



City of Neenah
Common Council Agenda
Wednesday, October 7, 2026 at 6:00 PM
Neenah City Hall – 211 Walnut Street
Council Chambers

[A broadcast of this meeting can be viewed and heard through this link on the City's YouTube channel.](#)

The Common Council of the City of Neenah, Winnebago County, Wisconsin, met in regular session at 6:00 PM, October 7, 2026, in the Council Chambers of Neenah City Hall.

Mayor Borchardt is the chair.

Present: Council President Steiner, Aldermen Bruno, Erickson, Linski, Defferding, Neuman, Pollnow, Ellis, and Weber. Staff present Director of Finance Rasmussen, Director of Community Development & Assessment Nieforth, Interim Public Works Director Rohloff, City Attorney Rashid, and City Clerk Nagel.

Also Present: Fire Chief Teesch, Police Chief Olson, Police Lieutenant Van Sambeek, Human Resources Director Barber, Library Director Hardina-Willhelm, Water Utility Director Mach, Human Resources Deputy Director Schott, and those on the attached sign-in sheets.

Mayor Borchardt called the meeting to order at 6:00 p.m.

- I. Roll Call and Pledge of Allegiance
The City Clerk called a voice roll call as the Mayor/Aldermen recorded their attendance in the RollCall-Pro System followed by the Pledge of Allegiance led by Alderman Erickson.
- II. Recognition of Employee anniversaries and Exemplary Awards
Mayor Borchardt, Council President Steiner, and Director Barber presented the employee recognition awards for 25 and 30 Years of Service. Mayor Borchardt, Council President Steiner, and City Directors presented the 2026 Exemplary Performance Awards to the recipients listed on the agenda.
- III. Proclamations
The month of October as Pedestrian Safety Month, and October 15, 2026 as White Cane Safety Day. (Attachment)
Mayor Borchardt read the proclamation.
- IV. Presentation
 - A. Presentation by Water Utility Director Mach on Effectively Resolving Complaints, A Guide for Neenah Employees and Elected Officials.
Director Mach presented his presentation and answered any questions. He explained this is a topic he would like to continue to have open dialog on.
- V. Introduction and Confirmation of Mayor's Appointment(s)
 - A. None.
- VI. Approval of Council Proceedings
 - A. Approval of the Minutes and Proceedings of the [September 16, 2026](#) Regular Common Council Meeting, and the [September 29, 2026](#) Special Council Meeting. (Unanimous Consent)
Seeing no objections, the above minutes and proceedings were ordered approved as written.

VII. Public Hearing

- A. Ordinance 2026-13, Project Plan 1-26-215 Phase II of Roosevelt Commons which includes two buildings and a total of 32 dwelling units for ThedaCare Medical Center. Mayor Borchardt opened the public hearing at 6:31 PM.

After several calls for comments, there were no appearances. Mayor Borchardt closed the public hearing at 6:32 PM.

VIII. Plan Commission Report Pertaining to the Public Hearings

- A. Plan Commission meeting of [September 29, 2026](#): (Ald. Neuman) (Minutes can be found on the City website)
1. Commission recommends Council approve Ordinance 2026-13 Project Plan #1-26-215 E Forest Avenue-Roosevelt Commons Phase II. (Roll Call Vote)
Motion by Neuman, seconded by Ellis to approve Ordinance 2026-13 as recommended by the Plan Commission. Motion carried in a roll call vote, 9-0.

IX. Public Forum

Speakers should give their name and residential address (not mailing address) and are allowed five minutes to speak on any topic.

Mayor Borchardt opened the public forum.

