



NEENAH PLAN COMMISSION

Tuesday, February 24, 2026

4:00 P.M.

Hauser Room, City Administration Building

Virtual Meeting Option: This meeting is available virtually. To access the virtual meeting (Requires Microsoft Teams), please click on the link below:

[Join the meeting now](#)

Meeting ID: 290 766 497 401 0

Passcode: VL2K2d7v

-
1. Approval of Minutes: **February 10, 2026**
 2. Public Appearances (Ten minutes divided among those wishing to speak on topics pertinent to the Plan Commission)
 3. Public Hearings:
 - a. **Rezoning** - 1311/1313 S. Commercial St and 118, 120 & 122 W. Peckham Street - PDD, Planned Development District
 4. Action Items:
 - a. **Rezoning** - 1311/1313 S. Commercial St and 118, 120 & 122 W. Peckham Street - PDD, Planned Development District (**Ord. No. 2026-02**)
 5. Discussion Items:
 - a. Zoning and Sign Code Re-Write RFP
 6. Announcements and future agenda items:
 - a. Next Meeting: March 10, 2026

NOTICE IS HEREBY GIVEN, pursuant to the requirements of Wis. Stats. Sec. 19.84, that a majority of the Neenah Common Council may be present at this meeting. Common Council members may be present to gather information about a subject over which they have decision-making responsibility. This constitutes a meeting of the Neenah Common Council and must be noticed as such. The Council will follow the same agenda as the committee but will not take any formal action at this meeting.

In accordance with the requirements of Title II of the Americans with Disabilities Act (ADA), the City of Neenah will not discriminate against qualified individuals with disabilities on the basis of disability in its services, programs, or activities. If you need assistance, or reasonable accommodation in participating in this meeting or event due to a disability as defined under the ADA, please call the Community Development Department Administrative Assistant at 920-886-6125 or the City's ADA Coordinator at (920) 886-6106 or e-mail attorney@NeenahWI.gov at least 48 hours prior to the scheduled meeting or event to request an accommodation.

MINUTES OF THE NEENAH PLAN COMMISSION
Tuesday, February 10, 2026
4:00 p.m.

Present:

Mayor Jane Lang, Chairperson	ABSENT	Gerry Kaiser, Director of Public Works	PRESENT	Alderman Dan Steiner Vice Chairperson	PRESENT
Kate Hancock-Cooke	PRESENT	Karen Genett	PRESENT	Frank Cuthbert	PRESENT
Gerry Andrews	PRESENT	Lindsay Clark	ABSENT		

Also Present:

Brad Schmidt, Deputy Director of Community Development	Kayla Kubat, Administrative Assistant of Community Development	Jack Amormino- American Medical Buildings LLC
Alderman William Pollnow	Alderman Cari Lendrum	

Minutes: MSC, Andrews/Cuthbert, the Plan Commission, to approve the December 30, 2025 meeting minutes. All voting aye. Motion passed.

Public Appearances: Vice Chairperson Alderman Steiner opened public appearances to topics not related to the agenda.

No one in attendance spoke. Vice Chairperson Alderman Steiner closed public appearances.

Public Hearings: None

Action Items:

- a. **Project Plan Approval #1-26 – Medical Facility Building Addition – 1540 Lyon Drive (Ord. No. 2026-01)**

Deputy Director Schmidt went over the request for 1540 Lyon Drive. Since this property is in the Mahler Park plan development district, it follows a different process than a typical site plan review. The building is a medical facility, and the request is to build out one of the tenant spaces as well as a 405 square foot building addition. The addition would support the utility rooms for the new tenant space. The parking standard is exceeded, and the building addition will match the current exterior of the building.

MSC, Cuthbert/Andrews, the Plan Commission, to recommend Common Council approve Ordinance number 2026-01 for the project plan for surgery Center of the Fox Valley, located at 1540 Lyon Drive, subject to the conditions of the project plan approval letter. All voting aye. Motion passed.

- b. **Excess Public Property – Enterprise Drive (east of 590 Enterprise Drive)**

Deputy Director Schmidt went over working with Horseshoe Beverage Company and how they continue to grow. Horseshoe Beverage brought up the need for additional wastewater pretreatment structures they must add as part of their growth. They are looking at adding these on the southeast side of the building. There are two existing structures that serve their pre-treatment purposes now. With the addition of these structures, it eliminates their access road around the building. Due to this, they had inquired about purchasing the land the city owns

Plan Commission Minutes

February 10, 2026

Page 2

directly to the east of the property. This land was purchased by the city in the 1980s to create the Industrial Park, and was planned as a railroad lead line. A portion of the land includes railroad tracks, and the southern portion is currently undeveloped. Horseshoe Beverage asked to purchase the site, the purchase price was reviewed at the Finance Committee and this commissions process is declaring this excess city property.

MSC, Hancock-Cooke/Genett, the Plan Commission, to declare the city-owned land as excess public property and recommend Common Council approve the sale of the property located along Enterprise Drive to Horseshoe Beverage Company. All voting aye. Motion passed.

Discussion Items:

a. **Zoning and Sign Code Re-Write RFP**

Deputy Director Schmidt gave an update on the Zoning and Sign Code re-write RFP process. He gave the history of the code and how it has been revised and updated over the years but not truly re-written to be up to modern standards. This will also be a re-write of the sign code. Like the zoning code, it has been revised and updated but not a modern re-write. This is also important after the recent court cases.

Discussion around the logistics of the RFPs, such as selecting a consultant, how the public gets input.

Announcements and Future Agenda Items: Next meeting is scheduled for February 24, 2026

Adjournment: The Commission adjourned its meeting at 4:18 p.m. MSC Kaiser/Cuthbert. All voting Aye. Motion passed.

Respectfully Submitted,



Kayla Kubat
Administrative Assistant, Department of Community Development



M E M O R A N D U M

DATE: February 24, 2026
TO: Mayor Lang and Plan Commission
FROM: Brad Schmidt, AICP, Deputy Director
RE: Rezoning – 1311 & 1313 S. Commercial St. and 118, 120, & 122 W. Peckham St. to PDD, Planned Development District (**Ord. No 2026-02**)

Request

The City of Neenah is seeking to rezone property located along the west side of S. Commercial Street and the south side of W. Peckham Street to support a multi-family/mixed-use development project proposed by Eminent Development Corporation. The request proposes rezoning the property to the PDD, Planned Development District.

Background

The subject property is approximately 2.5 acres in size and has frontage along S. Commercial Street and W. Peckham Street. There are five parcels included in the rezoning request which are zoned either R-1, Single-Family Residence District or C-1, General Commercial District. The purpose of the rezoning is to support a multi-family and mixed-use redevelopment of the site.

The City acquired four of the five parcels beginning in 2018, with funding from the City's Community Development Block Grant (CDBG) funds. The first acquisition included the former Harn's Furniture property which was vacant and had become blighted. The City is in communication with the owner of 118 W. Peckham Street and is considering acquiring the property. The property includes a small, multi-tenant office building. With the owner's consent, the 118 W. Peckham Street parcel is included in the rezoning request. Land west of the former Harn's Furniture building and a parcel along W. Peckham Street are currently vacant green space.

The City began marketing the site in 2020 and has received little interest. In 2025, the City engaged developers and other interested parties through a request for proposal process. The City received four proposals, all multi-family developments, and ultimately chose Eminent Development Corporation's project. The proposed development includes 50 housing units and approximately 2,000 square feet of commercial space.

Eminent Development Corporation (developer) is proposing a project called The Xchange. The development project includes three buildings. One building, a four-unit townhouse building, is proposed along W. Peckham Street. A 16-unit building is proposed on the west side of the site. Finally, a 30-unit, mixed-use building with commercial space is proposed along S. Commercial Street. The developer is applying for housing tax credits through the Wisconsin Housing and Economic Authority (WHEDA). Prior to applying for these competitive housing tax credits, the site is required to be rezoned to allow the proposed development.

Planned Development District (PDD)

The property is proposed to be zoned as a Planned Development District (PDD). This type of zoning gives the developer more flexibility in designing the project to fit the site's unique features, while also allowing the City to require higher-quality design standards and additional safeguards.

