

**CITY OF BURLINGTON
HOUSING
AFFORDABILITY
REPORT: 2019**

**RACINE COUNTY
WALWORTH 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 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 the *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 the 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

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, approval processes, and related fees to meet 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 household and employment forecasts

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

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.

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. 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 and Forecast Housing Demand

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

2.1 INTRODUCTION

This chapter presents information used 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, existing population and household data, and 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.

2.2 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.

2.3 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 2.1 and shown on Map 2.1. 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. They include parcels zoned Rs-1 Single-Family Residence District (14,000 square foot minimum lot size), Rs-2 Single-Family Residence District (11,000 square foot minimum lot size), and Rs-3 Single-Family Residence District (8,000 square foot minimum lot size).

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 2.2 and shown on Map 2.2. Table 2.2 includes the zoning of each parcel and notes regarding development proposals and characteristics of the parcels.

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 2.3 and shown on Map 2.3. 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.

2.4 EXISTING DEMAND

This section includes information regarding the City's population and households to provide insight into the housing needs of the City's current residents. The information presented in this section is largely based on 2013-2017 American Community Survey (ACS)³ data from the U.S. Census Bureau.

Burlington has a population of 10,652 according to the 2013-2017 ACS, and an estimated 2019 population of 10,925 according to the Wisconsin Department of Administration. The 2013-2017 ACS also reports that the City has 4,498 households. Some key characteristics of the City's population that should be considered in determining the existing demand for housing in the City include age distribution, household type, and occupation.

Table 2.4 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 Racine County, the Region, and the State. 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.

³ 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.

Table 2.5 presents information on household type in the City. The percentage of family households with children present is about the same as Racine County and slightly higher than that of the Region or State. In addition, the high percentage of the population under the age of five suggests that the City is 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.

The occupations of city residents, presented in Table 2.6, is another important consideration regarding existing housing demand in the City. Table 2.6 shows that 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 occupations tend to have high wages and the Sales and Office and Production, Transportation, and Material Moving occupations tend to have more moderate wages. There are also a significant number of workers in other higher-wage occupations, such as Computer, Engineering, and Science, and lower-wage occupations, such as Food Preparation and Serving. In addition, the City has a significant amount of existing industrial and commercial development, which may impact housing demand.

Based on the preceding information, it appears that a full spectrum of housing types and sizes would best meet the housing demands of the City's existing residents. City residents in high wage occupations and growing families may create a demand for larger homes on larger lots that provide privacy and space for family recreation, and the City's aging population and lower-wage workers may benefit from multifamily housing or smaller single-family homes that tend to be more affordable and require less upkeep.

ACS data regarding existing housing units shows that the City already has a wide range of housing types that may help to meet the varying housing needs of City residents. About 63 percent of the existing housing units in the City are single-family, about 9 percent are two-family, and about 28 percent are in multifamily buildings. Many of the owner-occupied units in the City are valued between \$100,000 and \$300,000 and monthly costs for homeowners with a mortgage tend to be between \$1,000 and \$2,000. There are a wide variety of rental units in the City as well, with rents typically falling between \$500 to \$999 a month or \$1,000 to \$1,500 a month.

While there is a wide variety of existing housing types in the City, vacancy rates for both homeowner units and rental units tend to be low, which suggests there is a strong demand for housing in the City. The data presented in Section 2.3 shows that there is the potential for the development/redevelopment of a wide range of housing types and sizes in the City, which could help meet the existing demand.

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 smaller single-family housing that may require less upkeep and may be affordable to a wider range of households. 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 and a number of residential redevelopment opportunities that can help the City accommodate a full spectrum of housing choices.

2.5 FORECAST DEMAND

This section discusses Burlington's forecast housing demand based on the 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); population characteristics

presented in Section 2.4; and the job/housing balance analysis prepared by SEWRPC for the regional housing plan.

Household and Employment Forecasts

As discussed under the Section 2.3, there is significant development/redevelopment potential in the City of Burlington. This is reflected in the year 2035 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 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 2.3, the additional households could be accommodated in the City through the year 2050.

Population 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.

The projected job/housing balance analysis prepared for the regional housing plan shows that the City's employers 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 developing 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.

