

Comprehensive Plan 2040 – Housing Element Implementation

VISION, GOALS, OBJECTIVES AND RECOMMENDATIONS

Vision Statement: *Neenah’s vibrant neighborhoods offer a range of housing types for all income levels, neighborhood-appropriate commercial opportunities, pedestrian trail connections to retail and business districts, and the housing stock is properly maintained and rehabilitated when needed.*

Housing Choice

Goal H 1: Provide housing choices, which reflect the needs of individual households.

Objective H 1.1: Promote and encourage the development of innovative programs and projects that can provide affordable housing for low and moderate income households and for persons with special needs.

- Recommendation H 1.1.1: Continue to explore and promote all available programs that can lead to an increased supply of housing units in the local market.
 - New affordable housing units
 - Rehabilitation of existing units.
 - Continuation of rental and homebuyers assistance initiatives

The City continues to pursue low-to-moderate housing options including actively working with developers who specialize in Low Income Housing Tax Credit developments to locate suitable areas and assist where possible. In addition, the City encourages a range of housing options in new residential subdivisions including a variety of housing sizes and types of housing. Currently, the City is working with a developer to provide smaller, detached single-family dwellings in a new residential development on the west side of the City.

The City offers Rehabilitation Assistance under the City’s Community Development Block Grant program. In addition, the Houses into Homes program was created in 2024 to provide grants and no-interest loans to property owners on Doty Island to assist in home rehabilitation projects.

Objective H 1.2: Promote collaboration between governmental, private and non-profit sectors to encourage opportunities around affordable housing.

- Recommendation H 1.2.1: Pursue regional ventures that promote neighborhood stabilization, housing rehabilitation and affordable housing solutions in the City of Neenah. Neenah works with Habitat for Humanity, Neighborhood Partners, and other regional housing and neighborhood organizations to improve neighborhoods, address affordable housing, and improve owner-occupied housing for low-to-moderate income residents.
- Recommendation H 1.2.2: Encourage the Neenah Joint School District to consider a construction training program between the high school and local construction companies. Not Completed.

- Recommendation H 1.2.3: The City should identify areas or neighborhoods that could benefit from affordable housing, housing rehabilitation and neighborhood stabilization programs. The Houses into Homes program was created in 2024 to assist in the rehabilitation of houses by offering financial assistance. The program focused on houses under \$207,000, which were generally considered naturally occurring affordable houses. The program garnered interest from 20 property owners. In 2025, the program is expected to be open to the entire City.

Objective H 1.3: Support proposals to provide a variety of affordable housing choices for seniors.

- Recommendation H 1.3.1: Support proposals for senior type housing that would include smaller houses, low maintenance and close proximity to amenities. Continue to work with developers to provide age-restricted senior living. In 2024, the Marathon Flats apartments began renting to 55+ and income-restricted renters. The City supported the project by rezoning the property and assisting the developer in getting access to a low-interest WHEDA loan.
- Recommendation H 1.3.2: Address the needs of the growing elderly population through both supportive in-home care programs and the development of additional special needs housing facilities, including locked nursing home units. Not Completed.

Objective H 1.4: Encourage residential developments that promote a variety of different housing types.

- Recommendation H 1.4.1: Increase the amount of residential living space in or near the downtown. Identify locations for housing in or near the downtown. (See recommendation LU 1.4.2, LU 1.5.5) In 2023, 110 new downtown residential dwelling units became available.
- Recommendation H 1.4.2: Consider new emerging trends in housing such as tiny houses, granny flats, and cohousing. Not Completed.
- Recommendation H 1.4.3: Create a zoning district for neighborhood level commercial uses. (See recommendation LU 1.4.3) Not Completed.
- Recommendation H 1.4.4: Promote the conversion of underutilized properties for residential and / or mixed uses, if feasible. The City has taken an active role in identifying and eliminating blighted properties primarily on S. Commercial Street. One site on the corner of Peckham Street and S. Commercial Street has been identified as a potential mixed-use/residential development.
- Recommendation H 1.4.5: Encourage the design and siting of new affordable housing that fits into existing neighborhoods. The City amended the building code to require garages (minimum 200 square feet in size) for all new housing in the City.
- Recommendation H 1.4.6: Allow flexibility in the building code to develop varied types and sizes of housing. Not Completed.

