENGINEERS

1700 WISCONSIN
1000 WISCONSIN
1000 WISCONSIN
1000 WISCONSIN

1000 WISCONSIN
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PROPOSED FOR:
LITTLE MIRACLES
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REVISIONS

NO.	DESCRIPTION
1	
2	
3	
4	
5	
6	

PROJECT MANAGER: D. STUBBS
DESIGNER: S. KLESSIG
DRAWN BY: R. ROSE
EXPIRATOR: _____
SUPERVISOR: _____
PRELIMINARY NO: P22287
CONTRACT NO: _____
DATE: 12.06.2022
SHEET: C1.0

PRELIMINARY - NOT FOR CONSTRUCTION



To whom it may concerns,

We, Discover Little Miracles Child Care, are the new tenants of 1554 S. Commercial St. Neenah, WI 54956. We are currently in the process of remodeling our space to be compliant with both building codes and the Wisconsin Child Care Licensing Rules and Regulations. In the process of our remodel, we are required by licensing to have an outdoor space for the children enrolled in our center to have a place to learn and play in an outside environment.

I have attached to this letter an overview of what our outdoor space will look like. It will include 5-foot fencing with privacy slats in a rectangular shape of approximately 102 feet by 18 feet for a total square footage of 1,836 square feet. There will be a cross walk painted on the black top, from the west end of the building's sidewalk across the 14 ft one way road, that travels around the building for emergency personnel and parking in the back of the building (south side). As shown in the attached image, we will have a painted track that goes throughout the playground to allow children to ride small bicycles, scooters and walk around. We also intend to have a music wall, a small playhouse, and a picnic table within our playground. Also shown in the image is the shade structure that we are relocating from our prior childcare center to the new center to allow for shaded area. Under this shade structure we will lay 3-inch absorbent tiling down for young children to have a softer place to crawl as well as it be universal to everyone to have the shaded area.

Within our playground, we will also have a small storage shed that will contain all our outdoor equipment including bicycles, scooters, riding toys, balls, outdoor chalk, jump ropes, hula hoops, etc. This outdoor storage shed will be locked in the evenings and during weekends so that all our equipment is in a safe place, as well as store all our equipment to keep a well-maintained area.

If you have any further questions regarding our intentions of our outdoor learning environment and play space, please feel free to contact me at (920)740-2907.

Thank you,

Michael Kesselhon

Michael Kesselhon

Owner



M E M O R A N D U M

DATE: July 25, 2023
TO: Mayor Lang and Members of Plan Commission
FROM: Brad Schmidt, Deputy Director
RE: Conceptual Plat Map – Freedom Acres/The Homes at Freedom Meadows

Consideration

Van Sistine Homes, LLC (developer) has submitted an updated subdivision concept plan for the Freedom Acres and The Homes at Freedom Meadows development. The concept plan represents an update from a concept plan which was approved in August 2020. Since that approval, three phases of the development have been completed or are currently under construction.

The subject area is located on the northwest corner of County Highway G and Woodenshoe Road. The City purchased 130 acres from the developer and has been selling the land back in smaller phases. The original concept plan included 153 single-family lots spread over six phases. In addition, a 2.9-acre neighborhood park was planned. The proposed concept plan (including the three completed phases) includes 242 lots (58% increase), and a 4.5-acre park (ability to expand into a regional park). The developer will be submitting the 2nd Addition to the Homes at Freedom Meadows (34 lots) and the 1st Addition to Freedom Acres (48 lots) for Plan Commission review this summer of early fall.

The concept is divided into two subdivisions, The Homes at Freedom Meadows north of Liberty Avenue and Freedom Acres south of Liberty Avenue.

The concept plan includes an east/west neighborhood collector street, Liberty Avenue, which connects to Woodenshoe Road. Honor Street serves as a north/south collector and connects to County Highway G. All other streets in the concept plan are intended to connect to future street extensions north and west of the development. Sidewalks are planned along nearly every street within the concept plan.

Storm water is managed in two existing storm water ponds, one on Honor Street and County Highway G and the other on Freedom Meadows Drive and Woodenshoe Road. A third storm water pond is planned in the 2nd Addition to Freedom Acre on the southwest side of the development.

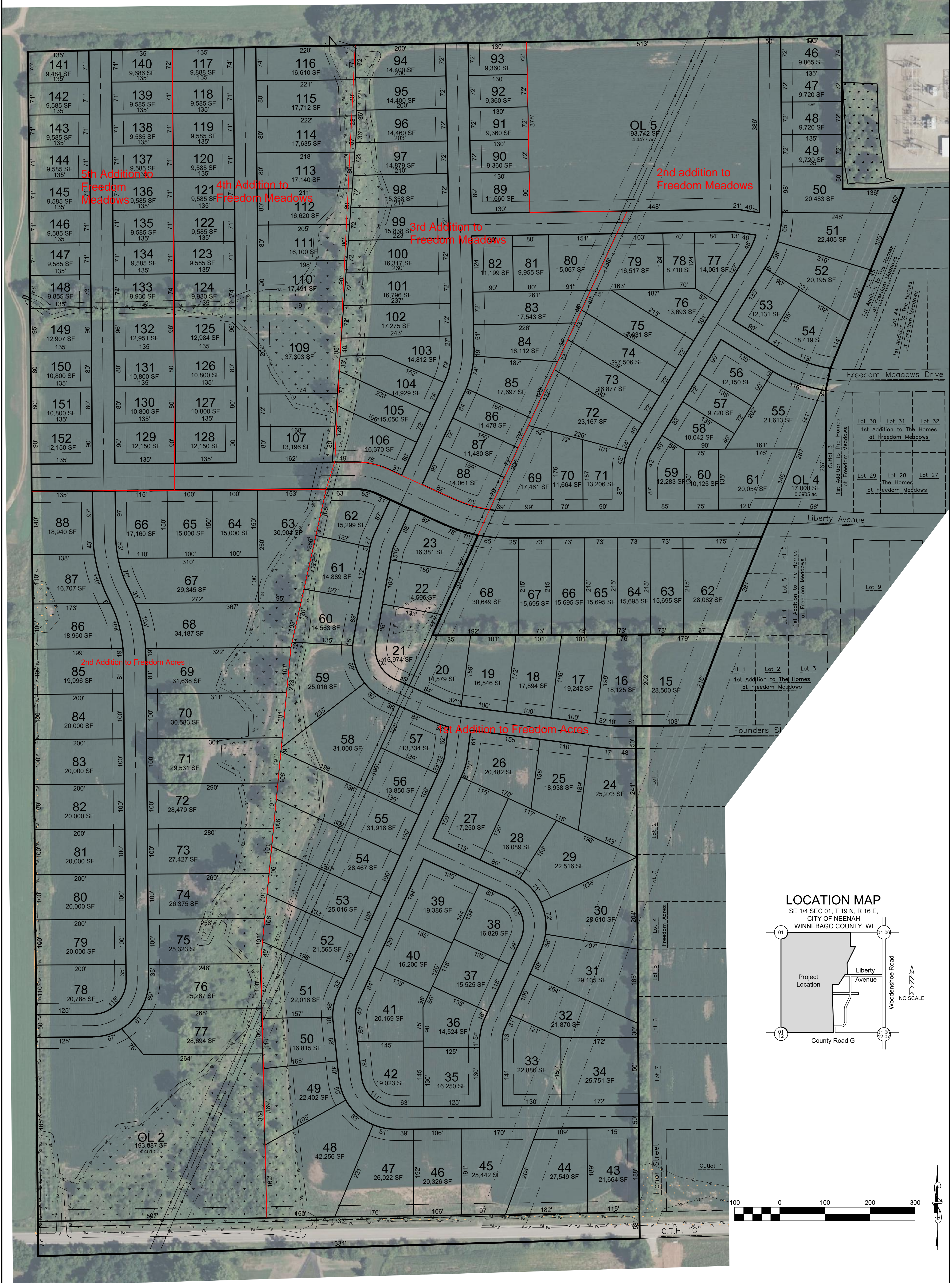
A water pump station is proposed to be constructed in the 1st Addition to the Homes at Freedom Meadows. As development progresses west, sufficient water pressure needs to be provided. The water pump station will boost water pressure for the future phases of this development and land adjacent to this development.

