

NOTICE

A meeting of the City of Evansville Plan Commission will be held on the date and time stated below. Notice is further given that members of the City Council and Historic Preservation Commission may be in attendance. Requests for persons with disabilities who need assistance to participate in this meeting should be made by calling City Hall at (608)-882-2266 with as much notice as possible.

City of Evansville **Plan Commission**
Regular Meeting
City Hall, 31 S Madison St., Evansville, WI 53536
Tuesday, April 2, 2024, 6:00 pm

AGENDA

1. Call to Order
2. Roll Call
3. Motion to Approve Agenda
4. Motion to waive the reading of the minutes from the February 6th, 2024 meeting and approve them as printed.
5. Civility Reminder
6. Citizen appearances other than agenda items listed.
7. Action Items
 - A. Public Hearing, Review, and Recommended Action for Land Division Application 2024-04 for a Certified Survey Map in the City's Extraterritorial Jurisdiction on parcel 6-20-107 (9238 Tupper Road, Town of Union)
 1. Review Staff Report and Applicant Comments
 2. Public Hearing
 3. Plan Commissioner Questions and Comments
 4. Motion with Conditions
 - B. Review and Action on Site Plan Application 2022-0264 for collocating wireless antennae on parcel 6-27-577 (40 Cemetery Road)
 1. Review Staff Memo and Applicant Comments
 2. Plan Commissioner Questions and Comments
 3. Motions with Conditions
 - C. Review and Recommend Resolution 2024-11, Approving an Application for a Wisconsin Assessment Monies Grant through WDNR
8. Discussion Items
 - A. Housing Issues
9. Community Development Report

-Mayor Dianne Duggan, Plan Commission Chair

10. Upcoming Meeting: Tuesday, May 7, 2024 at 6:00pm

11. Adjourn

-Mayor Dianne Duggan, Plan Commission Chair

These minutes are not official until approved by the City of Evansville Plan Commission.

**City of Evansville Plan Commission
Regular Meeting
Tuesday, March 5th, 2024, 6:00 p.m.**

MINUTES

- 1. Call to Order** at 6:00pm.
- 2. Roll Call:**

Members	Present/Absent	Others Present
Mayor Dianne Duggan	P	Colette Spranger (Community Dev. Director)
Aldersperson Gene Lewis	P	Joe Geoffrion, Angela Czegledi, Clint Pushee,
Aldersperson Abbey Barnes	P	Fred Johnson, Becky Guenther, Nick Christen,
Susan Becker	P	Gavin Mirhen, Johanna Lema, Rosa Rodriguez,
John Gishnock	P	Amy & Ben Corridon
Mike Scarmon	A	
Eric Klar	P	

- 3. Motion to approve the agenda, by Becker, seconded by Klar. Approved unanimously**
- 4. Motion to waive the reading of the minutes from the February 6th, 2024 meeting and approve them as printed, by Becker, seconded by Klar. Approved unanimously.**
- 5. Civility Reminder.** Duggan noted the City’s commitment to conducting meetings with civility.
- 6. Citizen appearances other than agenda items listed.**

7. Action Items.

A. Review and Action on Site Plan Application 2024-01 for a new grain bin on parcel 6-27-1160 (650 County Rd M)

1. Review Staff Memo and Applicant Comments

Spranger discussed the project being to partially deconstruct a grain bunker to construct a grain bin. Spranger also discussed the history of improvements on the site. A previous landscape plan on the site is not in compliance, which must be remedied in order to approve this plan. Landscape ordinances in Evansville have previously been updated to allow for monetary donations for landscaping elsewhere in the city for sites where landscaping would be detrimental to the use. Eleven trees will be planted along County Rd M as part of this plan.

2. Plan Commissioner Questions and Comments

These minutes are not official until approved by the City of Evansville Plan Commission.

None.

3. Motion with Conditions

Motion to approve site plan application 2024-01 for improvements and building expansion on parcel 6-27-1160, finding that the proposed changes meet the required standards and criteria set forth in Section 130-131 of the City of Evansville Zoning Ordinance, and are in the public interest, subject to the following conditions:

- 1. Applicant complies with any and all other local, state, or federal regulations pertaining to the site.**
- 2. Any major deviations from approved plans will require a resubmittal of application and possibly fees or enforcement action.**
- 3. Applicant records the site plan with the Rock County Register of Deeds.**

Motion by Becker, Second by Klar. Approved unanimously.