If the property were instead zoned C-1 (General Commercial) or M-2 (Multi-Family Residential), there would be fewer requirements for landscaping or buffering between uses, and more housing units could potentially be built on the site.

If the project does not receive the needed tax credits or the developer chooses not to move forward, the Planned Development District zoning would be removed, and the property would revert to C-1 (General Commercial) zoning.

A Planned Development District (PDD) is intended to promote planned residential and commercial development which will be enhanced by coordinated site planning that is implemented in a comprehensive manner. The purpose of the PDD is to:

- Assure that growth is planned and accomplished within the City's goals both for the surrounding neighborhood and the community as a whole.
- Promote flexibility in design and the efficient use of land to facilitate a more economic arrangement of buildings, uses, circulation systems and utilities.
- Provide for the accomplishment of external architectural unity so as to promote design harmony.
- Preserve to the greatest extent possible, existing landscape features and natural amenities, and utilize such features in an effective manner.
- Enhance the natural setting through the placement of manmade facilities and plant materials.
- Provide more useable and suitably located common and open space areas than would otherwise be provided under conventional land development procedures.

Unlike a standard zoning district like the C-1, General Commercial District or M-2, Multi-Family Residence District, the PDD allows flexibility in development in exchange for enhanced development standards that would not be required in the standard zoning districts, allowing for creativity in design and higher quality development. As an example, in the C-1 District, a multi-family project can proceed with a simple site plan if the development meets the minimum development standards including building setbacks, housing unit density, height requirements, and off-street parking requirements. Beyond what is listed in the Zoning Code, the City cannot require additional landscape buffers, more green space, limit land uses, specify architectural standards, etc. The PDD is, in essence, a standalone zoning district designed for the proposed development. The City has several PDD's including the Mahler Shopping/Office District, Bridgewood Golf Course District, Glatfelter Redevelopment District, and the Westowne Shopping District.

The process for approving a PDD is a two-step process. First, the property is rezoned to a PDD. The rezoning process includes a review of a Master Development Plan which includes a general description of the property and information related to the future development of the site. Within the Master Development Plan, a conceptual layout of the proposed development is included showing the location of buildings, proposed land uses, access to the site, and other site amenities. The conceptual development layout/map represents a general layout of the development.

The rezoning process does not approve the specific development. Rezoning allows the development to move forward based on the Master Development Plan. Following the rezoning and approval of the Master Development Plan and prior to construction, a project plan will be submitted and reviewed by the City's Plan Commission and approved by the City's Common Council. A project plan is required to be consistent with the Master Development Plan. The project plan includes the site engineering plans, utility plans, landscaping plans, and architectural building plans. If there are significant changes during this stage, the Master Development Plan may need to be amended.

The developer (Eminent Development Corporation) has submitted a Master Development Plan as part of the rezoning request. Included in the Master Development Plan is a conceptual layout of the proposed development which includes a mixed-use multi-family building along S. Commercial Street, a stacked townhouse building on the west side of the property, and a townhouse building along W. Peckham Street.

The proposed development includes 50 multi-family dwelling units ranging in size from one-bedroom units to three-bedroom units. The two townhouse buildings provide individual exterior entrances to each unit. The stacked townhouse building includes 16 housing units and eight attached garages. The townhouse building includes four, two-story units. Finally, the mixed-use building includes 30 housing units and approximately 2,000 square feet of commercial space fronting S. Commercial Street.

The conceptual nature of the development provides an approximate layout of how the site is likely to be developed. In addition to the conceptual layout, the Master Development Plan includes specific development standards that become part of the PDD district. The following standards are included in the Master Development Plan:

Permitted Uses:

- Multi-family residential.
- Retail.
- Restaurant.
- Office.
- Service Businesses.

Building Setbacks:

- Front Yard – 10 feet
- Side Yard – 5 feet
- Rear Yard – 5 feet
- Side/Rear Yard adjacent to single-family – 30 feet

Height Limitations:

- Residential Buildings – 45 feet or two-stories
- Mixed-Use Buildings – 60 feet or four-stories

Maximum Residential Density:

- 30 dwelling units/acre

Landscape Requirements:

- Requirements outlined in the M-1 and M-2 District.
- Buffer yard landscaping adjacent to single-family - Buffer yards required for multifamily developments shall be a minimum of ten feet wide and shall be planted with ten evergreen trees, three shade trees, five ornamental trees, and 25 shrubs per 100 linear feet. As an alternative to these buffer yard landscaping requirements, a six-foot high sight-tight fence may be constructed near the lot line, with the remainder of the required buffer yard planted with a minimum of two shade trees and five evergreen trees per 100 linear feet.

Off Street Parking:

- Multi-Family Residential – One space for each one-bedroom unit and 1.5 spaces for each two- or three-bedroom unit.
- Commercial – Meet the minimum standards as described in the Zoning Code.

Tentative Developer Timeline

Wisconsin Housing and Economic Development Authority (WHEDA) - Concept Application- December 2025
Property Rezoning - March 2026
WHEDA Housing Tax Credits Final Application- March 2026
Housing Tax Credits Award Announcements- May 2026
Financial Closing- Spring 2027
Project Plan Approval – Spring 2027
Construction Begins – Spring 2027
Construction Completes- Summer 2028

Surrounding Neighborhood

The area surrounding the proposed development site includes a variety of land uses including single-family residential, multi-family residential, various retail businesses and restaurants, service-oriented businesses, large manufacturers, the City's Police Department, and non-profit organizations like the new Boys and Girls Club.

Additionally, the adjacent property is included in several zoning districts including R-1, Single-Family Residence District to the north, M-1, Multi-Family Residence District to the south and west, and C-1, General Commercial District to the east. Looking beyond the adjacent neighborhood, land along Marathon Avenue includes properties zoned C-1 District, I-2, General Industrial District, and R-2, Two-Family Residence District.

The property is located next to two public streets: S. Commercial Street, which is a larger road designed to carry higher amounts of traffic across the city, and W. Peckham Street, which is a local street. The project is designed to have driveways connecting to both streets. Marathon Avenue, another high-volume street that helps move traffic between neighborhoods and major roads, is located just west of the site.

City staff are reviewing how much additional traffic this project is likely to create and whether nearby intersections will continue to function as designed, especially during busy times of the day. To understand the potential impact, staff compared the expected traffic from the proposed development to the types of businesses that could already be built on the property under its current C-1 zoning. Several uses currently allowed—such as sit-down restaurants, fast food restaurants with drive-thru lanes, banks with drive-thru lanes, bars, and day care centers—typically generate more traffic during peak hours than what is expected from the proposed development.

As the review continues, staff will evaluate whether any traffic control measures, roadway improvements, or access adjustments are needed to ensure traffic continues to move safely and efficiently in the area.

City Plans

All rezoning requests, per Wisconsin State Statutes, are required to be consistent with the City's Comprehensive Plan (Plan). The was adopted in 2017 and updated in 2024. The Plan serves as a guide for future City growth and development and redevelopment within and outside the City. A future land use map is included within the Plan which identifies future land uses. This site is identified as Neighborhood Commercial. The Neighborhood Commercial category includes the following objectives:

- Redevelop properties to increase economic activity.
- Intensify uses/activity into mixed-use developments
- Increase urban living opportunities with a variety of high-density housing styles.

The Neighborhood Commercial category further identifies appropriate land uses within the category including mixed-use developments which may include residential or standalone higher density residential developments. In addition to the future land use map, the Plan includes a list of goals/objectives. The rezoning request is consistent with the following goals/objectives within the Plan:

- Promote and encourage the development of innovative programs and projects that can provide affordable housing for low- and moderate-income households and for people with special needs.
- Identify neighborhoods that could benefit from affordable housing, housing rehabilitation and neighborhood stabilization plans.
- Encourage residential developments that promote a variety of different housing types.
- Promote the conversion of underutilized properties for residential and/or mixed uses, if feasible.
- Identify sites for residential development that are adjacent to the City and utilize existing infrastructure.

