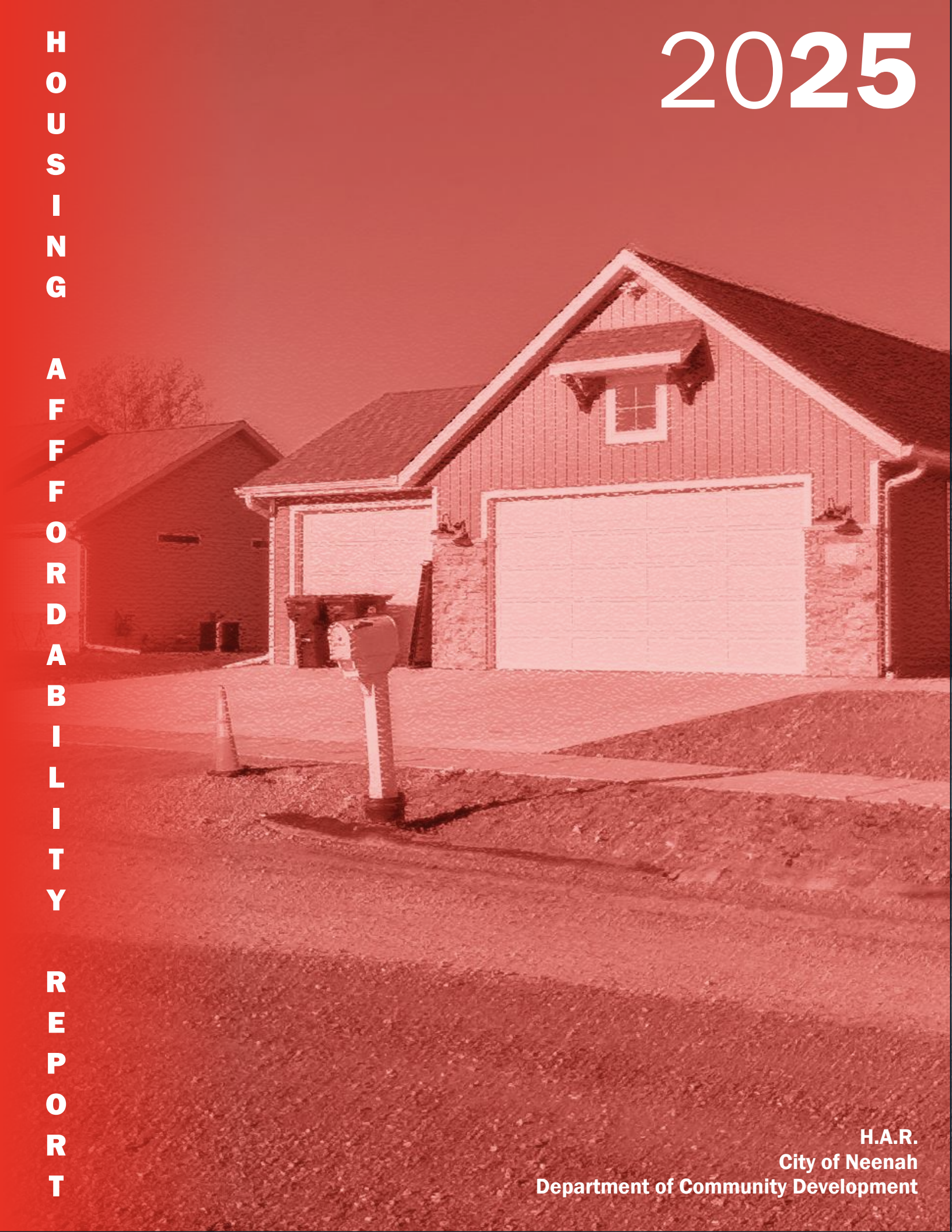


2025

**H
O
U
S
I
N
G

A
F
F
O
R
D
A
B
I
L
I
T
Y

R
E
P
O
R
T**



**H.A.R.
City of Neenah
Department of Community Development**

This page is intentionally left blank.

