



AGENDA
PLAN COMMISSION
Tuesday, February 11, 2020 at 6:30 p.m.
Common Council Chambers, 224 East Jefferson Street

Mayor Jeannie Hefty, Chairman
Tom Preusker, Aldermanic Representative
Bob Grandi, Aldermanic Representative
Chad Redman, Commissioner
Andy Tully, Commissioner
John Ekes, Commissioner
Art Gardner, Commissioner
Mattea Chamberlin, Student Representative

1. Call to Order
2. Roll Call
3. Approval of the minutes of January 14, 2020
4. Letters and Communications: None
5. Citizen Comments
6. Old Business: None
7. New Business:
 - A. Public Hearing to hear public comments regarding a Conditional Use application from Erin Murphy for property located at 257 Kendall Street, to allow for residential quarters on the lower level.
 - B. Consideration to approve a Conditional Use application from Erin Murphy for property located at 257 Kendall Street to allow for residential quarters on the lower level, subject to Graef's memorandum to the Plan Commission.
 - C. Consideration to approve the 2019 Housing Affordability Report.
8. Adjournment

***Note:** If you are disabled and have accessibility needs or need information interpreted for you, please call the City Clerk's Office at 262-342-1161 at least 24 hours prior to the meeting.*

***Note:** Notice is hereby given that a majority of the members of the Common Council may be present at the meeting. Although this may constitute a quorum of the Council, the Council will not take any action at this meeting.*



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Minutes
City of Burlington Plan Commission
January 14, 2020, 6:30 p.m.

Alderman Bob Grandi called the Plan Commission meeting to order at 6:30 p.m. Roll call: Alderman Tom Preusker; Commissioners Andy Tully; John Ekes; and Art Gardner were present. Mayor Jeannie Hefty and Commissioner Chad Redman were excused. Student Representative Mattea Chamberlin was present.

APPROVAL OF MINUTES

Commissioner Ekes moved, and Alderman Preusker seconded to approve the minutes of December 10, 2019. All were in favor and the motion carried.

LETTERS & COMMUNICATIONS

None

CITIZEN COMMENTS

None

OLD BUSINESS

None

NEW BUSINESS

A. Consideration to recommend approval to the Common Council of a Rezone Map Amendment application from Davel Engineering & Environmental on behalf of the Franciscan Friars for property located at 2457 Browns Lake Drive to rezone all of Lot 2 from I-1, Institutional District to Rm-3, Low Density Multi-Family Residential District, subject to Graef's memorandum to the Plan Commission.

- Alderman Grandi opened this item for discussion.
- Tanya Fonseca, Graef, explained the owner wants to rezone to clean up the zoning on the properties.
- Alderman Preusker asked what the plans are for the property. Brian Bangart, representative for the owner, stated they cannot manage the property by themselves, so by sectioning off the property it will be easier to sell. Mr. Bangart further stated part of the property will be sectioned off for new senior apartments that will mirror the existing 49-unit apartments, assisted living, and unsure about the remaining property.
- The Commissioners decided after discussion the applicant shall choose a more appropriate zoning for this property. The Commissioners suggested staff help in determining what the appropriate zoning be after talking to the buyers regarding the use for the property.

- There were no further comments.

Alderman Preusker moved, and Commissioner Ekes seconded to table the Rezone Map Amendment until after having a discussion with the owners regarding the determination of the proper zoning for what is being used.

All were in favor and the motion carried.

B. Consideration to recommend approval to the Common Council of a Certified Survey Map Amendment from Davel Engineering & Environmental on behalf of the Franciscan Friars for property located at 2457 Browns Lake to subdivide one parcel into three parcels, subject to Graef's and Kapur & Associates' memorandums to the Plan Commission.

- Alderman Grandi opened this item for discussion.
- There were no comments.

Commissioner Tully moved, and Commissioner Gardner seconded to table the Certified Survey Map until the zoning is ultimately figured out.

All were in favor and the motion carried.

C. Consideration to recommend approval to the Common Council of a Rezone Map Amendment application from Erin Murphy for property located at 257 Kendall Street to rezone the property from I-1, Institutional District to B-3, Professional Office District, subject to Graef's memorandum to the Plan Commission.

- Alderman Grandi opened this item for discussion.
- Ms. Fonseca explained this was an older church, and has been readapted for a different use overtime. Ms. Fonseca further explained the applicant would like to rezone the property to B-3, and even though it is considered spot zoning, it still coexists with the residential area. The applicant intends on having residential quarters on the lower floor of the building, and will apply for a Conditional Use Permit at a future meeting.
- Commissioner Ekes asked the applicant if having only one access off of Kendall Street would be an issue. Erin Murphy, applicant, replied no that is not a problem.
- There were no further comments.

Commissioner Gardner moved, and Commissioner Ekes seconded to recommend approval of a Rezone Map Amendment.

All were in favor and the motion carried.

ADJOURNMENT

Commissioner Tully moved, and Alderman Preusker seconded to adjourn the meeting at 7:04 p.m.

All were in favor and the motion carried.

Recording Secretary
Kristine Anderson
Administrative Assistant



PLAN COMMISSION

ITEM NUMBER: 7A

DATE: February 11, 2020

SUBJECT: A Public Hearing for a Conditional Use application at 257 Kendall Street.

SUBMITTED BY: Megan Watkins, Assistant City Administrator/Zoning Administrator

PROJECT/SCOPE:

A Public Hearing has been scheduled to hear comments and concerns from the public regarding a Conditional Use application from Erin Murphy for property located at 257 Kendall Street. This property was recently rezoned to B-3, Professional Office District from the I-1, Institutional District at the January 14, 2020 Plan Commission meeting. The applicant plans to purchase the property to allow for residential quarters on the lower level for the owner, which is a Conditional Use in the B-3, Professional Office District.

ZONING:

This parcel is zoned B-3, Professional Office District.

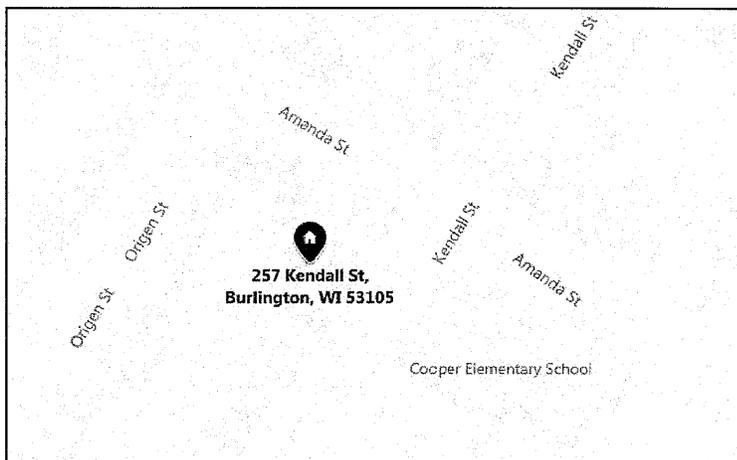
RECOMMENDATION:

N/A

TIMING/IMPLEMENTATION:

This item is for a Public Hearing at the February 11, 2020 Plan Commission meeting and will be for discussion the same night.

MAP:



THE PLAN COMMISSION IN AND FOR THE CITY OF BURLINGTON

Notice of Hearing on
Proposed Conditional Use Permit
B-3, Professional Offices District

TO WHOM IT MAY CONCERN:

NOTICE is hereby given that the Plan Commission of the City of Burlington, Racine County, Wisconsin, will conduct a hearing to discuss the proposed Conditional Use Permit for:

Owner: Bethel Baptist Church
Applicant: Erin Murphy
Location: 257 Kendall Street
Zoning: B-3, Professional Offices District
Use: To allow for residential quarters for the applicant on the lower level

NOTICE IS FURTHER GIVEN that a hearing on the above-mentioned Conditional Use Permit will be held by the City Plan Commission in the Courtroom of the Police Department, in the City of Burlington on:

TUESDAY, FEBRUARY 11, 2020 DURING THE MEETING OF THE PLAN COMMISSION SCHEDULED TO BEGIN AT 6:30 P.M. OR SHORTLY THEREAFTER

To consider the above Conditional Use Permit and to hear persons in support thereof or opposition thereto.

CITY OF BURLINGTON
PLAN COMMISSION

Dated at Burlington, Wisconsin, 17th day of January, 2020.

Diahnn Halbach, City Clerk

Published in the Burlington Standard Press
January 23rd and January 30th, 2020



PLAN COMMISSION

ITEM NUMBER: 7B

DATE: February 11, 2020

SUBJECT: Consideration to approve a Conditional Use application at 257 Kendall Street.

SUBMITTED BY: Megan Watkins, Assistant City Administrator/Zoning Administrator

PROJECT/SCOPE:

This item is to consider approving a Conditional Use application from Erin Murphy for property located at 257 Kendall Street. This property was recently rezoned to B-3, Professional Office District from the I-1, Institutional District at the January 14, 2020 Plan Commission meeting. The applicant plans to purchase the property to allow for residential quarters on the lower level for the owner, which is a Conditional Use in the B-3, Professional Office District.

ZONING:

The parcel is zoned B-3, Professional Office District.

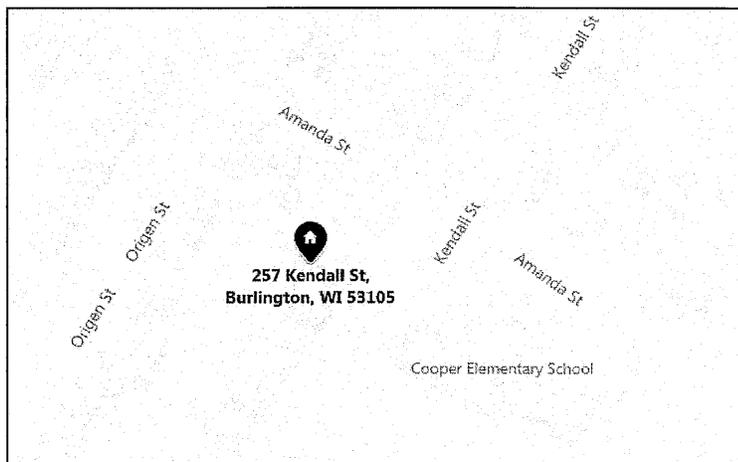
RECOMMENDATION:

Graef recommends approval of this Conditional Use, subject to items listed in the December 2, 2019 memorandum.

TIMING/IMPLEMENTATION:

This item is for consideration at the February 11, 2019 Plan Commission meeting. No further action is necessary.

MAP:





collaborāte // formulāte // innovāte

MEMORANDUM

TO: Plan Commission
City of Burlington

FROM: GRAEF
Tanya Fonseca, AICP

DATE: February 6, 2020

SUBJECT: Review of an Application for a Conditional Use Permit to Utilize a Property Zoned "B-3 Professional Office District" as a Residential Quarters, in addition to a Permitted Use

A. PURPOSE

Consider for approval an application for a Conditional Use Permit to utilize a property zoned "B-3 Professional Office District" as a residential quarters, in addition to a permitted use as a photography studio

B. RECOMMENDATION

Based upon the review of the submitted materials, GRAEF recommends that the Plan Commission approves the:

- 1) Application for a Conditional Use Permit from Erin Murphy of 148 Kings Court, Burlington, WI 53105 for parcel 206-03-19-32-581-310 located at 257 Kendall Street to utilize the property as a residential quarters as a conditional use, in addition to a permitted use as a photography studio.

C. BACKGROUND

The structure at 257 Kendall Street was built as a church and has operated as a church use until recently – Bethel Baptist Church. The Applicant intends to use 257 Kendall Street as a studio for photography and residential quarters for the property owner. The property was recently rezoned to "B-3 Professional Office District" from "I-1 Institutional District" to facilitate the future use of the structure as the photography studio. A Conditional Use Permit is required for the property owner to also use the property as a residential quarters for the owner/proprietor.

D. COMPLIANCE TO §315-28 “B-3 PROFESSIONAL OFFICE DISTRICT”

The Applicant intends to use 257 Kendall Street as a studio for photography and residential quarters for the property owner. The §315-28 “B-3 Professional Office District” allows for studios for photography as a permitted use, and residential quarters for the owner, proprietor, commercial tenant, employee, or caretaker located in the same building as the business as a conditional use. The property meets the use and dimensional requirements as outlined in §315-28 A-F.

E. COMPLIANCE WITH SECTION 315-130 “CONDITIONAL USE PERMIT”

The Application includes the relevant information required by this section of the Zoning Code.



Racine County Mapbook: <http://arcgis.racinecounty.com/MapBook/>



CITY OF BURLINGTON

Building & Zoning Department
300 N. Pine Street, Burlington, WI, 53105
(262) 342-1163 – (262) 763-3474 fax
www.burlington-wi.gov

**APPLICATION FOR A CONDITIONAL
USE PERMIT**

FOR OFFICIAL USE ONLY
Date Filed 12/26/19
Received by MW

Conditional Use Permit - \$500 Deposit +/- Actual cost

Instructions: Applications are to be filed with the Zoning Administrator, who shall refuse applications that are not complete or that are not legible.

NAMES AND ADDRESSES

Applicant Erin F. Murphy

Phone No. 262.210.6849

Applicant's Address 148 Kings Ct. Burlington WI 53105

Applicant's Email Address eweber5@wi.rr.com

Owner of the site Bethel Baptist Church

Phone No. _____

Owner's address _____

DESCRIPTION OF THE SUBJECT SITE

Business name N/A

Address 257 Kendall

Or if no address exists: Parcel Identification No. _____

Existing Zoning classification B-3

Description of the proposed use residential quarters for owner

Number of employees / Hours of operation N/A

ATTACHMENTS –

THE FOLLOWING ITEMS MAY NEED TO BE ATTACHED TO THIS APPLICATION:

PLAT OF SURVEY – prepared by a registered land surveyor showing the location, boundaries, elevations, uses and size of the following: subject site; existing and proposed structures; existing and proposed easements, streets and other public ways; off-street parking, loading areas and driveways; existing highway access restrictions; existing and proposed street, side and rear yards. In addition, the plat of survey shall show the location, elevation, and use of any abutting lands and their structures within (40) feet of the subject site.

If municipal sewage service or water service is not available, a plan shall be approved by the City Engineer who shall certify in writing that satisfactory, adequate and safe sewage disposal and/or a safe supply of water, is possible on the site as proposed by the plan in accordance with applicable local, county and state board of health regulations.

Additional information

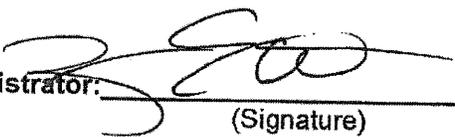
Reason for requesting a Conditional Use:

Owner residential quarters
on lower level

Certificate – I hereby certify that all the preceding statements and attachments submitted hereto are true and correct to the best of my knowledge and belief.

Applicant	<u>Erin Murphy</u> (Signature)	<u>Erin Murphy</u> (Print)
Owner	<u>Raymond E. Ziebell</u> (Signature)	<u>Raymond E. Ziebell</u> (Print)
Date:	<u>12/27/2019</u>	Date application Filed: _____

- Applications will not be processed without the property owner's signature.
- Permit may be revoked without notice if misrepresentation of any of the above information or attachments is found to exist.
- Permit is Null and Void if issued in error. It is understood that any permits issued on this application will not grant any right or privilege to erect any structure or to use any premises for any purpose that is prohibited by the Zoning Ordinance or any other state or local laws.
- Changes in the plans or specifications submitted in the original application shall not be made without prior written approval of the Zoning Administrator.

Zoning Administrator: 
(Signature)

Date: 12/26/19



PLAN COMMISSION

ITEM NUMBER: 7C

DATE: February 11, 2020

SUBJECT: Consideration to approve the 2019 Housing Affordability Report.

SUBMITTED BY: Megan Watkins, Assistant City Administrator/Zoning Administrator

PROJECT/SCOPE:

In 2018, Wisconsin Legislature enacted 2017 Wisconsin Act 243 that created two new reporting mandates that municipalities over 10,000 in population must comply with by January 1, 2020. The reports, a Housing Affordability Report and a New Housing Fee Report, must then be updated annually no later than January 31.