In addition to the Comprehensive Plan, the proposed rezoning and development is consistent with the S. Commercial Street Corridor Plan (Corridor Plan) completed in 2020. The Corridor Plan sought to identify redevelopment opportunities, visualize street reconstruction alternatives, improve pedestrian and bicycle accessibility, and increase development to revitalize the S. Commercial Street business corridor. The Corridor Plan included several conceptual renderings identifying redevelopment sites along the corridor. The site which is proposed in this rezoning request was included in the Corridor Plan and was identified as a short-term development opportunity. The conceptual development layout included a multi-family development and commercial space along S. Commercial Street.

The Corridor Plan further summarized a market study which identified housing along the corridor as a reasonable option. Additional housing along the corridor can support existing businesses and may help attract new business. While the corridor includes a variety of existing businesses, attracting new retail development is difficult primarily due to the lack of depth on many of the redevelopment sites along the corridor.

Finally, the City conducted a Housing Study and Needs Assessment (Housing Study) in 2025. The purpose of the Housing Study was to objectively analyze Neenah's housing market, identify future housing needs, and develop a list of specific strategies to help meet that demand. As part of the Housing Study, economic, demographic and housing data was analyzed.

Within Neenah, the manufacturing sector remains strong and over 25% of all jobs are in manufacturing. Manufacturing jobs can pay well, but entry level jobs are difficult to fill, in part due to the inability of these companies to recruit employees from areas further away from the business. Within the S. Commercial Street/ W. Peckham Street neighborhood, there are three large manufactures including Neenah Foundry, Georgia Pacific and Amcor. Less than a mile away, the City's Southpark Industrial Center includes dozens of manufacturers employing thousands of entry level and skilled employees. The City has met with manufacturing business through business retention visits and are consistently told that their inability to attract entry level employees is difficult and detrimental to their business growth. In fact, 85% of those who work in Neenah live elsewhere, while 80% of people employed who live in Neenah work outside of Neenah.

Housing in Neenah and throughout the State is becoming increasingly less affordable. According to the Housing Study, over half of all households who rent and whose household income is less than \$50,000 are cost burdened, which is defined as paying more than 30% of their gross household income on housing costs. Similarly, households in the same income range who own a house tend to pay a higher percentage of their income to housing costs. As home ownership and the cost of owning a house becomes more unattainable, more people are choosing rental options. Like home ownership, rents continue to increase in the City. According to the Housing Study, there is a high demand for rental units that are \$900/month, however, multi-family developers indicate that inflated material and labor costs make it difficult to build and maintain rents below \$1,500/month.

The Housing Study identified a need for an additional 960 housing units over the next 10 years. Further, the Housing Study included a breakdown of housing units, including both rental and owner-occupied units, based on income brackets. Within the low-income and very low-income bracket, at least 225 rental units are needed over the next 10 years. Due to high construction and labor costs, a developer would be unlikely to be able to construct new multi-family units which support the rents of the lower income brackets. The Housing Study identified a strategy to engage developers who specialize in tax credit developments to fill this housing demand. The tax credit program incentivizes a developer to construct affordable, workforce housing.

Conclusion

The rezoning to a Planned Development District and the accompanying Master Development Plan is consistent with established City Plans, including the City's Comprehensive Plan. The site's favorable location along S. Commercial Street, an arterial street, and W. Peckham Street can accommodate traffic generated from this development. Existing infrastructure adjacent to the site is sized appropriately to serve the proposed development. The proposed development helps address housing demand and provides an affordable workforce housing option in the neighborhood and within the City. Finally, the development represents the first significant private investment within the S. Commercial Street corridor in over 20 years.

Recommendation

An appropriate action at this time is for the Plan Commission to recommend Common Council approve Ordinance No. 2026-02 rezoning property located at 1311 & 1313 S. Commercial Street and 118, 120, & 122 W. Peckham Street to a PDD, Planned Development District.



211 Walnut Street
Neenah, WI 54956

AN ORDINANCE: By the Neenah Plan Commission
Re: Approving the Master Development Plan and
Rezoning land located at 1311 and 1313 S.
Commercial Street and 118, 120, and 122 W.
Peckham Street from the C-1, General
Commercial District and the R-1, Single-Family
Residence District to the PDD, Planned
Development District.

ORDINANCE NO. 2026-02
Introduced: _____
Committee/Commission Action: _____

AN ORDINANCE

The Common Council of the City of Neenah, Wisconsin, do ordain as follows:

Section 1. Section 26-27 and Section 26-352 of the Neenah Municipal Code pertaining to zoning districts, and the map therein described, is hereby amended by rezoning approximately 2.50 Acres of land located at 1311 and 1313 S. Commercial Street and 118, 120, and 122 W. Peckham Street from the C-1, General Commercial District and the R-1, Single-Family Residence District to the PDD, Planned Development District. The property is more particularly described as follows:

- 118 W. Peckham Street: Lots 1 and 2 of Certified Survey Map Number 119.
- 120 W. Peckham Street: Peckham's Addition including part of Lot 7 commencing on the Southwest corner of Lot 7, thence North 391.9 feet along the West line 90 degrees East, 110 feet to the point of beginning. Thence 90 degrees North, 180 feet, thence East 190 feet, thence South 180 feet, thence West 190 feet to point of beginning.
- 122 W. Peckham Street: Lot 3 of Certified Survey Map Number 7618
- 1311 S. Commercial Street: JH Peckham's Addition including the North 122.6 feet of the South 514.5 feet of Lot 7 excluding the West 300 feet; and the North 122.6 feet of the South 514.5 feet of Lot 8 excluding the East 30 feet of the South 61.3 feet and the East 200 feet of the North 61.3 feet of Lot 8.
- 1313 S. Commercial Street: Lot 2 of Certified Survey Map Number 7618.

Parcel IDs: 80206220100, 80206220200, 80206260000, 80206280000, 80206180300

Section 2. Pursuant to Section 26-352 of the Code of Ordinances of the City of Neenah, the Master Development Plan for the parcel, as shown by the attached map in Exhibit A, and the plan document on file with the Department of Community Development, is hereby approved.

Section 3. Severability. In the event any section, subsection, clause, phrase or portion of this ordinance is for any reason held illegal, invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision, and such holding shall not affect the validity of the remainder of this ordinance. It is the legislative intent of the Common Council that this ordinance would have been adopted if such illegal provision had not been included or any illegal application had not been made.

Section 3. Repeal and Effective Date. All ordinances or parts of ordinances and resolutions in conflict herewith are hereby repealed. This ordinance shall take effect from and after its passage and publication.

Adopted: _____

Published: _____

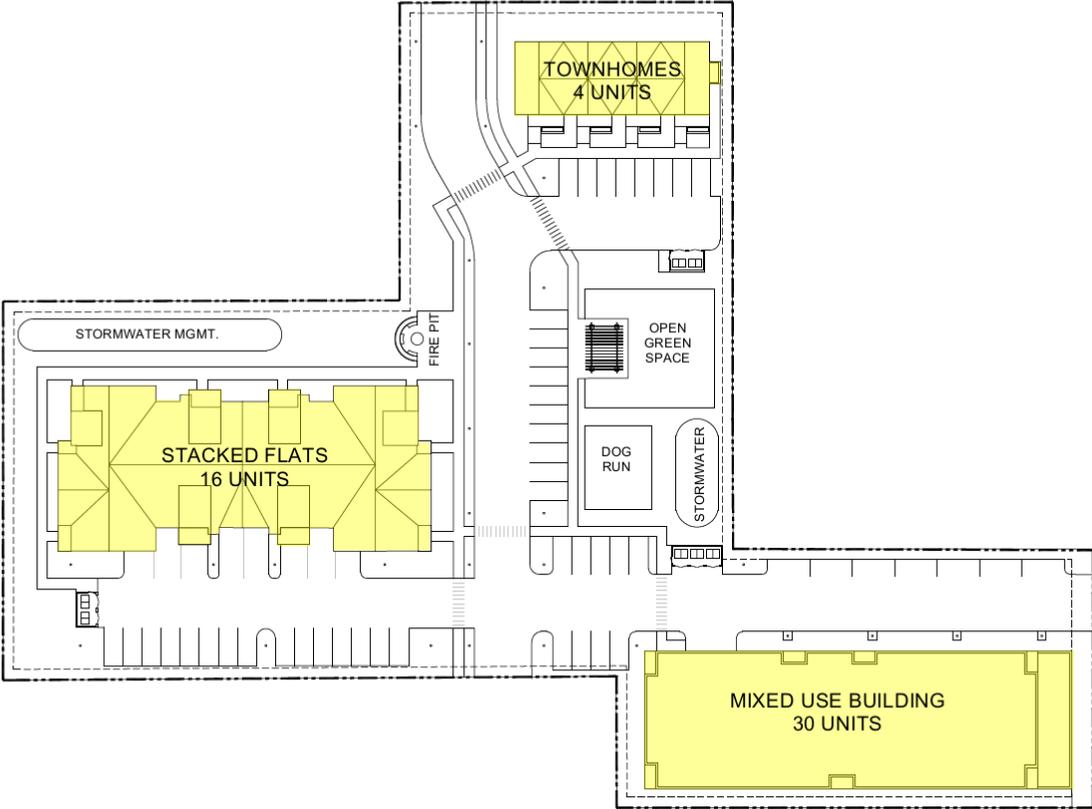
Approved:

Jane Lang, Mayor

Attest:

Charlotte Nagel, City Clerk

Planned Development District Master Development Plan



The Exchange – Master Development Plan

Property Owner:

City of Neenah
Attn: Kelly Nieforth, Director Community Development
211 Walnut Street
Neenah, WI 54956

Developer:

Eminent Development Corp.
Attn: Julian Walters
3910 Dallas Drive
Madison, WI 53719

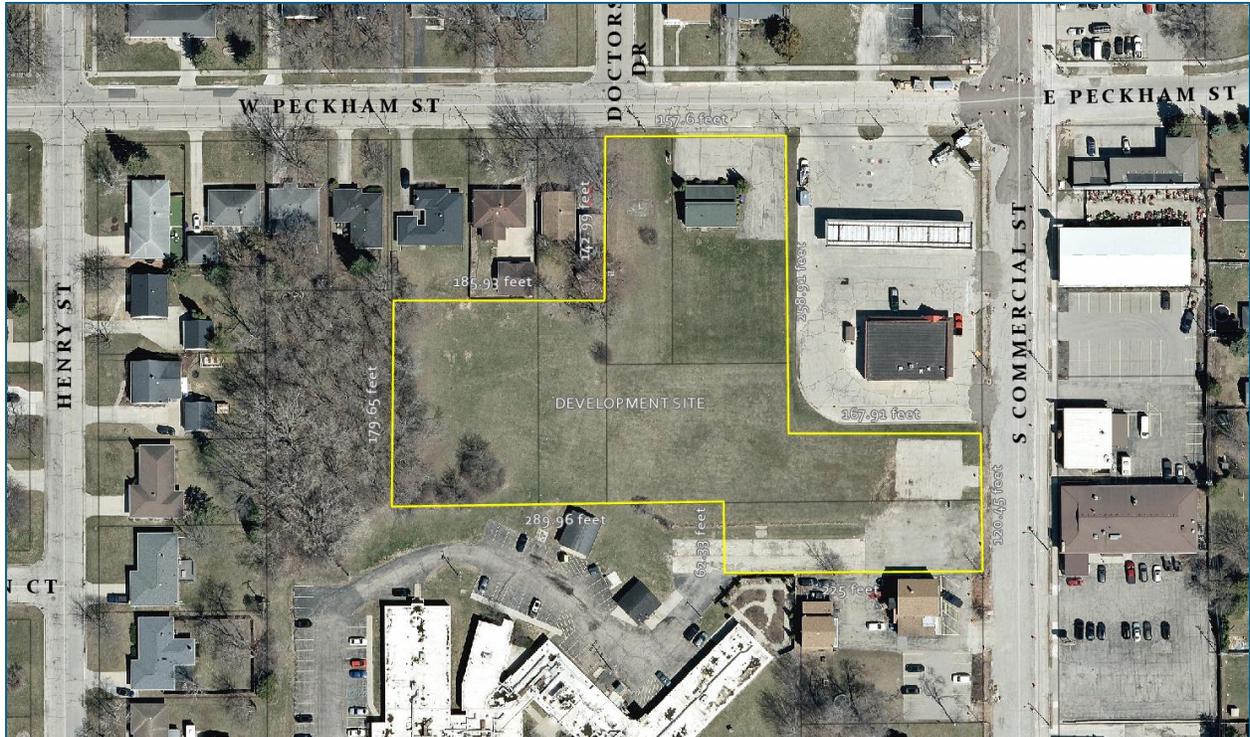
Owner/Developer Relationship

The City of Neenah acquired several parcels of land along S. Commercial Street and W. Peckham Street beginning in 2018 (Development Site). Following a request for proposals (RFP), Eminent Development Corporation (Developer) submitted a multi-family development project. Following review of the proposals, the City selected Eminent's project. The City is working in conjunction with the Developer to rezone the property to a Planned Development District.

Development Site Legal Description

All of Lots 2 and 3 of Certified Survey Map Number 7618, Lot 3 of Certified Survey Map Number 119, and part of Lot 7 and part of Lot 8 of J.H. Peckham's Addition being part of the Southeast ¼ of the Northeast ¼ of Section 33, Township 20 North, Range 17 East, City of Neenah, Winnebago County, Wisconsin.

Commencing at the East ¼ corner of said Section 33; thence N00° 12'32"W, 332.03 feet along the centerline of S. Commercial Street; thence S89° 28'44"W, 33.00 feet to the west right-of-way line of S. Commercial Street to the point of beginning; thence N00° 12'32"W, 120.45 feet; thence N89° 59'46"W, 169.9 feet; thence N0° 11'02"W, 258.91 feet, thence S89° 34'09"W, 157.60 feet, thence S0° 11'55"E, 140.6 feet, S89° 34'56"W, 187.51 feet; thence S0° 11'59"E, 178.98 feet; thence N89° 26'58"E, 289.96 feet; thence S0° 12'21"E, 62.11 feet; thence N89° 28'04"E, 225.00 feet; to the point of beginning.