- Recommendation H 1.4.7: The City of Neenah should develop a Housing Market Analysis to determine housing needs in the City. A Housing Study and Needs Analysis for the City began in 2024 with the help of Stantec Consulting Services. The City's Plan Commission has served as the main steering committee for the project. The study is intended to be completed by early 2025.
- Recommendation H 1.4.8: Consider revising the zoning code to allow zoning districts appropriate for different lot sizes. (See recommendation LU 1.4.3) **Not Completed.**
- Recommendation H 1.4.9: Develop a neighborhood program which partners with residents to improve Neenah's neighborhoods. Although the City has not initiated a neighborhood program, they have worked with Neighborhood Partners and Rock the Block to build neighborhood capacity, improve the physical characteristics of the neighborhood, and invest resources into neighborhoods.

Housing Preservation

Goal H 2: Maintain and preserve the quality of existing neighborhoods and housing stock to encourage the provision of an adequate supply and choice of housing for all residents and to preserve the cultural identity and history of the City.

Objective H 2.1: Promote continuous improvement and preservation of the community's established neighborhoods. (See recommendation LU 1.4.6)

- Recommendation H 2.1.1: Maintain and improve the public infrastructure in existing neighborhoods to insure reliable service and to encourage private investment and pride in ownership. The City continues to add more streets and infrastructure projects to its 5-year Capital Improvement Program. In addition, the City Council eliminated its special assessment process and switched to the Transportation Assessment Relief Fund which is a yearly payment each property makes in the City to pay for road replacement and reconstruction projects. The TARF has been suspended in 2024, due to threat of litigation. The City will explore alternative options for the replacement of utilities in the City.
- Recommendation H 2.1.2: Encourage neighborhood / housing improvement activities. City is continually working with neighborhoods, organizations, and internal department to find ways to improve neighborhoods in the City.
- Recommendation H 2.1.3: Develop a program to encourage individuals and local groups, such as church, civic, school and local youth organizations to aid elderly residents with home maintenance issues. (See recommendation IC 1.2.1, CF 1.1.4) **Not Completed.**
- Recommendation H 2.1.4: Support the creation of neighborhood organizations and provide a framework to partner with neighborhoods on planning efforts which helps neighborhoods to develop tools to address maintenance and other issues. (See recommendation LU 1.4.7, IO 1.1.1) **Not Completed.**
- Recommendation H 2.1.5: Protect existing neighborhoods from existing incompatible uses (i.e. industrial, manufacturing, etc.). (See recommendation LU 1.4.3, LU 1.5.10, ED 2.4.3) **The City's**

Plan Commission reviews rezoning requests to ensure consistency with the City's Comprehensive Plan and Future Land Use Map. In addition, the City's Zoning Code provides protections to limit the negative impacts associated with industrial and commercial land uses on adjacent residential developments. The City and Plan Commission continue to explore new land use regulations to enhance these protections.

Objective H 2.2: Support rehabilitation, renovation and preservation of the community's older housing stock and historic homes.