Housing Affordability Report

Section 66.10013 of the Wisconsin Statutes sets forth the requirements for housing affordability reports. The Statutes require municipalities to report on development activity and analyze the impact of their residential development regulations on the cost of developing new housing. The report shall contain all of the following:

- The number of subdivision plats, certified survey maps, condominium plats, and building permit applications approved in the prior year.
- The total number of new residential dwelling 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.
- A list and map of undeveloped parcels in the municipality that are zoned for residential development.
- A list of all undeveloped parcels in the municipality that are suitable for, 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.
- An analysis of the municipality's residential development regulations, such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures. The analysis shall calculate the financial impact that each regulation has on the cost of each new subdivision. The analysis shall identify ways in which the municipality can modify its construction and development regulations, lot sizes, approval processes, and related fees to do each of the following:
 1. Meet existing and forecasted housing demand.
 2. Reduce the time and cost necessary to approve and develop a new residential subdivision in the municipality by 20 percent.

Section 66.10013 of the Statutes further requires the City to post the report on a dedicated webpage titled "Housing Affordability Analysis."

Southeastern Wisconsin Regional Planning Commission (SEWRPC) provided the City with assistance with preparing housing affordability report, which included analyzing Burlington's residential development regulations, such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures.

ZONING:

N/A

RECOMMENDATION:

Staff recommends approval of this The Housing Affordability Report

TIMING/IMPLEMENTATION:

This item is for consideration at the February 11, 2019 Plan Commission meeting. No further action is necessary.

MAP:

N/A

CITY OF BURLINGTON HOUSING AFFORDABILITY REPORT: 2019

**PRELIMINARY DRAFT
December 2019**

RACINE COUNTY WISCONSIN

Chapter 1 Introduction

1.1 PURPOSE OF THE REPORT

In 2018, the Wisconsin Legislature enacted legislation that requires cities and villages with populations of 10,000 people or more to prepare a housing affordability report. Per Section 66.10013 of the *Wisconsin Statutes*, the report needs to include data regarding development activity in the municipality and an analysis of the how the municipality's land use regulations impact the cost of housing. The report needs to be posted on the municipality's website and updated annually no later than January 31. The City of Burlington, with a population of over 10,600, is required to prepare, post, and update a report per the *Statute*.

The housing affordability report relates to the implementation of the housing element of a municipality's comprehensive plan. Wisconsin's comprehensive planning law, set forth in Section 66.1001 of *Wisconsin Statutes*, requires cities, villages, towns, and counties that engage in land use regulation to adopt a comprehensive plan with nine elements, including a housing element. The comprehensive planning law requires the housing element to include a compilation of goals, objectives, policies, and programs intended to provide an adequate housing supply that meets the community's existing and forecasted housing demand. This includes policies and programs that promote the development of a range of housing choices for people of all income levels, age groups, and needs. The comprehensive planning law also requires the housing element to include a wide range of data regarding the community's housing stock.

As part of assessing housing element implementation, Section 66.10013 of the *Statutes* requires the affordability report to include the following data:

- The number of subdivision plats, certified survey maps (CSM), condominium plats, and building permit applications approved in the prior year.
- The total number of new residential dwellings units proposed in all subdivision plats, CSMs, condominium plats, and building permit applications approved in the prior year.
- A list and map of undeveloped parcels that are zoned for residential development.
- A list of all undeveloped parcels that are suitable for, but not zoned for, residential development, including vacant sites and sites that have the potential for redevelopment. A description of the zoning requirements and availability of public facilities and services for each property needs to be included.

The *Statute* also requires the affordability report to include an analysis of the City's residential development regulations, such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures. The analysis needs to assess the financial impact the regulations have on the cost of developing a new residential subdivision. The analysis also needs to identify ways the City can modify its construction and development regulations, lot sizes, approval processes, and related fees to meeting existing and forecasted housing demand and reduce the time and cost necessary to approve and develop a new subdivision by 20 percent.

The City has requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to assist with the analyses required by the *Statute*. Regional housing plan¹ recommendations were used as the basis of the required analyses, where applicable. In addition to the analyses required by the *Statute*, SEWRPC staff also conducted an analysis of the City's residential development regulations as they relate to the development of multifamily housing. Regional housing plan recommendations were also used as the basis for the multifamily housing analysis. In addition, SEWRPC provided existing housing stock and demographic data, household and employment forecasts, and analyses from the regional housing plan (such as the regional job/housing balance analysis) to assist with determining existing and forecast housing demand.

1.2 COMMUNITY OVERVIEW

The City of Burlington is located in Racine County along the Fox and White Rivers. As noted on the City's website, over 300 hundred businesses are located in Burlington, including large industrial businesses, outlying shopping centers with big box stores, and the many retail and service businesses in the City's downtown.

The historic downtown is considered the heart of the City. The walkable downtown is filled with visitors, residents, students, and professionals who create a positive energy and make the downtown a sought-after location for young professionals and families to live and work. The City is also home to significant open space and recreational areas, which are highlighted by the Riverwalk where visitors and residents can walk or bike along the Fox River.

¹ *The regional housing plan is documented in SEWRPC Planning Report No. 54, A Regional Housing Plan for Southeastern Wisconsin: 2035, March 2013.*

In addition, Burlington offers opportunities for business growth because of its convenient location between Milwaukee and Chicago and its array of highway and rail options for transporting goods and services to a broad base of clientele. As reflected by the City's existing land use data presented in Chapter 2, the City includes a mix of residential uses with significant areas of commercial and industrial development. The City includes a major economic activity center identified in VISION 2050, the regional land use and transportation plan,² which is envisioned to have more than 3,500 jobs in the future. This future regional economic center is comprised largely of two major business parks that span more than 150 acres, the Burlington Industrial Park and the Burlington Manufacturing and Office Park. Business growth may be further fueled by the educational opportunities offered by Gateway Technical College's Burlington Center and Health and Emergency Response Occupations (HERO) Center.

These characteristics have established the City as the commercial hub for Western Racine County and positioned the City for future economic and residential growth.

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² *VISION 2050 is documented in SEWRPC Planning Report No. 55, A Regional Land Use and Transportation Plan for Southeastern Wisconsin, July 2016.*

Chapter 2 Existing Conditions

Note: Map and tables are presented at the end of the Chapter.

2.1 INTRODUCTION

Information regarding existing conditions with respect to land use, housing stock, and the demographic and economic base is essential to determining the existing and forecast demand for housing in the City of Burlington. This chapter presents a summary of existing land use data developed by SEWRPC and demographic and economic data compiled from the U.S. Census.

2.2 EXISTING LAND USE INVENTORY

The land use inventory is one of the regional inventories completed by SEWRPC to monitor urban growth and development in the Region. The inventory places all land and water areas of the Region into one of 65 discrete categories, providing a basis for analyzing specific land uses at the regional and community levels. The most recent regional inventory was carried out based on aerial photography taken in spring of 2015. Existing land use for the City of Burlington is shown on Map 2.1 and presented in Table 2.1.

Developed Land

Developed land, as defined by VISION 2050, consists of land that has been developed for residential; commercial; industrial; transportation, communication, and utility; governmental and institutional; and recreational uses. About 56 percent of the land in the City of Burlington is developed with these uses.

Residential land uses encompass about 32 percent of the developed land in the City. Much of the residential land consists of single-family homes, although there is a mix of single-family and multifamily dwellings in the City because of the greater density of multifamily development. Commercial and industrial uses also encompass a significant amount of the developed land in the City. This is one indicator that the City has a large employment base, which means ensuring that there is an adequate supply of housing for the City's workforce is an important consideration for the City in land use regulation activities. In addition, over 4 percent of the City's developed land is devoted to recreational uses.

Undeveloped Land

Undeveloped land in the City consists largely of surface water and natural resources such as wetlands and woodlands. As shown on map 2.1, there is also a significant amount of land still in agricultural use within the City boundaries. In addition to the undeveloped land that is devoted to natural resources and agricultural use, there are also almost 670 acres of unused and other open land. About 147 acres of the unused open land are further categorized in the extractive category. Much of the rest of the unused and open land is located on the outer edges of the City. As discussed in Chapter 3, the land in agricultural use and neighboring unused and open land provides residential development opportunities within the existing City boundaries.

2.3 INVENTORY OF EXISTING HOUSING STOCK

The characteristics of the City's existing housing stock have been inventoried to help determine the number and type of housing units that will best suit the current and future needs of Burlington's residents per the requirements of Section 66.10013 of the *Wisconsin Statutes*. The inventory was compiled using 2013-2017 American Community Survey (ACS)¹ data from the U.S. Census Bureau. The inventory includes:

- Total housing units by tenure
- Vacancy rate by tenure
- Value of owner-occupied housing units
- Monthly housing costs by tenure
- Structure type
- Number of bedrooms
- Year built
- Subsidized housing units

Total Housing Units

The number and tenure (owner- and renter-occupied) of existing housing units is a necessary baseline inventory item in determining existing housing demand and forecasting the future housing demand in the City. According to the ACS data, there are a total of 4,772 housing units in the City. About 55 percent of the units are owner-occupied and about 39 percent are renter-occupied. The other 6 percent are vacant.

¹ *The ACS is intended to be a nationwide, continuous survey designed to provide communities with a broad range of timely demographic, housing, social, and economic data; however, the data may have a relatively large margin of error due to limited sample size.*

As shown in Table 2.2, Burlington has a higher renter-occupancy rate than Racine County, the Region, or the State.

Vacancy

Another key housing supply inventory item is the vacancy rate of owner- and renter-occupied housing units. Some vacancies are necessary for a healthy housing market. The standard historically used by the U.S. Department of Housing and Urban Development (HUD) recommends that an area have a minimum overall vacancy rate of 3 percent to ensure adequate housing choices, and further recommends that an area have a homeowner housing unit vacancy rate of between 1 and 2 percent and a rental housing unit vacancy rate of between 4 and 6 percent.

Homeowner and rental vacancy rates for Burlington, Racine County, the Region, and the State are presented in Table 2.3. As noted in the previous section, the overall vacancy rate in the City is 6 percent, which is higher than the HUD standard. However, the homeowner and rental vacancy rates are lower than the range recommended by HUD, and are lower than the vacancy rates in the Region and the State. The home-owner vacancy rate in the City is about the same as Racine County as a whole; however, the rental vacancy rate in the City is significantly lower than Racine County. The City does have a large number of vacant units that fall into the seasonal and other categories of vacancies, which accounts for the high overall vacancy rate.

Value of Owner-Occupied Housing Units

The value of owner-occupied housing units for the City, County, Region, and State is presented in Table 2.4. The median value of owner-occupied housing units in Burlington is \$170,900 according to the ACS data. This is higher than the median value in the County, about the same as the median value in the State, and lower than the median value in the Region. At 29 percent, the City does have a lower percentage of owner-occupied homes valued below \$150,000 compared to the County, Region, and State, which may make it difficult for moderate income households to purchase a home in the City.

Monthly Housing Costs by Tenure

Monthly housing costs for owner-occupied and rental housing units were inventoried as another indicator of whether there is an adequate supply of housing that may be affordable to a wide range of households in the City. Tables 2.5 through 2.7 present information regarding monthly housing costs for homeowners with a mortgage, homeowners without a mortgage, and renters for the City, County, Region, and State. The median monthly costs for homeowners with a mortgage (\$1,558) in the City is about the same as the Region

and somewhat higher than the County and the State. Monthly housing costs for renters (\$905) in the City are somewhat higher than in the County, Region, and State.

The City also has a relatively low percentage of homeowners with a mortgage paying below \$1,500 a month for housing compared to the County and the State and a relatively low percentage of renters paying below \$1,000 a month for housing compared to the County, Region, and State. As discussed in Section 2.4, the somewhat higher cost of housing for homeowners and renters could be an indicator of a need for more workforce housing in the City.

Structure Type

Structure type, or residential building type, is one of the most important considerations in providing market-rate housing that may be more affordable to a wider range of households. The most affordable market-rate housing tends to be multifamily housing, such apartment buildings, while single-family homes tend to be less affordable. Table 2.8 presents the number of units by structure type in the City, County, Region, and State. About 63 percent of the housing units in the City are single-family homes, about 9 percent are in two-family buildings, and about 28 percent are in multifamily buildings.

Burlington has a higher percentage of multifamily housing units than the County, Region, or State. Although rental costs in Burlington are somewhat high compared to the rest of Racine County and the Region, they are substantially lower than costs for homeowners with a mortgage. This makes multifamily buildings an important source of housing for those working in the City (multifamily dwellings are more likely to be rental units than single-family homes). In addition, as additional multifamily units are developed in the City, the importance of existing multifamily units as a source of workforce housing may continue to increase.

Number of Bedrooms

The number of bedrooms in a housing unit is an important consideration in providing housing that is best suited for the City's current and future housing needs. Most of the housing units in the City have either two bedrooms (24 percent) or three bedrooms (46 percent), which could provide housing choices for both aging households and households with children.

Year Built

The age of the housing stock provides some insight into the character and condition of the existing units in the City. It can be assumed that more housing units may need to be rehabilitated or replaced as the overall housing stock of the City ages. About 51 percent of the City's housing units were built after 1970,

about 20 percent of the units were built between 1950 and 1970, and about 29 percent of the units were built before 1950. This indicates that much of the City's housing stock should generally be in good condition for some time; however, there may be some aging units in need of rehabilitation or replacement.

Subsidized Housing

Burlington is home to a significant amount of commercial and industrial development, including a major economic activity center identified in VISION 2050. As a result, providing an adequate amount of workforce housing is a key consideration in meeting existing and forecast housing demand in the City.

The Low Income Housing Tax Credit (LIHTC) Program has become the primary source of government assistance for new subsidized housing units. The LIHTC Program is an indirect subsidy that is used to provide an incentive for developers to construct or rehabilitate affordable rental housing for low- and moderate-income households. LIHTC developments typically reserve a number units for households with incomes of about 60 percent of the County median income. Currently, there are four developments with 119 affordable units located in the City. Three of the developments have a combined total of 71 family units, which are an important source of affordable workforce housing. The units in the Spring Brook Senior Apartments are generally reserved for non-family households. Additional developments with family units could help to expand the City's workforce housing stock in the future.

The U.S. Department of Housing and Urban Development (HUD) Section 8 Housing Choice Voucher Program is a major source of government assistance for very low-income households; however, there is typically a much greater demand for vouchers than supply.

2.4 DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS

This section includes information regarding the population, household, and economic characteristics of the City of Burlington, which, along with the existing housing stock data presented in Section 2.3, are crucial for discussing housing demand. Similar to the existing housing stock data, the population, household, and economic information was compiled using the 2013-2017 ACS. The information includes:

- Total population
- Age distribution
- Race/ethnicity composition
- Household size

- Household type
- Group quartered population
- Employment status
- Occupation
- Household income
- Poverty status
- Housing cost burden
- Affordability based on county median income

Demographic Characteristics

Understanding the demographic characteristics of the City's population such as age, household size, and household type is important in determining the types of housing that will best suit the City's current and future residents.

Total Population

Burlington has a population of 10,652 according to the 2013-2017 ACS, and 10,924 according to the Wisconsin Department of Administration 2019 estimate. The City of Burlington was incorporated as the Village of Burlington in 1886 and a City in 1900. Table 2.9 presents historical data regarding Burlington's population since 1900. Both Burlington and Racine County experienced significant amounts of growth between 1950 and 1970, and have continued to experience steady population growth since. The Region and State have also experienced modest population growth since 1970, with the State growing at a faster pace than the Region.

As discussed further in Chapter 3, there are significant opportunities for residential development and redevelopment within the City. These opportunities for residential development, coupled with forecast economic growth in the City and Racine County, will likely result in significant population growth in the coming decades. This is reflected in the City's population projection presented in the year 2035 Multi-Jurisdictional Comprehensive Plan for Racine County and the VISION 2050 forecast population for Burlington, which are discussed further in Section 3.5 of Chapter 3.

Age Distribution

The age distribution of the City's population has important implications on housing. Table 2.10 presents the current age distribution of the City's population. About 15 percent of the City's population is age 65 and above, which is about the same as the rest of Racine County, the Region, and the State. At about 28

percent, the City does have a slightly higher percentage of residents 19 years of age and below compared to the County, Region, and State. This is particularly true when looking at the population of the City that is below the age of five. This may result in demand for a variety of housing types and sizes, including housing suited to an aging population and housing suited to growing families.

Multifamily housing may benefit the City's aging households because it requires less up-keep than single-family housing, the units are typically one level, and Federal and State fair housing laws require that most multifamily housing units built after the early 1990s include basic accessibility features for people with disabilities. In addition, modest single-family home sizes may benefit the City's aging households because they require less up-keep than larger homes. Single-family homes and multifamily units with three or more bedrooms may benefit the City's growing families.