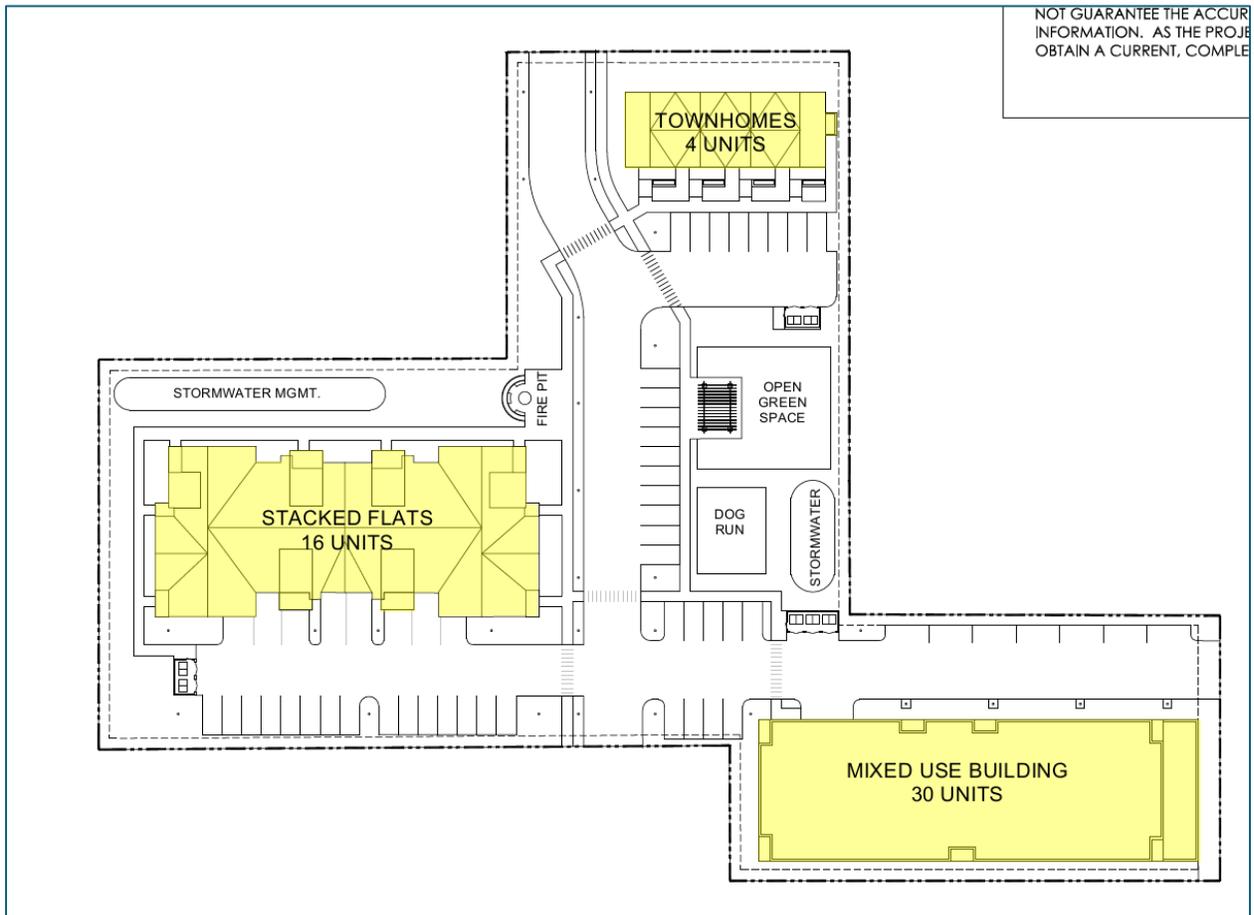
Description of Proposed Development

The Developer is proposing to construct two multi-family buildings and one mixed-use building along S. Commercial Street, which includes multi-family dwellings and commercial space. Approximately 50 multi-family dwelling units ranging from one-bedroom and three-bedrooms are planned and approximately 2,000 square feet of commercial space is proposed within the development. The multi-family dwellings are intended to be income restricted affordable workforce housing units. The development proposal also includes open/green space available for future tenants.

The Development site is approximately 2.5 acres in area. The proposed development has a density of 20 units/acre, which is less than allowable density in the C-1, General Commercial District or the M-2, Multi-Family Residence District.

The development includes access along W. Peckham Street and S. Commercial Street. All road/drives within the development are privately owned and maintained. Off-street parking is provided on the site via garages, at-grade covered parking, and surface parking.

Water, sanitary sewer, and storm sewer infrastructure along W. Peckham Street and S. Commercial Street will serve the Development Site. All utilities within the development will be privately owned and maintained.



The proposed development is consistent with the goals and objectives of several City plans and studies. Below is a list of established City plans and the goals and objectives which align with the proposed development:

2040 Comprehensive Plan (2024)

- The Future Land Use Map identifies this site as Neighborhood Commercial. The Neighborhood Commercial category includes the following objectives:
 - Redevelop properties to increase economic activity.
 - Intensify uses/activity into mixed use developments
 - Increase urban living opportunities with a variety of high-density housing styles.
- The Neighborhood Commercial category also includes appropriate land uses such as mixed-use developments which may include residential or standalone higher density residential developments.

- The proposed development also meets the followings goals/objectives of the Comprehensive Plan:
 - Promote and encourage the development of innovative programs and projects that can provide affordable housing for low- and moderate-income households and for people with special needs.
 - Identify neighborhoods that could benefit from affordable housing, housing rehabilitation and neighborhood stabilization plans.
 - Encourage residential developments that promote a variety of different housing types.
 - Promote the conversion of underutilized properties for residential and/or mixed uses, if feasible.
 - Identify sites for residential development that are adjacent to the City and utilize existing infrastructure.

S. Commercial Street Corridor Plan (2020)

- The Development Site is identified as a short-term redevelopment site in the plan. A conceptual development layout was included which showed a multi-family housing development with commercial space along S. Commercial Street.

Neenah Housing Study and Needs Assessment (2025)

- The Neenah Housing Study identified a demand for 225 new affordable rental units within the next 10 years.
- Affordable Multi-Family Housing Strategy – The study recommended to proactively support affordable housing development by identifying sites that are suitable for affordable housing developers.
- City-owned land inventory and development – The study included a strategy to identify city-owned land that may be suitable for residential development and market those properties to developers.

Developer’s Timeline for Construction

- Wisconsin Housing and Economic Development Authority (WHEDA) - Concept Application- December 2025
- Property Rezoning - March 2026
- WHEDA Low-Income Housing Tax Credits (LIHTC) Final Application- March 2026
- LIHTC Award Announcements- May 2026
- Financial Closing- Spring 2027

Xchange Planned Development District (PDD)

Development Standards

Permitted uses

- (1) Multi-family residential.
- (2) Retail.
- (3) Restaurant.
- (4) Office.
- (5) Service Businesses.
- (6) Non-profit services.

Development Standards

- (1) *Building Setbacks.* The district setbacks shall be as follows.
 - a. Minimum front yard setback, ten feet.
 - b. Minimum side yard, five feet.
 - c. Minimum rear yard, five feet.
 - d. Minimum side yard and rear yard from parcel boundaries of adjoining single-family or two-family residential uses or districts, thirty feet.
- (2) *Height limitations.* The district height limitations shall be as follows.
 - a. Maximum height of a residential, 45 feet or two stories.
 - b. Maximum height of a mixed-use building, 60 feet or four stories.
- (3) *Density.* The housing density (housing units/acre) of the district shall be as follows.
 - a. Maximum density, 30 housing units per acre.
- (4) *Landscape and open space.* The district shall adhere to the following landscaping standards.
 - a. All landscaping must meet the standards in Article X of Chapter 26 of the Neenah Municipal Code.
 - b. Additional buffer yard landscaping. Any multifamily building that shares a common side or rear yard lot line with a single-family or two-family residential building shall provide a landscaped buffer yard along the full length of the common lot line to afford protection to the residential uses from the glare of lights, from visual encroachment, and from the transmission of noise. Required buffer yards shall be landscaped as described below. Combinations of trees, shrubs, berms and fences shall create screening which is 100 percent impervious to sight.
 - i. Buffer yards required for multifamily developments shall be a minimum of ten feet wide and shall be planted with ten evergreen trees, three shade trees, five ornamental trees, and 25 shrubs per 100 linear feet.

As an alternative to these buffer yard landscaping requirements, a six-foot high sight-tight fence may be constructed near the lot line, with the remainder of the required buffer yard planted with a minimum of two shade trees and five evergreen trees per 100 linear feet.

- c. Forty percent of the lot in the final development plan for multifamily dwellings must be landscaped and maintained as open space. The Plan Commission, upon review and approval of open space and play areas, may reduce this requirement by up to 25 percent.
 - i. Landscaped areas shall at a minimum, include the following planting:
 - 1. 0.20 canopy trees per dwelling unit.
 - 2. 0.40 ornamental trees per dwelling unit.
 - 3. 1.50 shrubs per dwelling unit.
 - ii. To allow flexibility in design in unique situations, and where such unique situation can be demonstrated, the following substitutions can be allowed with Plan Commission approval:
 - 1. One canopy tree for 1.5 ornamental trees.
 - 2. One canopy tree for 9.0 shrubs.
 - 3. One ornamental tree for 0.75 canopy trees.
 - 4. One ornamental tree for 6.0 shrubs.
 - 5. One shrub for 0.1 ornamental trees.
 - 6. One shrub for 0.07 canopy trees.
 - iii. Size and type of plant material. The type and minimum size of the plant material that shall satisfy the landscape requirements shall be:
 - 1. Canopy tree.
 - a. Single stem: 2.5-inch caliper.
 - b. Multi-stem: ten feet in height.
 - 2. Ornamental tree.
 - a. Single stem: 1.5 inch caliper.
 - b. Multi-stem: six feet in height.
 - 3. Evergreen tree: five feet in height.
 - 4. Shrub.
 - a. Deciduous: 24 inches in height.
 - b. Evergreen: 18 inches in height.