Recommendation

Appropriate action at this time is for Plan Commission to approve the proposed conceptual plan for Freedom Acres and The Homes at Freedom Meadows.

Concept of

The Homes at Freedom Meadows and Freedom Acres Addition



Apr 11, 2023 - 12:40 PM J:\Projects\7571\van\dwg\Civil 3D\7571Concept.dwg Printed by: kristy

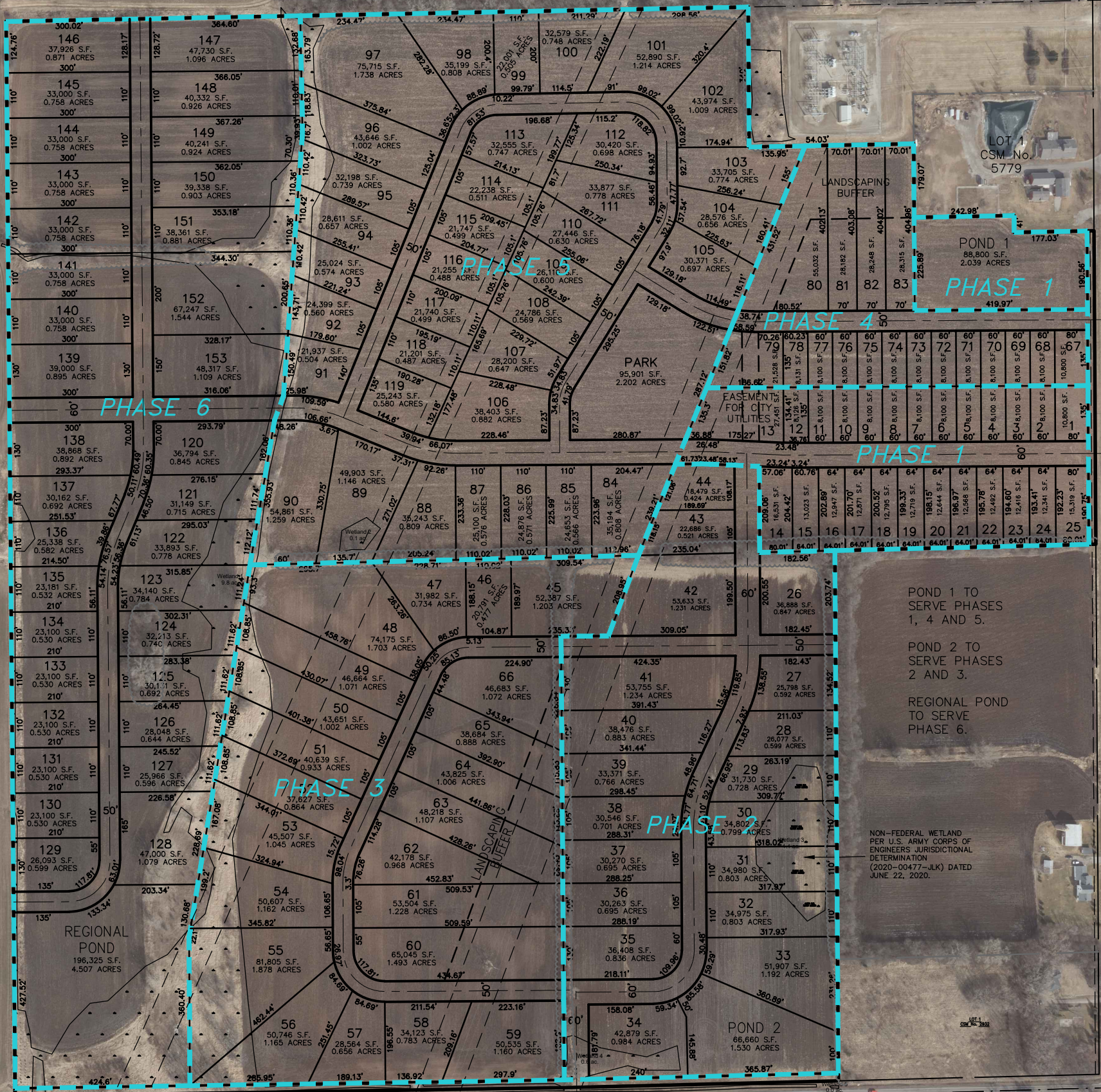
The Homes at Freedom Meadows and Freedom Acres Addition
 City of Neenah, Winnebago County, WI
 For: Van Sistine Homes, LLC

Concept



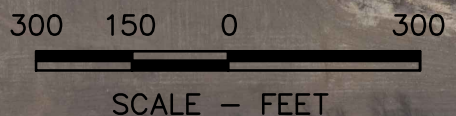
DAVEL ENGINEERING & ENVIRONMENTAL, INC.
 Civil Engineers and Land Surveyors
 1164 Province Terrace, Menasha, WI 54952
 Ph: 920-991-1866 Fax: 920-441-0804
 www.davel.pro

Project Name	7571 Concept.dwg
Author	Kristy
Date	04/11/2023
Scale	AS SHOWN
Sheet No.	1



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

NON-FEDERAL WETLAND PER U.S. ARMY CORPS OF ENGINEERS JURISDICTIONAL DETERMINATION (2020-00477-JLK) 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 CWM	DRAWN CWM
PROJECT NO. 10908 91800775.00	DATE APR., 2020
SHEET NO. 1	

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

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McMAHON
 ENGINEERS ARCHITECTS

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 1445 McMAHON DRIVE NEENAH, WI 54956
 Mailing: P.O. BOX 1025 NEENAH, WI 54957-1025
 PH 920.751.4200 FX 920.751.4284 MCMGRP.COM



DATE: July 25, 2023
TO: Mayor Lang and Members of Plan Commission
FROM: Brad Schmidt, AICP, Deputy Director
RE: Special Use Permit – 1539 Freedom Meadows Dr – Water Booster Station Building

Request

The City of Neenah Water Utility has submitted a request to construct a water booster station building on land located at 1539 Freedom Meadows Drive.