B. Public Hearing, Review, and Recommended Action for Land Division Application 2024-01 for a Certified Survey Map in the City's Extraterritorial Jurisdiction on parcel 6-20-222 (12638 W US Hwy 14, Town of Union)

1. Review Staff Memo and Applicant Comments

Spranger described the exceptions that need to be met in order to qualify for a land division, specifically presence of an existing residence on the parcel and the remaining parent parcel would be left with at least 35 acres in size. In this parcel the existing parcel is 76.59 acres and the proposed parcel which contains the residence would be 6 acres. The same landowner had a previously approved land division on another parcel which required an easement which was never created, the approval of this application would be contingent upon the creation of that easement.

2. Public Hearing

Public Hearing opened at 6:19 PM. Joe Geoffrion how the easement could affect the church in the neighboring parcel if they were to expand their parking lot. Public Hearing closed at 6:23 PM.

3. Plan Commissioner Questions and Comments

None.

4. Motion with Conditions

Motion to recommend common Council approve the creation of a 6 acre residential lot from parcel 6-20-222m, a 76.59 acre parcel located at 12638 US Highway 14, Town of Union, finding that the application is in the public interest and meets the objectives contained within Sections 110-230 and 110-102(g) of city ordinances, with the following conditions:

- 1. Applicant fulfills outstanding conditions of approval from SP-2018-01.**
- 2. The final CSM is recorded with Rock County Register of Deeds.**
- 3. The applicant fulfills the other obligations set forth by the Town of Union and Rock County.**

Motion by Becker, Second by Barnes. Motion carried unanimously.

C. Public Hearing, Review, and Recommended Action for Land Division Application 2024-02 for a Certified Survey Map in the City's Extraterritorial Jurisdiction on parcel 6-20-212 (near 8808 County Rd M, Town of Union)

1. Review Staff Memo and Applicant Comments

Spranger explained that the exception that makes this allowable is that this is regarding the

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sale or exchange of land between owners of adjoining properties, and it does not involve new lots being created, it only adjusts the existing lines.

2. Public Hearing

Public Hearing opened at 6:26 PM and closed at 6:27 PM with no comment.

3. Plan Commissioner Questions and Comments

None.

4. Motion with Conditions

Motion to recommend Common Council approve a certified survey map adjusting lot lines and acreages between parcel 6-20-212 and 6-20-212.3 in the Town of Union, finding that the application is in the public interest and meets the objectives contained within Sections 110-230 and 110-102(g) of city ordinances, with the following conditions:

- 1. The final certified survey map is recorded with Rock County Register of Deeds.**
- 2. The applicant fulfills any other obligations set forth by the Town of Union and Rock County.**

Motion by Becker, Second by Klar. Motion carried unanimously.

D. Public Hearing, Review, and Recommended Action for Zoning Map Amendment Application 2024-01 to rezone parcel 6-27-397 (457 W Main St) from R-1 to B-1

1. Review Staff Memo and Applicant Comments

Spranger explained that the parcel, currently zoned as R-1 is a former church that is intended to be used as a daycare, which would be allowable in B-1 zoning without conditional use. There is a history of a daycare being operated at the site in conjunction with the church. Roger Berg discussed the need for childcare within the community and how optimal the site is for the use. Johanna Lema stated the daycare has had a waiting list for a long time and that is why this second location is needed.

2. Public Hearing

Public Hearing was opened at 6:36 PM. Clint Pushee commented that the site had a daycare there 20 years ago when he first moved into the neighborhood. Ben Corridon asked the age range of the children cared for at the facility, Johanna Lema stated they are licensed for 4 months to 12 years but this site will be for ages 2 years and up. Public Hearing was closed at 6:37 PM.

3. Plan Commissioner Questions and Comments

Gishnock expressed support for this change but did note that they have to be aware of what uses may be on the site in the future in the B-1 district if it is no longer a daycare so it was important that the staff report noted that businesses in that district must be appropriate for use next to residential properties.

4. Motion with Conditions

Motion to recommend Common Council approve Ordinance 2024-2, Rezoning Territory from Residential District One (R-1) to Local business District (B-1)

Motion by Becker, Second by Klar. Approved unanimously.

8. Discussion Items. None.

9. Community Development Report

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- A. The city is now issuing residential building permits again through GEC. The city is still waiting for DSPS to approve the city's delegation for commercial permits, which are currently being approved through the state.
- B. Progress is being made on CHS TIF agreement approvals and other approvals which will be going to common council.

10. Next Meeting Date:

- A. Tuesday, April 2, 2024 at 6:00 p.m.