- A. Karen Schneider, Neenah News, 1220 S. Commercial St. Neenah. Discussed the Neenah News role as to the city's newspaper of record to increase transparency via local household delivery. She discussed the transition of the city's newspaper of record to her publication.
- B. Ann Cattau, 1135 Manor Drive #32, Neenah. Requested an investigation into property tax bill transparency regarding public versus private school spending distinctions.
- C. Andrew Leonard, 1747 Legacy Ln. Neenah. Raised concerns regarding delayed reclaimed asphalt installation in the Freedom Meadows/Freedom Acres subdivisions despite previous city assurances. He handed out a proposal from Pave Black Asphalt, Inc. for the installation of 2-inch mat asphalt in the subdivision. This proposal is attached to the meeting minutes.

X. Mayor/Council consideration of public forum issues

- A. Alderman Pollnow raised concerns about using the developer's escrow funds to install reclaimed asphalt when the developer agreement specifically assigns that responsibility to the developer. The City Attorney was asked to review whether using the escrow for this work would violate the development agreement. Additionally, if the escrow funds are exhausted, future maintenance costs could fall to the city taxpayers while the developer remains responsible for the work.
- B. Interim Director Rohloff recommended against using the escrow for installation of reclaimed asphalt and instead agreed to immediately grade the gravel roads and fill pothole, consistent with the engineers' recommendations. There was discussion regarding a letter sent to residents. A copy of that letter was emailed to the Council.
- A. Council President Steiner expressed support for the Tax Transparency Act and a desire to learn more about its requirements. They asked whether a council directive would be the appropriate way to initiate an investigation into the matter. They also stated their intent to notify the mayor before proceeding.
- B. Mayor Borchardt explained that School Board Chair Eppley had circulated a resolution to several surrounding municipalities, which initially caused some concern because it implied agreement before discussions had occurred. Since then, the city has been working with Winnebago County and neighboring communities to discuss the proposal and understand the administrative impact of collecting taxes at the county level. A council directive was suggested as a way to formalize the effort and provide additional support for continuing conversations.

- C. Alderman Pollnow wanted everyone to know this will be very politically charged item because it's all about school vouchers. He wanted everyone to be forewarned that there will be a huge response to this if the city decides to go down this path.
- XI. Consent Agenda
- A. Receive and place on file the approved Special Event Permits presented to the Public Services and Safety Committee on [September 29, 2026](#). (Unanimous Consent) **(Unanimous Consent). Seeing no objections, the above Consent Agenda was ordered approved as written.**
- XII. Reports of standing committees
- A. Public Services & Safety Committee meeting of [September 29, 2026](#): (Chairman Weber/Vice Chairman Pollnow) (Minutes can be found on the City website)
1. Committee recommends Council authorize the Neenah Police Department to participate in the buyback process for Squad 8, allowing Ford to replace it with a 2026 gas model Police Interceptor, and authorize up to \$10,000.00 for upfitting costs if required through the Capital Equipment Fund Reserve. **(Roll Call Vote)**
Motion by Weber, seconded by Pollnow to authorize the Neenah Police Department to participate in the buyback process for Squad 8 as recommended by Committee. Motion carried in a roll call vote, 9-0.
 2. Committee recommends Council approve an amendment to the Parking Lot Lease Agreement with Alta Realty, LLC. (Roll Call Vote) **(Roll Call Vote)**
Motion by Alderman Weber, seconded by Alderman Neuman to approve an amendment to the Parking Lot Lease Agreement with Alta Realty, LLC. Motion carried in a roll call vote, 9-0.

Alderman Pollnow opposed the parking agreement, expressing concerns that the proposed monthly rates of \$15 increasing to \$30 by 2030 are significantly below market rates, citing Green Bay at \$93 and Appleton at \$42.20 per month. He argued that market-rate research should have been conducted during negotiations and that the city may be losing potential revenue. Given the upcoming parking ramp repairs and other projected expenses, Alderman Pollnow stated he could not support the agreement as currently structured.