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 to the percentage of multifamily and modest single-family housing that could be accommodated by a community's 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 2.7 shows that, based on the City's land use plan map, the number of jobs (including higher-wage jobs) that could be accommodated significantly exceeds the planned housing capacity. This suggests that the City's land use plan map is not creating barriers to the development of workforce housing; however, the demand for a full spectrum of housing for the City's workforce could be considered in future comprehensive plan/land use plan map updates.

2.6 CONCLUSIONS

This chapter presents information used 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.
- The City has low homeowner and rental housing unit vacancy rates.
- 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 a significant amount of commercial and industrial land located within the City that can support a large number of jobs with a wide range of wages. In addition, current City residents are employed in a wide range of occupations with a wide range of wages. Existing demand and potential commercial and industrial growth could create an increased demand for a full spectrum of housing choices in the City.
- 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.

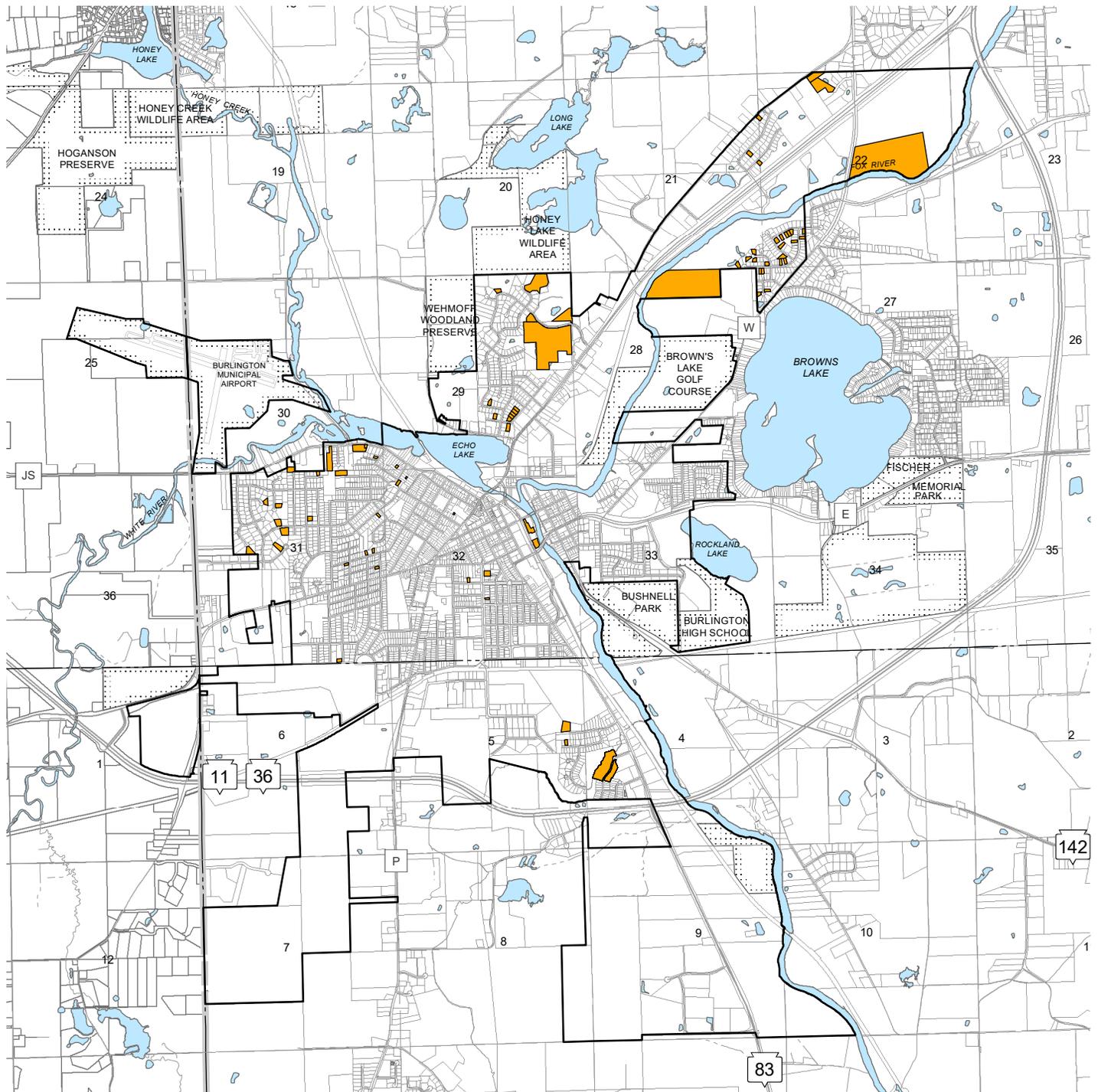
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Map 2.1