Consideration

The subject site was recently platted as part of the 1st Addition to The Homes at Freedom Meadows. The parcel is located on the north side of Freedom Meadows Drive and is about 1.57 acres in size. As part of the design and conceptual planning for the future phases of The Homes at Freedom Meadows and Freedom Acres, a water boost station was planned to ensure adequate water pressure as development occurs west of Woodenshoe Road. The property is zoned R-1, Single-Family Residence District.

The R-1 zoning district requires this use (Public Building) to obtain a special use permit. Each zoning district includes a list of Permitted Uses or uses allowed by right and Special Uses or uses that possess special characteristics or uniqueness which require thorough review of their location and configuration relative to the surrounding neighborhood. Specifically, the City's Zoning Code requires that the Plan Commission consider the following findings when deciding on a Special Use:

1. The use shall be compatible with the adjacent land uses so that the existing uses will not be depreciated in value and there will be no deterrents to development of vacant land.
2. The use shall have an appearance that will not have an adverse effect upon adjacent properties.
3. The use shall be reasonably related to the overall needs of the City and to existing land use patterns.
4. The use will not cause traffic hazards or congestion.
5. The use shall have adequate utilities, access roads, drainage, and other necessary facilities.

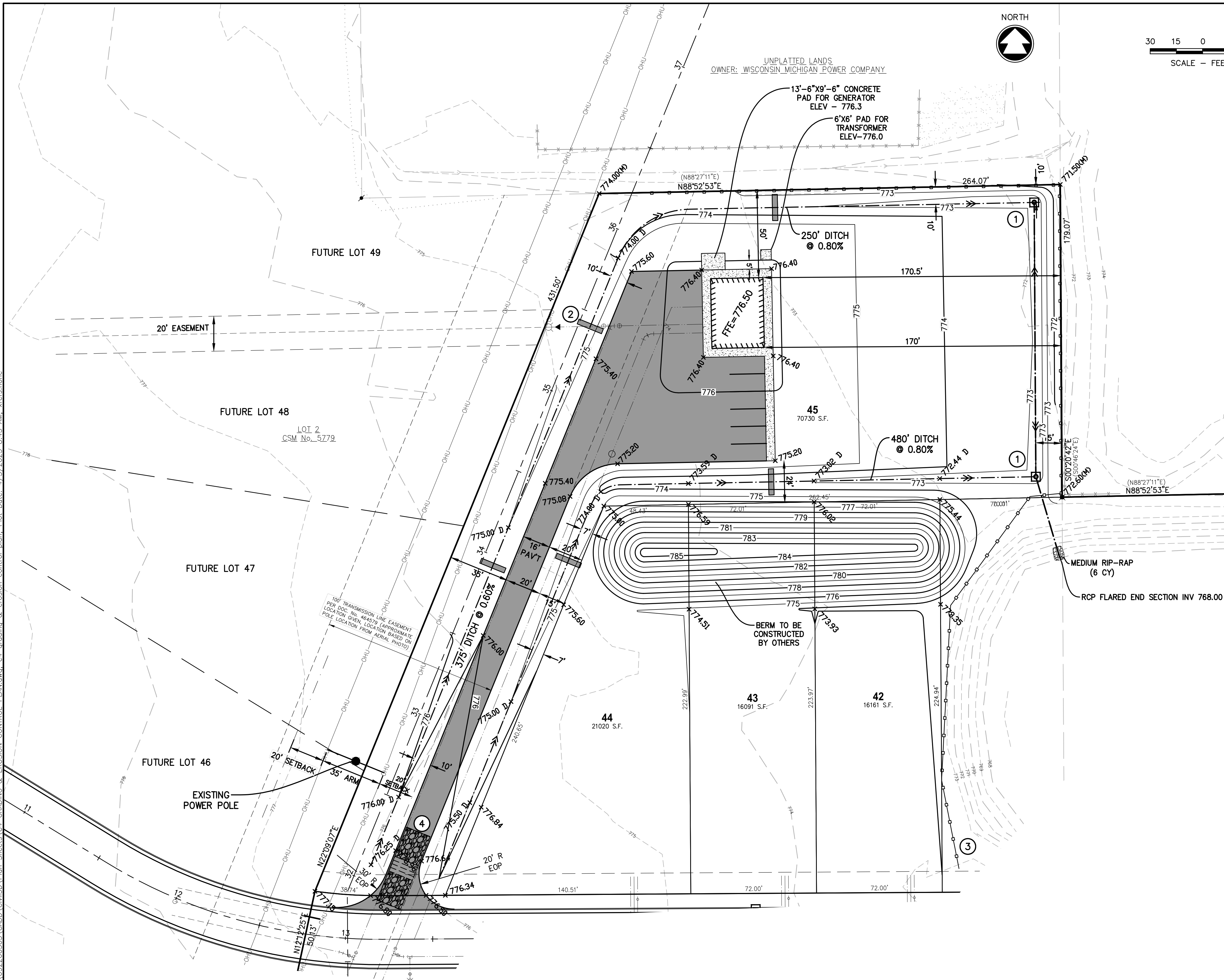
The proposed 1,200 square-foot building is intended to be situated on the north side of the subject property. The building is approximately 75 feet north of the residential lots to the south and 50 feet south of the north property line. A 16-foot asphalt driveway provides access to off-street parking south of the proposed building. The building has a wall height

of about 12 feet and total height of about 15 feet. The building will be constructed of CMU block and have an appearance that is consistent with the neighborhood.