City of Neenah
Department of Community Development
Housing Affordability Report

Permit Year 2025

This page is intentionally left blank.



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.”

Goal H 1: Housing Choice

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.

STATUS: 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, as well as another developer providing townhomes and apartments in the center of the City.

The City offers Rehabilitation Assistance under the City’s Community Development Block Grant program, and through the Houses into Homes program which utilizes affordable housing TIF extension funds. After a positively received launch and continuation of the Houses into Homes program, the loans and grants are now available city-wide for eligible properties and homeowners.

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.

STATUS: 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.

STATUS: 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.

STATUS: 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, 21 grants were approved and 7 housing rehab loans were issued.

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 proximity to amenities.

STATUS: The City continues 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.

STATUS: 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)

STATUS: In 2023, 110 new downtown residential dwelling units became available. In 2025, the city issued an RFP for a downtown property. The selected proposal includes a housing project with over 200 multi-family units.

- **Recommendation 1.4.2:** Consider new emerging trends in housing such as tiny houses, granny flats, and cohousing.

STATUS: A draft ordinance was produced and presented at a Plan Commission meeting to allow ADUs. The ordinance was placed on hold pending imminent State legislation on ADUs.

- **Recommendation 1.4.3:** Create a zoning district for neighborhood level commercial uses. (See recommendation LU 1.4.3)

STATUS: The City will be undertaking a zoning code rewrite early 2026 which will address gaps in the current zoning districts in their reflection of current and desired land uses.

- **Recommendation 1.4.4:** Promote the conversion of underutilized properties for residential and/or mixed uses, if feasible.

STATUS: 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. The City has also produced an inventory of underutilized parcels suitable for residential development which was brought about by the recent Housing Study and Needs Assessment.

- **Recommendation 1.4.5:** Encourage the design and siting of new affordable housing that fits into existing neighborhoods.

STATUS: The City amended the building code to require garages (minimum 200 square feet in size) for all new housing in the City.

- **Recommendation 1.4.6:** Allow flexibility in the building code to develop varied types and sizes of housing.

STATUS: The City of Neenah is planning to undertake a zoning code rewrite beginning early 2026. The project will address regulations in the building code and zoning code which act as barriers to varied types and sizes of housing and propose new regulations to encourage their development.

- **Recommendation 1.4.7:** The City of Neenah should develop a Housing Market Analysis to determine housing needs in the City.

STATUS: A Housing Study and Needs Assessment was completed in 2025 with the help of Stantec Consulting Services. The City's Plan Commission has served as the main steering committee for the project. In 2025, the city began implementing the recommendations of the study including modifications to the zoning code, identifying city-owned land, and reviewing the city's housing programs.

- **Recommendation 1.4.8:** Consider revising the zoning code to allow zoning districts appropriate for different lot sizes. (See recommendation LU 1.4.3)

STATUS: The City of Neenah is planning to undertake a zoning code rewrite beginning early 2026. The project will assess the current zoning districts and propose new regulations and districts to accommodate different lot sizes.

- **Recommendation 1.4.9:** Develop a neighborhood program which partners with residents to improve Neenah's neighborhoods.

STATUS: Although the City has not initiated a neighborhood program, it has worked with Neighborhood Partners and Rock the Block to build neighborhood capacity, improve the physical characteristics of the neighborhood, and invest resources into neighborhoods.

Goal H 2: Housing Preservation

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 ensure reliable service and to encourage private investment and pride in ownership.

STATUS: 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 was suspended in 2024 due to threat of litigation and was replaced by the Wheel Tax as the new source for recouping costs of utility investment.

- **Recommendation H 2.1.2:** Encourage neighborhood/housing improvement activities.

STATUS: City is continually working with neighborhoods, organizations, and internal departments to find ways to improve neighborhoods in the City. Additionally, the Houses into Homes program which began in 2023 uses matching grants and loans to aid homeowners in home improvement projects. The City has seen extensive interest in the program and has made several modifications to guide the funds to homes which need them the most.

- **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)

STATUS: 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)

STATUS: 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)

STATUS: 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.