11. Adjourn. 6:48 PM.



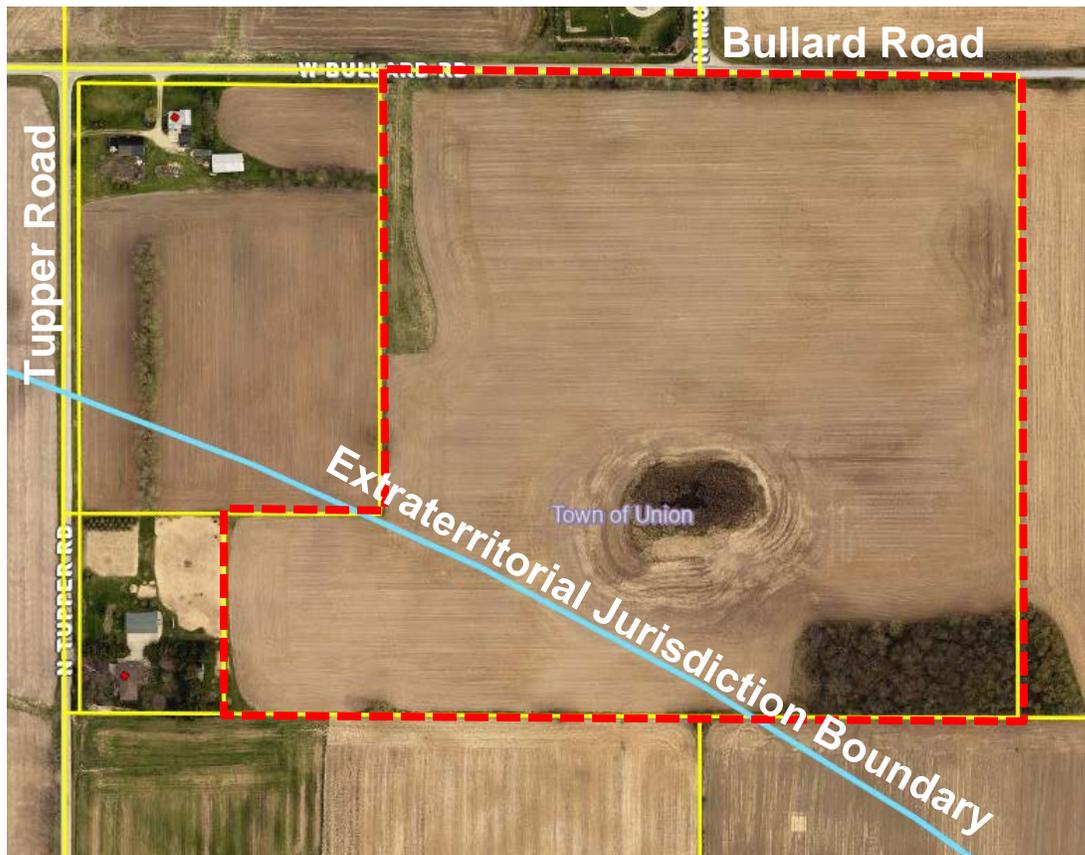
LAND DIVISION APPLICATION- STAFF REPORT

Application: LD-2024-03 **Applicant:** Ray and Mary Weigand

Parcel 6-20-107

April 2, 2024

Prepared by: Colette Spranger, Community Development Director
Direct questions and comments to: colette.spranger@ci.evansville.wi.gov or 608-882-2263



Location: Near corners of Tupper/Bullard Road, associated with 9238 Tupper Road

Description of request: An application to create two parcels, Lot 1(10.2 acres) and Lot 2 (31.8 acres), from parent parcel 6-20-107 which currently measures 43.26 acres. 1.26 remaining acres will be formally dedicated as public road right-of-way.

Existing Uses: Agricultural. Land is vacant.

Staff Analysis of Request

This land division falls on the border of the extraterritorial jurisdiction (ETJ) of the City of Evansville. Within this area, the City places limits on the size and number of land divisions. The intention is to preserve lands that may be suited to develop on City utility services in future years while preserve large tracts of land in the short term.

One of the exceptions to this rule is for land divisions creating no more than five lots with a minimum lot size of 10 acres. For all land divisions allowed under this exception, the subdivider must provide a preliminary plat or map for future replatting at higher density. No more than one land division created under this option may be created in a 20 year period for an original parcel or from contiguous parcels owned by the same landowner.