- Recommendation H 2.2.1: Continue the funding and operation of the City's Housing Rehabilitation Program. On-going. The program continues to be funded with Community Development Block Grant funds. In 2023, the City created the Houses into Homes program utilizing funds from the TIF affordability program. The program is intended to help improve Neenah's housing stock by offering no-interest loans or grants to make home rehabilitation projects more affordable. The program was initiated in 2024 and included 20 projects on Doty Island.
- Recommendation H 2.2.2: Encourage homeowners to consider seeking federal and state tax credits through the State Historical Society, Division of Historic Preservation to preserve and renovate historic homes. On-going
- Recommendation H 2.2.3: Work with the Landmark Commission to select historic homes for designation as a Neenah Historic Landmark or inclusion on the National Register. Assisted a property owner on Doty Island to register their home on the National Register of Historic Places.
- Recommendation H 2.2.4: Strengthen Housing Code enforcement practices to insure safe and sanitary housing conditions for all. (See recommendations H 2.2.7, IO 1.8.7) On-going.
- Recommendation H 2.2.5: Consider a rental inspection program to improve housing stock quality and provide safe housing. Not Completed.
- Recommendation H 2.2.6: Consider establishing a historical regulated district in various locations within the City. Not Completed.
- Recommendation H 2.2.7: Create a property maintenance ordinance. (See recommendations H 2.2.4, IO 1.8.7) The City is exploring the adoption of International Property Maintenance Code (IPMC).

New Housing Development

Goal H 3: Encourage new housing developments that protect the natural resources, provides infrastructure for pedestrians and bicyclists, and include a mixture of uses.

Objective H 3.1: Ensure that future residential developments protect existing natural features that contribute to flood water protection, surface water quality, fish and wildlife habitat, and wetland and stream bed protection.

- Recommendation H 3.1.1: Establish progressive resource protection standards that new neighborhood developments should follow, to insure that natural features function to both enhance the value of adjoining property and continue their environmental purpose. (See recommendation LU 1.4.3) **Not Completed.**
- Recommendation H 3.1.2: Consider low-impact development practices such as permeable pavement, rain gardens, rain barrels and bio-retention facilities to assist in meeting stormwater requirements. (See recommendation NR 2.1.3) **The City encourages the use of low-impact development practices as mentioned above in meeting stormwater requirements.**
- Recommendation H 3.1.3: Identify sites for residential development that are adjacent to the City and utilize existing infrastructure. (See Recommendation LU 1.4.1, IO 1.8.6) **The City continues to work with property owners and developers to develop in-fill sites like the former Shattuck Middle School for residential use and a variety of housing types.**
- Recommendation H 3.1.4: Create incentives to promote residential development within areas with existing infrastructure. **Not Completed.**

Objective H 3.2: Provide for mixed-use residential neighborhoods that offer a variety of housing types, effectively combine residential and commercial uses and retain extensive open areas.

- Recommendation H 3.2.1: Create neighborhood plans for undeveloped land. (See recommendation LU 1.4.5) **Not Completed.**

Objective H 3.3: Address the relationship between housing and other land uses.

- Recommendation H 3.3.1: Review new housing proposals taking into consideration their relationship with other land uses to maintain neighborhood cohesiveness and character. (See recommendation LU 1.4.4) **Every housing project whether single-family development or new multi-family development is reviewed and tailored to the surrounding neighborhood to ensure consistency with surrounding land uses.**
- Recommendation H 3.3.2: Develop a study that analyzes development costs for the City of Neenah and other communities in the Fox Cities. **This is an on-going process and the City is in the initial review phase of collecting surrounding municipalities' development costs.**