Race/Ethnicity Composition

Table 2.11 presents the racial and ethnic composition of Burlington, Racine County, the Region, and the State. The non-Hispanic White population share of the City's total population is about 88 percent and the minority share of the City's population is about 12 percent. The County, Region, and State each have a higher share of minority population than the City.

Total Households

An understanding of household data is critical because households are the unit of consumption for housing units and relate directly to the demand for housing in the City. A household includes all people who occupy a housing unit. A housing unit is defined by the U.S. Census Bureau as a house, apartment, mobile home, group of rooms, or single room occupied or intended for occupancy as separate living quarters. According to the ACS data, there are 4,498 households in the City. The City's average household size has been declining since the 1970's, which follows regional, State, and nationwide trends.

Household Size

Table 2.12 presents information on average household size as well as number of people per household by tenure. The average household size in the City is 2.34 people, which is somewhat smaller than Racine County, the Region, and the State. Table 2.12 also shows that the average household size is significantly smaller for renter-occupied housing (2.11 people per household) than for owner-occupied housing (2.49 people per household), which follows County, Region, and State trends.

Household Type

Table 2.13 presents information on household type in Burlington. The percentage of family households in the City is lower than in the County, Region, or State. However, the percentage of family households with children present in the City is about the same as the County and slightly higher than the Region or State.

Group Quartered Population

In addition to people living in traditional housing units, Burlington has almost 150 residents living in group quarters. The group quartered population in Burlington consists mainly of nursing home residents.

Economic Characteristics

Similar to understanding the demographic characteristics of the City's population, understanding the economic characteristics of the City's population is necessary to determining the types of housing that will be best suited to the City's current and future residents.

Employment Status

The employment status data available from the 2013-2017 ACS incorporates data from across that time period and generally does not reflect the historically low unemployment rates that have been seen in the Region, State, and Nation for the last few years. Taking this into account, the 2013-2017 ACS reports that the unemployment rate in Burlington is 3.6 percent, which is still very low. In addition to a low unemployment rate, a relatively high percentage of the City's working age population is participating in the labor force at 71 percent. This compares to about 64 percent of working age residents in Racine County and about 67 percent of Region and State working age residents. These statistics may be a reflection of the presence of a significant amount of commercial and industrial development in Burlington.

Occupation

Along with employment status, the occupational makeup of the City's population is a determining factor in household income and the ability of Burlington's residents to afford housing in the City. As shown in Table 2.14, the Sales and Office; Production, Transportation, and Material Moving; and Management, Business, and Financial occupation sectors are the three largest among City residents. The Management, Business, and Financial occupation tends to have relatively high wages while the Sales and Office and Production, Transportation, and Material Moving occupations tend to have more moderate wages. This may create a demand for moderate-cost housing in the City. There are also a significant number of workers in lower-wage occupations such as Food Preparation and Serving and Building and Grounds Cleaning and Maintenance living in the City for whom affordable housing may be a concern.

Household Income

Ultimately, the household incomes of those living in Burlington should be considered when determining the demand for various types of housing in the City. The number of households in the City by income range are presented in Table 2.15. Burlington's median annual household income (\$56,055) is slightly lower, but comparable to Racine County (\$58,334), the Region (57,926), and the State (\$56,759). This indicates that a significant number of households in the City may benefit from housing choices that may be affordable to a wide-range of household incomes as development decisions are made moving forward.

Table 2.15 shows that almost 1,777 households, or about 40 percent of households in the City, have annual incomes below \$45,000. According to the results of a cost of housing development analysis completed for the regional housing plan (adopted by SEWRPC in 2013), households with incomes below \$45,000 could benefit from additional multifamily housing. Another 1,273 households in the City have incomes between \$45,000 and \$75,000. The regional housing plan analysis found that households with incomes in this range could benefit from modest single-family homes on lots of 10,000 square feet or less. As discussed further in Chapter 3, City land use regulations allow for these types of development, and there are several development and redevelopment opportunities within the City.

Poverty Status

There are also slightly over 1,000 people experiencing poverty in the City according to the ACS data. This represents about 10 percent of the City's population, which is somewhat lower than the County (12 percent), Region (about 14 percent), and State (about 12 percent). Individuals and families experiencing poverty would benefit from housing assistance; however, obstacles to assistance exist as identified under the Affordability based on County Median Income discussion at the end of this section.

Housing Cost Burden

Table 2.16 presents ACS data regarding households with a high housing cost burden in the City, County, Region, and State. A household is considered cost burdened when monthly housing costs exceed 30 percent of gross household income. Table 2.16 shows that the percentage of homeowners (about 18 percent) with a cost burden in the City is lower compared to that of the County, Region, and State; however, the percentage of renters (about 53 percent) is higher than that of the County, Region, and State. Table 2.16 also shows that renters are much more likely to be cost burdened than homeowners regardless of whether it is at the City, County, Region, and State levels.

Affordability based on County Median Income

A number of Burlington's low-income households may benefit from housing assistance programs. Low-income households are typically defined as households with incomes of 80 percent or less of area median income (AMI), and can be further defined as extremely low-income households (30 percent or less) or very low-income households (30 to 50 percent). When discussing eligibility for various housing assistance programs, AMI typically refers to the median income of the county where a community is located.

When using Racine County as the basis for AMI, there could be over 1,000 households currently residing in Burlington that have annual incomes of 50 percent or less of AMI (a common eligibility requirement for many housing assistance programs). As discussed in Section 2.3, the Section 8 Housing Choice Voucher Program is one the most common forms of assistance; however, the demand for vouchers is often greater than supply. As a result, future LIHTC development could be an important source of affordable housing for low-income households. However, units in these developments may not be affordable to the very low- and extremely low-income households in the City.

2.5 CONCLUSIONS

This chapter presents baseline information regarding Burlington's existing land use, housing stock, and demographic and economic base for use in determining existing and forecast housing demand in the City as required by the Section 66.10013 of the *Wisconsin Statutes*. Key conclusions that can be drawn from the information follow.

Land Use

- Opportunities for new residential development may exist on lands in agricultural use and unused and open lands in the City that are not in extractive use. In addition, there are a number of infill development opportunities on vacant single-family residential parcels and a number of sites that may accommodate future multifamily development/redevelopment projects.
- There is a significant amount of commercial and industrial development in the City, which may create a demand for workforce housing in the City.

Housing Stock

- Homeowner and rental vacancy rates are lower than the vacancy rate ranges recommended by HUD.

- Monthly homeowner costs in the City are about the same as the Region and higher than the rest of Racine County and the State. Monthly rental costs are somewhat higher in the City than the County, Region, and State.
- Burlington has a higher percentage of multifamily housing units than the County, Region, or State. Although rental costs in Burlington are somewhat high compared to the rest of Racine County and the Region, they are substantially lower than monthly costs for homeowners with a mortgage.
- Much of the City's housing stock should generally be in good condition for some time; however, there may be some aging units in need of rehabilitation or replacement.
- LIHTC developments could be a source of future workforce housing in the City.

Demographic and Economic Characteristics

- The City's age distribution may result in the demand for a variety of housing types and sizes, including housing suited to an aging population and housing suited to growing families.
- The average household size of the City is somewhat smaller than that of Racine County, the Region, and the State.
- Household income in the City is slightly lower, but comparable to the rest of Racine County, the Region, and the State. There are a number of households in the City that could benefit from new multifamily housing and modest single-family housing based on their income.
- The percentage of homeowners (about 18 percent) with a high housing cost burden in the City is lower compared to that of the County, Region, and State; however, the percentage of renters (about 53 percent) with a cost burden is higher than that of the County, Region, and State.

These conclusions are key elements of the existing and forecast housing demand analyses, which are presented in Chapter 3.

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BRM

Map 2.1
Existing Land Uses in the City of Burlington: 2015

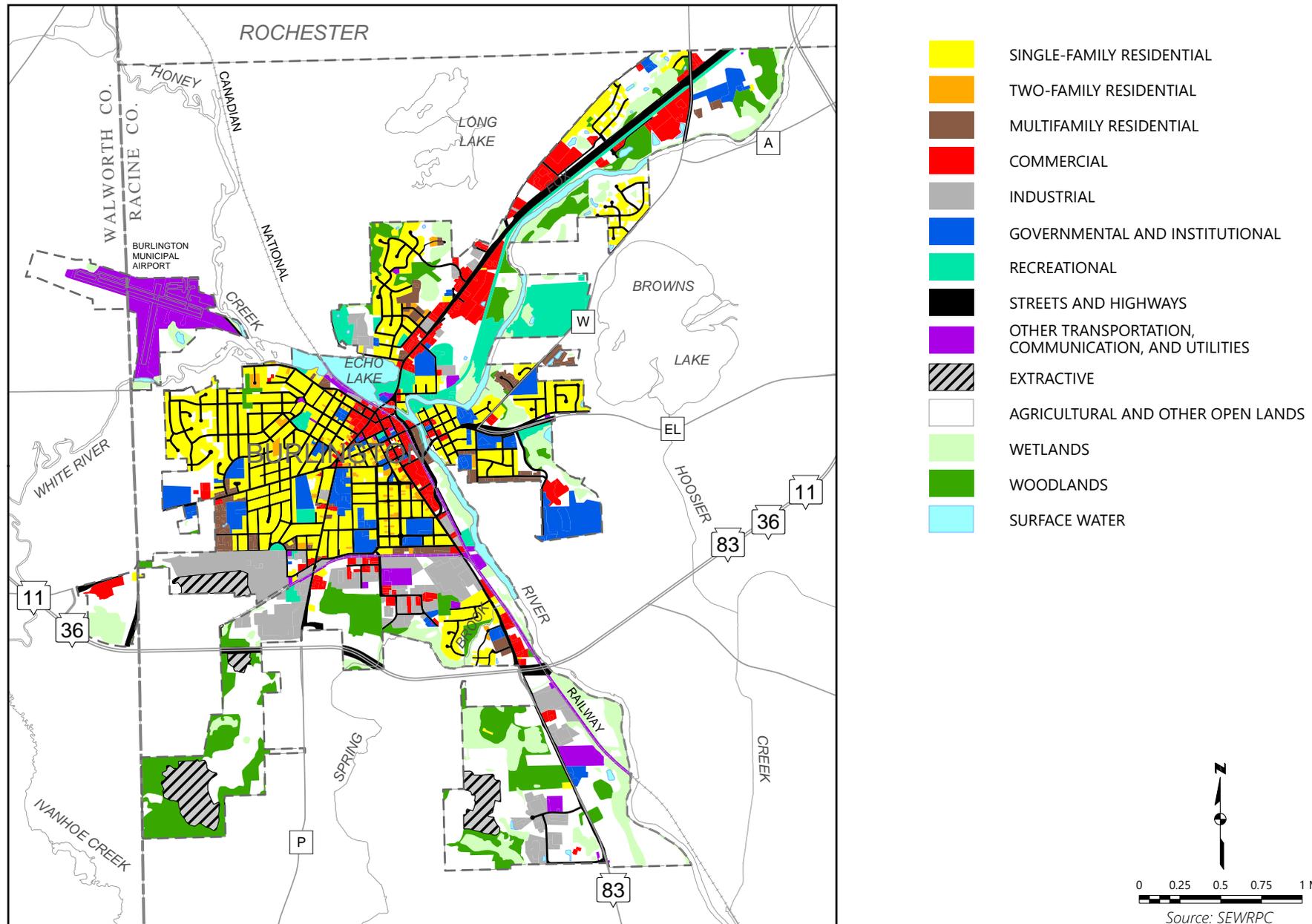


Table 2.1
Existing Land Uses in City of Burlington: 2015

	Land Use Category	Acres	Percent of Total
Developed Land	Residential		
	Single-Family	759	15.6
	Two-Family	36	0.7
	Multifamily	94	1.9
	Mobile Homes	--	--
	Residential Subtotal	889	18.2
	Commercial	258	5.3
	Industrial	341	7.0
	Transportation, Communications, and Utilities	801	16.4
	Government and Institutional	246	5.0
Recreational	214	4.4	
	Developed Land Subtotal	2,749	56.3
Undeveloped Land	Agricultural	460	9.4
	Natural Resource Areas		
	Wetlands	413	8.5
	Woodlands	427	8.7
	Surface Water	159	3.3
	Natural Resources Areas Subtotal	999	20.5
	Unused and Other Open Lands	676	13.8
	Undeveloped Land Subtotal	2,135	43.7
	Total	4,884	100.0

NOTE: Off-street parking is included with the associated use.

Source: SEWRPC

#250994 – Tbl 2.2- Housing Units and Tenure
 BRM/RLR
 11/07/19

Table 2.2
Number of Housing Units and Tenure in the City, County, Region, and State

Area	Owner-Occupied		Renter-Occupied		Vacant		Total	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
City of Burlington	2,650	55.6	1,848	38.7	274	5.7	4,772	100.0
Racine County	52,188	63.3	23,452	28.4	6,857	8.3	82,497	100.0
Region	498,721	56.7	308,274	35.1	72,257	8.2	879,252	100.0
Wisconsin	1,559,308	58.5	769,446	28.8	339,938	12.7	2,668,692	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

#250995 – Tbl 2.3- Vacancy Rates
BRM/RLR
11/07/19

Table 2.3
Housing Vacancy Rates in the City,
County, Region, and State

Area	Homeowner (percent)	Rental (percent)
City of Burlington	0.8	2.1
Racine County	0.9	5.9
Region	1.4	4.7
Wisconsin	1.5	4.8

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

#250996 – Tbl 2.4- Value of Owner-Occupied Housing Units
 BRM/RLR
 11/07/19

Table 2.4
Value of Owner-Occupied Housing Units in the City, County, Region, and State

Value	City of Burlington		Racine County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$50,000	87	3.3	2,133	4.1	22,751	4.6	85,201	5.5
\$50,000 to \$99,999	89	3.4	9,010	17.3	53,556	10.7	219,653	14.1
\$100,000 to \$149,999	592	22.3	11,460	22.0	90,243	18.1	331,800	21.3
\$150,000 to \$199,999	962	36.3	10,041	19.2	99,110	19.9	315,939	20.3
\$200,000 to \$299,999	718	27.1	12,329	23.6	128,054	25.7	350,432	22.5
\$300,000 to \$499,999	132	5.0	5,339	10.2	77,413	15.5	192,366	12.3
\$500,000 to \$999,999	70	2.6	1,654	3.2	23,350	4.7	53,495	3.4
\$1,000,000 or more	--	--	222	0.4	4,244	0.8	10,422	0.6
Total	2,650	100.0	52,188	100.0	498,721	100.0	1,559,308	100.0
Median Value	\$170,900		\$165,200		\$190,700		\$169,300	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.5
Monthly Costs of Owner-Occupied Housing Units with a Mortgage in the City, County, Region, and State

Monthly Cost	City of Burlington		Racine County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$500	--	--	221	0.6	1,854	0.6	10,419	1.0
\$500 to \$999	161	8.5	6,187	17.8	44,513	13.2	204,933	20.3
\$1,000 to \$1,499	695	36.6	12,593	36.3	111,129	32.9	360,465	35.7
\$1,500 to \$1,999	632	33.2	8,980	25.9	93,666	27.7	240,205	23.8
\$2,000 to \$2,499	246	12.9	3,966	11.4	44,658	13.2	104,418	10.3
\$2,500 to \$2,999	101	5.3	1,487	4.3	21,327	6.3	46,104	4.6
\$3,000 or more	67	3.5	1,290	3.7	20,638	6.1	43,208	4.3
Total	1,902	100.0	34,724	100.0	337,785	100.0	1,009,752	100.0
Median Monthly Cost	\$1,558		\$1,433		\$1,561		\$1,399	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

#250998 – Tbl 2.6- Housing Costs without a Mortgage
 BRM/RLR
 11/07/19

Table 2.6
Monthly Costs of Owner-Occupied Housing Units Without a Mortgage in the City, County, Region, and State

Monthly Cost	City of Burlington		Racine County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$250	16	2.1	454	2.6	3,817	2.4	25,874	4.7
\$250 to \$399	18	2.4	1,921	11.0	13,435	8.3	96,040	17.5
\$400 to \$599	401	53.6	7,257	41.6	59,355	36.9	216,154	39.3
\$600 to \$799	187	25.0	4,852	27.8	48,741	30.3	127,845	23.3
\$800 to \$999	71	9.5	1,773	10.1	19,886	12.4	48,121	8.7
\$1,000 or more	55	7.4	1,207	6.9	15,702	9.7	35,522	6.5
Total	748	100.0	17,464	100.0	160,936	100.0	549,556	100.0
Median Monthly Cost	\$563		\$576		\$613		\$540	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.7
Monthly Costs for Renters in the City, County, Region, and State