A list of plant materials that may be used to satisfy these requirements is on file in the office of the Department of Community Development.

- (5) *Signs*. Signs within the district shall adhere to the following regulations.
 - a. Signs should follow the standards for the C-1 General Commercial District.
- (6) *Off-street parking*. Off-street parking shall be provided in the district according to the following standards.

- a. Parking shall be provided according to Article XI of Chapter 26 of the Neenah Municipal Code.
 - b. Minimum off-street parking requirements
 - i. Multi-Family Residential Uses
 - 1. 1 parking space for each one-bedroom unit and 1.5 parking spaces for each two- or three-bedroom unit.
 - ii. Commercial Uses
 - 1. Follow Article XI of Chapter 26 for required minimum parking standards.
- (7) *Accessory structures.* Accessory structures shall adhere to the following requirements.
- a. Fence requirements refer to Article II of Chapter 21 of the Neenah Municipal Code.
 - b. Minimum side and rear yards of detached garages, accessory buildings and uses, and trash enclosures, five feet side yard and five feet rear yard. Trash enclosures shall be prohibited in the 30-foot building setback adjacent to single or two-family structures.
- (8) *Outdoor Lighting Requirements.*
- a. All outdoor lighting shall meet the minimum requirements set forth in Chapter 26 Article XVI - Outdoor Lighting of the Municipal Code.

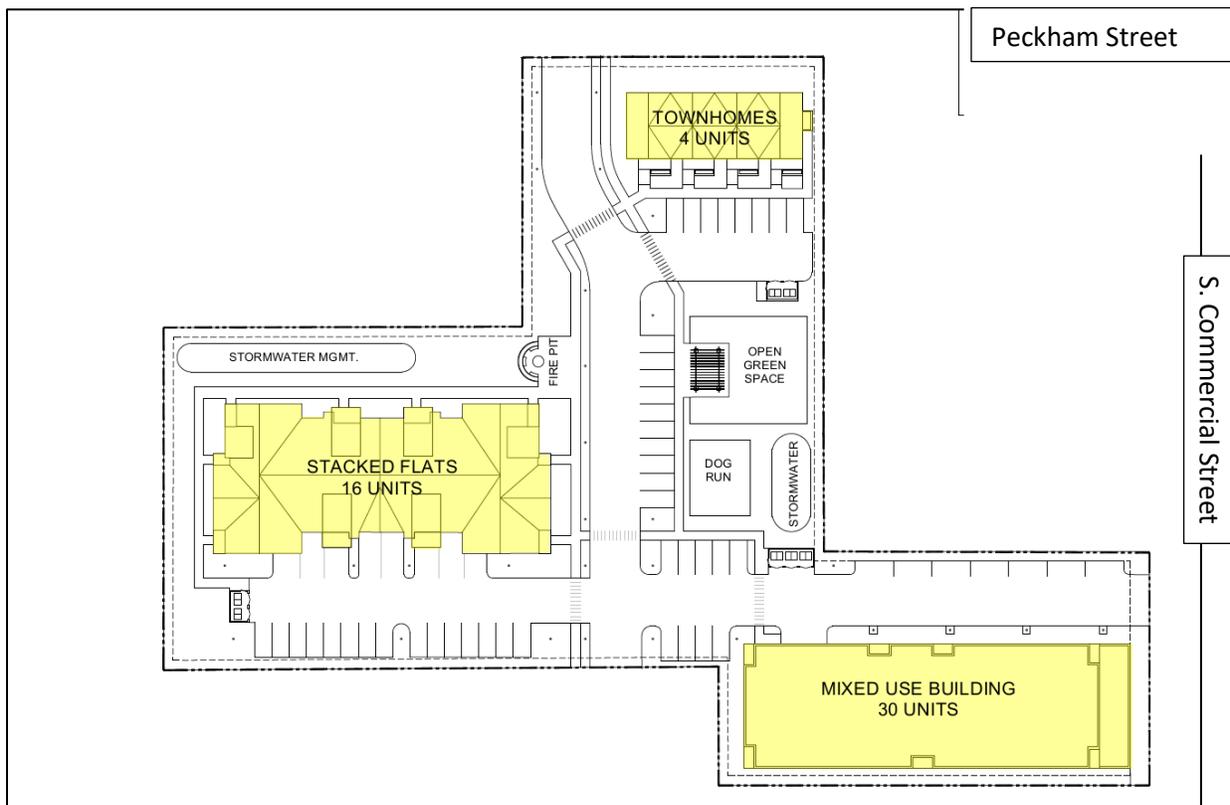
City of Neenah
Notice of Public Hearing

NOTICE IS HEREBY GIVEN that a public hearing will be held by the City of Neenah to consider rezoning land located along S. Commercial Street and W. Peckham Street from R-1, Single-Family Residence District and the C-1, General Commercial District to a Planned Development District (PDD) designation.

The City of Neenah, in conjunction with Eminent Development Corporation, are proposing to rezone land along W. Peckham Street and S. Commercial Street to support a multi-family development project called The Exchange. Rezoning is the first step to redeveloping the site which includes the former Harns Furniture building.

As part of the rezoning, a master development plan (see below) will be presented to the City's Plan Commission. Following the neighborhood meeting on February 3rd, the developer made several changes to the master development plan based on the feedback they received. The master development plan is conceptual and includes a general layout of buildings, parking and green space. As the project proceeds, the developer will submit more detailed engineering, building, and landscape plans which will be reviewed by the City later. There are two public hearings scheduled. You may attend both meetings, but ultimately, the Common Council has the final approval authority while the Plan Commission makes a recommendation to the Common Council.

Master Development Plan



The hearing will be held at the City Administration Building, 211 Walnut Street, Neenah, Wisconsin.