STATUS: On-going. The program continues to be funded with Community Development Block Ground 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 has so far spurred nearly 50 home improvement projects.

- **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.

STATUS: 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.
STATUS: On-going. 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 ensure safe and sanitary housing conditions for all. (See recommendations H 2.2.7, IO 1.8.7)
STATUS: On-going.
- **Recommendation H 2.2.5:** Consider a rental inspection program to improve housing stock quality and provide safe housing.
STATUS: Not Completed.
- **Recommendation H 2.2.6:** Consider establishing a historical regulated district in various locations within the City.
STATUS: Not Completed.
- **Recommendation H 2.2.7:** Create a property maintenance ordinance. (See recommendation H 2.2.4, IO 1.8.7)
STATUS: The City is exploring the adoption of International Property Maintenance Code (IPMC).

Goal H 3: New-Housing Development

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 ensure that natural features function to both enhance the value of adjoining property and continue their environmental purpose. (See recommendation LU 1.4.3)
STATUS: 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)

STATUS: 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)

STATUS: Not Completed.

- **Recommendation H 3.1.4:** Create incentives to promote residential development within areas with existing infrastructure.

STATUS: 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.

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)

STATUS: 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)

STATUS: 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.

STATUS: This is an on-going process and the City is in the initial review phase of collecting surrounding municipalities' development costs.



2025 Residential Development and Building Permits

Purpose

Wis. Stats. §66.10013(2)(a) and (b) requires municipalities to provide the number of subdivision plats, certified survey maps, condominium plats, and building permit applications approved in the prior year; as well as the total number of new residential units proposed in all subdivision plats, certified survey maps, condominium plats, and building permit applications that were approved by the municipality in the prior year.

Below is a table which outlines both the items approved by the City in 2025, and the number of dwelling units proposed in each of the items in 2025.

Items Approved in the Prior Year (2025)

Plats	2
CSMs	6
Condo Plats	Not Reviewed By City
Building Permits Issued	92

Dwelling Units Proposed in the Prior Year (2025)

In Plats	57
In CSMs	3
In Condo Plats	Not Reviewed By City
New Housing Building Permits	143