Monthly Cost	City of Burlington		Racine County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$500	151	8.4	2,102	9.3	26,738	8.9	88,019	12.0
\$500 to \$999	901	50.0	13,860	61.3	174,128	58.2	447,833	60.8
\$1,000 to \$1,499	722	40.1	5,778	25.6	77,991	26.1	158,152	21.5
\$1,500 to \$1,999	28	1.5	692	3.1	14,491	4.8	29,571	4.0
\$2,000 to \$2,499	--	--	100	0.4	3,792	1.3	7,720	1.0
\$2,500 to \$2,999	--	--	39	0.2	878	0.3	2,099	0.3
\$3,000 or more	--	--	31	0.1	1,096	0.4	2,842	0.4
Total	1,802	100.0	22,602	100.0	299,114	100.0	736,236	100.0
Median Monthly Cost	\$905		\$841		\$863		\$813	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.8
Residential Structure Types in the City, County, Region, and State

Structure Type	City of Burlington		Racine County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
1-Unit, Detached	2,949	61.8	56,744	68.8	510,810	58.1	1,776,970	66.6
1-Unit, Attached	83	1.7	3,058	3.7	48,784	5.6	114,444	4.3
2 Units	421	8.8	7,278	8.8	91,559	10.4	173,245	6.5
3 or 4 Units	133	2.8	2,519	3.1	41,678	4.7	99,396	3.7
5 to 9 Units	244	5.1	4,212	5.1	52,433	6.0	130,296	4.9
10 to 19 Units	331	7.0	2,746	3.3	32,877	3.7	91,393	3.4
20 or More Units	611	12.8	4,940	6.0	92,393	10.5	188,319	7.1
Mobile Homes	--	--	990	1.2	8,601	1.0	94,013	3.5
Boat, RV, Van, etc.	--	--	10	-- ^a	117	-- ^a	616	-- ^a
Total	4,772	100.0	82,497	100.0	879,252	100.0	2,668,692	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

^aLess than 0.05 percent.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.9
Historic Resident Population Levels in the City, County, Region, and State

Year	City of Burlington ^a			Racine County			Region			Wisconsin		
	Population	Change from Preceding Census		Population	Change from Preceding Census		Population	Change from Preceding Census		Population	Change from Preceding Census	
		Absolute	Percent		Absolute	Percent		Absolute	Percent		Absolute	Percent
1900	2,526	483	23.6	45,644	9,376	25.6	501,808	115,034	29.7	2,069,042	375,712	22.2
1910	3,212	686	27.2	57,424	11,780	25.8	631,161	129,353	25.8	2,333,860	264,818	12.8
1920	3,626	414	12.9	78,961	21,537	37.5	783,681	152,520	24.2	2,632,067	298,207	12.8
1930	4,114	488	13.5	90,217	11,256	14.3	1,006,118	222,437	28.4	2,939,006	306,939	11.7
1940	4,414	300	7.3	94,047	3,830	4.2	1,067,699	61,581	6.1	3,137,587	198,581	6.8
1950	4,780	366	8.3	109,585	15,538	16.5	1,240,618	172,919	16.2	3,434,575	296,988	9.5
1960	5,856	1,076	22.5	141,781	32,196	29.4	1,573,614	332,996	26.8	3,951,777	517,202	15.1
1970	7,479	1,623	27.7	170,838	29,057	20.5	1,756,083	182,469	11.6	4,417,821	466,044	11.8
1980	8,385	906	12.1	173,132	2,294	1.3	1,764,796	8,713	0.5	4,705,642	287,821	6.5
1990	8,851	466	5.6	175,034	1,902	1.1	1,810,364	45,568	2.6	4,891,769	186,127	4.0
2000	9,936	1,085	12.3	188,831	13,797	7.9	1,931,165	120,801	6.7	5,363,675	471,906	9.6
2010	10,464	528	5.3	195,408	6,577	3.5	2,019,970	88,805	4.6	5,686,986	323,311	6.0
2017	10,652	188	1.8	195,101	-307	0.2	2,041,005	21,035	1.0	5,763,217	76,231	1.3

NOTE: Data are based on the 2013-2017 American Community Survey. The City's population as of 2019 is estimated to be 10,924 according to the Wisconsin Department of Administration.

^aThe City of Burlington was originally incorporated as the Village of Burlington in 1886. In 1900, the Village was incorporated as a city. In 1974, the City annexed territory in Walworth County. The population presented for the City since 1980 is for the Racine County portion only; however, the resident population of that portion of the City in Walworth County was enumerated at zero persons in 1980, 2000, and 2010, and 4 persons in 1990.

^bLess than 0.05 percent.

Source: U.S. Bureau of the Census, Wisconsin Department of Administration, and SEWRPC

Table 2.10
Age Distribution of Residents in the
City of Burlington

Age	Population	Percent of Total
Under 5 Years	928	8.7
5 to 9 Years	705	6.6
10 to 14 Years	709	6.7
15 to 19 Years	640	6.0
20 to 24 Years	493	4.6
25 to 29 Years	577	5.4
30 to 34 Years	603	5.7
35 to 39 Years	566	5.3
40 to 44 Years	768	7.2
45 to 49 Years	761	7.1
50 to 54 Years	733	6.9
55 to 59 Years	851	8.0
60 to 64 Years	710	6.7
65 to 69 Years	460	4.3
70 to 74 Years	442	4.2
75 to 79 Years	377	3.5
80 to 84 Years	115	1.1
85 Years and Over	214	2.0
Total	10,652	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.11
Race and Ethnicity Composition of Residents in the City, County, Region, and State

Race or Ethnicity	City of Burlington		Racine County		Region		Wisconsin	
	Population	Percent of Total	Population	Percent of Total	Population	Percent of Total	Population	Percent of Total
Not Hispanic								
White Alone	9,347	87.7	141,849	72.7	1,416,752	69.4	4,715,129	81.8
Black or African American Alone	102	1.0	20,797	10.7	291,850	14.3	359,094	6.3
American Indian and Alaskan Native Alone	--	--	642	0.3	6,899	0.3	45,947	0.8
Asian Alone	50	0.5	2,358	1.2	60,608	3.0	151,358	2.6
Native Hawaiian and Other Pacific Islander Alone	38	0.4	55	-- ^a	457	-- ^a	1,520	-- ^a
Some Other Race Alone	--	--	146	0.1	2,035	0.1	4,483	0.1
Two or More Races	237	2.2	4,491	2.3	40,695	2.0	105,096	1.8
Subtotal	9,774	91.8	170,338	87.3	1,819,296	89.1	5,382,627	93.4
Hispanic	878	8.2	24,763	12.7	221,709	10.9	380,590	6.6
Total	10,652	100.0	195,101	100.0	2,041,005	100.0	5,763,217	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

^aLess than 0.05 percent

Source: U.S. Bureau of the Census and SEWRPC

#251012 – Tbl 2.12- Household Size
 BRM/RLR
 11/07/19

Table 2.12
Household Size in the City of Burlington

Size	Households					
	Owner-Occupied	Percent of Total	Renter-Occupied	Percent of Total	Total	Percent of Total
1-Person Household	642	24.2	904	48.9	1,546	34.4
2-Person Household	990	37.3	437	23.6	1,427	31.7
3-Person Household	448	16.9	162	8.8	610	13.6
4-Person Household	389	14.7	214	11.6	603	13.4
5-Person Household	124	4.7	120	6.5	244	5.4
6-Person Household	39	1.5	11	0.6	50	1.1
7-or-More-Person Household	18	0.7	--	--	18	0.4
Total	2,650	100.0	1,848	100.0	4,498	100.0
Average Household Size	2.49		2.11		2.34	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.13
Household Types in the City of Burlington

Household Type	Number	Percent of Subtotal	Percent of Total
Owner Occupied			
Family Households	1,959	73.9	43.5
with Children	(734)	(27.7)	(16.3)
Nonfamily households	691	26.1	15.4
Owner Occupied Subtotal	2,650	100.0	58.9
Renter Occupied			
Family Households	810	43.8	18.0
with Children	(591)	(32.0)	(13.1)
Nonfamily households	1,038	56.2	23.1
Renter Occupied Subtotal	1,848	100.0	41.1
Total Occupied			
Family Households	2,769	--	61.5
with Children	(1,325)	--	(29.5)
Nonfamily households	1,729	--	38.5
Total	4,498	--	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

NOTE: Figures in parentheses are not included in the subtotals or totals of the number or percentage of households.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.14
Occupation of Residents in the City of Burlington

Occupation	Number	Percent of Total	Average Annual Wages^a (\$)
Management, Business, and Financial	762	13.6	66,737
Computer, Engineering, and Science	236	4.2	71,278
Service, Arts, and Media	513	9.1	38,064
Healthcare Practitioners and Technical	392	7.0	50,922
Healthcare Support	110	2.0	20,330
Protective Service	30	0.5	46,803
Food Preparation and Serving Related	219	3.9	10,783
Building and Grounds Cleaning and Maintenance	185	3.3	15,496
Personal Care and Service	129	2.3	24,250
Sales and Office	1,681	29.9	32,027
Farming, Fishing, and Forestry	--	--	30,208
Construction and Extraction	272	4.8	49,071
Installation, Maintenance, and Repair	182	3.2	50,759
Production, Transportation, and Material Moving	913	16.2	31,632
Total	5,624	100.0	35,902

NOTE: Data are based on the 2013-2017 American Community Survey.

^aWages are based on Racine County workers.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.15
Household Income in the
City of Burlington

Income	Households	Percent of Total
Less than \$10,000	155	3.4
\$10,000 to \$14,999	149	3.3
\$15,000 to \$19,999	222	4.9
\$20,000 to \$24,999	209	4.7
\$25,000 to \$29,999	367	8.2
\$30,000 to \$34,999	230	5.1
\$35,000 to \$39,999	161	3.6
\$40,000 to \$44,999	284	6.3
\$45,000 to \$49,999	187	4.2
\$50,000 to \$59,999	396	8.8
\$60,000 to \$74,999	690	15.3
\$75,000 to \$99,999	532	11.8
\$100,000 to \$124,999	392	8.7
\$125,000 to \$149,999	206	4.6
\$150,000 to \$199,999	216	4.8
\$200,000 or More	102	2.3
Total	4,498	100.0
Median Household Income	\$56,055	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

#251017 – Tbl 2.16- Housing Cost Burden
 BRM/RLR
 11/07/19

Table 2.16
Housing Cost Burden in the City, County, Region, and State

Tenure	City of Burlington	Racine County	Region	Wisconsin
	Number of Units	Number of Units	Number of Units	Number of Units
Owner Occupied				
Total Owner Occupied	2,650	52,188	498,721	1,559,308
Housing Costs More Than 30 Percent of Household Income	494	11,757	118,105	335,241
Percent with Cost Burden	18.6	22.5	23.7	21.5
Renter Occupied				
Total Renter Occupied	1,848	23,452	308,274	769,446
Housing Costs More Than 30 Percent of Household Income	970	10,827	144,214	330,136
Percent with Cost Burden	52.5	46.2	46.8	42.9

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Chapter 3

Existing and Forecast Housing Demand

Note: Maps and tables are presented at the end of the Chapter.

3.1 INTRODUCTION

This chapter presents information used in conjunction with information presented in Chapter 2, Existing Conditions, to determine existing and forecast housing demand in the City of Burlington. Key information presented in this Chapter includes development activity that has occurred in the City during the past year; areas of the City that have potential for residential development or redevelopment; and population, household, and employment forecasts. This chapter also includes a discussion of the impacts the City's land use regulations may have on meeting housing demand.

3.2 DEVELOPMENT ACTIVITY

Section 66.10013 of the *Wisconsin Statutes* requires that housing affordability reports present information regarding development activity in the municipality during the previous year. To meet this requirement, this section presents information from the last year regarding the number of subdivision plats, certified survey maps, condominium plats, and building permits approved by the City and the number of proposed housing units that could result from these approvals.

Subdivision Plats

There was one preliminary plat approved by the City during the last year, the Glen at Stonegate, Addition 2. There are 30 single-family homes proposed for the subdivision.

Certified Survey Maps

There was one residential certified survey map (CSM) approved by the City during the last year, located at 1088 Hidden Creek Lane. The CSM has resulted in the development of eight condominium units.

Condominium Plats

There were no condominium plats approved by the City during the last year.

Building Permits

There were 442 residential building permits approved by the City during the last year. Those permits resulted in the construction of 19 single-family homes, 0 two-family dwelling units, and one multifamily building with eight dwelling units.

3.3 DEVELOPMENT POTENTIAL

Section 66.10013 of the *Statutes* also requires that housing affordability reports present information regarding development potential in the municipality. To meet this requirement, this section presents information regarding undeveloped parcels zoned for residential development, undeveloped parcels not zoned for residential development, and potential residential redevelopment sites. All development sites within the City have the potential to be served with urban services such as public sanitary sewer service and water supply service.

Undeveloped Parcels Zoned for Residential Development

Undeveloped parcels zoned for residential development in the City are listed in Table 3.1 and shown on Map 3.1. Twenty-five of the undeveloped residential zoned parcels are zoned Rd-2 Two-family Residence District, and almost all of them are part of a proposed condominium development located on Springbrook Drive. Two parcels are zoned Rm-1 Multiple-Family Residence District (maximum density of 12.4 units per net acre) and two parcels are zoned Rm-2 Multiple-Family Residence District (maximum density of 17.4 units per net acre). Another parcel is zoned Rm-4 Multiple-Family Residence District, which is intended to allow multifamily planned unit development at a maximum density of 75 dwelling units per net acre. The Rm-4 District is intended to be used in conjunction with the PUD Planned Unit Development Overlay District.

There are also 62 vacant parcels located in the City that are zoned for single-family residential development. Twenty-one of these parcels are zoned Rs-3 Single-Family Residence District, which permits a minimum lot size of 8,000 square feet.

Undeveloped Parcels Not Zoned for Residential Development

There are a total of 39 undeveloped parcels not zoned for residential development in the City. The parcels are listed in Table 3.2 and shown on Map 3.2. Table 3.2 includes the zoning of each parcel and notes regarding development proposals and characteristics of the parcels. Table 3.2 also indicates whether the parcels have public sanitary sewer service and water supply service.

Potential Residential Redevelopment Sites

There are a total of 30 potential residential redevelopment sites within Burlington that have been identified by the City, which are listed in Table 3.3 and shown on Map 3.3. Table 3.3 includes the zoning and for sale status of the sites. Table 3.3 also indicates that all of the sites have public sanitary sewer service and water supply service. Two of the sites are zoned for multifamily residential. One of these is a 25 acre site that is currently for sale. The other site is a facility operated by the Burlington Housing Authority and is not currently for sale.

3.4 EXISTING DEMAND

The information presented in Chapter 2 regarding the demographic and economic characteristics of the City provides insight into the housing needs of the City's current residents.

The City's age distribution is an important consideration regarding existing demand for housing. Smaller single-family homes and multifamily units may be best suited for the City's aging households because they require less maintenance. In addition, Federal and State fair housing laws require most multifamily units constructed after the early 1990s to include basic accessibility features. This may be particularly beneficial for City residents age 65 and over because the likelihood of having a mobility related disability increases as a person ages. The City is also home to a significant number of households with young children. Single-family homes and multifamily housing units with three or more bedrooms may be best suited for growing households, particularly those with multiple children present.

Housing cost is another important consideration regarding existing housing demand in the City. The data presented in Chapter 2 show that household incomes in the City are generally comparable to Racine County and the Region as whole. The data also show that 53 percent of renters in the City have a high housing cost burden, and that rents in the City are somewhat higher compared to the County and Region. In addition, the City has a significant amount of industrial and commercial development and a significant number of residents employed in lower-wage occupations, which may create a demand for housing that is affordable to a wide range of incomes.

Based on the preceding information, it appears that a wide range of housing types and sizes would best meet the housing demands of the City's existing residents. The data presented in Section 3.3 shows that there is the potential for the development/redevelopment of a wide range of housing types and sizes in the City.