2024 Residential Development and Building Permits

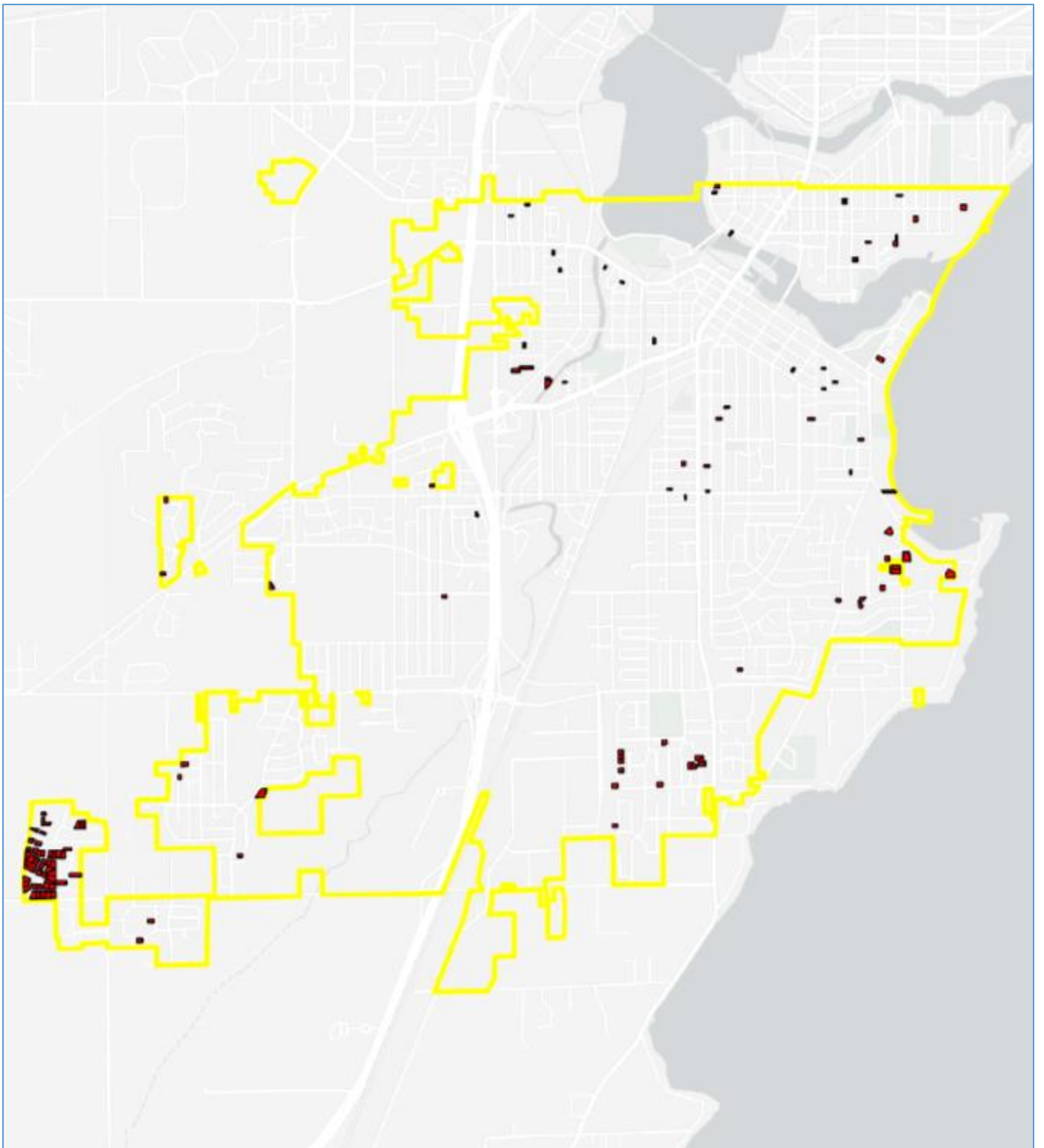
1. Number of subdivisions plats, certified survey maps, condo plats, and building permits applications approved in the prior year (2024)

- Plats – 2
- CSMs – 1
- Condo Plats – Not Reviewed by City
- Building Permits Issued (New Housing) - 81

2. Total number of new residential dwelling units proposed in all subdivision plats, certified survey maps, condo plats, and building permit applications that were approved the prior year (2024)

- Plats – 74 Lots
- CSMs – 16 lots Condo Plats – Not Reviewed by City
- Building Permits Applications (New Housing) – 81 dwelling units