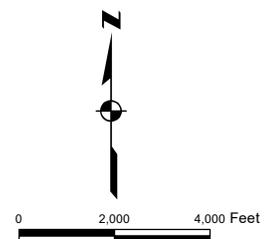
Undeveloped Parcels Zoned for Residential Development in the City of Burlington: 2019



 Undeveloped Parcels Zoned Residential

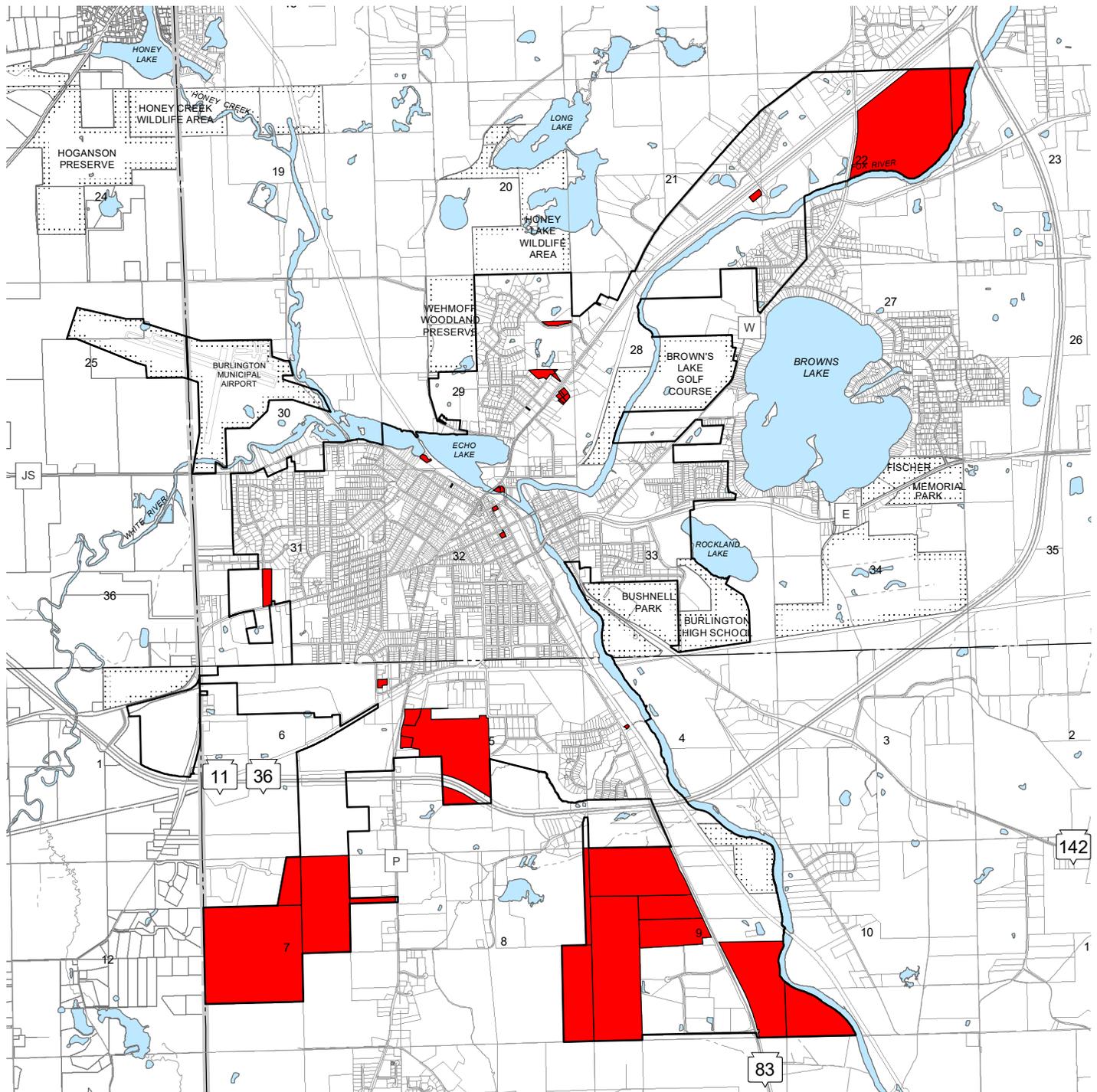
 City of Burlington Boundary