There are a number of undeveloped parcels that are already zoned for single-family or multifamily residential development. Parcels zoned for multifamily development could provide housing that is well suited to the City's aging population, and could also provide a source of workforce housing. The parcels zoned Rs-3 (8,000 square foot minimum lot size) could also provide modest single-family housing that may require less upkeep and be more affordable to a wider range of households than single-family homes on larger lots. The parcels zoned Rs-1 and Rs-2 (larger minimum lot sizes) may support new housing for the City's growing families that desire larger homes and more private open space. In addition, there are a number of undeveloped parcels that could be rezoned for a variety residential development types, as well as a number of residential redevelopment opportunities.

3.5 FORECAST DEMAND

This section discusses Burlington's forecast housing demand based on the population, household, and employment forecasts developed for the Racine County Multi-Jurisdictional Comprehensive Plan; forecasts developed by SEWRPC for the regional land use and transportation plan (VISION 2050); demographic, economic, and land use data presented in Chapter 2; and the job/housing balance analysis prepared by SEWRPC for the regional housing plan.

Population, Household, and Employment Forecasts

As discussed under the Section 3.3, there is significant development/redevelopment potential in the City of Burlington. This is reflected in the year 2035 population, household, and employment forecasts developed for the Racine County Multi-Jurisdictional Comprehensive Plan and the forecasts developed for VISION 2050, which was adopted by SEWRPC in 2016.

Long-range planning efforts, such as the comprehensive plan and VISION 2050, require forecasts of future conditions that affect plan design and implementation. Under the comprehensive planning effort, two alternative sets of inter-related population, household, and employment projections were presented to the City for consideration for use in preparing the City's components of the multi-jurisdictional comprehensive plan (including the City's year 2035 land use plan map). The first was based on the intermediate growth projections from the year 2035 regional land use plan. The second represented an extrapolation of historic trends in the City. The City chose to base its forecasts on the year 2035 regional land use plan, including a population forecast of 11,867 residents, a household forecast of 4,832 households, and an employment forecast of 11,200 jobs. The year 2035 projections assume future growth outside the City's current boundaries through annexation into the City's planned urban service area.

The year 2035 regional land use plan has since been updated by VISION 2050, which includes updated forecast information for the Region. The land use component of VISION 2050 was designed to accommodate the future demand for land in the Region, which primarily depends on future population, household, and employment levels. The transportation component of VISION 2050 was, in turn, designed to accommodate future travel needs associated with the land use component. Therefore, the population, household, and employment forecasts developed for VISION 2050 were critical to long range planning for future land use and transportation in the Region and its communities. Past trends, 2010 Census data, and economic base data were the basis of the forecasts. The forecasts were further refined based on development information from local government plans, such as the City's land use plan map, and input from local officials.

Because the VISION 2050 forecasts were prepared to support systems-level regional planning, they do not align exactly with City boundaries. However, the forecast data can be approximated to the city's boundaries. VISION 2050 forecasts about 1,025 additional residents, 711 additional households, and 1,264 additional jobs within existing City boundaries through the year 2050. Based on the existing number of housing units and development potential discussed Section 3.3, which is reflected in the City's comprehensive plan, the additional households could be accommodated in the City through the year 2050.

Demographic, Economic, and Land Use Characteristics

The factors discussed under the Existing Demand section are likely to remain valid for the City in the future, although there may be an increased demand for housing suited for an aging population. The aging of the population is a trend that is forecast to continue not only within Southeastern Wisconsin, where the population age 65 and older is expected to increase from 13 percent to 21 percent by 2050, but across the State and the Nation. This could result in a greater demand for multifamily housing units and modest single-family homes on small lots within the City, which could be accommodated under the City's land use regulations and land use plan map.

The projected job/housing balance analysis prepared for the regional housing plan shows that the City's workers will continue to create demand for housing in the City. The basis of the analysis was local government comprehensive plans, including the City's land use plan map. It should be noted that the projected job/housing balance analysis was conducted at a necessarily general, regionwide scope, which was appropriate for use in the development of housing recommendations at a regional level. The regional housing plan recommends that communities identified as having a projected job/housing imbalance conduct a more detailed analysis based on specific conditions in their community as part of a

comprehensive plan update. If the local analysis confirms an imbalance, it is recommended that the local government consider changes to their comprehensive plan that may provide more lower-cost housing (generally defined as multifamily housing) for lower-wage workers or more moderate-cost housing (generally defined as smaller single-family homes on lots of 10,000 square feet or less) for moderate-wage workers.

The regional job/housing balance analysis shows that the City of Burlington is planning for a balance between jobs and housing; however, this is because the regional analysis compares the percentage of lower- and moderate-wage jobs and multifamily and modest single-family housing that could be accommodated by the comprehensive plan. Percentages were used in the regional analysis because in almost all cases, the number of jobs that could be accommodated exceeds the number of housing units that could be accommodated by local comprehensive plans. Table 3.4 shows that, based on the City's land use plan map, the number of jobs that could be accommodated significantly exceeds the planned housing capacity. This suggests that the City's comprehensive plan is not creating barriers to the development of workforce housing; however, the demand for workforce housing should be considered in future comprehensive plan/land use plan map updates.

3.5 CONCLUSIONS

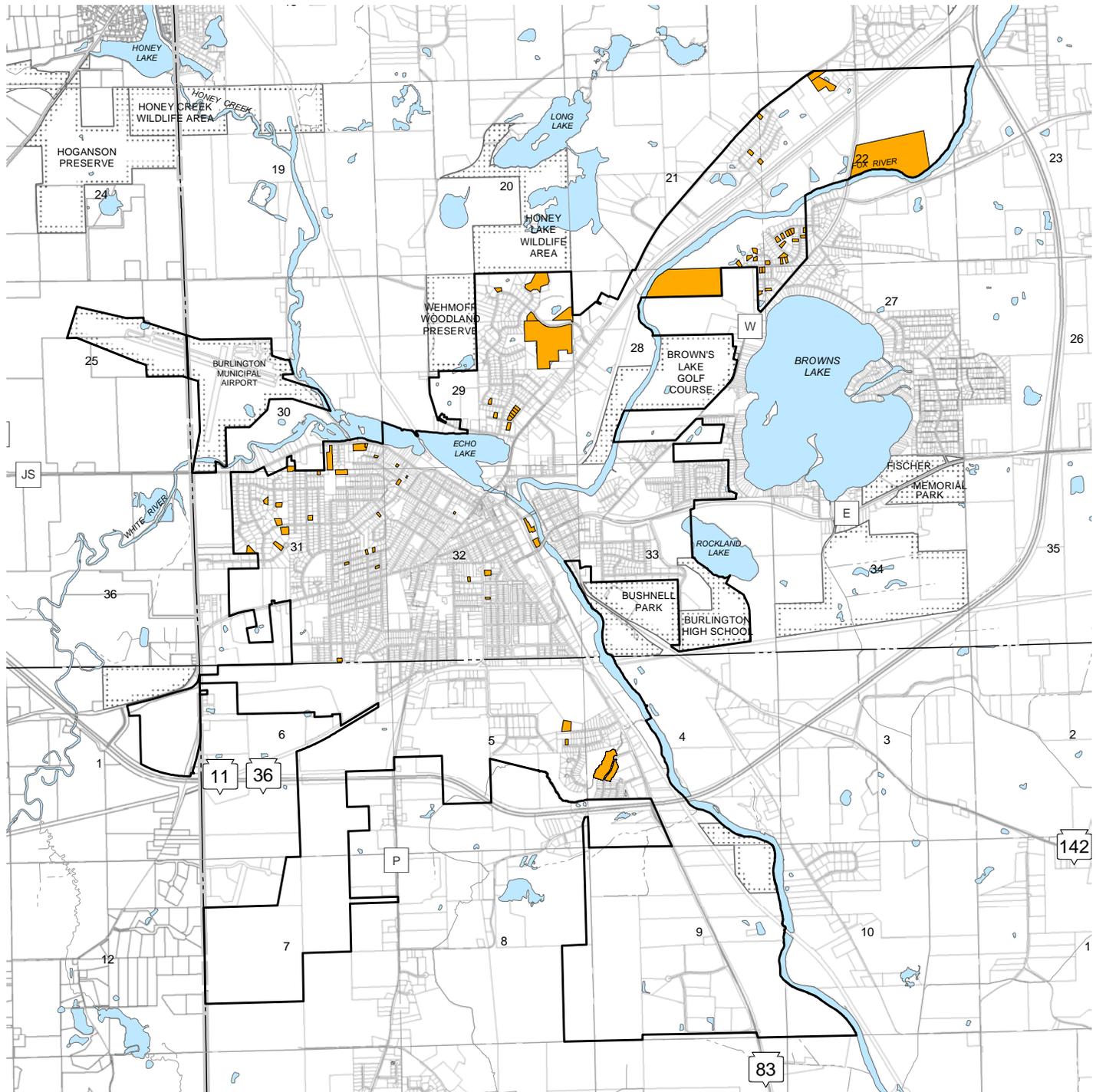
This chapter presents information used in conjunction with information presented in Chapter 2, Existing Conditions, to determine existing and forecast housing demand in the City as required by Section 66.10013 of the *Wisconsin Statutes*. This chapter also includes a discussion of the impacts the City's land use regulations may have on meeting housing demand. Key conclusions that can be drawn from the Chapter follow.

- There are significant residential development/redevelopment opportunities within the City that could accommodate a variety of housing types
- A combination of the City's existing housing stock and parcels with development/redevelopment potential could accommodate the additional 711 households forecast for the City in VISION 2050
- There is significant existing and forecast demand for workforce housing and the demand for housing well suited for an aging population may increase in the future
- The City's land use regulations and land use plan map do not create barriers to workforce housing or accessible housing

250960
1/15/20; 12/4/19
BRM

Map 3.1

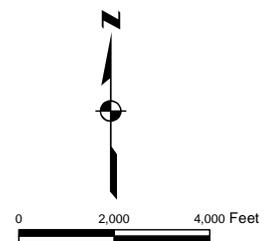
Undeveloped Parcels Zoned for Residential Development in the City of Burlington: 2019



 Undeveloped Parcels Zoned Residential

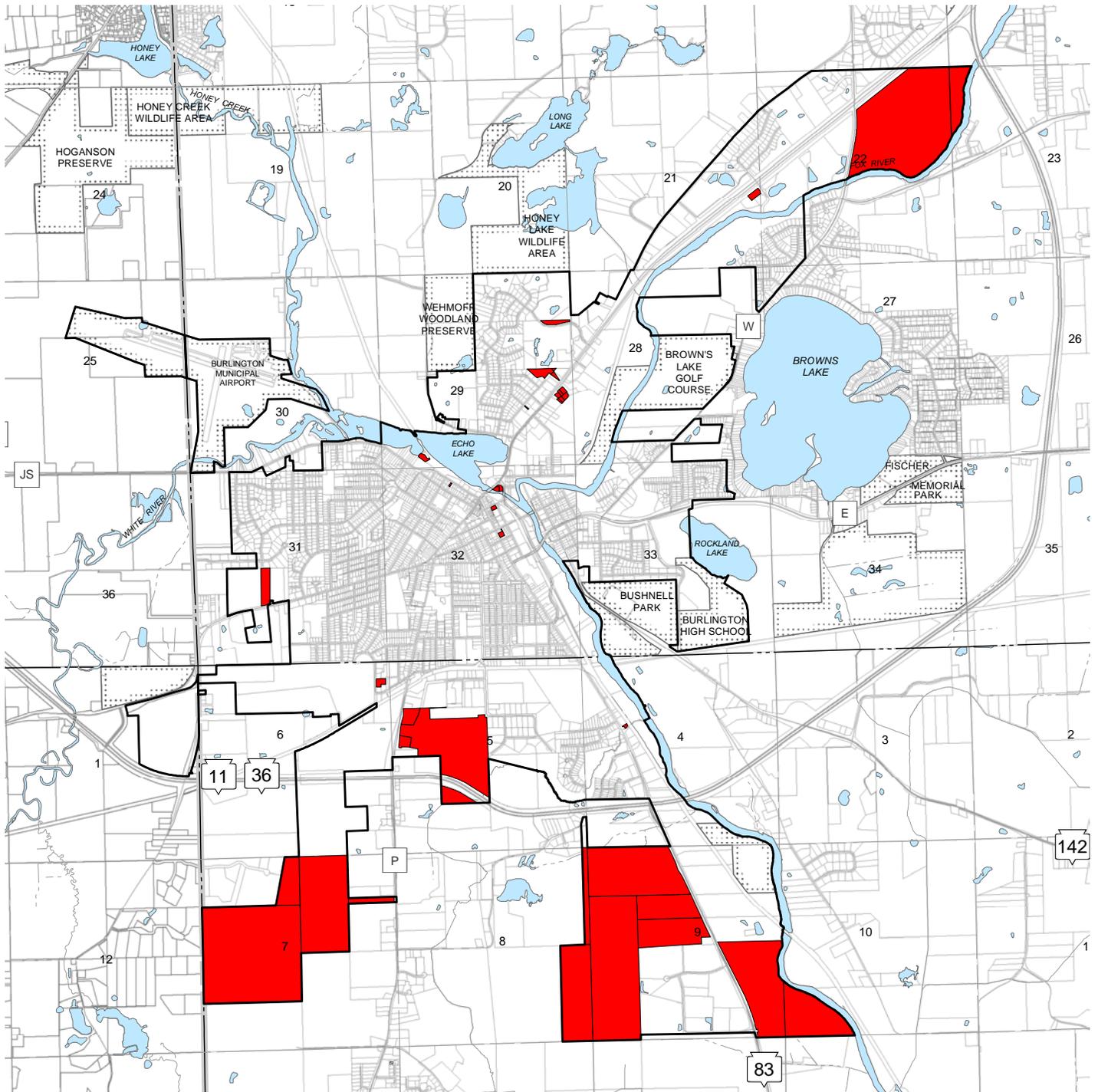
 City of Burlington Boundary

Source: City of Burlington and SEWRPC.



Map 3.2

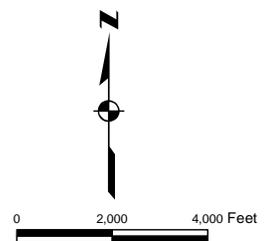
Undeveloped Parcels Not Zoned for Residential Development in the City of Burlington: 2019



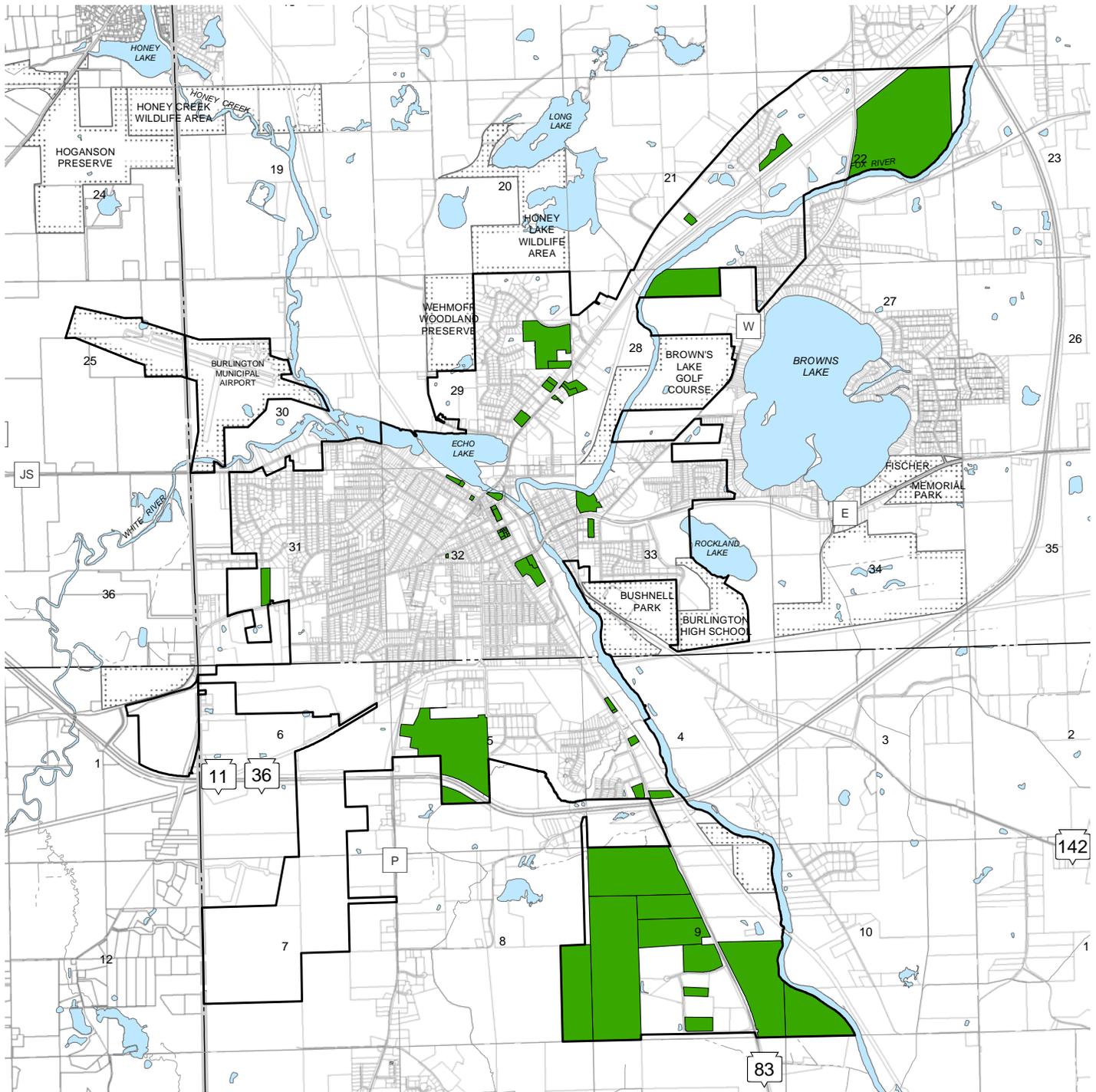
 Undeveloped Parcels Not Zoned Residential

 City of Burlington Boundary

Source: City of Burlington and SEWRPC.