3. A list and map of undeveloped parcels that are zoned for residential:



Parcel ID	Site Address	City, State, Zip
80100070000	133 N PARK AVE	NEENAH WI 54956
80101070000		
80101310000	225 LINDEN CT	NEENAH WI 54956
80101510000		
80102480100		
80103300000	828 BAYVIEW RD	NEENAH WI 54956
80103750000	635 WINNEBAGO HEIGHTS	NEENAH WI 54956
80106490000	721 LYNROSE CT	NEENAH WI 54956
80106530000	720 YORKSHIRE RD	NEENAH WI 54956
80108470000	764 SUNSHINE LN	NEENAH WI 54956
80108560000	708 WILDERNESS CT	NEENAH WI 54956
80108590100	909 BAYVIEW RD	NEENAH WI 54956
80108590400	911 BAYVIEW RD	NEENAH WI 54956
80108590900	745 AMBER LN	NEENAH WI 54956
80109110000	1319 S PARK AVE	NEENAH WI 54956
80117020000	906 DAVIS POINT CT	NEENAH WI 54956
80117140000	904 BAYVIEW RD	NEENAH WI 54956
80202780000	120 LENNOX ST	NEENAH WI 54956
80203340000	1708 HENRY ST	NEENAH WI 54956
80204140000		
80209650000	237 CASTLE OAK DR	NEENAH WI 54956
80210030000	2424 BRANTWOOD DR	NEENAH WI 54956
80210050000	2416 BRANTWOOD DR	NEENAH WI 54956
80210060000	2412 BRANTWOOD DR	NEENAH WI 54956
80210070000	2408 BRANTWOOD DR	NEENAH WI 54956
80210480000	337 CASTLE OAK DR	NEENAH WI 54956
80210490000	232 PARKWOOD DR	NEENAH WI 54956
80212940400	131 SOUTHFIELD CT	NEENAH WI 54956
80212940500	127 SOUTHFIELD CT	NEENAH WI 54956
80212940600	123 SOUTHFIELD CT	NEENAH WI 54956
80212940700	126 SOUTHFIELD CT	NEENAH WI 54956
80212940800	130 SOUTHFIELD CT	NEENAH WI 54956
80217990000	2537 CAVALRY LN	NEENAH WI 54956
80301200000		
80302470000	517 W NORTH WATER ST	NEENAH WI 54956
80302490000		
80401490000	421 MONROE ST	NEENAH WI 54956
80401880000		
80402400000		
80404200000	130 LORRAINE AVE	NEENAH WI 54956
80405780200		
80405780300		
80500200000	413 4TH ST	NEENAH WI 54956

Parcel ID	Site Address	City, State, Zip
80500350000	407 4TH ST	NEENAH WI 54956
80502270000	211 5TH ST	NEENAH WI 54956
80502270100	207 5TH ST	NEENAH WI 54956
80502420000		
80502810000		
80503920000	1014 E FOREST AVE	NEENAH WI 54956
80504010000	416 BEAULIEU RD	NEENAH WI 54956
80504320600	826 GRANT PL	NEENAH WI 54956
80606330000	926 DIANE ST	NEENAH WI 54956
80607100000		
80613020000	980 BYRD AVE	NEENAH WI 54956
80624130000	1590 PENDLETON RD	NEENAH WI 54956
80700230100	815 EDWARD ST	NEENAH WI 54956
80701450000		
80703152100	646 GREENFIELD ST	NEENAH WI 54956
80704930000		
80705250000	163 DENHARDT AVE	NEENAH WI 54956
80706030100		
80707650000	123 PLUMMER CT	NEENAH WI 54956
80803040000		
80804460000		
80805520100		
80902250000	841 MAPLE ST	NEENAH WI 54956
80902370000	893 MAPLE ST	NEENAH WI 54956
80909824800	1423 MANSUR DR	NEENAH WI 54956
81002780000	437 E FRANKLIN AVE	NEENAH WI 54956
81100320000	131 HILLTOP DR	NEENAH WI 54956
81101600000	1218 NATURE TRAIL DR	NEENAH WI 54956
81102870000	1363 HEDGEROW DR	NEENAH WI 54956
81106001100	1321 CARDINAL CIR	NEENAH WI 54956
81120520000	1468 PLAINS AVE	NEENAH WI 54956
81120900000	1819 STATUE DR	NEENAH WI 54956
81140000600	1785 HONOR ST	NEENAH WI 54956
81140001100	1772 HONOR ST	NEENAH WI 54956
81140001500	1613 FOUNDERS ST	NEENAH WI 54956
81140001700	1621 FOUNDERS ST	NEENAH WI 54956
81140001900	1629 FOUNDERS ST	NEENAH WI 54956
81140002100	1641 FOUNDERS ST	NEENAH WI 54956
81140002300	1655 FOUNDERS ST	NEENAH WI 54956
81140002400	1618 FOUNDERS ST	NEENAH WI 54956
81140002500	1622 FOUNDERS ST	NEENAH WI 54956
81140002600	1626 FOUNDERS ST	NEENAH WI 54956
81140002700	1754 LOYAL DR	NEENAH WI 54956