Source: City of Burlington and SEWRPC.



Map 2.2

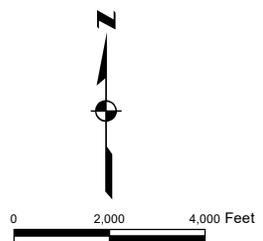
Undeveloped Parcels Not Zoned for Residential Development in the City of Burlington: 2019



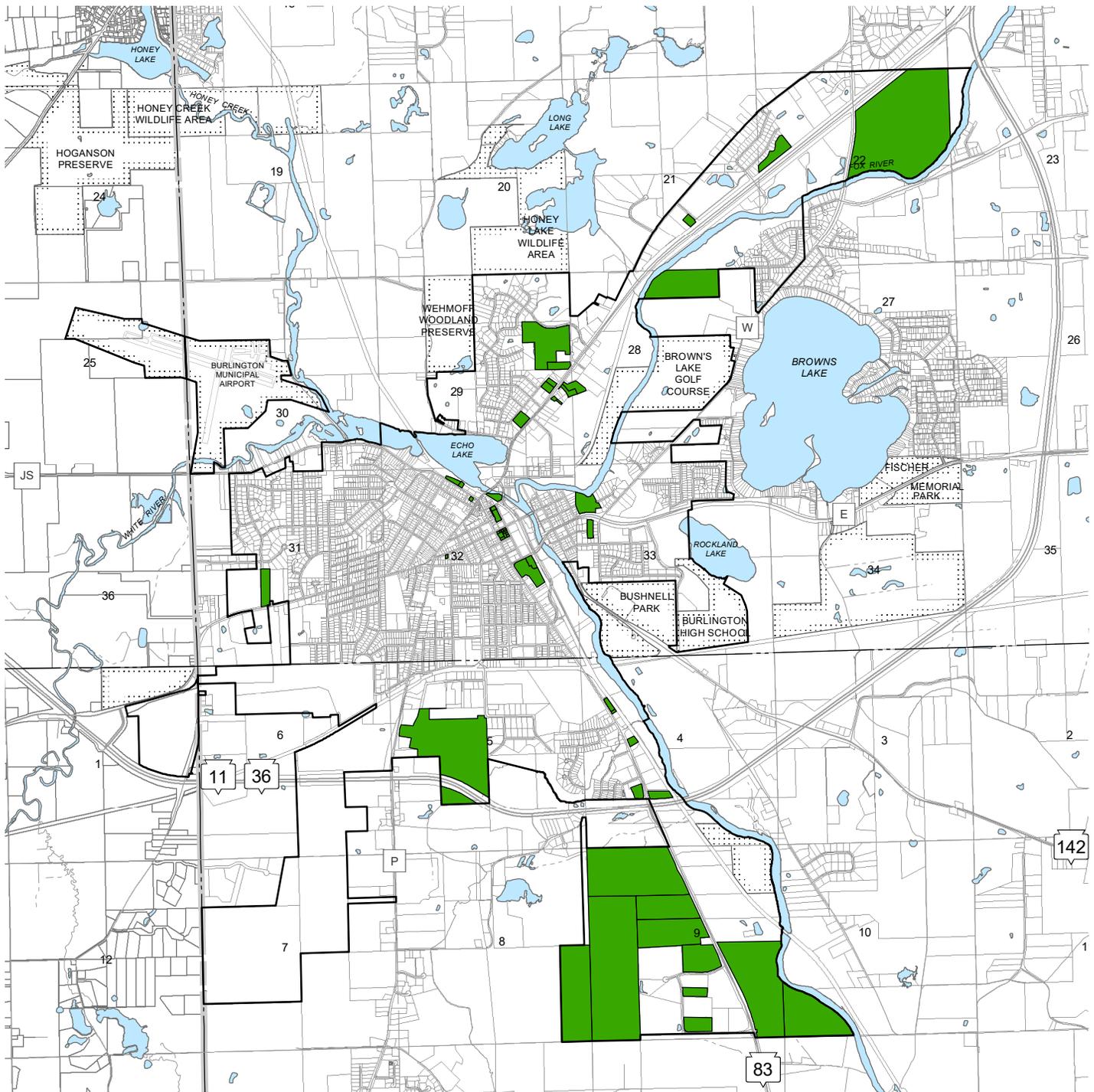
 Undeveloped Parcels Not Zoned Residential