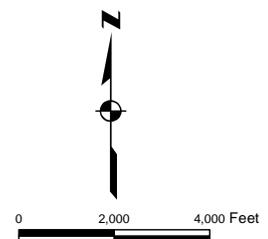
Map 3.3
Potential Residential Redevelopment Sites in the City of Burlington: 2019



 Potential Residential Redevelopment Site

 City of Burlington Boundary

Note: In some cases multiple parcels could be combined to form one redevelopment site.



Source: City of Burlington and SEWRPC.

#251120 – Tbl 3.1- Vacant parcels zoned for Res Dev
 BRM/RLR
 1/15/20; 11/20/19

Table 3.1
Undeveloped Parcels Zoned for Residential Development in the
City of Burlington: 2019

Address	Acreage	Land Assessment (\$)	Zoning District	Notes
1041 Springbrook Drive	5.304 (Shared)	10,500	Rd-2	Future Condos
1043 Springbrook Drive	"	10,500	Rd-2	Future Condos
1049 Springbrook Drive	"	10,500	Rd-2	Future Condos
1051 Springbrook Drive	"	10,500	Rd-2	Future Condos
1056 Springbrook Drive	"	10,500	Rd-2	Future Condos
1057 Springbrook Drive	"	10,500	Rd-2	Future Condos
1058 Springbrook Drive	"	10,500	Rd-2	Future Condos
1059 Springbrook Drive	"	10,500	Rd-2	Future Condos
1064 Springbrook Drive	"	10,500	Rd-2	Future Condos
1065 Springbrook Drive	"	10,500	Rd-2	Future Condos
1066 Springbrook Drive	"	10,500	Rd-2	Future Condos
1067 Springbrook Drive	"	10,500	Rd-2	Future Condos
1072 Springbrook Drive	"	10,500	Rd-2	Future Condos
1073 Springbrook Drive	"	10,500	Rd-2	Future Condos
1074 Springbrook Drive	"	10,500	Rd-2	Future Condos
1075 Springbrook Drive	"	10,500	Rd-2	Future Condos
1080 Springbrook Drive	"	10,500	Rd-2	Future Condos
1081 Springbrook Drive	"	10,500	Rd-2	Future Condos
1082 Springbrook Drive	"	10,500	Rd-2	Future Condos
1083 Springbrook Drive	"	10,500	Rd-2	Future Condos
1089 Springbrook Drive	"	10,500	Rd-2	Future Condos
1091 Springbrook Drive	"	10,500	Rd-2	Future Condos
156 Lewis Street	0.062	500	Rd-2	Parking Lot
417 W. Chestnut Street	0.1232	2,100	Rd-2	No Access
481 Pleasant Avenue	0.1402	12,200	Rd-2	--
416 Falcon Ridge	2.62	192,100	Rm-1	--
Falcon Ridge Drive	1.03	45,300	Rm-1	--
Donald Drive	0.299	29,900	Rm-2	--
Milwaukee Avenue	25.2	212,800	Rm-2/C-1	--
232 Bridge Street	1.032	116,000	Rm-4	Parking Lot
2456 S. Teut Road	0.33	23,400	Rs-1	--
2633 Timber Lane	2.78	300	Rs-1	--
2740 Teut Road	1.46	19,100	Rs-1	--
Peregrine Court	4.84	56,700	Rs-1	--
1217 Olivia Trail	0.2698	21,300	Rs-2	--
1224 Olivia Trail	0.2644	21,100	Rs-2	--
1264 Serena Lane	0.3817	44,900	Rs-2	--
1325 Serena Lane	0.259	37,700	Rs-2	--
1333 Serena Lane	0.2529	37,400	Rs-2	--
1401 Devon Road	0.2835	39,200	Rs-2	--
1401 Isabel Lane	0.3423	42,600	Rs-2	--
1417 Isabel Lane	0.2755	38,700	Rs-2	--
1424 Serena Lane	0.2536	20,800	Rs-2	--
1433 Devon Road	0.2526	37,400	Rs-2	--
1433 Isabel Lane	0.2755	38,700	Rs-2	--
1440 Serena Lane	0.2527	20,800	Rs-2	--

Continued on the following page

Table 3.1 (Continued)

Address	Acreage	Land Assessment (\$)	Zoning District	Notes
1441 Isabel Lane	0.2751	38,700	Rs-2	--
1448 Devon Road	0.3519	48,000	Rs-2	--
1449 Devon Road	0.3259	41,700	Rs-2	--
1449 Isabel Lane	0.2914	39,600	Rs-2	--
1473 Isabel Lane	0.2529	37,400	Rs-2	--
1509 Barbara Street	0.4488	48,900	Rs-2	--
1532 Barbara Street	0.356	43,400	Rs-2	--
1548 Serena Lane	0.2732	38,600	Rs-2	--
1565 Serena Lane	0.2646	38,100	Rs-2	--
2124 Ravenswood	0.2959	22,200	Rs-2	--
2124 Stonegate Road	0.3604	24,300	Rs-2	--
256 Karyl Street	0.34	12,300	Rs-2	--
265 Shenandoah Court	0.7918	38,400	Rs-2	--
332 Robins Run	0.373	23,100	Rs-2	--
356 Dunford Drive	1.49	46,700	Rs-2	--
360 Pickett Court	0.4552	27,400	Rs-2	--
362 Dale Drive	0.2744	21,500	Rs-2	--
449 Highridge Road	0.6798	29,600	Rs-2	--
709 Oak Street	0.9902	44,800	Rs-2	--
716 Oak Street	0.6885	35,000	Rs-2	--
724 Shiloh Court	0.7251	36,200	Rs-2	--
832 Chantilly Court	0.412	26,000	Rs-2	--
2457 Browns Lake Drive	--	--	--	--
Browns Lake Drive	32.05	28,400	Rs-2	--
Lewis Street	0.2465	20,400	Rs-2	--
W. Chestnut Street	1.964	39,700	Rs-2	--
132 Chandler Boulevard	0.2086	18,200	Rs-3	--
101 E. State Street	0.5921	27,900	Rs-3	--
108 Hillcrest Drive	0.2927	21,400	Rs-3	--
125 N. Elmwood Avenue	0.1718	15,000	Rs-3	--
132 Midwood Drive	0.3274	22,100	Rs-3	--
208 Midwood Drive	0.4797	25,400	Rs-3	--
240 S. Kane Street	0.1517	13,200	Rs-3	--
408 James Street	0.3031	10,800	Rs-3	Narrow Lot
419 Park Avenue	0.1988	17,300	Rs-3	--
424 James Street	0.052	100	Rs-3	No Access
509 Walnut Street	0.172	15,000	Rs-3	--
533 W. Chestnut Street	0.1361	11,900	Rs-3	--
537 W. Chestnut Street	1.45	38,100	Rs-3	Steep Hill
554 Lewis Street	0.9989	36,800	Rs-3	--
801 Midwood Drive	0.2993	4,900	Rs-3	Gravel Road Access
809 Midwood Drive	0.2628	4,300	Rs-3	Gravel Road Access
817 Midwood Drive	0.2908	4,800	Rs-3	Gravel Road Access
825 Midwood Drive	0.3067	5,100	Rs-3	Gravel Road Access
833 Midwood Drive	0.3226	5,300	Rs-3	Gravel Road Access
Walnut Street	0.1861	16,200	Rs-3	--
Walnut Street	0.1914	16,700	Rs-3	--

Source: City of Burlington and SEWRPC

#251127 – Tbl 3.2- Vacant parcels not zoned for Res Dev
 BRM/RLR
 1/15/20; 11/20/19

Table 3.2
Undeveloped Parcels Not Zoned for Residential Development in the City of Burlington: 2019

Address	Acreage	Land Assessment (\$)	Zoning District	Notes
808 McHenry Street	82.1	118,300	A-1	Possible Industrial Park Expansion Site
S. Pine Street	69.22	58,000	A-1	Proposed Future Residential
6320 S. Pine Street	75.85	--	--	--
533 Bridge Street	0.4022	47,800	B-1	Private Parking Lot
582 Milwaukee Avenue	0.3922	59,300	B-1	Parking Lot
710 W. State Street	5.755	195,100	B-1	--
756 McHenry Street	4.05	1,000	B-1	Proposed Auto Shop and Cell Tower
848 Midwood Drive	0.0948	6,600	B-1	Driveway Between Two Lots
892 McHenry Street	2.13	500	B-1	Barn on Property
900 Terry Lane	0.3598	121,300	B-1	Possible. Marked for Commercial
908 Terry Lane	0.2938	7,200	B-1	Possible. Marked for Commercial
924 Terry Lane	0.5231	74,100	B-1	Possible. Marked for Commercial - House Moved Off Site
941 Milwaukee Avenue	0.1977	5,900	B-1	Possible. Would Need to be Combined with Adjacent Lot for Access
Dodge Street	0.2044	17,800	B-1	Parking Lot for Strip Mall
Lynch Way	1.3	42,400	B-1	--
Midwood Drive	2.756	42,100	B-1	--
Milwaukee Avenue	0.116	700	B-1	Possible. Would Need to be Combined with Adjacent Lot for Access
Milwaukee Avenue	0.4033	17,700	B-1	Possible. Would Need to be Combined with Adjacent Lot Due to Lot Size
Terry Lane	0.5044	88,800	B-1	Possible. Would Need to be Combined with Adjacent Lot for Access
Terry Lane	0.3223	47,700	B-1	Possible. Would Need to be Combined with Adjacent Lot for Access
S. Pine Street	30.84	169,100	B-1/C-1	Proposed Future Residential
S. Pine Street	38.2	13,300	B-1/C-1	Proposed Future Residential
108 E. Washington Street	0.0702	24,500	B-2	Parking Lot
216 E. Washington Street	0.3333	117,400	B-2	Proposed Commercial/Residential
216 N. Pine Street	0.4267	131,200	B-2	--
733 N. Pine Street	0.859	7,500	B-2	House Burned Down
2049 S. Pine Street	24.44	45,900	C-1	Proposed Future Residential
Milwaukee Avenue	1.685	38,900	C-1	Conservancy
900 S. Pine Street	0.24	5,200	FW	Wooded Lot on Creek
148 N. Pine Street	0.2044	63,600	I-1	Parking Lot
2457 Browns Lake	116.17	141,300	I-1	Friary Property
Browns Lake Drive	15	37,900	I-1	Friary Property
500 W. Market Street	1.18	37,300	M-1	--
N. Pine Street	0.7993	20,600	M-2	Possible. Lake Views. Would Need Easement Agreement for Access
32435 Yahnke Road	9.01	233,600	Q-1	Proposed Future Residential
32435 Yahnke Road	114	84,000	Q-1	Proposed Future Residential
32435 Yahnke Road	49.71	--	--	--
500 W. Market Street	4.43	50,000	Q-1	Driveway to Quarry - TOB Limits
500 W. Market Street	80	502,600	Q-1	Operating Quarry - Possible Future Development
500 W. Market Street	16	119,900	Q-1	Operating Quarry - Possible Future Development
500 W. Market Street	163.34	998,300	Q-1	Operating Quarry - Possible Future Development

Source: City of Burlington and SEWRPC

#251131 – Tbl 3.3 - Potential Redevelop Sites
 BRM/RLR
 1/15/20; 11/20/19

Table 3.3
Potential Redevelopment Sites in the City of Burlington: 2019

Address	Acreage	Owner
940 S. Pine Street	1.14	ANS Properties, LLC
1332 S. Pine Street	2.81	KSM Development, LLC
700 S. Pine Street	1.03	Kruse Investments, LLC
700 S. Pine Street	1.03	Kruse Investments, LLC
Hidden Creek Lane	2.30	Spring Brook Townhomes III, LLC
732 S. Pine Street	0.24	Mathews Properties, LLC
808 McHenry Street	82.11	Suzanne E. Hughes Rev Trust, Dated 12/14/99
32435 Yahnke Road	119.03	RFD II, LLC
Whiting Drive	3.66	City of Burlington
800 Blackhawk Drive	16.20	BCD Enterprises, LLC
S. Pine Street	69.22	Wealdon C. and Janice D. Sawall Trust
S. Pine Street	40.49	Wealdon C. and Janice D. Sawall Trust
Walton Road	1.41	Vector 1-Investments, LLC
2457 Browns Lake Drive	145.18	The Order of the Franciscan Fathers
Browns Lake Drive	32.04	--
Milwaukee Avenue	2.62	980 Milwaukee Avenue, LLC
Milwaukee Avenue	1.40	SDG Milwaukee Avenue Lot 3, LLC
357 Wegge Court	2.79	Ketter's Investments, LLC
780 N. Pine Street	0.95	Wilks Brothers Partnership
941 Milwaukee Avenue	0.20	Lynch Ventures, LLC
Milwaukee Avenue	25.20	John W. Coleman
940 Milwaukee Avenue	0.31	Brian Torgerson
733 Milwaukee Avenue	2.50	Skyview Inn Hospitality, LLC
941 Milwaukee Avenue	0.82	David J. and Judith A. Lynch Trust
941 Milwaukee Avenue	1.35	Lynch Trust and Lynch Enterprises
710 W. State Street	5.75	Robert R. Schmaling and Sandra L. Schmaling Trust, Dated January 18, 2017
700 N. Pine Street	0.55	HJC Investments
780 N. Pine Street	0.37	Wilks Brothers Partnership
617 N. Pine Street	0.25	City of Burlington
217 W. Jefferson Street	0.32	Lori L. Whited
580 Milwaukee Avenue	1.32	White River Enterprises, LLC
216 E. Washington Street	0.67	Burlington Core Upgrades II, LLC
216 E. Washington Street	2.12	Community Development Authority of the City of Burlington
216 E. Washington Street	0.16	Community Development Authority of the City of Burlington
225 E. Jefferson Street	0.09	Rick A. McGaughy
225 N. Dodge Street	0.08	Roots Burlington Properties, LLC
217 E. Jefferson Street	0.09	Terence F. MacCarthy Trust, Dated February 10, 2014
209 E. Jefferson Street	0.15	Wayne N. Stade
248 N. Pine Street	0.11	Philip P. Brevier
216 N. Pine Street	0.43	CRF Investments, LLC
217 N. Dodge Street	0.14	Clark-Hoagland, LLC
209 N. Dodge Street	0.10	Quest Publishing, LLC
216 Madison Street	0.21	Jeffery D. Rice
200 N. Pine Street	0.20	Jesus Ocampo
224 Madison Street	0.10	MTTP, LLC

Continued on the following page

Table 3.3 (Continued)

Address	Acreage	Owner
156 S. Pine Street	1.41	CSMC 2007-C3 156-248 South Pine Street, LLC
180 S. Pine Street	6.52	CSMC 2007-C3 156-248 South Pine Street, LLC
6320 S. Pine Street	75.85	--
249 S. Pine Street	24.41	--
S. Pine Street	30.85	--
34435 Yahnke Road	49.71	--
209 W. Jefferson Street	0.30	Dillon Grandon
580 Madison Street	6.36	Burlington Housing Authority
587 E. State Street	3.67	City of Burlington
Buckley Street	6.43	Outlot

Source: City of Burlington and SEWRPC

Table 3.4
Regional Housing Plan Projected Job/Housing Balance Analysis as it
Applies to the City of Burlington

Job/Housing Balance	City of Burlington^a
Lower-Wage/Cost	
Jobs	5,217
Percent of Total Jobs	27.5
Housing Units	2,222
Average Number of Workers Per Household	1.47
Housing Capacity	3,266
Percent of Total Housing Capacity	39.3
Difference (percentage points)	11.8
Moderate-Wage/Cost	
Jobs	9,541
Percent of Total Jobs	50.3
Housing Units	2,490
Average Number of Workers Per Household	1.47
Housing Capacity	3,660
Percent of Total Housing Capacity	44.0
Difference (percentage points)	-6.3
Higher-Wage/Cost	
Jobs	4,211
Percent of Total Jobs	22.2
Housing Units	941
Average Number of Workers Per Household	1.47
Housing Capacity	1,383
Percent of Total Housing Capacity	16.7
Difference (percentage points)	-5.5
Projected Imbalance Type(s)	No Imbalance

NOTES:

The analysis is based on the average workers per household and the percentage of lower-, moderate-, and higher-wage jobs in the City. The projected number of jobs and housing units in the City is based on an analysis of the City's land use plan map set forth in the *Multi-Jurisdictional Comprehensive Plan for Racine County: 2035*. The analysis included projected jobs and housing units only in those portions of the City planned to be served by sanitary sewerage systems by 2035. More information regarding the analysis is presented in a SEWRPC document titled *Description of Job/Housing Balance Analysis, Year 2035 Regional Housing Plan for Southeastern Wisconsin*, October 2013. The document is available on the SEWRPC website.