3

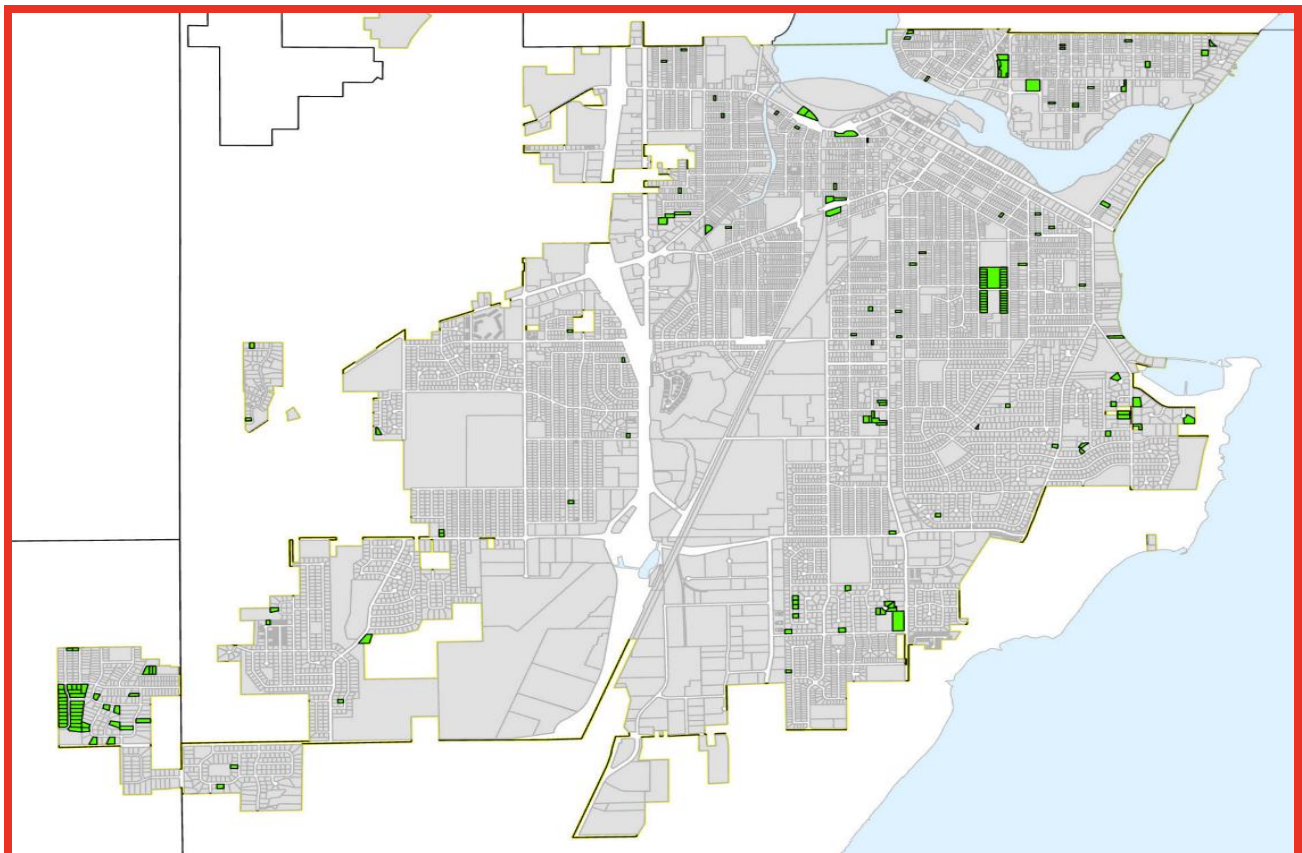
Undeveloped Parcels

Purpose

Wis. Stats. §66.10013(c) requires municipalities to produce both a map and a list of undeveloped parcels in the municipality which are zoned for residential use. Wis. Stats. §66.10013(d) requires municipalities additionally provide a list of undeveloped parcels which are suitable for residential development, but not necessarily zoned for it.

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

Map of Undeveloped Residential Parcels



List of Undeveloped Residential Parcels

Parcel ID	Area	Property Address	Parcel ID	Area	Property Address
80100070000	0.48	133 N PARK AVE	80206830100	0.30	
80101070000	0.16		80209650000	0.38	237 CASTLE OAK DR
80101310000	0.18	225 LINDEN CT	80210030000	0.36	2424 BRANTWOOD DR
80101510000	0.17		80210050000	0.35	2416 BRANTWOOD DR
80102480100	0.19		80210060000	0.35	2412 BRANTWOOD DR
80103300000	0.33	828 BAYVIEW RD	80210070000	0.35	2408 BRANTWOOD DR
80106490000	0.33	721 LYNROSE CT	80210480000	0.41	337 CASTLE OAK DR
80106530000	0.25	720 YORKSHIRE RD	80210490000	0.38	232 PARKWOOD DR
80108470000	0.36	764 SUNSHINE LN	80212940400	0.41	131 SOUTHFIELD CT
80108560000	0.60	708 WILDERNESS CT	80212940500	0.42	127 SOUTHFIELD CT
80108590100	0.61	909 BAYVIEW RD	80212940600	0.45	123 SOUTHFIELD CT
80108590400	0.70	911 BAYVIEW RD	80212940700	0.38	126 SOUTHFIELD CT
80108590900	0.36	745 AMBER LN	80212940800	0.39	130 SOUTHFIELD CT
80109110000	0.27	1319 S PARK AVE	80215600100	3.03	
80117020000	1.01	906 DAVIS POINT CT	80217990000	0.24	2537 CAVALRY LN
80117140000	1.00	904 BAYVIEW RD	80301200000	0.17	
80117170000	0.44		80302470000	0.18	517 W NORTH WATER ST
80200210000	0.38		80302490000	0.25	
80200210000	0.38		80304750000	12.32	130 2ND ST
80202780000	0.24	120 LENNOX ST	80400070200	1.29	339 SMITH ST
80203340000	0.17	1708 HENRY ST	80401490000	0.23	421 MONROE ST
80204140000	0.12		80401610000	0.63	
80205200000	0.31	1229 S COMMERCIAL ST	80401880000	0.14	
80205210000	0.28	1231 S COMMERCIAL ST	80402400000	0.13	
80206180300	0.78		80404200000	0.14	130 LORRAINE AVE
80206220200	0.26	122 W PECKHAM ST	80404640000	0.82	
80206260000	0.68	1311 S COMMERCIAL ST	80404650000	0.80	
80206280000	0.32	1313 S COMMERCIAL ST	80405780300	0.55	