Parcel ID	Site Address	City, State, Zip
81140002900	1762 LOYAL DR	NEENAH WI 54956
81140003000	1766 LOYAL DR	NEENAH WI 54956
81140003100	1770 LOYAL DR	NEENAH WI 54956
81140003200	1774 LOYAL DR	NEENAH WI 54956
81140003400	1798 LEGACY LN	NEENAH WI 54956
81140003500	1777 LOYAL DR	NEENAH WI 54956
81140003800	1765 LOYAL DR	NEENAH WI 54956
81140003900	1753 LOYAL DR	NEENAH WI 54956
81140004200	1780 LEGACY LN	NEENAH WI 54956
81140004300	1799 LEGACY LN	NEENAH WI 54956
81140004400	1795 LEGACY LN	NEENAH WI 54956
81140004500	1791 LEGACY LN	NEENAH WI 54956
81140004600	1787 LEGACY LN	NEENAH WI 54956
81140004700	1783 LEGACY LN	NEENAH WI 54956
81140004900	1775 LEGACY LN	NEENAH WI 54956
81140005000	1771 LEGACY LN	NEENAH WI 54956
81140005100	1767 LEGACY LN	NEENAH WI 54956
81140005400	1755 LEGACY LN	NEENAH WI 54956
81140005500	1751 LEGACY LN	NEENAH WI 54956
81140005600	1747 LEGACY LN	NEENAH WI 54956
81140005700	1743 LEGACY LN	NEENAH WI 54956
81140005800	1642 FOUNDERS ST	NEENAH WI 54956
81140005900	1646 FOUNDERS ST	NEENAH WI 54956
81140006000	1650 FOUNDERS ST	NEENAH WI 54956
81140006200	1658 FOUNDERS ST	NEENAH WI 54956
81140010100	1609 FOUNDERS ST	NEENAH WI 54956
81140010400	1747 HONOR ST	NEENAH WI 54956
81140014200	1531 FREEDOM MEADOWS DR	NEENAH WI 54956
81140014300	1535 FREEDOM MEADOWS DR	NEENAH WI 54956
81140014400	1539 FREEDOM MEADOWS DR	NEENAH WI 54956
81140018200	1642 VALOR PL	NEENAH WI 54956
81140018300	1721 FOUNDERS ST	NEENAH WI 54956
81140018600	1709 FOUNDERS ST	NEENAH WI 54956
81140019100	1710 FOUNDERS ST	NEENAH WI 54956
81140020600	1733 FOUNDERS ST	NEENAH WI 54956
81202000100	1267 DOGWOOD TR	NEENAH WI 54956
81203190000	1315 INDIGO DR	NEENAH WI 54956

4. A list of all undeveloped parcels that are suitable, but not zoned for residential development, including vacant sites and sites that have potential for redevelopment and a description of the zoning requirements and availability of public facilities and services for each property.