Once divided, Lot 1 will be entirely outside the City's extraterritorial limits. Lot 2 contains some terrain and environmental constraints may constrain further subdivision in certain areas, but could still be further subdivided at higher densities. A rough sketch outlining how Lot 2 could be further subdivided has been provided. This concept map will not be required to be following when further subdivision occurs. Its purpose is to show that further subdivision is possible.

The certified survey map and application submitted for Plan Commission review tonight meets the requirements set forth in Section 110-230(b)(3) of the Municipal Code.

Consistency with the City of Evansville Comprehensive Plan and Municipal Code: The proposed land division and land uses are thoroughly consistent with the Future Land Use Map of the Comprehensive Plan. The proposal complies with the requirements as set forth in the Land Division Ordinance.

Plan Commission Recommended Motion: *Motion for Common Council to approve a certified survey map creating two lots from parent parcel 6-20-107 (Town of Union) finding that the application is in the public interest and meets the objectives contained within Sections 110-230 and 110-102(g) of city ordinances, with the following conditions:*

1. *The final certified survey map is recorded with Rock County Register of Deeds, along with the record of decision from the City outlining these conditions.*
2. *The applicant fulfills any other obligations set forth by the Town of Union and Rock County.*
3. *No further land division of these parcels occur prior to April 9, 2044 unless superseded by one or both of the following:*
 - a. *An update to Article VII of the City's Subdivision ordinance, last amended by Ordinance 2020-12; or*
 - b. *The Town of Union and City of Evansville enter a boundary agreement.*

CERTIFIED SURVEY MAP NO. _____

That part of the Northwest and Northeast 1/4s of the Southwest 1/4 of Section 13, Town 4 North, Range 10 East, Town of Union, Rock County, Wisconsin, bounded and described as follows:
 Commencing at the West 1/4 corner of said Section 13; thence S89°29'48"E along the East-West 1/4 line of Section 13, 659.40' to the point of beginning; thence S89°29'48"E, 1306.35' to the Northeast corner of the West 1/2 of the Northeast 1/4 of the Southwest 1/4 of Section 13; thence S00°01'59"E, 1328.43' to the Southeast corner of the West 1/2 of the Northeast 1/4 of the Southwest 1/4 of Section 13; thence N89°33'55"W along the South line of the North 1/2 of the Southwest 1/4 of Section 13, 1631.77'; thence N00°03'10"W, 414.74'; thence S89°52'47"E, 322.92'; thence N00°07'57"E, 913.47' to the point of beginning; subject to a public road right of way as shown and to any and all easements of record.

I hereby certify that this survey is in compliance with Section 236.34 of the Wis. Statutes and the subdivision regulations of the Town of Union, the City of Evansville and Rock County; and that under the direction of Ray & Mary Weigand, I have surveyed, monumented, and mapped the lands described hereon; and that this map is a correct representation of all exterior boundaries of the land surveyed in accordance with the information provided.

February 15, 2024



Robert A. Talarczyk
 Robert A. Talarczyk, P.L.S.

NOTES:

- 1.) Bearings are referenced to the Wisconsin County Coordinate System, Rock County Zone, NAD83 (2011), in which the East-West 1/4 line of Section 13 bears S89°29'48"E.
- 2.) Recorded data, when different than measured, is shown in parenthesis.
- 3.) No buildings which produce wastewater are allowed on lots until acceptable means of wastewater disposal is approved by the necessary governmental agencies.

LEGEND:

-  Cast aluminum monument found
-  Berntsen adjustable monument found
-  1" iron pipe found
-  5-1/2" x 6" cut limestone found
-  Mag spike found
-  1-1/4" iron pipe found
-  3/4" solid round iron rod found
-  3/4" x 24" solid round iron rod set, weighing 1.50 lbs per lineal foot
-  Fence

PREPARED FOR:
 Ray & Mary Weigand
 9238 Tupper Road
 Evansville, WI 53536
 (608) 931-2689

TALARCZYK
 LAND SURVEYS LLC
 517 2nd Avenue
 New Glarus, WI 53574
 608-527-5216
 www.talarczyk-surveys.com

JOB NO. 24013
 POINTS 24013
 DRWG. 24013_1
 DRAWN BY MST

CERTIFIED SURVEY MAP NO. _____

Part of the Northwest and Northeast 1/4s of the Southwest 1/4 of Section 13, Town 4 North, Range 10 East, Town of Union, Rock County, Wisconsin.