Parcel ID	Area	Property Address	Parcel ID	Area	Property Address
80500200000	0.13	413 4TH ST	80909824800	0.26	1423 MANSUR DR
80500350000	0.12	407 4TH ST	80909900100	0.14	
80501350000	0.16	216 4TH ST	80910160100	0.20	
80502270100	0.17	207 5TH ST	81002780000	0.17	437 E FRANKLIN AVE
80502420000	0.16		81005120000	0.08	
80502810000	0.21		81100320000	0.37	131 HILLTOP DR
80503920000	0.37	1014 E FOREST AVE	81101600000	0.27	1218 NATURE TRAIL DR
80504000100	0.27		81102870000	0.26	1361 HEDGEROW DR
80504010000	0.49	416 BEAULIEU RD	81106001100	0.47	1321 CARDINAL CIR
80504320600	0.49	826 GRANT PL	81120520000	0.42	1468 PLAINS AVE
80606330000	0.19	926 DIANE ST	81120900000	0.37	1819 STATUE DR
80606460302	0.21		81140000600	0.70	1785 HONOR ST
80607100000	0.17		81140001100	0.80	1772 HONOR ST
80613700000	0.25	1326 HONEYSUCKLE LN	81140002100	0.38	1641 FOUNDERS ST
80624130000	1.02	1590 PENDLETON RD	81140002400	0.57	1618 FOUNDERS ST
80627500003	0.24	1379 ALPINE LN	81140002600	0.41	1626 FOUNDERS ST
80627500004	0.26	1385 ALPINE LN	81140003100	0.67	1770 LOYAL DR
80700230100	0.14	815 EDWARD ST	81140004400	0.63	1795 LEGACY LN
80701450000	0.15		81140004700	0.60	1783 LEGACY LN
80703152100	0.47	646 GREENFIELD ST	81140005000	0.43	1771 LEGACY LN
80704930000	0.14		81140005100	0.50	1767 LEGACY LN
80705250000	0.14	163 DENHARDT AVE	81140010400	0.39	1747 HONOR ST
80706100200	0.80		81140014200	0.37	1531 FREEDOM MEADOWS DR
80707650000	0.19	123 PLUMMER CT	81140014300	0.37	1531 FREEDOM MEADOWS DR
80803040000	0.25		81140014400	0.54	1539 FREEDOM MEADOWS DR
80804460000	0.16		81140021800	0.22	1703 SOVEREIGN WAY
80805520100	0.21		81140024100	0.21	1708 FREEMAN DR
80902250000	0.18	841 MAPLE ST	81202000100	0.26	1267 DOGWOOD TR
80902370000	0.12	893 MAPLE ST	81203190000	0.34	1315 INDIGO DR

4

Development Regulations Analysis

Review

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 (2nd Add to Freedom Acres) lot sizes averaged nearly 11,000 square feet for 26 lots. The flexibility to create smaller lots and more dense subdivisions is available, but most developers have elected for larger lots.

Fees

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.

Future Needs

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.

Conclusion

The City strives to provide 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 and materials. 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. One idea the City is exploring is eliminating the development fees (mentioned above) and create a utility connection fee or impact fee that will be collected at the time a building permit is requested. The intent isn't to subsidize residential development, but rather 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.