The City has no undeveloped land which is *not* zoned single-family residential (R-1, R-2) or multi-family residential (M-1, M-2) that is currently suitable for residential development. There are properties outside, but adjacent, to the City that would be suitable for residential development.

5. Analysis of Neenah's residential development regulations including fees and permit procedures.

The Department of Community Development and Assessments reviews all new subdivisions for compliance with the City's Subdivision Ordinance. The Subdivision Ordinance offers flexibility in layout and design of new residential subdivisions, including allowing a minimum lot size of 7,200 square feet and minimum public right-of-way of 50 feet. Recent subdivisions have platted lots exceeding 10,000 square feet on average and in the newest subdivision (3rd Add to Freedom Acres) lot sizes averaged nearly 11,000 square feet for 47 lots. The flexibility to create smaller lots and more dense subdivisions is available, but most developers have elected for larger lots.

In the City, all new subdivisions require the developer to pay several development fees including the Subdivision Fee (\$1000/acre), Oversized Sanitary Sewer Fee (\$1000/acre), Oversized Water Main (\$2,240/acre), Plan Review (\$200 + \$75/lot), and street trees (\$200/lot). These are all standard fees which can be held by the City and collected at time the lot is sold or when a building permit is applied for. In addition, the largest expense for most new subdivisions is the cost of the land and the cost of the infrastructure (storm, sanitary, water, electrical, gas, etc.). The City reimburses developers the cost to oversize any infrastructure within the development if the oversized infrastructure is intended to serve areas outside of the development. In addition, the City reimburses the developer for the public portion of storm water installation (excluding ponds) when the cost exceeds \$9000/acre. Finally the developer is responsible for submitting funds to be put into an escrow account for sidewalks, trails, and/or temporary streets.

Per the City's Comprehensive Plan, the City will need an additional 500 acres of land to meet forecasted demand in single-family development. While there may be some opportunities for in-fill development and redevelopment, those are limited. Most of these acres will come from annexations of land outside of the City's borders. There are several challenges with meeting this demand. First, the City of Neenah/Town of Neenah Boundary Agreement (2003) limits where the City can grow and which land it can annex. The Agreement will expire in 2040. The next challenge is growth from the Village of Fox Crossing to the north and a potential incorporation of the Town of Clayton to the west. If the City's growth corridor to the west is cut-off, the City will effectively be blocked on all 4 sides. Finally, scattered new rural developments on the City's periphery are continually presenting challenges with growth as these small developments are inefficient uses of the land, not well planned, and are not developed with public water and sewer facilities. If these challenges aren't contained and the City doesn't get more aggressive about protecting its growth corridor, the City's forecasted demand for new residential acreage will not be met.

The City strives itself on providing the best customer service when working with residential developers. The average City review time from the initial concept plan to final plat approval can take as little as 3 months. If there are any delays in reviewing subdivisions, it's typically not because of actions

of the City. The City recognizes the cost of development has skyrocketed due to the cost of land, infrastructure and ultimately labor. The City's fee structure has remained fairly constant for well over a decade. In fact, a recent review of these fees indicated that some of the fees should be increased to offset the true costs.

The City continues to identify ways to make residential development in the City more feasible. The intent isn't to subsidize residential development. One idea the City is exploring is eliminating the development fees (mentioned above) and create a connection fee or impact fee that will be collected at the time a building permit is requested. While the fee doesn't necessarily get reduced, the idea is to assist the developer with cash flow. In theory, the price of the lot would be reduced by the reduction in the development fees. In addition, the City is analyzing all City fees and permit costs as it relates to new development and comparing them with the surrounding municipalities in the Fox Cities. Ultimately, the City will strive to lower fees as much as possible. However, the significant costs for any development are really the infrastructure costs and land costs. The City is reviewing how these costs can be reduced or financed to take some of the risk off the developer.