Alderman Defferding suggested that parking could serve as a revenue source and help offset construction and maintenance costs of the city's parking structures. He recommended passing some of those costs onto the people who use the parking facilities and reconsidered the proposed rates. He cited higher monthly parking rates in Appleton and Green Bay as examples supporting review of Neenah's pricing.
- B. Special Public Services and Safety Committee meeting of [October 7, 2026](#): (Chairman Weber/Vice Chairman Pollnow)
1. Consider Committee recommendation to approve a contract with RSI in the amount of \$50,000 for maintenance repairs at the Church Street Parking Ramp. (Roll Call Vote)
Motion by Weber, seconded by Neuman to approve a contract with RSI as recommended by Committee. Motion carried in a roll call vote, 9-0.
- C. Finance & Personnel Committee meeting of [September 28, 2026](#): (Chairman Erickson/Vice Chairman Ellis) (Minutes can be found on the City website)
1. Committee recommends Council approve the Library Fire Alarm System upgrade to be initially funded from the Facilities Capital Fund balance, with those funds

subsequently reimbursed through the 2027 CIP borrowing, as the project is an approved 2027 CIP project. (Roll Call Vote) **(Roll Call Vote)**

Motion by Erickson, seconded by Bruno to approve the Library Fire Alarm System upgrade as recommended by Committee. Motion carried in a roll call vote, 9-0.

2. Committee recommends Council approve the reallocation of \$53,161.80 in budgeted wages to current Streets and Sanitation staff by eliminating a Streets Tech II position effective October 19, 2016. (Roll Call Vote)

Motion by Erickson, seconded by Bruno to approve the reallocation of \$53,161.80 in budgeted wages to current Streets and Sanitation staff as recommended by staff. Motion carried in a roll call vote, 9-0.

3. Committee recommends Council approve Resolution 2026-09 Designating the "Neenah News" a the City's Official Newspaper. (Roll Call Vote)

Motion by Erickson, seconded by Pollnow to approve Resolution 2026-09 as recommended by Committee. Motion carried in a roll call vote, 9-0.

At 7:00 PM, the Fire Department Employees were recognized by Mayor Borchardt, Council President Steiner, and Director Barber for their years of service.

- D. NMFR Joint Finance & Personnel Committee meeting of [September 22, 2026](#): (Alderman Pollnow) (Minutes can be found on the City website)
 1. Meeting canceled, no report.

XIII. Reports of Special Committees and Liaisons and Various Special Projects Committees

- A. Report from the [September 23, 2026](#) Landmarks Commission Meeting – Alderman Bruno
The Landmarks Commission approved a Certificate of Appropriateness for an elevator tower addition to the historic Old Post Office, noting that it would affect the building's existing exterior architectural features. The Commission reviewed the successful September 12th Historical Wagon Tours, which served 111 adults and children across nine tours, and hopes to report on the event next year. The Babcock fundraiser was also successful over two weekends, with Landmark brochures distributed during the event.
- B. Report from the [October 5, 2026](#) Community Development Authority Meeting –Director Nieforth
The Community Development Authority reviewed their bylaws and are making some updates. They'll be coming forward for council consideration at the next council meeting. We also talked about quite a few projects we have going on in our community. Please read the director's report included in the packet.
- C. Report from the [September 17, 2026](#) Park Commission Meeting – Alderman Weber
A Communications Taskforce was formed for the Carpenter Preserve to address communication concerns regarding recent activity and keep nearby residents informed. Further updates will be provided as the taskforce progresses.
- D. Report from the [September 17, 2026](#) Committee of Aging Meeting - Alderman Neuman.
School for Seniors will be held Friday at St. Paul's Church with 82 of the 95 spots taken. The committee is also exploring a possible name change and new logo to better reflect its purpose, with more information to come.

XI. Presentation of petitions

- A. Any other petition received by the City Clerk's Office after distribution of the agenda.
 1. None.