^aIncludes that portion of the City of Burlington in Walworth County.

Source: City of Burlington, Racine County, and SEWRPC.

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Chapter 4

Analyses of Residential Development Regulations

Note: The map and tables are presented at the end of the chapter.

4.1 INTRODUCTION

This chapter presents analyses regarding the financial impact of City residential development regulations on the cost of developing single-family housing and multifamily housing. The analyses also identify ways in which the City could modify its regulations to encourage housing affordability.

Analyses and recommendations presented in this Chapter are based on recommendations set forth in the regional housing plan. The regional housing plan was adopted by the Regional Planning Commission in 2013. The vision of the plan is to provide “financially sustainable housing for people of all income levels, age groups, and needs throughout the entire Southeastern Wisconsin Region.” To support this vision, the regional housing plan includes extensive analyses regarding affordable housing and several recommendations that can be implemented by local governments to encourage the development of affordable housing throughout the Region.

4.2 RESIDENTIAL DEVELOPMENT REGULATIONS RELATED TO SINGLE-FAMILY HOUSING

Section 66.10013 of the *Statutes* requires housing affordability reports to include an analysis of the financial impacts of regulations such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures on the cost of new subdivisions. This section includes analyses regarding the City’s subdivision, zoning ordinance, impact fees, and building ordinance. The analyses discuss how the City’s regulations relate to applicable regional housing plan recommendations and include discussion of any modifications that could be considered by the City to encourage affordability.

Subdivision Ordinance

Regional housing plan recommendations related to subdivision regulations for single-family housing include recommendations regarding minimum street right-of-way and pavement widths and landscaping requirements.

The City's subdivision ordinance requires a minimum street right-of-way width of 66 feet and a minimum pavement width of 32 feet for land access streets. Reducing street pavement width decreases long-term capital and maintenance costs, including lower costs for snow removal, street repairs, and street construction. Cross-section dimensions for land access and collector streets recommended in the regional housing plan are listed in Table 4.1. The narrowest 28-foot recommended pavement width would be applicable to land access streets with very low traffic volumes and little on-street parking demand, such as cul-de-sac, loop, and other low traffic volume land access streets within areas of single-family dwellings with lots of at least 10,000 square feet. This would include areas zoned Rs-1 Single-Family Residence District and Rs-2 Single-Family Residence District within the City. Reducing the street pavement width in a typical subdivision from 32 to 28 feet would result in a construction cost savings of \$17 per linear foot of roadway, which could be used to reduce the cost of homes to the consumer. The narrower street pavement width may not be suitable for areas with higher density residential development that have greater traffic volumes and regular demand for on-street parking.¹

The regional housing plans also recommends limiting subdivision landscaping to planting street trees. The City's subdivision ordinance requires that at least one tree of an approved species and of at least 10 feet in height be planted for each 50 feet of frontage on all streets. The only other landscaping requirement is to plant grasses, trees, and vines of a species and size specified by the Common Council, that are determined to be necessary to prevent soil erosion and sedimentation.

Zoning Ordinance

Key regional housing plan recommendations related to zoning regulations for single-family housing include recommendations regarding minimum lot size, minimum home size, flexible zoning regulations, and accessory dwelling units.

Minimum Lot Size and Lot Width

The regional housing plan recommends that local governments with public sanitary sewer service and other urban services provide areas within the community for development of new single-family and two-family homes on lots of 10,000 square feet or less. The Rs-3 Single-Family Residence District permits a minimum lot size of 8,000 square feet and the TN-R Traditional Neighborhood Residential District permits a minimum lot size of 10,000 square feet.

¹ A pavement width of 30 feet may be suitable to those higher density residential areas that do not clearly require the wider pavements widths and address concerns that the effective width could be reduced by two to four feet during periods of heavy snow.

Smaller lot sizes can accommodate the construction of more affordable single-family housing. Assessor data shows that the average size of competed lots (homes built on lots) in the City from 2016 to 2018 was 14,387 square feet and the average assessed land value of the lots was \$30,786, or about \$2.14 per square foot. Based on these data, the land cost of an average 10,000 square foot lot would be \$21,400. Reducing the lot size to 8,000 square feet (the smallest lot size currently permitted) could decrease the land cost of the lot by 20 percent, to \$17,120. Reducing the lot size to 6,000 square feet could decrease the land cost of the lot by 40 percent, to \$12,840.

In addition to reducing the land cost of residential lots, smaller lot sizes typically decrease the frontage, or width, of each lot along the street. The minimum lot size in the Rs-1 Single-Family Residence District is 14,000 square feet with a minimum lot width at setback of 80 feet; the minimum lot size in the Rs-2 Single-Family Residence District is 11,000 square feet with a minimum lot width at setback of 70 feet; and the minimum lot size in the Rs-3 Single-Family Residence District is 8,000 square feet with a minimum lot width at setback of 60 feet. Narrower lot widths decrease the length of streets, sidewalks, and water and sewer mains for each dwelling unit, resulting in lower costs to install and deliver services.

Table 4.2 shows the impact reducing lot width has on the cost of land development, site improvement, and providing infrastructure to residential lots in a typical subdivision. Reducing the minimum lot width in a typical subdivision from 80 to 60 feet (the narrowest lot width currently permitted) results in a construction cost savings of \$59 per linear foot of frontage, which could be used to reduce the cost of homes to the consumer. It should be noted that the cost savings presented the lot width analysis is not based on a static parent parcel size. If the parent parcel size of a new subdivision were to remain the same (i.e. more lots created on the same acreage) the total street length within the new subdivision could remain about the same regardless of the width of the individual lots. It should also be noted that the analysis to determine potential reductions in development costs did not include a review of the City's detailed infrastructure standards because such standards are based on State regulations and commonly accepted engineering standards.

Minimum Home Size

The regional housing plan also recommends that local governments with public sanitary sewer service and other urban services provide areas within the community for the development of new single-family homes of less than 1,200 square feet in size. The City's zoning ordinance does not require a minimum home size, which meets the spirit of the regional housing plan recommendation.

Data provided by RSMeans shows that while the cost per square foot of single-family construction increases as home sizes decrease, the overall construction cost of a smaller home is still lower than that of a larger home. Based on data for the Racine area, Table 4.3 presents costs for economy and average single-family homes at 1,000 square feet, 1,200 square feet, and 1,400 square feet.

Financial Impact of Minimum Lot and Home Size Regulations

Table 4.4 presents five scenarios showing the cost of a newly-constructed single-family house in the City. They include lot sizes of 14,000 square feet, 11,000 square feet, 10,000 square feet, and 8,000 square feet (each corresponds to the minimum lot size requirements of the City's single-family residential zoning districts). A 6,000 square foot lot scenario is also included. In each case the home size used is 1,200 square feet, which is based on regional housing plan recommendations (the City has no minimum home size requirement).

The cost of the finished lot is calculated using the average land cost of finished lots in the City from 2016 to 2018 of \$2.14 per square foot. The finished house cost is calculated by using the construction cost per square foot data provided by RSMeans, and shown on Table 4.3, for an average grade, one-story single-family house in the Racine area. A standard cost of contractor overhead and profit of 20 percent of the finished house cost is added to each scenario, along with an estimated total of municipal permit, inspection, and sewer connection fees, to arrive at the estimated total cost of the land and house package. Reducing the lot size from 14,000 square feet to 8,000 square feet would reduce the total cost of the land and house package by almost \$13,000. Further reducing the lot size to 6,000 square feet would decrease the total cost of the land and house package by over \$17,000.

Flexible Zoning Districts

The regional housing plan recommends that communities with urban services include flexible zoning regulations intended to encourage a mix of housing types within neighborhoods. Examples include planned unit development (PUD), Traditional Neighborhood Development (TND), density bonus, and adaptive reuse of buildings.

The City's zoning ordinance permits PUD through the PD Planned Unit Development Overlay District. While residential density must be consistent with the underlying basic use district, the lot area, width, and yard requirements may be modified. This flexibility may accommodate residential construction where physical conditions may constrain the development potential of a site. The City's zoning ordinance also includes the TN-R Traditional Neighborhood Residence District. This District permits a minimum lot size of 10,000

square feet for single-family residential development, which could have the potential for modest single-family housing that may be more affordable to a wider range of households than single-family homes on larger lots.

Accessory Dwelling Units

The regional housing plan recommends that all communities permit accessory dwelling units in single-family residential zoning districts as a source of affordable housing. The City's zoning ordinance does not allow accessory buildings to be used for residential purposes in single-family residential zoning districts. The City could consider amending its zoning ordinance to allow accessory dwelling units in single-family residential zoning districts as a way to encourage affordable housing and housing that may benefit the City's aging population.

Job/Housing Balance

As discussed in previous chapters, the City has a significant amount of land in commercial and industrial use, including a major economic activity center identified in VISION 2050. As a result, there may be a significant demand for workforce housing created by those employed in the City. The regional job/housing balance analysis shows that the City's zoning ordinance does not create a barrier to the development of single-family housing that could be affordable to moderate-income workers, and there are development opportunities for such construction in the City. Permitting accessory dwelling units in single-family residential zoning districts may also encourage the development of workforce housing.

Comprehensive Plan

As discussed in Chapter 1, the Wisconsin legislature enacted legislation in 1999 that expanded the scope and significance of comprehensive planning in the State. The law, set forth in Section 66.1001 of the *Wisconsin Statutes*, requires consistency between important City land use regulations, such as the zoning ordinance, with the comprehensive plan. The comprehensive planning law also requires the City's comprehensive plan to include a housing element with goals, objectives, policies, and programs intended to provide an adequate housing supply that meets the community's existing and forecasted housing demand. This includes policies and programs that promote the development of a range of housing choices for people of all income levels, age groups, and needs. This makes the comprehensive plan an important long-range housing policy implementation tool for the City.

As discussed in Chapter 3, the projected job/housing balance analysis prepared for the regional housing plan shows that the City's long-range land use plan map (shown on Map 4.1) does not create a barrier to

the development of single-family housing within the City; however, the number of moderate-wage jobs that the City's land use plan map could accommodate is much greater than the number of potential moderate-cost housing units. This should be considered in future updates to the City's land use plan map, including the 10-year comprehensive plan update as required by the State comprehensive planning law.²

Impact Fees

In 1994 the Wisconsin Legislature adopted statutory provisions that authorize local governments to impose impact fees on developers as a way of allocating a portion of the cost of public facilities created by new development to new development. The impact fee law is set forth in Section 66.0617 of the *Wisconsin Statutes*. Examples of public facilities under the impact fee law include sanitary sewer, water supply, and stormwater management facilities; new recreational facilities; fire protection, emergency medical, and law enforcement facilities; solid waste and recycling facilities; and roads and other transportation facilities.

The City of Burlington imposes a public site fee and a sewer connection fee for single-family residential development. In accordance with Section 66.0617(7) of the *Wisconsin Statutes*, the City could consider reducing or waiving these fees for modest single-family homes of less than 1,200 square feet on parcels of 10,000 square feet or less, which may be lower-cost than larger single-family homes on larger lots. A list of other single-family residential development fees are listed in the City of Burlington New Housing Fee Report. The report is posted on the City's website.

Building Code

The Wisconsin Uniform Dwelling Code applies to all single-family dwellings within the City. Because the dwelling code requirements are uniform across the State, building codes do not affect the cost of construction differently between local governments.

4.3 RESIDENTIAL DEVELOPMENT REGULATIONS RELATED TO MULTIFAMILY HOUSING

While not specifically required by Section 66.10013 of the *Statutes*, this section presents analyses of how the City's land use and development regulations relate to applicable regional housing plan recommendations for new multifamily housing development. This section also includes discussion of any modifications that could be considered by the City to encourage affordability.

² *The City of Burlington has adopted A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035, which includes the City's land use plan map.*

Zoning Ordinance

Key regional housing plan recommendations related to zoning regulations for multifamily housing include recommendations regarding maximum density, minimum unit size, flexible zoning regulations, parking requirements, and landscaping requirements.

Maximum Density, Minimum Unit Size, and Flexible Zoning Regulations

The regional housing plan recommends that local governments with urban services provide areas within the community for the development of multifamily housing at a density of at least 10 units per acre, and 18 units or more per acre in highly urbanized communities. The housing plan also recommends that communities allow modest apartment sizes and flexible zoning regulations to encourage affordability.

The Rm-1 Multiple-Family Residence District (maximum density of 12.4 units per net acre) and Rm-2 Multiple Residence District (maximum density of 17.4 units per net acre) both meet regional housing plan recommendations for permitted densities that may allow for the development multifamily housing that could be affordable to a wide range of households and beneficial to the City's aging population because of the basic accessibility features required for many new multifamily units. As discussed in Chapter 3, there are a handful of development and redevelopment sites within the City's current boundaries that are zoned either Rd-1 or Rd-2 that could accommodate higher density multifamily development.

In addition to the Rm-1 and Rm-2 Districts, the Rm-4 Multiple-Family Residence District, which is intended to be used in conjunction with the PUD Planned Unit Development Overlay District, permits multifamily planned unit developments at densities of up to 75 units per acre. The flexibility provided by the PUD District could be used to encourage development that would be beneficial to the City's workforce and to the City's aging population. The City could consider modifying the PUD District, which currently does not allow for greater densities than permitted in the underlying basic zoning district, to include density bonus as an incentive for developing units that would be affordable to workers within the City.

Parking and Landscaping Requirements

An adequate amount of parking is important to ensuring a multifamily development will be attractive to prospective residents. A lack of parking may also create opposition to a project from neighboring residents and property owners. However, parking is also very costly to provide and can have a negative impact on the affordability of a multifamily development. Data gathered for VISION 2050 shows that parking stalls in above ground parking ramps can cost more than \$25,000 to build, which can lead to increased rental costs

for residents.³ Landscaping and exterior building materials are also important considerations in ensuring that multifamily developments are attractive, compatible with the surrounding community, and less likely to create opposition from neighboring residents and property owners.

The regional housing plan recommends that communities review parking, landscaping, and exterior building material requirements for multifamily housing set forth in local zoning ordinances to determine if amendments could be made to reduce the cost of housing to the consumer while preserving safety, functionality, and aesthetic quality. The City could work with a qualified consultant to perform the reviews, such as an architect with experience designing affordable multifamily housing. The City's housing-unit-to-parking stall ratio, which ranges from two stalls per unit for efficiencies to three stalls per unit for three-bedroom apartments,⁴ is an example of a requirement that could potentially be modified to reduce the cost of developing multifamily housing. In conjunction, the use of shared parking agreements, which may be compatible in a mixed-use setting, could be encouraged to reduce the demand for parking stalls in new multifamily developments.

Job/Housing Balance

The regional job/housing balance analysis shows that the City's zoning ordinance does not create a barrier to the development of multifamily housing for lower-wage workers based on maximum density and minimum unit size requirements.