Recommendation

Plan Commission finds that the proposed use meets the findings of fact for a Special Use Permit (Sec. 26-48) and recommends Common Council approve a Special Use Permit for a water booster station building located at 1539 Freedom Meadows Drive subject to the conditions of the Special Use Approval Letter.

stucker, WI:\PROJECTS\0706\092200505\CADD\Civil3D\Plan_Sheets\C4 GRADING & EROSION CONTROL.PLAN.dwg, c4 grading & erosion control plan, Plot Date: 4/3/2023, 8:43 AM, xref:smone



- BMPs**
- ① - INLET PROTECTION
 - ② - TEMPORARY DITCH CHECK
 - ③ - SILT FENCE APPROX. 700 FEET
 - ④ - TRACKING PAD

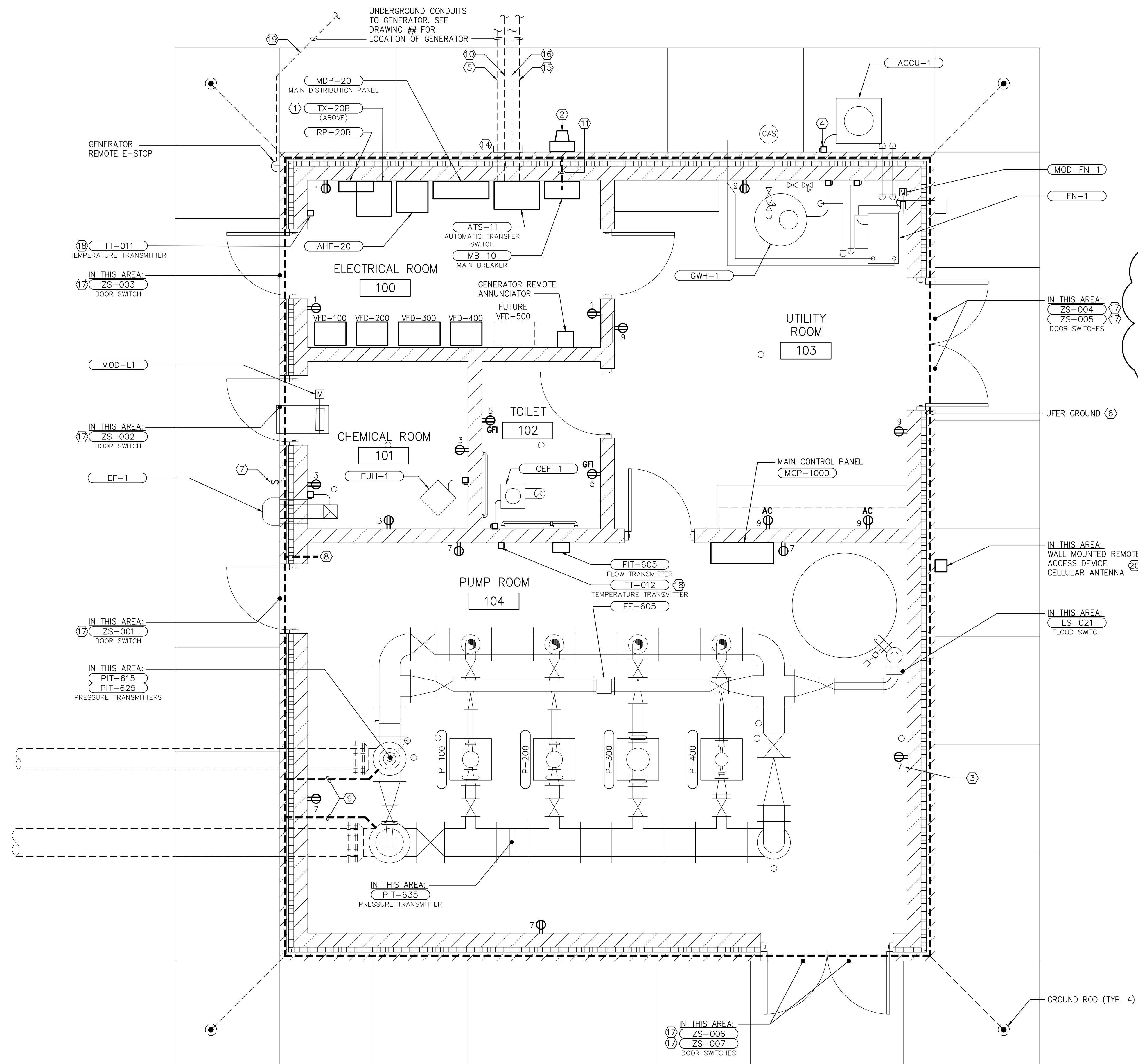
McMAHON
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 McMAHON ASSOCIATES, INC.
 1445 McMAHON DRIVE NEENAH, WI 54956
 Mailing: P.O. BOX 1025 NEENAH, WI 54957-1025
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NO.	DATE	REVISION

WATER BOOSTER STATION
NEENAH WATER UTILITY - CITY OF NEENAH, WI
GRADING & EROSION CONTROL PLAN

DESIGNED LRR	DRAWN MJA
PROJECT NO. N0002-092200496	
DATE JANUARY 2023	
SHEET NO. C4	



NOTES:

- CONTRACT A - PROVIDE GROUNDING SYSTEM. SEE KEYED NOTES 6., 8., 9., AND 11. LEAVE GROUNDING ELECTRODE CONDUCTOR EXTENSION (KEYED NOTE 11) FOR TERMINATION BY OTHERS.
- POWER PLAN SHOWN FOR REFERENCE ONLY

GENERAL NOTES:

- RECEPTACLES AND OTHER WIRING DEVICES: SURFACE MOUNTED, U.N.O.
- SEE ALL PROJECT PLANS FOR ADDITIONAL EQUIPMENT LOCATIONS, INFORMATION.

KEYED NOTES:

- TX-20B, WALL-MOUNT ABOVE. USE FACTORY MOUNTING HARDWARE.
- UTILITY-APPROVED CT CABINET AND METER SOCKET.
- DENOTES CIRCUIT NUMBER IN PANEL RP-20B (TYP.)
- LOCAL DISCONNECT FOR ACCU-1.
- CONDUIT FOR 480V POWER, GENERATOR.
- CONCRETE-ENCASED BARE OR ZINC GALVANIZED STEEL REINFORCING RODS IN BUILDING FOOTING, CONTINUOUSLY LAPPED AROUND PERIMETER OF BUILDING. E.C. SHALL BE RESPONSIBLE TO ENSURE ELECTRICAL CONTINUITY AROUND ENTIRE PERIMETER.
- PROVIDE MANUAL MOTOR STARTING SWITCH FOR EF-1 W/ OVERLOAD, NEMA 4, WATER-TIGHT, DIE-CAST ZINC ENCLOSURE, TOGGLE OPERATOR, WITH PILOT LIGHT. SQUARE D CLASS 2510, FGO4P.
- PROVIDE GROUND CONNECTION TO WATER PIPE, IF METALLIC. JUMP METER.
- GROUND TAIL TO METAL PIPING.
- CONDUIT FOR 120V POWER, GENERATOR.
- GROUNDING ELECTRODE CONDUCTOR.
- NOT USED
- NOT USED.
- PULL BOX BY E.C.
- CONDUIT FOR 24VDC CONTROL WIRES, DATA CABLES, GENERATOR. REFER TO DRAWING E13.
- SPARE CONDUIT.
- THE E.C. SHALL FURNISH, INSTALL, AND WIRE COMPLETE A GUARD SWITCH SERIES 300 301-DT-12K DOOR SWITCH (TYP.)
- THE E.C. SHALL FURNISH, INSTALL, AND WIRE COMPLETE AN OMEGA THERMISTOR, SENSOR/TRANSMITTER. PART NO.'S EWS-TX, EWS-MB, AND TX4-100, OR EQUAL.
- CONDUIT FOR GENERATOR REMOTE E-STOP CONTROL WIRES.
- ANTENNA FURNISHED BY OWNER. INSTALLED AND WIRED COMPLETE BY E.C.

