

**MINUTES OF THE CITY OF NEENAH JOINT REVIEW BOARD**  
**July 17, 2025**  
**Hauser Room, Neenah City Hall**

Present: **Board members: Mike Faulks (public representative), Jon Joch (NJSD), Koby Schellenger (representative from Winnebago County), and Amy Van Straten (FVTC).**

Also present: Community Development Director Kelly Nieforth, Ald. Cari Lendrum, Finance Deputy Director Andrew Kahl and Community Development Specialist Samantha Jefferson. Excused: Ald. Mark Ellis.

Board Chairman Faulks called the meeting to order at 3:00 p.m.

**Introduction of Kelly Nieforth, Community Development Director:** New Community Development Director Kelly Nieforth introduced herself. Her last role was Director of Community Development for the City of Oshkosh. Her experience with TIDs and economic development is extensive – Oshkosh has over 30 TIDs of all types.

**Approval of July 18, 2024 meeting minutes:** MSC Faulks/Joch, the Joint Review Board approved the minutes of the July 18, 2024 Joint Review Board meeting. Motion passed.

**Review of 2024 TID Annual Reports:**

An annual review of the City of Neenah's Tax Increment Districts was completed to assess progress, identify any concerns, and ensure compliance with state reporting requirements (reports were submitted to the DOR by the required July 1). Each district was discussed in detail, with attention given to financial performance, development activity, and projected closure timelines.

TID 7, the city's oldest TID, is scheduled to close in 2033. It encompasses the I-41 westside business corridor and currently serves as a donor district for TID 8. TID 7 has been very successful, with a strong track record of development, including multiple development agreements. The district continues to generate solid increment, and overall, it is performing exceptionally well. Once TID 8 no longer requires financial support, TID 7 is expected to close.

TID 8 is scheduled to close one year earlier, in 2032. This district includes a portion of Doty Island along the southern shore of the Fox River in the downtown area. Although initial projections overestimated the increment growth, recent development activity has exceeded expectations. Major projects such as Solaris, 201 West, and Plexus have added considerable value, and overall, the district is performing better than previously anticipated. If incremental growth continues at this pace (and with help from donor TID 7), there may be an opportunity to close the district earlier than scheduled.

TID 9, covering the I-41 South Industrial Redevelopment area, is currently on track to close in 2038. This district has seen strong growth and a notable increase in value. Developments within the district, including investments by Menasha Corporation, have contributed to its success. Based on current performance, it is anticipated that TID 9 could close ahead of schedule.

TID 10 includes the Downtown Gateway Redevelopment District and is set to close in 2040. This TID covers the Plexus Design Center, Arrowhead Park, the proposed downtown parking ramp, and the warehouse parcel. While the warehouse site has yet to be redeveloped, it represents a promising opportunity for future increment generation. The city is currently conducting a parking analysis to help guide development decisions in this area. Overall, this district holds strong long-term potential.

TID 11, which includes the Pendleton Park townhome and apartment developments, is scheduled to close in 2032. The district has performed very well and is tracking ahead of projections. No issues are anticipated.

TID 12 supports the Bridgewood Redevelopment Area and is set to close in 2042. This district includes the hotel expansion and multi-phase apartment development. The city provided \$630,000 in TIF assistance for the hotel project and just over \$3 million for the apartments, with 80% and 70% increment sharing, respectively. The housing created through this TID addresses a critical local need and has performed well. The district continues to generate healthy increment and is meeting expectations.

TID 13 is the city's newest district, located in the Southpark industrial expansion area. It is scheduled to close in 2044.

This TID has seen strong early success with two active development agreements. Gunderson Cleaners is relocating to this area, bringing with it 50 new jobs, and RGL recently held a ribbon-cutting ceremony and is already beginning Phase 2 of their project. There are no longer any vacant lots in the TID, and the city is implementing traffic improvements to support continued development. This TID represents a major opportunity for industrial redevelopment and is off to a strong start.

In terms of overall financial health, all of the City of Neenah's TIDs are performing well. The city remains comfortably under the state's 12% test, currently sitting at approximately 8%. TID 7, as the largest and most valuable district, significantly contributes to that percentage but will eventually be closed once its donor responsibilities are fulfilled. TID 8 was the only district that required proactive financial support in earlier years, but it has since rebounded and is now on solid footing.

Member Joch inquired whether there were any areas of concern within the city's current TID portfolio. Director Nieforth responded that while TID 8 had previously been a point of concern, it is now performing much better. However, despite its recent progress, TID 8 will still likely require ongoing support from TID 7. She noted that this is manageable and should not present a problem, as TID 7 is strong and capable of serving as a donor. The goal is that TID 8 will eventually carry a positive cash balance and will only need donor support to cover existing debt obligations.

Ald. Lendrum provided further context on TID 8's earlier challenges, explaining that one major setback was the unexpected cost of environmental mitigation related to the former Glatfelter site. The extent of contamination was greater than anticipated, which significantly increased costs and was not factored into the original projections. Additionally, the timing of the housing market crash had a detrimental effect on property values, further complicating early performance.

Regarding TID 10, Member Joch asked about the status of Arrowhead Park and the potential redevelopment of the warehouse parcel. Director Nieforth explained that the primary intent of TID 10 is to support the construction of a parking ramp and the eventual redevelopment of the warehouse site. However, the situation surrounding Arrowhead Park is complex due to its location within the lakebed. Because of this, any improvements or redevelopment efforts must go through multiple levels of approval from the Wisconsin Department of Natural Resources (DNR). Due to these constraints, the city does not expect to generate increment from the park portion of the site.

Member Faulks raised a question about whether the city would be allowed to build in that area given the regulatory constraints. Director Nieforth responded that it depends heavily on how the state interprets the public trust doctrine, which governs the use of navigable waters and lakebed lands. What type of buildings will be permitted is still an open question and will require further legal and regulatory guidance.

**Announcements and Future Agenda Items:** Director Nieforth mentioned future JRB Training for members.

Director Nieforth and the Community Development Specialist Jefferson provided an overview of the City's Houses into Homes program, which was funded using increment generated by keeping TIDs 5 and 6 open for one additional year. Since its launch in 2024, the program has supported over 50 projects, with approximately \$295,000 invested to date. The initiative offers a combination of grants and loans aimed at preserving Neenah's housing stock and supporting affordable housing efforts. Due to overwhelming demand, the 2025 program cycle closed quickly after reaching funding limits. The city is currently evaluating potential program modifications for the 2026 cycle to improve accessibility and impact.

Construction activity continues at a rapid pace throughout the city, with several major residential projects in progress. At the former Shattuck School site, the developer has received approval for 31 new residential lots concentrated along Reed and Elm Streets. The City is partnering with the developer to construct a stormwater management pond to support the development. On the west side, the Freedom Acres subdivision remains highly active, with new lots being built out quickly and strong momentum continuing.

Member Joch raised the question of what more could be done to create housing opportunities within the community. In response, Director Nieforth noted that, as part of the ongoing housing study, the city is actively exploring ways to diversify housing options across a range of income levels. The goal is to identify and support the development of different types of housing that can meet the needs of residents at various economic stages.

**Adjournment:** Meeting adjourned at 3:27 p.m.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read "Samantha Jefferson". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Samantha Jefferson  
Community Development Specialist