Comprehensive Plan

Similar to the discussion under Section 4.2, the projected job/housing balance analysis prepared for the regional housing plan shows that the City's land use plan map does not create a barrier to the development of multifamily housing within the City based on maximum density requirements. However, as discussed in Chapter 3, the job/housing balance analysis also shows that the total number of lower-wage jobs that could be accommodated by the City's land use plan map significantly exceeds the number of potential lower-cost housing units. Identifying additional land that could accommodate high-density residential development could be considered by the City in future plan updates to address the potential demand for workforce housing in the City, particularly if the City expands its current planning area in the future.

³ *Surface parking stalls could cost between \$5,000 and \$10,000 to construct and underground parking could cost up to \$50,000 per stall to construct.*

⁴ *Multifamily residential parking requirements include 0.5 stall per unit for guests.*

Impact Fees

The City of Burlington also imposes a public site fee and a sewer connection fee for multifamily residential development. In accordance with Section 66.0617(7) of the *Wisconsin Statutes*, the City could consider reducing or waiving these fees for multifamily developments with densities of at least 10 units per acre, which may be lower-cost than lower-density multifamily housing and single-family homes. A list of other multifamily residential development fees are listed in the City of Burlington New Housing Fee Report. The report is posted on the City's website.

Building Code

The Burlington Uniform Building Code applies to all multifamily buildings within the City. Because the Burlington Uniform Code incorporates requirements from the Wisconsin Uniform Building Code that are uniform across the State, the Burlington code does affect the cost of construction differently than codes adopted by other local governments.

Tax Increment Financing District (TID) Extension

Tax increment financing (TIF) could be used as a mechanism for affordable housing in the City. Wisconsin TIF law (Section 66.1105(6)(g) of the *Wisconsin Statutes*) allows municipalities to extend the life of a TID for one year after paying of the TID's project costs. In that year, at least 75 percent of any tax revenue received from the value off the increment must be used to benefit affordable housing in the municipality and the remainder must be used to improve the municipality's housing stock. The City of Burlington has one active TID that is projected to close in 2022.

4.4 CONCLUSIONS

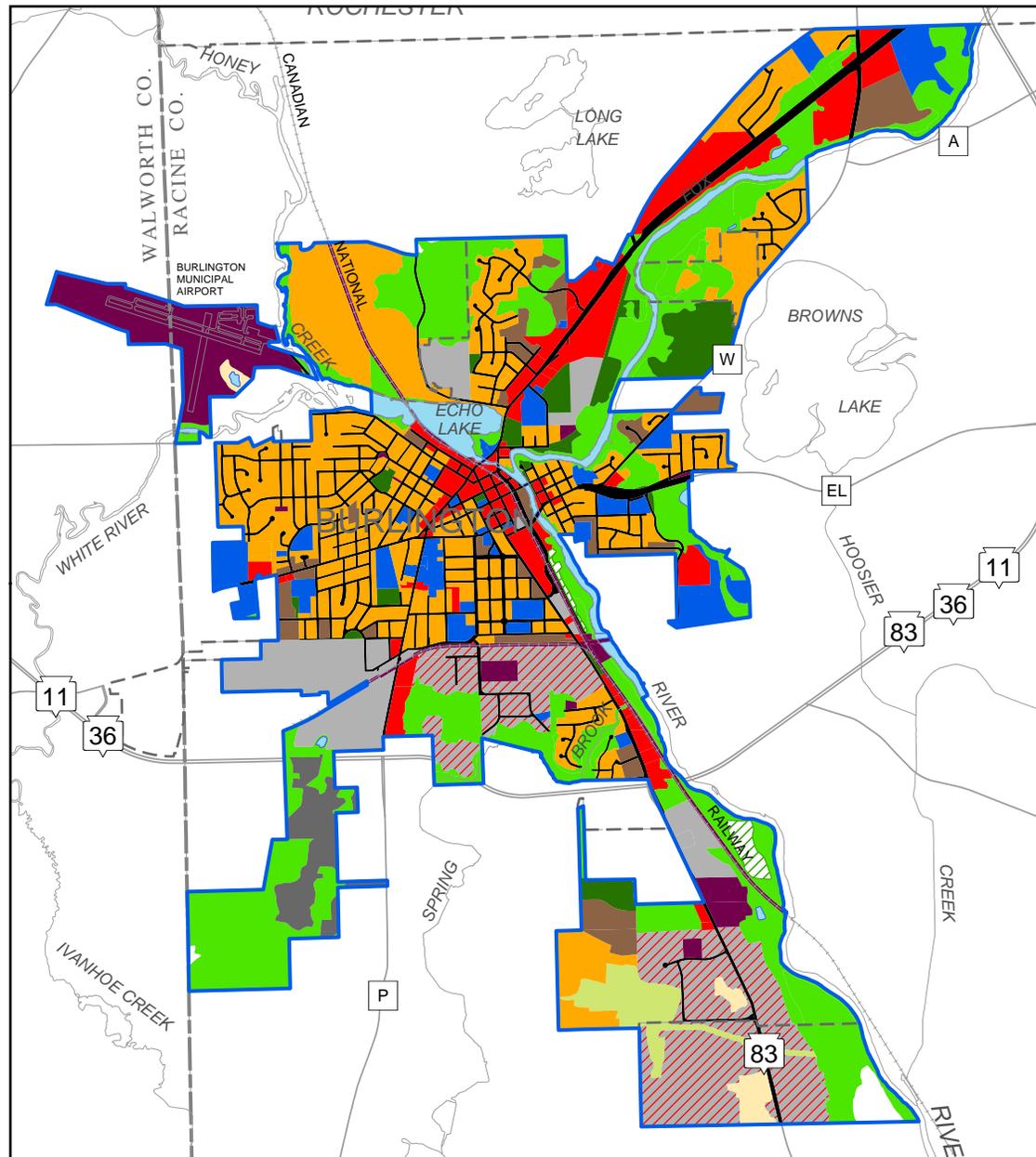
This chapter presents analyses regarding the financial impact of City regulations on developing single-family housing and multifamily housing. The chapter also identifies ways in which the City could modify its regulations to encourage housing affordability. Key conclusions that can be drawn from the analyses follow.

- Section 66.10013 of the *Statutes* requires the housing affordability report to include analyses of the financial impacts of City regulations on the cost of new subdivisions. The analyses presented in Section 4.2 of this chapter show that narrower pavement widths and smaller minimum lot sizes can reduce the cost of developing new subdivisions.

- Modifying the City's zoning ordinance to allow accessory dwellings in single-family residential zoning districts could be an important source of housing that would benefit those who work in the City as well as the City's aging population.
- Based on the projected job/housing balance analysis prepared for the regional housing plan, the City's comprehensive plan does not create barriers to the development of modest single-family housing and multifamily housing. Identifying additional land that could accommodate medium-density and high-density residential development could be considered by the City in future land use plan map updates to address the potential demand for workforce housing in the City, particularly if the City expands its current planning area in the future.
- The City's housing-unit-to-parking stall ratios are an example of a requirement that could potentially be modified to reduce the cost of developing multifamily housing.
- The City could consider developing an expedited review process for single-family and multifamily residential development proposals that incorporate the affordable housing recommendations discussed in this chapter.

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Map 4.1
Recommended Land Use Plan for the City of Burlington Planning Area: 2035



-  MEDIUM DENSITY RESIDENTIAL (6,200 SQUARE FEET OR MORE PER DWELLING UNIT)
-  HIGH DENSITY RESIDENTIAL (LESS THAN 6,200 SQUARE FEET OR MORE PER DWELLING UNIT)
-  COMMERCIAL
-  INDUSTRIAL
-  INDUSTRIAL/BUSINESS PARK
-  GOVERNMENTAL AND INSTITUTIONAL
-  RECREATIONAL
-  EXTRACTIVE
-  STREETS AND HIGHWAYS
-  OTHER TRANSPORTATION, COMMUNICATION, AND UTILITIES
-  AGRICULTURAL, RURAL RESIDENTIAL, AND OTHER OPEN LANDS
-  PRIMARY ENVIRONMENTAL CORRIDOR
-  SECONDARY ENVIRONMENTAL CORRIDOR
-  ISOLATED NATURAL RESOURCE AREA
-  OTHER OPEN LANDS TO BE PRESERVED
-  SURFACE WATER
-  BURLINGTON PLANNING AREA

Note: This map does not include any amendments or annexations that have been adopted by the City of Burlington since its original adoption on July 21, 2009.

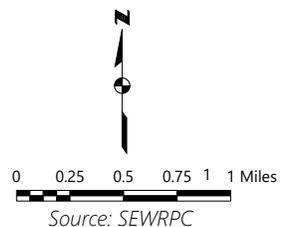


Table 4.1
Recommended Cross-Sections for Urban Land Access and Collector Streets^a

Land Access Streets		Land Use Served	Traffic Volume	Bus and Truck Travel	Type of Land Access Street
Pavement Width	28 feet ^b	Single-family residential with lots of ¼ acre or more, and with attached garages and driveways. No regular demand for on-street parking	Less than 1,500 vehicles per average weekday	No fixed route bus traffic, and little truck traffic	Cul-de-sac, loop street, or low volume land access street
Terrace	5-10 feet ^c				
Sidewalk	5 feet				
Sidewalk Buffer	1 foot				
Right-of-Way	60 feet				
Pavement Width	36 feet ^b	Multi-family residential and single-family with lots of less than ¼ acre, and with detached garages and alleys. Regular demand for on-street parking expected, for example, from schools, parks, retail areas, and by visitors to multi-family areas	More than 1,500 vehicles per average weekday	Route for bus traffic, and designated access route for heavy truck traffic to neighborhood commercial area	Land access streets which may also serve some collector function
Terrace	6-9 feet ^c				
Sidewalk	5 feet				
Sidewalk Buffer	1 foot				
Right-of-Way	60-66 feet				

Collector Streets		Land Use Served	Traffic Volume	Bus and Truck Traffic
Pavement Width	36 feet ^d	Single-family residential area with lots of ¼ acre or more and attached garage and driveways. No regular demand for on-street parking expected	Less than 3,000 vehicles per average weekday	No fixed route bus and limited truck traffic
Terrace	6-11 feet ^c			
Sidewalk	5 feet			
Sidewalk Buffer	1 foot			
Right-of-Way	60-70 feet			
Pavement Width	48 feet ^d	Multi-family residential and single-family with lots of ¼ acre or more, and detached garages and alleys. Regular demand for on-street parking expected, for example, from schools and retail areas	More than 3,000 vehicles per average weekday	Route for bus traffic and designated access route for truck traffic to neighborhood commercial area
Terrace	5-10 feet ^c			
Sidewalk	5 feet			
Sidewalk Buffer	1 foot			
Right-of-Way	70-80 feet			

^a Land access streets are defined as streets intended to serve primarily as a means of access to abutting property. Collector streets are defined as streets which are intended to serve primarily as connections between the arterial street system and the land access streets. In addition to collecting traffic from, and distributing traffic to, the land access streets, collector streets usually perform a secondary function of providing access to abutting property.

An arterial street is a street intended to serve primarily as a means of carrying through vehicular traffic, including truck and bus traffic. Providing access to abutting property may be a secondary function of some arterial streets; however, this secondary function should be subordinate to the primary function of carrying through traffic. The cross-section of an arterial street is determined principally by its existing and forecast future traffic volume.

An urban street is a street having a cross-section improved with vertical face curb and gutter, and storm sewer.

^b An intermediate pavement width—30, 32, or 34 feet—may be provided on those land access streets which do not clearly require the narrower or wider pavement widths, or address concerns that during periods of heavy snow, the effective width of a land access street may be reduced by two to four feet. Also, the provision of sidewalks on one or both sides of the street may be optional for short cul-de-sacs or loop streets, or subdivisions with internal pedestrian paths. The necessary street right-of-way could be reduced to 40 feet.

^c A landscaped terrace should be provided between the curb and the inside edge of the sidewalk to provide separation between vehicular and pedestrian traffic. Terraces provide a more pleasant pedestrian environment by providing an area off the sidewalk for sign posts, street lights, utility poles, fire hydrants, and mailboxes; provide an area for street trees and other landscaping; allow driveway aprons to be located outside the sidewalk area; provide area for snow storage; and reduce splashing of pedestrians by passing vehicles operating on wet pavements. Terraces that are to contain trees should be at least six feet wide, and desirably could be 10 feet or wider, to allow sufficient space for the tree root system and to minimize damage to adjacent pavements, especially sidewalks.

^d Collector street pavement widths, like land access street pavement widths, should be selected based on careful consideration of the street.

Table 4.2
Impact of Lot Width on Site Development Costs Per Lot^a

Lot Information	1	2	3
Average Lot Size	14,000 square feet	8,000 square feet	6,000 square feet
Average Lot Width	80 feet	60 feet	50 feet
Average Lot Depth	175 feet	133 feet	120 feet
Number of Lots ^b	43	75	100
Development Cost Per Lot ^c	\$20,100	\$11,500	\$8,650
Cost Per Foot of Lot Width	\$251	\$192	\$173

^a Site development costs include road construction and the installation of water, sanitary sewer, and storm sewer mains, including engineering costs.

^b For the purpose of this analysis, a 800,000 square foot (about 18.4 acres) subdivision was used, with 75 percent of the area, or 600,000 square feet, within lots.

^c Based on a total site development cost of \$865,000 for the entire subdivision.

Source: City of Burlington and SEWRPC.

Table 4.3
Single-Family Residential Construction Costs in the Racine Area: 2019^a

Living Area (Square Feet)	Economy ^b (with unfinished basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	134.68	134,680	137.75	137,748	138.74	138,736
1,200	125.22	150,259	130.21	156,250	125.63	150,758
1,400	116.84	163,582	124.80	174,720	119.39	167,149

Living Area (Square Feet)	Economy ^b (no basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	121.73	121,732	127.92	127,920	130.21	130,208
1,200	113.31	135,969	121.00	145,205	117.73	141,274
1,400	105.82	148,148	116.06	162,490	112.01	156,811

Living Area (Square Feet)	Average ^c (with unfinished basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	160.73	160,732	160.78	160,784	163.23	163,228
1,200	149.19	179,026	151.48	181,771	147.68	177,216
1,400	139.41	195,177	144.87	202,821	139.98	195,978

Living Area (Square Feet)	Average ^c (no basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	145.81	145,808	149.55	149,552	153.45	153,452
1,200	135.36	162,427	140.87	169,042	138.58	166,296
1,400	126.46	177,050	134.73	188,625	131.40	183,966

^aResidences include one full bathroom and stucco on wood frame exterior. An additional full bathroom adds \$6,749 to the cost of an economy-grade residence and \$8,435 to the cost of an average-grade residence. An additional half bathroom adds \$3,984 to the cost of an economy-grade residence and \$4,981 to the cost of an average-grade residence.

^bAn economy class residence is usually built from stock plans. The materials and workmanship are sufficient to satisfy building codes. Low construction cost is more important than distinctive features.

^cAn average class residence is a simple design and built from standard plans. The materials and workmanship are average, but often exceed minimum building codes. There are frequently special features that give the residence some distinctive characteristics.

Source: RSMMeans, a division of the Gordian Group, and SEWRPC.

Table 4.4
Financial Impact of Lot Size and Home Size

	Lot Size (square feet)				
	14,000	11,000	10,000	8,000	6,000
Finished Lot Cost ^a	\$29,960	\$23,540	\$21,400	\$17,120	\$12,840
Finished House Cost ^b	\$179,026	\$179,026	\$179,026	\$179,026	\$179,026
Contractor Overhead/Profit ^c	\$35,805	\$35,805	\$35,805	\$35,805	\$35,805
Fees	\$4,455	\$4,455	\$4,455	\$4,455	\$4,455
Total Cost	\$249,246	\$242,826	\$240,686	\$236,406	\$232,126

NOTE: City of Burlington single-family residential zoning districts do not include a minimum home size requirement.

^aFinished lot cost of \$2.14 per square foot.

^bFinished house cost based on RSMMeans construction cost per square foot data for a 1,200 square foot, one-story single-family house in the Racine area. House is of average grade with a stucco on wood frame exterior, one full bathroom and an unfinished basement. An additional full bathroom adds \$8,435 to the cost of the house and an additional half bathroom adds \$4,981 to the cost of the house.

^cContractor overhead/profit is estimated to be 20 percent of the house cost.

Source: RSMMeans, a division of the Gordian Group, City of Burlington, and SEWRPC.