POWER PLAN
 0 1'-4" 2'-8" 5'-4"
 SCALE - FEET

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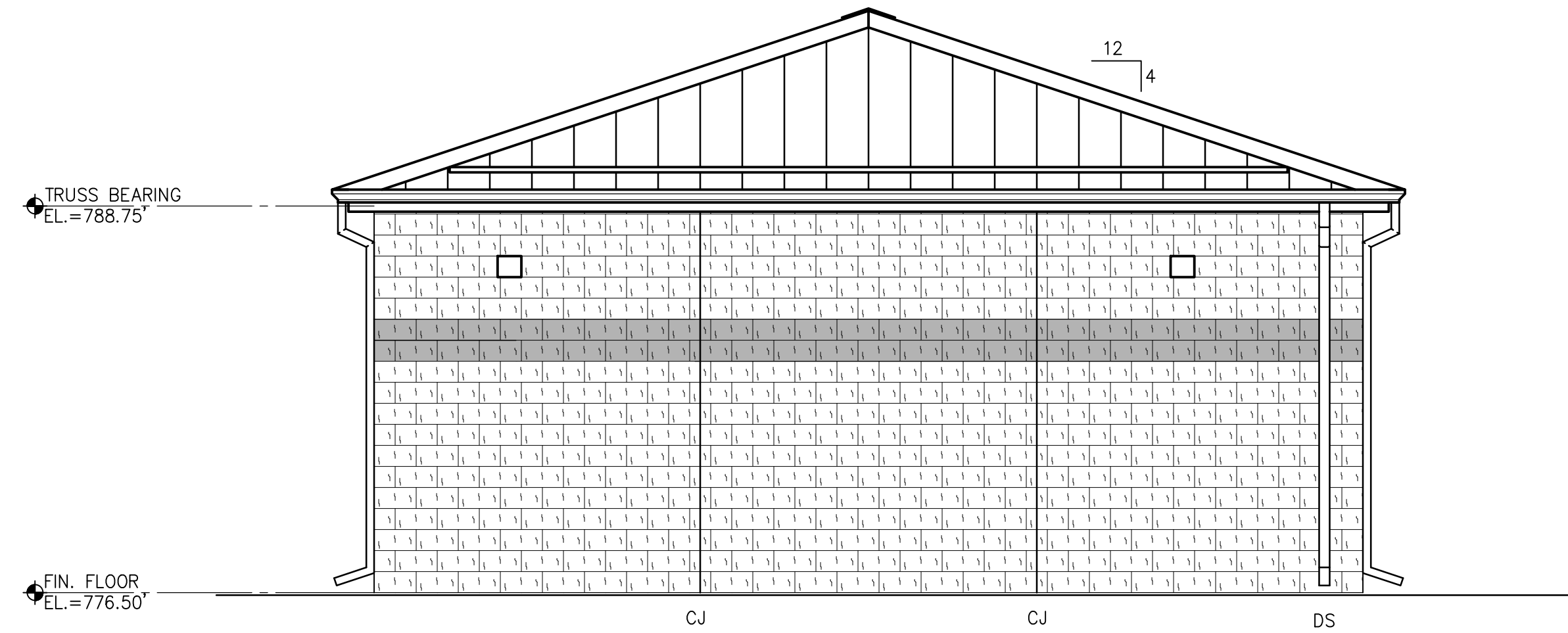
NO.	DATE	CONTRACT A	ADDENDUM #
1	6/21/23		
2	7/7/23		

WATER BOOSTER STATION BUILDING CONSTRUCTION
NEENAH WATER UTILITY - CITY OF NEENAH, WI
POWER PLAN

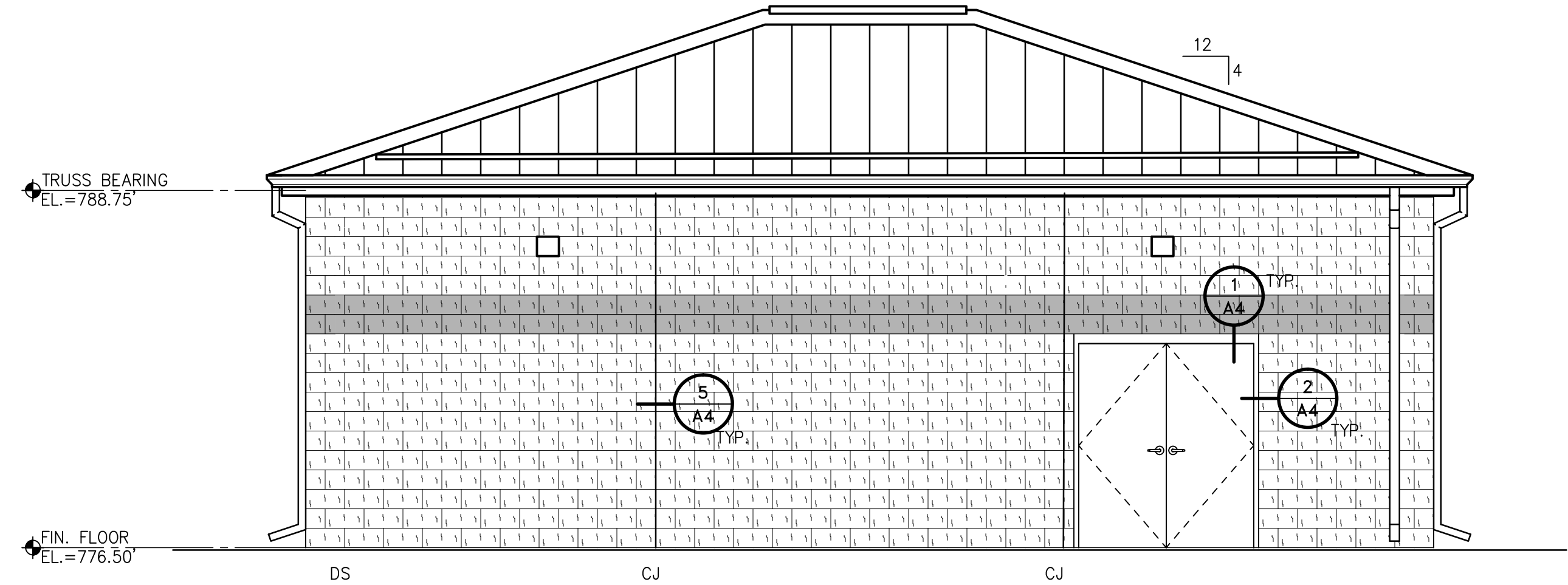
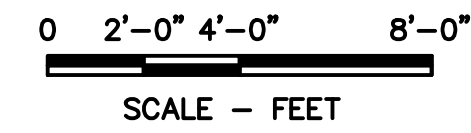
DESIGNED SRM	DRAWN JRR
PROJECT NO. N0002-092200496	
DATE JUNE 2023	
SHEET NO. E3	