Plan Commission Informal Hearing
4:00 P.M. Hauser Room

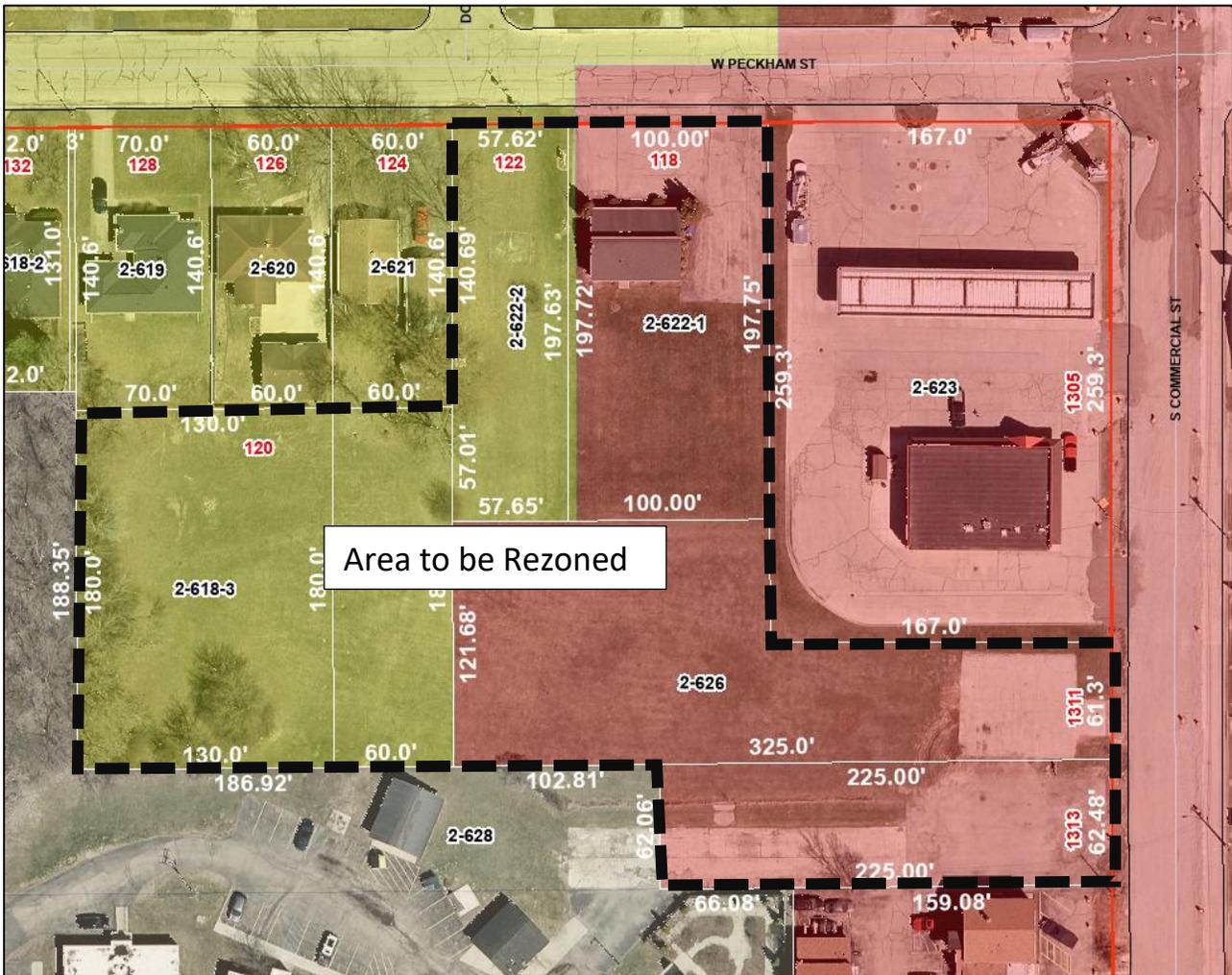
Tuesday, February 24, 2026

Council Formal Hearing
6:00 P.M. Council Chambers

Wednesday, March 4, 2026

NOTICE IS FURTHER GIVEN that applicant and interested persons may appear at said hearings and be heard for or against the proposed rezoning.

Please direct any questions to Brad Schmidt (Deputy Director of Community Development) by email (BSchmidt@NeenahWI.gov) or phone (920) 886-6125.



Parcel IDs: 80206220100, 80206220200, 80206260000, 80206280000, 80206180300

NOTE:
 ALL SITE INFORMATION CONTAINED IN THIS CONCEPTUAL SITE PLAN - INCLUDING PROPERTY BOUNDARIES, WETLANDS, FLOOD PLANES, EASEMENTS, ETC.- HAVE BEEN ACQUIRED THROUGH PUBLICLY AVAILABLE INFORMATION. JLA ARCHITECTS DOES NOT GUARANTEE THE ACCURACY OR COMPLETENESS OF THIS INFORMATION. AS THE PROJECT PROGRESSES, OWNER SHALL OBTAIN A CURRENT, COMPLETE, AND ACCURATE SITE SURVEY.