 City of Burlington Boundary

Source: City of Burlington and SEWRPC.



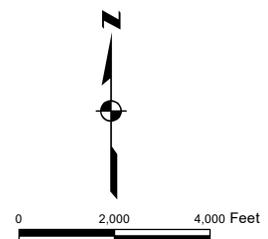
Map 2.3
Potential Residential Redevelopment Sites in the City of Burlington: 2019



 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.

Table 2.1
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 2.1 (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

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Table 2.2
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 2.3
 BRM/RLR
 2/28/20; 1/15/20; 11/20/19

Table 2.3
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. Brever
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 2.3 (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 2.4
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 2.5
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 2.6
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 2.7
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.

Chapter 3

Analyses of Residential Development Regulations

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

3.1 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.

3.2 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.

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 3.1. 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.⁴

Zoning Ordinance

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

Smaller lot sizes can accommodate the construction of more affordable single-family housing. Assessor data shows that the average size of completed 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.

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.

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 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 3.2 presents costs for economy and average single-family homes at 1,000 square feet, 1,200 square feet, and 1,400 square feet.

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.

⁴ *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.*

The City's zoning ordinance permits PUD through the PUD 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 single-family housing that may be more affordable to a wider range of households than single-family homes on larger lots.

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 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 2, 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 3.1) does not create a barrier to the development of modest 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. Although the purpose of the job/housing balance analysis was to identify shortages of workforce housing for lower- and moderate-wage earners, the analysis also shows that the number of higher-wage jobs that City's land use plan map could accommodate is much greater than the number of potential higher-cost housing units. These factors could 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.⁵

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

⁵ *The City of Burlington has adopted A Multi-Jurisdictional Comprehensive Plan for Racine County: 2035, which includes the City's land use plan map.*

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, a park facilities impact fee and a sewer connection fee for single-family residential development. 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.

3.3 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.

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 2, 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.

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.⁶ 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,⁷ 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.

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.

3.4 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 3.2 of this chapter show that smaller minimum lot sizes can reduce the cost of developing new subdivisions. Narrower pavement widths could also reduce the cost of developing new lower-density subdivisions.

⁶ *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.*

⁷ *Multifamily residential parking requirements include 0.5 stall per unit for guests.*

- Based on the projected job/housing balance analysis prepared for the regional housing plan, the City's long-range land use plan map does not create barriers to the development of modest single-family housing and multifamily housing; however the number of jobs that could be accommodated by the City's long-range land use plan map (including higher-wage jobs) is greater than the number of housing units. Accommodating additional medium-density and high-density residential development could be considered by the City in future plan updates to address the potential demand for a full spectrum of housing created by those who work in the City.
- 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.

A wide range of factors associated with both the supply and demand of housing have led to the existing housing conditions in the City, Region, State, and Country. A few of these issues linked to the supply of housing include risky lending practices in the early 2000s, the recession and housing market collapse in 2008 and the high costs of building materials and infrastructure.

Solutions to the existing housing affordability situation do not solely fall on the City of Burlington to solve. The City's zoning, land use, and building regulations are consistent and work to encourage residential development at many different scales and price points.