slucker, w:\PROJECTS\N0002\092200496\CADD\Contract_A3\Contract_A3\EXTERIOR ELEVATIONS.dwg, Plot Date: 6/21/2023 3:51 PM, xrefs: (x=building plan -- test)

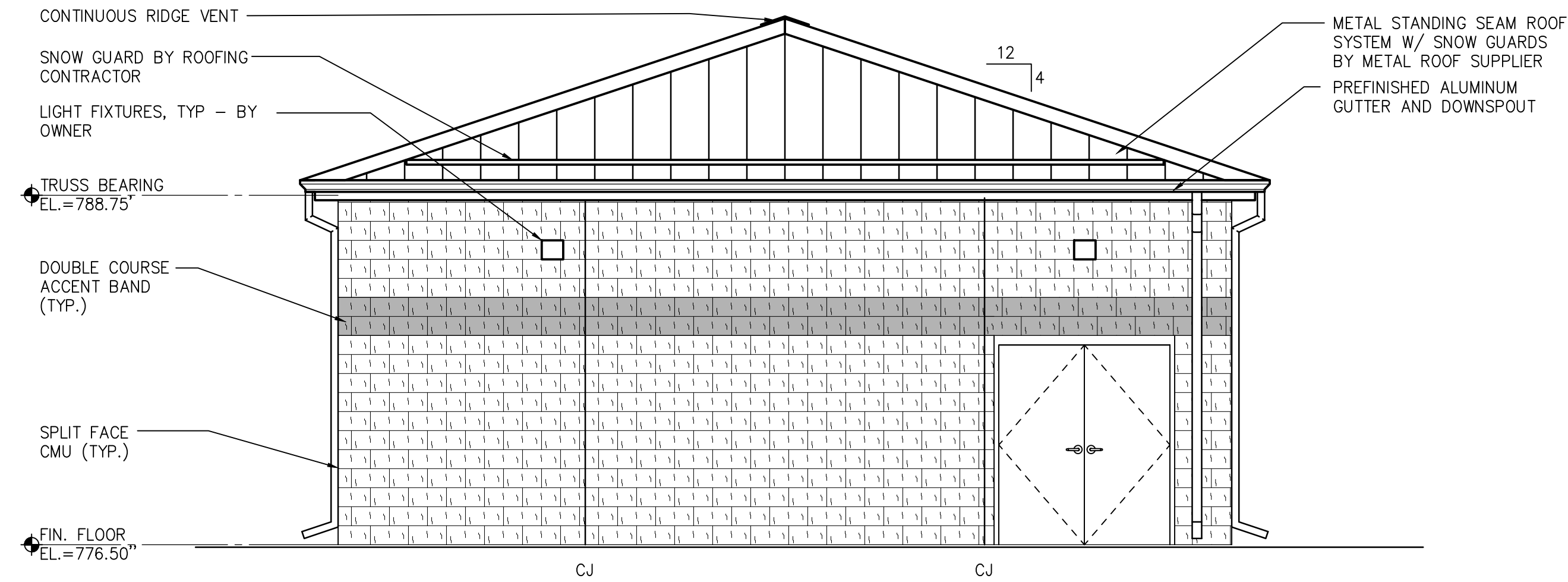
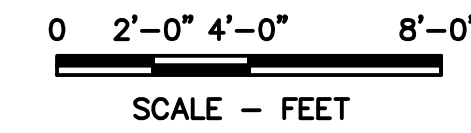
EXTERIOR MATERIAL NOTE:
MASONRY, FLASHINGS, GUTTERS, SOFFIT PANEL AND METAL ROOF PANEL COLOR SELECTION TO BE BY OWNER



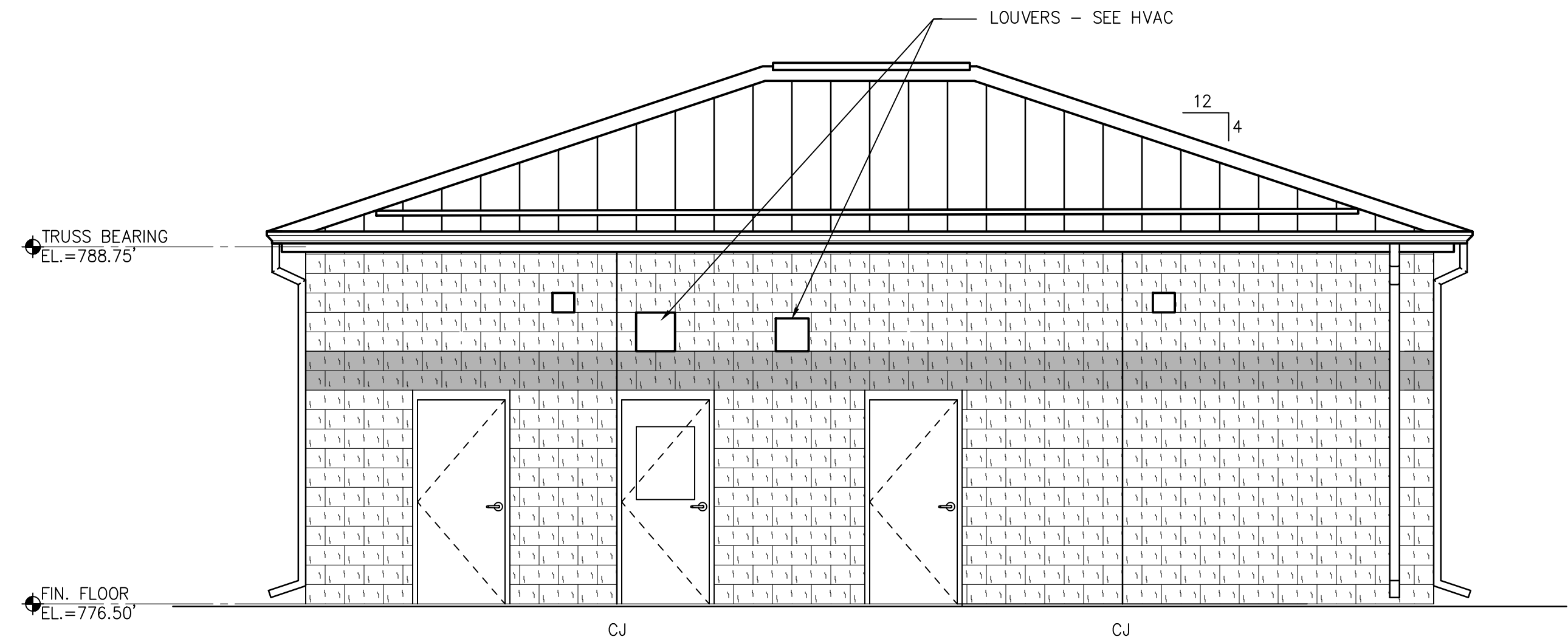
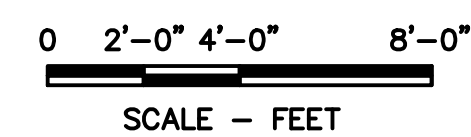
NORTH ELEVATION