W. PECKHAM ST.

S. COMMERCIAL ST.



HENRY ST

DOC DR

E PECKHAM ST

L ST

S CO

N CT



DEVELOPMENT SITE

179.65 feet

185.93 feet

147.99 feet

16.6 feet

258.91 feet

167.91 feet

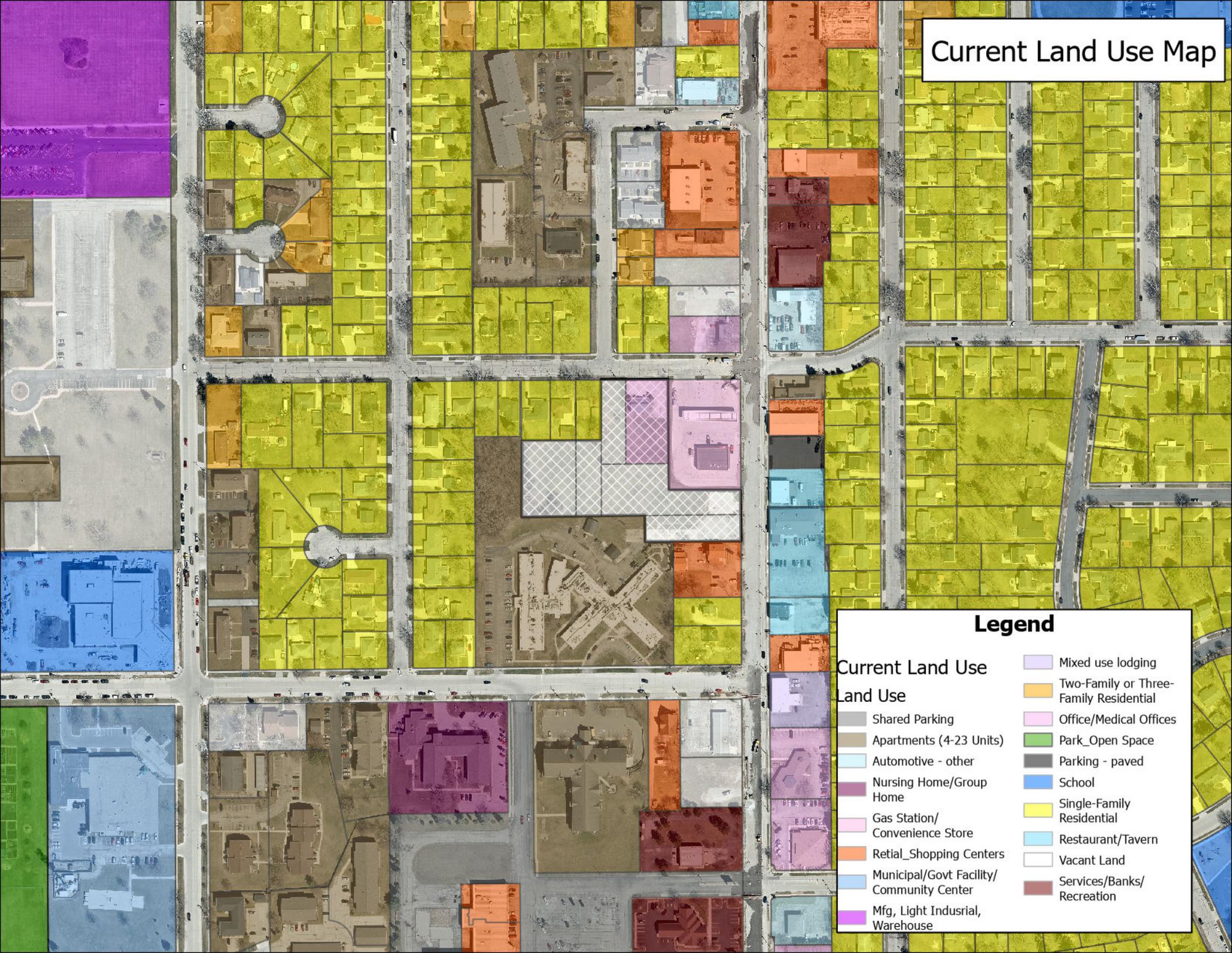
120.45 feet

289.96 feet

62.33 feet

225 feet

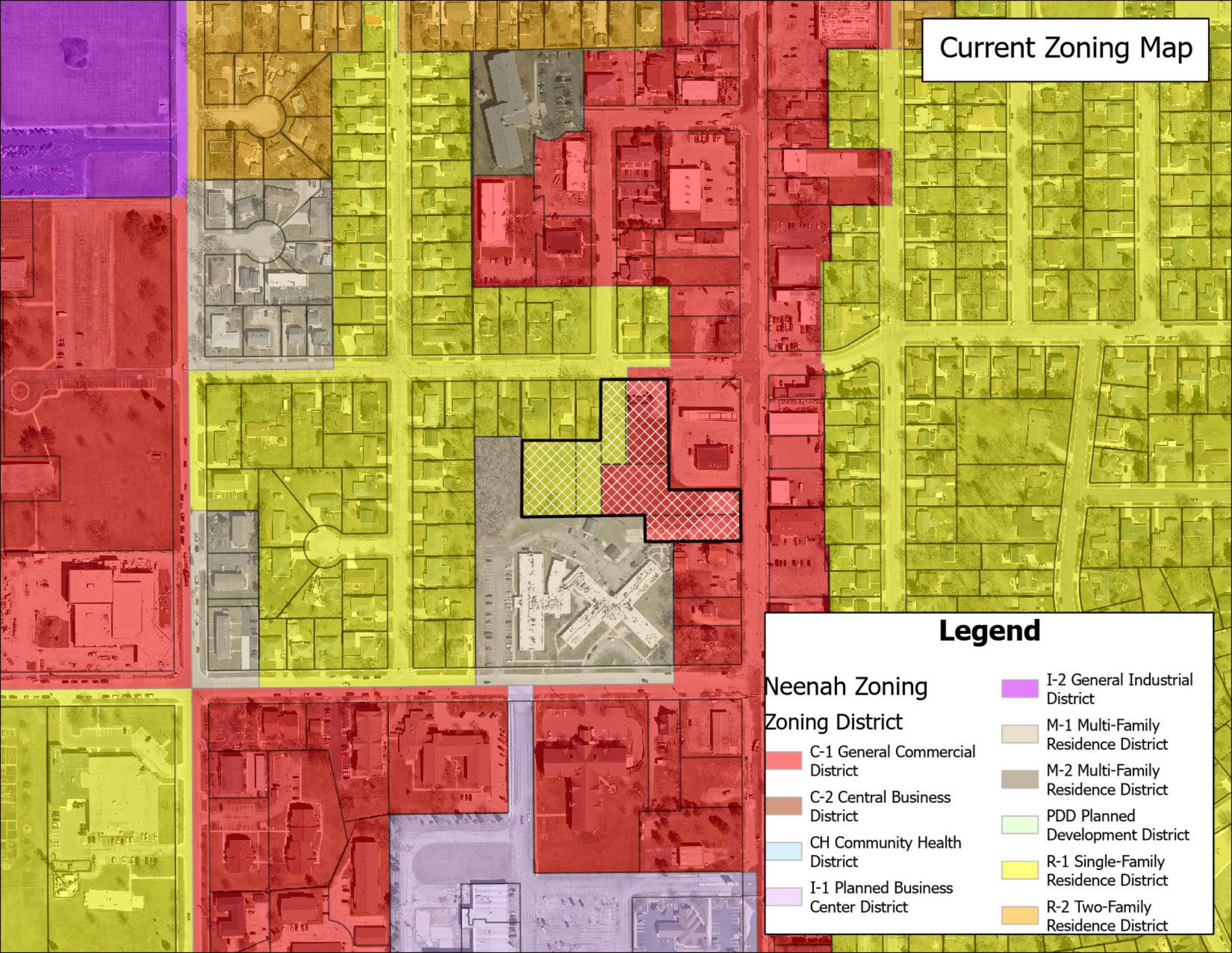
Current Land Use Map



Legend

Shared Parking	Mixed use lodging
Apartments (4-23 Units)	Two-Family or Three-Family Residential
Automotive - other	Office/Medical Offices
Nursing Home/Group Home	Park_Open Space
Gas Station/Convenience Store	Parking - paved
Retail Shopping Centers	School
Municipal/Govt Facility/Community Center	Single-Family Residential
Mfg, Light Industrial, Warehouse	Restaurant/Tavern
	Vacant Land
	Services/Banks/Recreation

Current Zoning Map

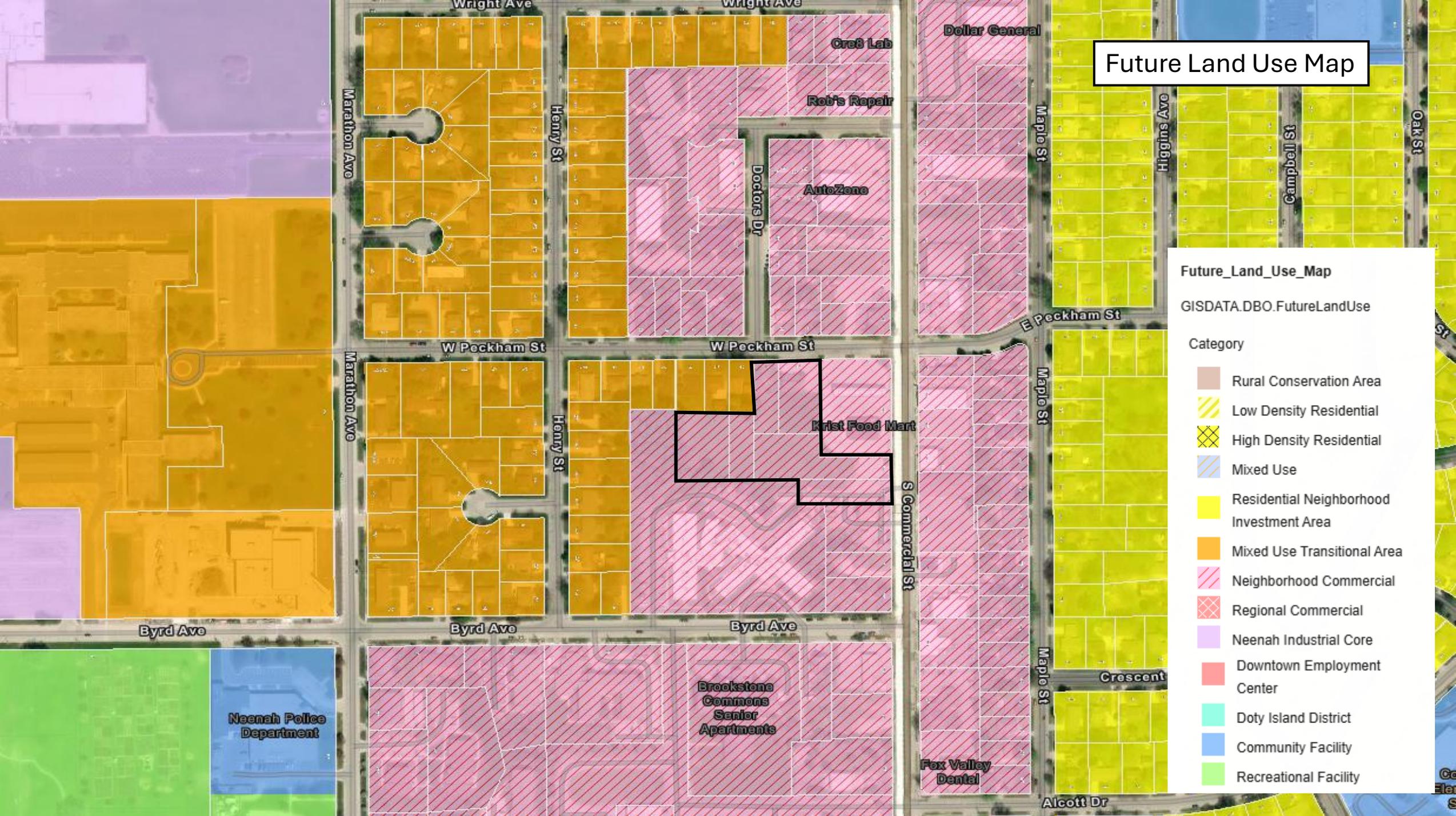


Legend

Neenah Zoning District

	C-1 General Commercial District		I-2 General Industrial District
	C-2 Central Business District		M-1 Multi-Family Residence District
	CH Community Health District		M-2 Multi-Family Residence District
	I-1 Planned Business Center District		PDD Planned Development District
			R-1 Single-Family Residence District
			R-2 Two-Family Residence District

Future Land Use Map



Future_Land_Use_Map
GISDATA.DBO.FutureLandUse

Category

- Rural Conservation Area
- Low Density Residential
- High Density Residential
- Mixed Use
- Residential Neighborhood Investment Area
- Mixed Use Transitional Area
- Neighborhood Commercial
- Regional Commercial
- Neenah Industrial Core
- Downtown Employment Center
- Doty Island District
- Community Facility
- Recreational Facility