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 of Low Income Housing Tax Credit development to located 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. The City offers Rehabilitation Assistance under the City's Community Development Block Grant program.

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. Not Completed.

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.

- 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) Currently working on two Downtown Development projects which would include approximately 110 units of housing in the Downtown. Both projects are expected to be completed by 2021. The City has also identified several additional Downtown sites that are suitable for high density residential development.

- 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. Have not had any new affordable housing in existing neighborhoods.

- 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. Not Completed.

- 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.

<u>Housing Preservation</u>

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.

- 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 Ground funds.

- 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. On-going.

- 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) Not Completed.

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) Not Completed.

- 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.

**2018 Residential Development and Building Permits**

1.   Number of subdivisions plats, certified survey maps, condo plats, and building permits applications approved in the prior year (2018)

- Plats – 1
- CSMs – 5
- Condo Plats – Not Reviewed by City
- Building Permits Issued (New Housing) - 35

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 (2018)

- Plats – 5 Lots
- CSMs – 1 lot
- Condo Plats – Not Reviewed by City
- Building Permits Applications (New Housing) – 119 dwelling units

3.   A list and map of undeveloped parcels that are zoned for residential
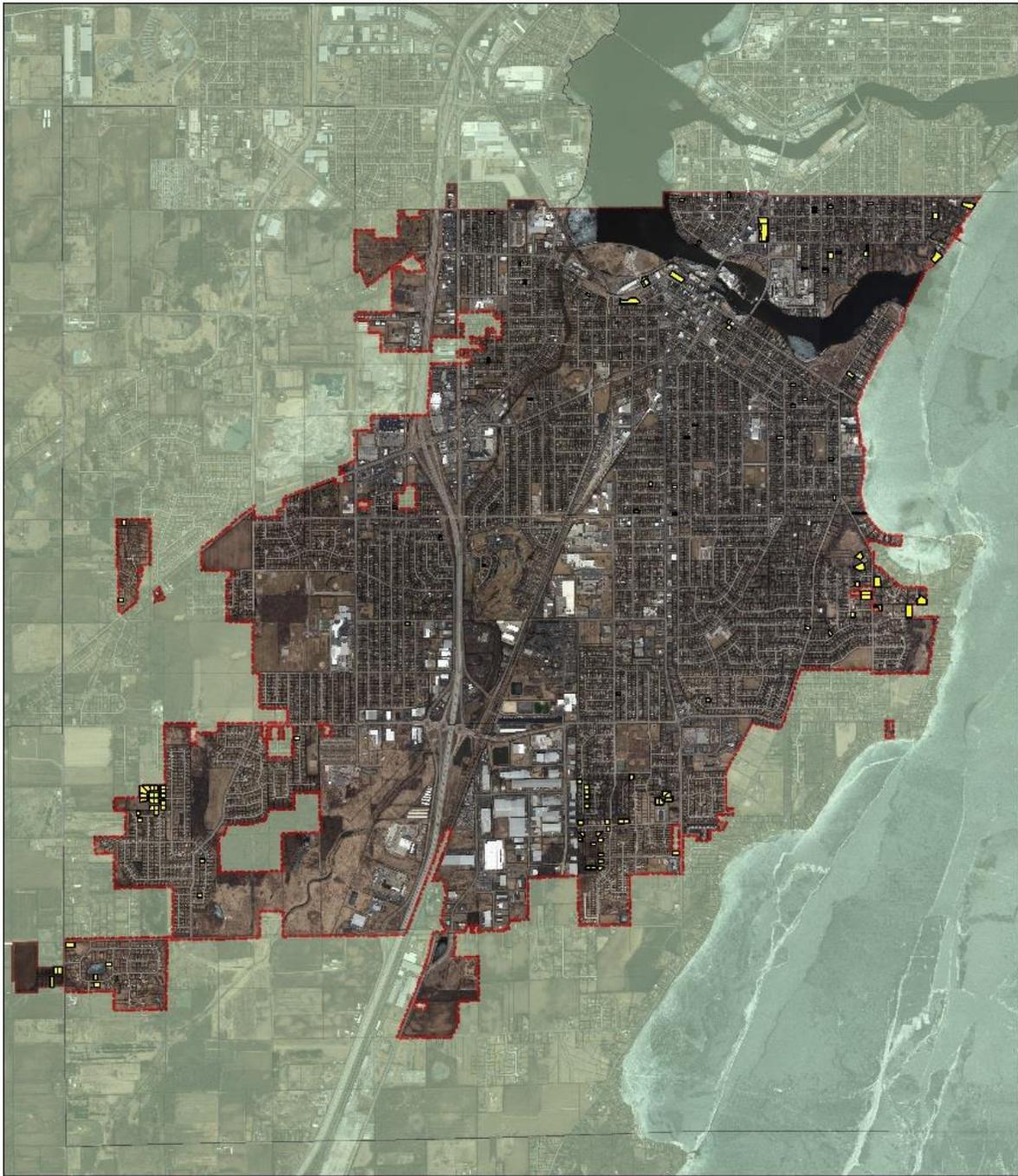
Undeveloped Lots
Residential Zoning