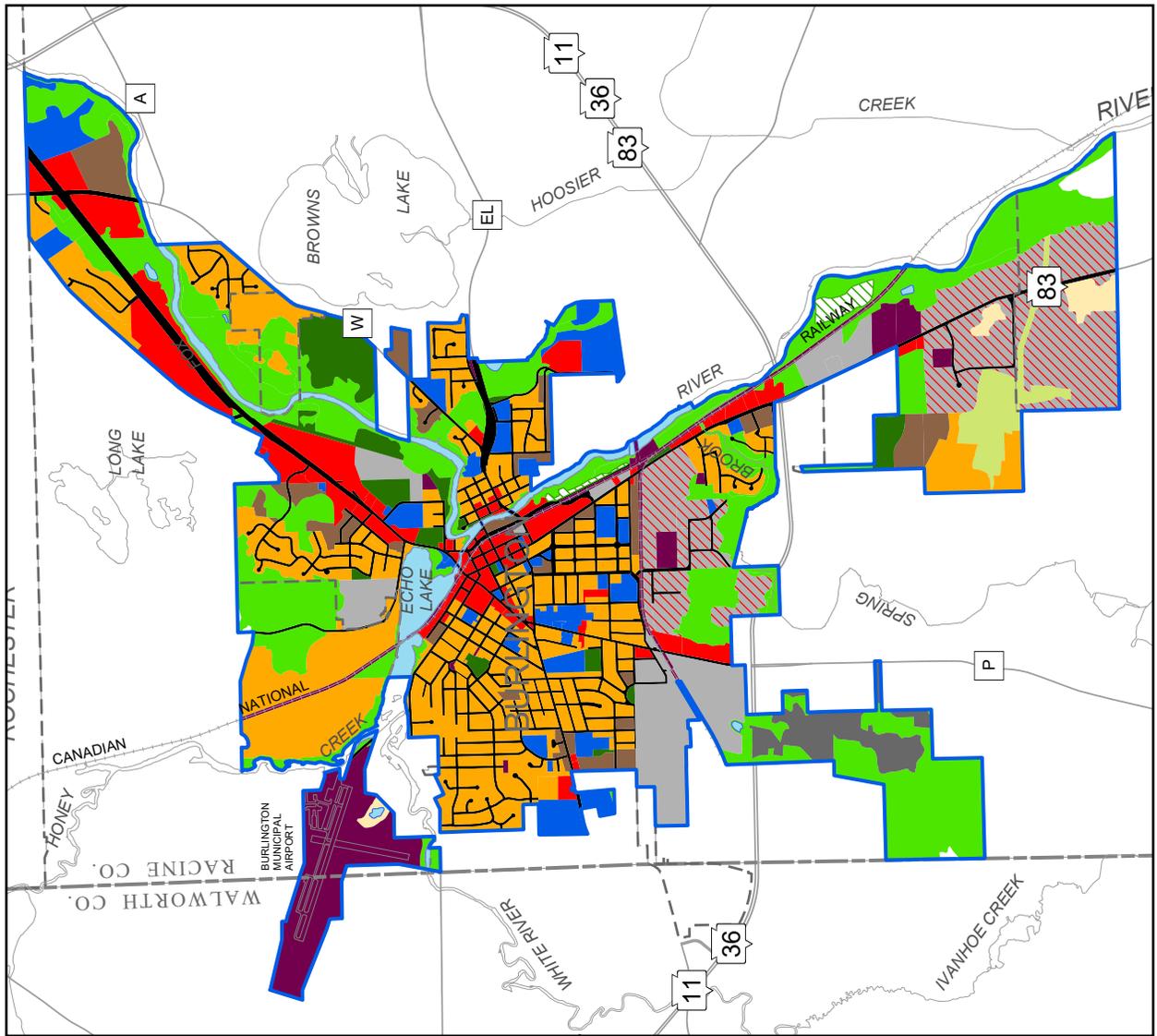
The City of Burlington encourages high-quality housing, promoting the preservation and maintenance of existing housing stock, and encourages increased walking and bicycling connectivity to provide alternate transportation options.

253458-2

4/20/20; 2/26/20; 1/15/20; 12/9/19

BRM/CDP

Map 3.1
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.

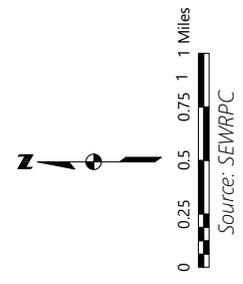


Table 3.1
Recommended Cross-Sections for Urban Land Access and Collector Streets^a

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.

Source: SEWRPC.

Table 3.2
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.