XII. Council Directives

- A. Motion by Ellis, seconded by Erickson to instruct the Legal Department to conduct a comprehensive feasibility analysis exploring the possibility of adding a City Manager/City Administrator position.
- B. Motion by Defferding, seconded by Pollnow to re-evaluate the street parking needs for Forest Avenue from First Street to Commercial Street.
- C. Motion by Defferding, seconded by Pollnow to direct the Public Works Department to conduct a comprehensive cost and feasibility analysis regarding the implementation of a 2-inch hot-mix asphalt mat overlay program for city streets currently designated with low Pavement Surface Rating (PASER) scores.
- D. Motion by Steinert, seconded by Ellis to direct Finance Director Rasmussen to research the most appropriate mechanism to enhance transparency for citizens on their tax bill with regard to public vs private school funding.

Per Council Directive rules, the first meeting the directives are introduced by a motion and a seconded. The vote as to whether or not to move ahead with the directive is done at the next meeting.

XIII. Unfinished Business

- A. None.

XIV. New Business

- A. Any announcements/questions that may legally come before the Council.
 - 1. None.

XV. Closed Session.

- A. The Common Council may convene into closed session pursuant to Wis. Stat. §19.85(1)(e) for the purpose of deliberating or negotiating the purchase of public properties, the investing of public funds, and the conducting of other specified public business as competitive or bargaining reasons require closed session for properties at 135 Millview Drive, 886 South Commercial Street, and 346 1st Street. **(Roll Call Vote)**
Motion by Alderman Neuman, seconded by Alderman Pollnow for the Common Council may convene into closed session pursuant to Wis. Stat. §19.85(1)(e) for the purpose of deliberating or negotiating the purchase of public properties, the investing of public funds, and the conducting of other specified public business as competitive or bargaining reasons require closed session for properties at 135 Millview Drive, 886 South Commercial Street, and 346 1st Street. The Common Council may reconvene into open session pursuant to Wis. Stats. §19.85(2) to consider or act on any item (s) discussed in closed session. Motion carried in a roll call vote, 9-0.

At 7:11 PM, the Common Council convened into closed session.

- B. The Common Council may reconvene into open session pursuant to Wis. Stats. §19.85(2) to consider or act on any item (s) discussed in closed session. **(Voice Vote)**

No action was taken by Council in open session in reference to the closed session items. Council adjourned in closed session

XVI. Adjournment

Motion by Ellis, seconded by Pollnow to adjourn. Motion carried in a voice vote 9-0. Meeting adjourned at 8:00 PM.

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Respectfully submitted,

A handwritten signature in black ink that reads "Charlotte K. Nagel". The signature is written in a cursive, flowing style.

Charlotte Nagel, City Clerk

City of Neenah – Common Council Meeting
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Attendance Sheet

NAME	ADDRESS
1. Becky Hidke Kwiatkowski	1390 Eagle Feather Trl.
2. Greg Howat	357 Brantwood Ct.
3. Jodi Leshie	129 Harrison St
4. Richie Zaborowski	1223 S Clara Appurten
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City of Neenah – Common Council Meeting
Wednesday, October 7, 2026
Attendance Sheet

NAME	ADDRESS
1. Diane + Mike Leith	3172 Fieldcrest Dr. Kaukauna, WI 54130
2. ANN CATTAGE	1135 Manor Dr. #32 Neenah
3. Kurt Burt	1788 Souders St. Waukegan
4. Patie Freimuth	211 Walnut St. Neenah
5. Brienne Johnson	1223 S. Lane St. Appleton WI 54911
6. ANDY RADIG	354 WINDINGBROOK DR. OSHKOSH
7. Eric Shimon	254 Windingbrook DR Oshkosh
8. Karen Schneider (+Self)	4958 Island View Dr Oshkosh
9. Scott Francis	319 Cleveland St Menasha
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📍 Appleton, WI

Your Contact Information

Contact Name: [REDACTED]

Company Name: N/A

Phone Number: [REDACTED]

Street Address: [REDACTED]

Email Address: [REDACTED]

City, State Zip Neenah, WI 54956

Details About Your Asphalt Project - What's Included

- Base preparation includes up to - zero - tons of gravel. Extra gravel is \$50.00 per ton.
- Fine grade, compact and pave - 87,500 - square feet with millings or hot-mixed asphalt.
- **Built to protect against Wisconsin's freeze-thaw.**

What To Expect

Proposal valid for 30-days. Additional work to be billed separately. **Scheduling 3+ weeks out. Availability subject to change.**
No use for 24 hours after installation. Sealcoat within 12 months to maintain warranty. A minimum 1.5% slope required for drainage.
Asphalt is made of natural materials with surface variations and imperfections that are characteristics of pavement, not defects.
This proposal is based on a road 2500' X 35'.