1 inch = 3,219 feet

Undeveloped Residentially Zoned Parcels (2019)		
PARCELID	SITEADDRES	SITECSZ
81120520000	1468 PLAINS AVE	NEENAH WI 54956
81120840000	1471 PLAINS AVE	NEENAH WI 54956
81120900000	1819 STATUE DR	NEENAH WI 54956
81101600000	1218 NATURE TRAIL DR	NEENAH WI 54956
81101690000	1256 NATURE TRAIL DR	NEENAH WI 54956
80215730000	103 OLDE SCHOOL RD	NEENAH WI 54956
81102810000		
80210480000	337 CASTLE OAK DR	NEENAH WI 54956
80210420000	2437 MARATHON AVE	NEENAH WI 54956
81102870000	1361 HEDGEROW DR	NEENAH WI 54956
81102820000		
81106000100	1566 LONE OAK DR	NEENAH WI 54956
80209840000	241 CASTLE OAK DR	NEENAH WI 54956
81106001200	1317 CARDINAL CIR	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
80210220000	2405 BRANTWOOD DR	NEENAH WI 54956
80210490000	232 PARKWOOD DR	NEENAH WI 54956
80621980000		
80909824800	1423 MANSUR DR	NEENAH WI 54956
80208270000	2240 MARATHON AVE	NEENAH WI 54956
80106530000	720 YORKSHIRE RD	NEENAH WI 54956
80613020000	980 BYRD AVE	NEENAH WI 54956
80109110000	1319 S PARK AVE	NEENAH WI 54956
80117230000	834 YORKSHIRE RD	NEENAH WI 54956
80108590900	745 AMBER LN	NEENAH WI 54956
81202000100	1267 DOGWOOD TR	NEENAH WI 54956
80117170000		
80117020000	906 DAVIS POINT CT	NEENAH WI 54956
80108590400	911 BAYVIEW RD	NEENAH WI 54956
80108590100	909 BAYVIEW RD	NEENAH WI 54956
80117140000	904 BAYVIEW RD	NEENAH WI 54956
80108470000	764 SUNSHINE LN	NEENAH WI 54956
80606490117	1287 CAMERON CIR	NEENAH WI 54956
80606490118	1289 CAMERON CIR	NEENAH WI 54956
80108540000	707 WILDERNESS CT	NEENAH WI 54956
80108560000	708 WILDERNESS CT	NEENAH WI 54956

80607100000		
80902370000	893 MAPLE ST	NEENAH WI 54956
80203340000	1708 HENRY ST	NEENAH WI 54956
80606330000		
80103300000	828 BAYVIEW RD	NEENAH WI 54956
80103430000		
80902250000	841 MAPLE ST	NEENAH WI 54956
80202780000	120 LENNOX ST	NEENAH WI 54956
80102480100		
80805520100		
80803040000		
80804460000		
80101510000		
80101070000		
80401490000	421 MONROE ST	NEENAH WI 54956
80707650000	123 PLUMMER CT	NEENAH WI 54956
80401880000		
80701450000		
80701680000		
80501350000	216 4TH ST	NEENAH WI 54956
80504320600	826 GRANT PL	NEENAH WI 54956
80502420000		
80301200000		
80704930000		
80504010000	416 BEAULIEU RD	NEENAH WI 54956
80500350000	407 4TH ST	NEENAH WI 54956
80500200000	413 4TH ST	NEENAH WI 54956
80503320000	418 6TH ST	NEENAH WI 54956
80502810000		
80302470000	517 W NORTH WATER ST	NEENAH WI 54956
80302250000	128 ABBY AVE	NEENAH WI 54956
81203190000	1315 INDIGO DR	NEENAH WI 54956
80217530000	2544 WALLACE AVE	NEENAH WI 54956
80217570000	2528 WALLACE AVE	NEENAH WI 54956
80217620000	2508 WALLACE AVE	NEENAH WI 54956
80216530000	300 CASTLE OAK DR	NEENAH WI 54956
80217640000	301 STOUT LN	NEENAH WI 54956
80217690000	321 STOUT LN	NEENAH WI 54956
80502370100	234 WEBSTER ST	NEENAH WI 54956
80502270000	211 5TH ST	NEENAH WI 54956
80502270100	207 5TH ST	NEENAH WI 54956