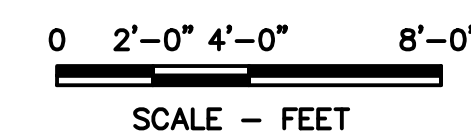
EAST ELEVATION



SOUTH ELEVATION



WEST ELEVATION



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NO.	DATE	REVISION
1	6/21/23	CONTRACT A

**WATER BOOSTER STATION BUILDING CONSTRUCTION
NEENAH WATER UTILITY - CITY OF NEENAH, WI
EXTERIOR ELEVATIONS**

DESIGNED KJC	DRAWN SKST
PROJECT NO. N0002-092200496	
DATE JUNE 2023	
SHEET NO. A3	



CHAPTER 1: INTRODUCTION

INTRODUCTION

Located within the Fox Cities in northeast Wisconsin, Neenah is strategically located along the western shores of Lake Winnebago. With a population of nearly ~~286~~,000 people, the City offers residents the friendliness and strong community spirit of a small town and the amenities of a much larger area. The City encompasses about ~~6,400~~-~~300~~ acres and includes a mix of residential, commercial, industrial and recreational land uses. Embracing its past, Neenah's unique and distinct character merges the historic architecture of the past with the modern design of today.

The ~~City's growth~~City grew sharply in the 1960's and 1970's, but slowed during the 1980's and 1990's. Over the planning period, which extends to 2040, the City is expected to grow by about ~~43-65.8~~ percent or by about ~~3,469~~~~1,609~~ people. New growth is expected to be accommodated through a mixture of redevelopment activities and growth into surrounding unincorporated areas through annexation. Between 2000 and ~~2015~~~~2023~~, the City increased by about ~~20-24~~ percent in land area. Annexations are expected to continue as the City grows west and south.

PLANNING HISTORY

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

PLAN PURPOSE

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



ENABLING LEGISLATION

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

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

COMPREHENSIVE PLAN FORMAT

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

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

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

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

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



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

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

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

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

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

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

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



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

INTERRELATIONSHIPS BETWEEN PLAN ELEMENTS

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

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

PLANNING PROCESS

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

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

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

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

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

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

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

Public Participation

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



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

Community Visioning Workshops, On-Line and Youth Surveys

Community Visioning Workshops

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

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



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

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

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

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

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

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



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

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

On-Line Survey

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

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

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

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

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



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

Youth Survey

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

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

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

Intergovernmental Meeting

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

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

Community Open Houses

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

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Written Comments

~~Written comments were solicited throughout the planning process. A website and was developed and maintained by the City. Needs to be inserted later~~

~~Written Comments~~

~~Written comments were solicited throughout the planning process. A website and was developed and maintained by the City. Comments received were provided to the~~

Public Hearing

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

A Class I public notice was published in the Appleton Post-Crescent on ~~2~~ November 8, 2017. Copies of the draft City's Comprehensive Plan Update, Volume One and Two were available for review at the Neenah Public Library, City Hall in the Community Development Department, and on the City's Comprehensive Plan Update website. Notices were sent to all adjacent and overlapping jurisdictions, non-metallic mining operators and the Neenah Public Library.



CHAPTER 2: ISSUES AND OPPORTUNITIES

INTRODUCTION

This element includes a brief summary of existing conditions, a list of issues and opportunities that were identified during the planning process, a vision statement and a series of goals, objectives and recommendations to meet the current and future needs in the City of Neenah.

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

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

- *Neenah Comprehensive Plan 2020*, adopted in 1999;

SUMMARY OF EXISTING CONDITIONS

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

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

Population Trends

- The City of Neenah experienced a significant gain in population between 1960 and 1970, followed by a more moderate rate of population growth between 1980 and ~~2010~~2020.
- Between 2010 and ~~2015~~2020, the population in the City of Neenah is estimated to have grown by ~~4.57.3~~ percent or ~~370-1,818~~ people, outpacing the estimated growth in the county (0.9%) and the state (~~4.23.6~~%).
- According to the WDOA, the City of Neenah is expected to grow by ~~43.65.8~~ percent (~~3,469-1,609~~ people) between ~~2010-2020~~ and 2040.
- From ~~2000-2010~~ to ~~2010~~2020, the overall population density of the City of Neenah ~~decreased~~increased from ~~2,971.72,762.8~~ persons per square mile in ~~2000-2010~~ to ~~2,762.82,915~~ persons per square mile in ~~2010~~2020.
- In ~~2010~~2020, the median age of City of Neenah residents was 36.~~79~~.
- The child bearing population (25 to 44) comprised the City’s largest cohort in both ~~2000-2010~~ (~~3227.6~~%) and ~~2010-2020~~ (27.6%).

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Race

- In ~~2010~~2020, whites comprised ~~93.787.8~~ percent of the City of Neenah population compared to ~~92.586.7~~ percent in the county and ~~86.280.1~~ percent of the state's population.