Choose Your Build (select one)

- | | | |
|---|--|------------------|
| ☐ Standard Build: | Pave 2" thickness and compact asphalt in one layer. | \$150,000 |
| ☐ Millings: | Pave 2" thickness and compact millings in one layer. | \$90,000 |

Upgrade Your Build (select options you prefer)

- | | | |
|---|--|-----------------------------|
| ☐ Foundation Build: | Excavate 12" of subgrade, install geotextile fabric and 8" of gravel base. | \$1,000 plus \$3 PSF |
| ☐ Permitting: | Skip the city paperwork — we handle permits for you. | \$500 plus fees |





PAVEMENT DESIGN – PRIVATE CONSTRUCTION

(NON-PUBLIC, NON-WISDOT SPECIFICATIONS)

TRAFFIC DUTY	WEIGHT LIMITATIONS (GVWR)	MIN. STONE BASE	MIN. ASPHALT THICKNESS
 Light	Under 10,000 LBS	8"	2"
 Medium	10,000 - 26,000 LBS	10"	3"
 Average	26,000 - 50,000 LBS	12"	4"
 Heavy	50,000 - 73,000 LBS	16"	5"
 Extreme	Over 73,000 LBS	18"	6"



Note: These specifications are general guidelines and are not project-specific recommendations. Buyer is responsible for verifying suitability through independent testing, engineering consultation, and proper project planning.

Pavement Design Guidelines

Not every asphalt pavement area should be built the same. The proper pavement section depends on how the area will be used, the weight of the vehicles using it, the condition of the existing soils, drainage, and how often traffic will travel over the surface.

As vehicle weight and traffic duty increase, the pavement needs more support. Heavier vehicles place more stress on the asphalt and base, which is why thicker stone base and asphalt sections are recommended for medium, heavy, and extreme-duty use.

A thinner section may reduce upfront cost, but it can also increase the risk of cracking, rutting, settling, and premature failure if the pavement is exposed to heavier or repeated traffic. A properly designed pavement section helps improve strength, stability, drainage, load support, and long-term service life.

These guidelines are intended to help the Buyer understand general private construction pavement options. They are not a substitute for project-specific engineering, soil testing, drainage review, or design specifications. Final suitability depends on actual site conditions, intended use, maintenance, weather exposure, and vehicle loading.

WHAT BUILD THICKNESS SHOULD I CHOOSE?

PROS AND CONS OF COMMON ASPHALT THICKNESS OPTIONS

2"



PROS

- Lowest upfront cost
- Fastest and simplest install
- Can work for very light-duty use



CONS

- Least structural strength
- More prone to cracking and deformation
- Shorter service life
- Not ideal for regular vehicle traffic

3"



PROS

- Better strength than 2"
- Good middle-ground option
- Can handle moderate traffic



CONS

- Still limited for heavier or repeated loads
- Less long-term durability than 4"
- May require repairs sooner under stress

4"+ TOTAL BUILT IN 2 LAYERS

BEST
OVERALL



PROS

- Best overall strength and stability
- Built in 2 layers for better structural performance
- Binder layer adds strength and load support
- Surface layer provides a smoother, more durable finish
- Better compaction and bonding than a single lift
- Better long-term value and service life
- Recommended approach for most private construction applications



CONS

- Higher upfront cost
- Requires more material and proper base preparation

BUILT IN 2 LAYERS

2"