80217710000	2507 CAVALRY LN	NEENAH WI 54956
80217740000	2511 WALLACE AVE	NEENAH WI 54956
80217820000	305 FORT DR	NEENAH WI 54956
80217830000	309 FORT DR	NEENAH WI 54956
80217550000	2536 WALLACE AVE	NEENAH WI 54956
80100070000	133 N PARK AVE	NEENAH WI 54956
80504970000	1411 E FOREST AVE	NEENAH WI 54956
80504030100	1609 NICOLET BLVD	NEENAH WI 54956
81120700000	6890 WOODENSHOE RD	NEENAH WI 54956
80101310000	225 LINDEN CT	NEENAH WI 54956
81106000500	1548 LONE OAK DR	NEENAH WI 54956
81106000300	1556 LONE OAK DR	NEENAH WI 54956
81106000200	1562 LONE OAK DR	NEENAH WI 54956
80404200000	130 LORRAINE AVE	NEENAH WI 54956
81130000600	1501 INTEGRITY WAY	NEENAH WI 54956
81130000500	1505 INTEGRITY WAY	NEENAH WI 54956
81130000700	1508 INTEGRITY WAY	NEENAH WI 54956
80212940800	130 SOUTHFIELD CT	NEENAH WI 54956
80212940600	123 SOUTHFIELD CT	NEENAH WI 54956
80212940500	127 SOUTHFIELD CT	NEENAH WI 54956
80212940400	131 SOUTHFIELD CT	NEENAH WI 54956
80209650000	237 CASTLE OAK DR	NEENAH WI 54956
80212940700	126 SOUTHFIELD CT	NEENAH WI 54956
81106000400	1552 LONE OAK DR	NEENAH WI 54956
81106000700	1337 CARDINAL CIR	NEENAH WI 54956
81106000600		
81106000800	1333 CARDINAL CIR	NEENAH WI 54956
81106000900	1329 CARDINAL CIR	NEENAH WI 54956
81106001000	1325 CARDINAL CIR	NEENAH WI 54956
81106001100	1321 CARDINAL CIR	NEENAH WI 54956
81106001300		
81106001700		
81106001400		
81106001600	1336 CARDINAL CIR	NEENAH WI 54956
81106001500	1316 CARDINAL CIR	NEENAH WI 54956
80300680000		
80300670100	324 1ST ST	NEENAH WI 54956
80300750000	158 E FOREST AVE	NEENAH WI 54956
80300630000	346 1ST ST	NEENAH WI 54956
81000360000	231 E WISCONSIN AVE	NEENAH WI 54956
80400070200	339 SMITH ST	NEENAH WI 54956

81007040301		
81007010000	225 W WISCONSIN AVE	NEENAH WI 54956
81007040300		

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 that 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.

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 14,000 square feet on average and in the newest subdivision (First Addition to Integrity Acres) lot sizes averaged nearly 25,000 square feet for 27 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), Plan Review ($200 + $75/lot), and street trees ($150/lot). These are all standard fees which can be held by the City and collected at time the lot is sold. 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 main within the development if the oversized main 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 $5000/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. The majority 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 2033. 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 of 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.   For example, the City reimburses developers for the cost of public storm sewer for costs over $5000/acre. This is intended to make a development that is downstream and therefore requires a greater need for larger infrastructure to pay about the same for a development that is upstream. The standard cost for an upstream subdivision's storm water infrastructure was about $5000/acre. The City is finding that the true cost is closer to $8000/acre. Therefore the City is subsidizing a portion of the upstream development's infrastructure, which was never intent.

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.