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Household Structure and Trends

- Household size in the City of Neenah decreased from ~~2.362.47~~ persons per household in ~~2000-2010~~ to ~~2.362.4~~ persons per household in ~~2010~~2020.
- In ~~2000-2010~~ (~~66.962.7%~~) and ~~2010-2020~~ (~~62.756.0%~~), about two-thirds of the households in the City of Neenah were family households.
- Married couple families (husband and wife) made up slightly ~~less-more~~ than half (~~47.655.9%~~) of all households in the City of Neenah in ~~2010~~2020, compared to ~~47.858.3~~ percent in Winnebago County and ~~49.660.7~~ percent in the state.
- The number of households is expected to increase by about ~~48.69.1~~ percent from ~~10,694,11,624~~ in ~~2010-2020~~ to 12,682 in 2040.

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Income and Education

- The ~~2009-2013 American Community Survey 5-Year Estimates, 2017-2021 American Community Survey 5-Year Estimates~~ indicate that the City of Neenah had a slightly higher percentage of residents age 25 or older who graduated from high school or higher (~~93.494.7%~~) than the county (~~91.093.6%~~) and the state (~~90.492.9%~~).
- The share of residents holding a bachelor's degree or higher increased by ~~3.84.9~~ percent in the City of Neenah between ~~2009-the 2009-2013 American Community Survey~~ (~~26.330.1%~~) and ~~the 2009-2013 2017-2021 ACS 5-Year Estimates~~ (~~30.131.6%~~).
- According to the ~~2009-2013 2017-2021 American Community Survey~~, approximately ~~78.479.2~~ percent (+/-~~4.2.08%~~), of households derive income from earnings in the City of Neenah.
- The average (mean) household income (~~\$70,77082.922 +/- \$3,3904,181~~) is ~~less-more~~ than the average (mean) earnings per household (~~\$72,76582,559 +/- \$4,4194,084~~).
- According to the ~~2009-2013 2017-2021 ACS 5-Year Estimates~~, the City of Neenah median family income was ~~\$66,65379,872~~, which was an increase from the ~~4999-2009-2019 ACS~~ median family income of ~~\$55,32966,653~~.
- The per capita income in the City of Neenah in ~~2009-2013 2017-2021 ACS~~ was ~~\$29,16034,991~~, an increase of ~~29-20~~ percent from ~~4999-2009-2013 ACS~~ (~~\$24,28029,160~~).
- According to the American Community Survey 5 Year Estimates, in ~~2009-2013 2017-2021~~ ~~40.411.0~~ percent (+/-~~2.42%~~) of the City of Neenah's population was living below the poverty line.
- Approximately ~~8.08.6~~ percent (+/-~~2.22.0%~~) of families lived below the poverty level in the City of Neenah, according to the ~~2009-2013 2017-2021 American Community Survey 5-Year Estimates~~.

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ISSUES AND OPPORTUNITIES



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

Placemaking

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

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



Shattuck Park

People felt that this area could be developed as a special place where residents and visitors to the City could enjoy the proximity and access to the water. The Loop the Little Lake Trail ~~will connect~~ds to the Park and ~~is planned to circle~~s the southern end of Little Lake Butte des Morts from the Trestle. To further enhance the experience, connections from Arrowhead Park could be made along the water to the downtown and the Neenah Riverwalk.

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

Issues and Opportunities:

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

Community Entrances

Neenah’s community entrances provide the first impression of the City to visitors and residents. While the City has numerous positive attributes (Lake Winnebago and the Fox River, waterfront parks, historic neighborhoods and downtown, museums and public art), one must travel along



significant commercial corridors to access these destinations. Direct entry points into the City from I-41 are limited to three locations (Breezewood Lane / Bell Street, Winneconne Avenue and Main Street). Except for standard highway exit signs, entrances into the City are unannounced. Due to space limitations, it is difficult to make an effective welcoming area along I-41. ~~Therefore~~Therefore, a better location might be off the highway near I-41 corridor. The City installed an entrance sign along the northbound lane of I-41, south of the Breezewood/Bell intersection in 2018.

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

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

Issues and Opportunities:

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

Natural Environment

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



Lake Winnebago



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

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

Issues and Opportunities:

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

Signage and Street Graphics

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

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



Historic Downtown Neenah

Issues and Opportunities:

- ~~The City's sign code is out of compliance with a recent Supreme Court decision regarding content-based signage.~~
- There are no specific sign guidelines for the Historic Downtown district.
- Neenah restricts off-~~premise~~ premises (bill boards) signage.
- The City does not have a program to document existing off-premises signage in the City to determine when they need to be removed.



Historical/Architectural Heritage

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

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

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

Issues and Opportunities:

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

Public Art

Public art can be used to create a sense of place. Art can be utilized to impart new energy, enhance ~~aesthetics~~ aesthetics, or define a specific area. During the visioning process, participants identified the desire for additional local art in the downtown area. Investment has been made in bronze statues within the downtown area, in Riverside Park and in other areas of the City. Bronze statues include the Statue of Liberty, Thomas Jefferson, Abraham Lincoln, George Washington, Benjamin Franklin, the Gateway Plaza entrance sign, and the American eagle in the downtown, Playing in the Rain at Riverside Park and the American eagle in the roundabout on Green Bay Road. It may be possible to bring additional statues into the City and to build upon the theme that is already here. Murals are another form of local art that can be applied to placemaking. Local history can be emphasized through a variety of murals, possible commissioned by local businesses and residents. ~~Under current zoning, murals are not allowed within the City.~~



George Washington Statue

Issues and Opportunities:

- The City has no guidelines for the placement of art in public spaces.
- Downtown Neenah and surrounding areas have benefited from private benefactors who commissioned and placed statues in parks, along sidewalks, and other public places.
- ~~The City’s sign code does not permit murals.~~
- The City created an Arts Council to promote art within the City.

Urban Design



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

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

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

Issues and Opportunities:

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

Festivals and Community Events

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

Issues and Opportunities:

- The City of Neenah, Future Neenah, Inc. and the Neenah Downtown Business Improvement District host events in the Downtown that attract residents and non-residents to the City.
- Neenah's larger parks are capable of hosting larger community events.
- Many of the larger events in Neenah occur at Riverside Park.



- Downtown Neenah has several public spaces such as Arrowhead Park, Shattuck Park, and Gateway Plaza capable of hosting events.



VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

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

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

Placemaking

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

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

Community Entrances

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

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

Commented [BRS1]: The BID helped pay for and have a sign installed along the southbound land of I-41 just north of Main Street



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

Natural Environment

Objective IO 1.3: Protect environmentally sensitive areas and corridors.

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

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

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

Signage, Street Graphics and Other Amenities

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

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



Historical / Architectural Heritage

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

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

Public Art

Objective IO 1.7: Support public art within the City.

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

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Commented [BRS3]: Check to see if this has been completed

Commented [BRS4]: Website created

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Urban Design

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

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

Festivals and Community Events

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

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



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