Binder Course

2"

Surface Course



RECOMMENDED



WHY 2
LAYERS
MATTER



Better compaction
of each lift



Stronger pavement
structure



Improved load
distribution



Stronger bond
between lifts



Better surface
quality and finish



Reduced risk of
premature distress
compared with
one thick lift



WHY 4" IS BEST: It offers the best balance of strength, durability, and long-term performance for most private pavement projects, **especially when installed in 2 layers.**

Recommended Asphalt Thickness

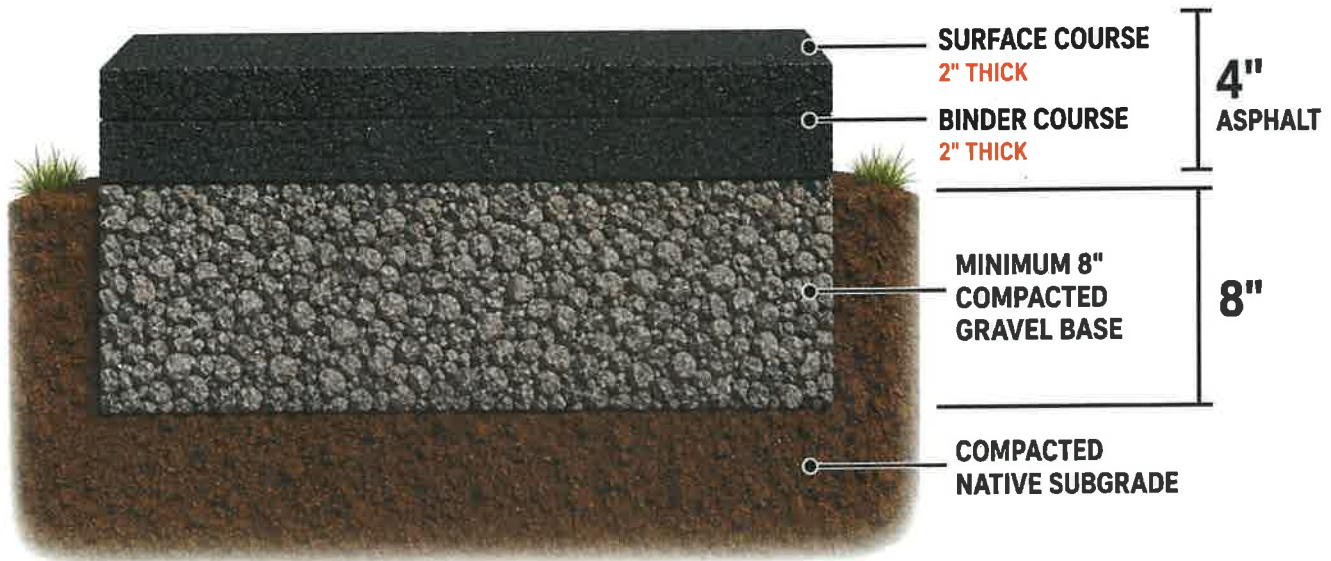
For most private projects, our recommended approach is a 4"+ total asphalt build installed in two layers.

A two-layer installation is important because each layer can be properly placed, compacted, and bonded together for better long-term performance. The lower binder course adds strength, structure, and load support, while the upper surface course provides a smoother, more durable driving surface. Compared to a single thick lift, two layers help improve compaction, distribute vehicle loads more evenly, reduce premature cracking or deformation, and create a stronger pavement section overall.

While 2" or 3" asphalt may reduce upfront cost, those thinner sections provide less structural strength and may not perform as well under regular vehicle traffic, repeated loads, or heavier use. A 4"+ two-layer asphalt section offers the best balance of strength, durability, appearance, and long-term value for most private construction applications.

RECOMMENDED ASPHALT PAVEMENT SECTION

ENGINEERED FOR PERFORMANCE. BUILT TO LAST.



RECOMMENDED: This pavement section is designed for durability, stability, and long-term performance.



Recommended Asphalt Pavement Section

Seller recommends a properly prepared and compacted subgrade, a minimum 8" compacted gravel base, and 4" total asphalt installed in two layers: a binder course and a surface course.

This build provides a stronger base, better load support, improved compaction, and a smoother, more durable finished surface. The two-layer asphalt system is recommended because it helps improve strength, stability, and long-term pavement performance.



What Happens Next

1. Sign and return with 25% retainer to reserve your install date.
2. We'll confirm your project is on our schedule with receipt of agreement and retainer.
3. Execute scope usually in two phases 1) grading 2) paving.
4. 1-day cure period before use — then enjoy your new build!

★★★★★ 4.5 rating across 100+ Google reviews | *Third-Generation Pavement Contractor Serving the Fox Valley for over 20 years.*

Reserve Your Install Date (sign below with a 25% retainer to lock-in your start date and current pricing)

Andrew Leonard

Acceptance Date

John Ward

Drafted 10-07-2026

5,000+ Projects | Over 10 Million Square Feet Paved | Backed by our Warranty.

4" Two-Lift Asphalt — Built for 25+ Years of Performance. *Your Pavement. Our Reputation.*



Acceptance: By signing or authorizing work, the Buyer accepts this Agreement and confirms authority to approve services for the property. Terms and Conditions are incorporated by reference at www.paveblackasphalt.com/terms and govern the work and this Agreement.

Payment Terms: Invoices are due upon receipt or as otherwise specified in writing with a seven-day grace period for payment delivery. All past-due balances accrue interest at 2% per month or the maximum rate allowed under Wisconsin law plus additional administrative fees for continued delinquency. The Buyer agrees to communicate billing questions promptly and keep all invoices current. Buyer is responsible for all costs incurred to secure full payment, and Seller may reclaim expenses, including time, management costs, and attorney fees.

Limited Warranty: Materials and workmanship will meet basic industry practices at the time of installation. This non-transferable warranty excludes normal wear and tear, inherent imperfections, routine maintenance, or damages caused by factors beyond Seller's control, including but not limited to acts of nature, improper use, negligence, chemical exposure, de-icing agents, structural shifting, ground movement, or subsurface deficiencies. Any unauthorized modifications, repairs, or alterations by any party other than Seller will void this warranty. If Buyer declines, changes, limits, or does not authorize Seller's recommendations, Buyer accepts the project as-is with those choices and existing conditions and assumes the risk of related imperfections, reduced service life, and performance issues. Seller makes no other warranties, express or implied, including warranties of merchantability or fitness for a particular purpose, except as expressly set forth herein.

Important Project Information: This proposal is based on an estimated scope of work using visible conditions and information provided by the Buyer. Actual conditions may vary. Final scope, materials, pricing, and timelines may change due to Buyer's demands, unforeseen conditions, subsurface issues, access limitations, permitting requirements, weather, material availability, or other factors beyond the Seller's control. The Buyer is responsible for reviewing and confirming all measurements, site conditions, and project details prior to acceptance. Project layouts are for reference only and are not part of the contract. The Seller determines the means, methods, materials, equipment, sequencing, and scheduling of the work and may subcontract portions of the project. Unless expressly stated otherwise, the Buyer is responsible for permitting, utility locating, drainage planning, erosion control, and site preparation. The Seller is not an inspector, engineer, or surveyor, and testing or engineering services are not included unless specified in writing. Pavement is not a precision product. Thickness is measured as an average and may vary. Variations and surface imperfections are normal and do not constitute defects. Workmanlike means meeting basic industry standards, not perfection. Drainage, water movement, cracking, settlement, and future surface changes are affected by conditions outside Seller's control and are not guaranteed unless expressly stated in the written scope of work. Overlay work may not correct underlying conditions. The Buyer is responsible for ongoing maintenance, including surface and crack sealing, to preserve pavement performance.

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