OWNER'S CERTIFICATE OF DEDICATION:

As owners, we hereby certify that we caused the land described on this Certified Survey Map to be surveyed, divided, mapped and dedicated as represented hereon. We also certify that this map is required by s.236.10 or s.236.12 to be submitted to the following for approval or objection: Town of Union; City of Evansville; Rock County Planning & Development.

WITNESS the hand and seal of said owners this _____ day of _____, 20_____.
In the presence of:

Raymond J. Weigand, Trustee
Raymond J. & Mary C. Weigand Trust

Mary C. Weigand, Trustee
Raymond J. & Mary C. Weigand Trust

STATE OF WISCONSIN)

_____ COUNTY) SS
Personally came before me this _____ day of _____, 20_____, the above named Raymond J. Weigand and Mary C. Weigand, trustees of the above named trust, to me known to be the same persons who executed the foregoing instrument and acknowledged the same.



My commission expires _____.

TOWN APPROVAL: This Certified Survey Map and the public dedication shown hereon is approved for recording this _____ day of _____, 20_____ by the Town of Union.

Town Clerk

CITY APPROVAL: Approved for recording this _____ day of _____, 20_____ by the City of Evansville.

City Clerk

ROCK COUNTY TREASURER'S CERTIFICATE:

I hereby certify that the property taxes on the parent lot are current and have been paid as of _____, 20_____.

Rock County Treasurer

ROCK COUNTY PLANNING AND DEVELOPMENT:

This Final Land Division No. _____ is approved this _____ day of _____, 20_____, pursuant to Chapter 15 of the Rock County Land Division Regulations.

TALARCZYK
LAND SURVEYS LLC
517 2nd Avenue
New Glarus, WI 53574
608-527-5216
www.talarczyksurveys.com

Secretary

VOL. _____ PAGE _____




SITE PLAN APPLICATION – STAFF REPORT
Applicant: Verizon Wireless

Parcel 6-27-577

April 2, 2024

Prepared by: Colette Spranger, Community Development Director
Prepared for: City of Evansville Plan Commission

Location: City Water Tower at 40 Cemetery Road

Description of request: The applicant is seeking approval of site modifications to install Verizon Wireless collocation of antennas at the 80' elevation on the water tank stem.

Prior plan approval included a shroud shielding the antennas from view. Upon consultation with an engineering firm specializing in water towers, it was revealed that the addition of the shroud lessen the stability of the water tower. Without the shroud, antennas could still be attached without lessening the integrity of the stem.

No other structure is proposed but Verizon will install ancillary base cabinets inside its contiguous 18' x 24' lease area inside the current fenced water tank compound. The purpose of the installation is to improve Verizon customer experience to residents and travelers to the City of Evansville and the surrounding area.

Staff Analysis of Request: This use falls somewhere between that of a communication tower and that of public service and utility use. The City's main concern involves screening the equipment at the base of the water tower. The City is requiring three trees planted outside the east and south fenced-in areas to provide screening at the ground level.

A lease agreement between Verizon and the City has already been signed. Per this agreement, Verizon must reimburse the City for legal fees not to exceed \$2,000 and provide a one-time payment of \$5,000.

Required Plan Commission findings for Conditional Use Permit request: Section 130-104 (3) of the Municipal Code, includes criteria that should be considered in making this decision:

1. **Consistency of the use with the comprehensive plan.** The proposed use in general and in this specific location is consistent with the city's comprehensive plan of November 2015.

Staff Comment: The Comprehensive plan indicates this area be used for long-term institutional uses. This proposal, with conditions, achieves all of the applicable goals

2. **Consistency with the City's zoning code, or any other plan, program, or ordinance.** The proposed use in general and in this specific location is consistent with City's zoning code, or any other plan, program, or ordinance, whether adopted or under consideration pursuant to official notice of the city.

Staff comment: The proposed construction is consistent with the City's zoning code and other plans, programs, and ordinances.

3. **Effect on nearby property.** The use will not result in a substantial or undue adverse impact on nearby property, the character of the neighborhood, environmental factors, traffic factors, parking, public improvements, public property or rights-of-way, or other matters affecting the public health, safety, or general welfare, either as they now exist or as they may in the future be developed as a result of the implementation of the City's zoning code, the comprehensive plan, or any other plan, program, map, or ordinance adopted or under consideration pursuant to official notice by the city.

Staff Comment: No adverse effect is anticipated on nearby property.

4. **Appropriateness of use.** The use maintains the desired consistency of land uses, land use intensities, and land use impacts as related to the environs of the subject property.

Staff Comment: The proposed use is consistent with other telecommunications devices already installed on the water tower.

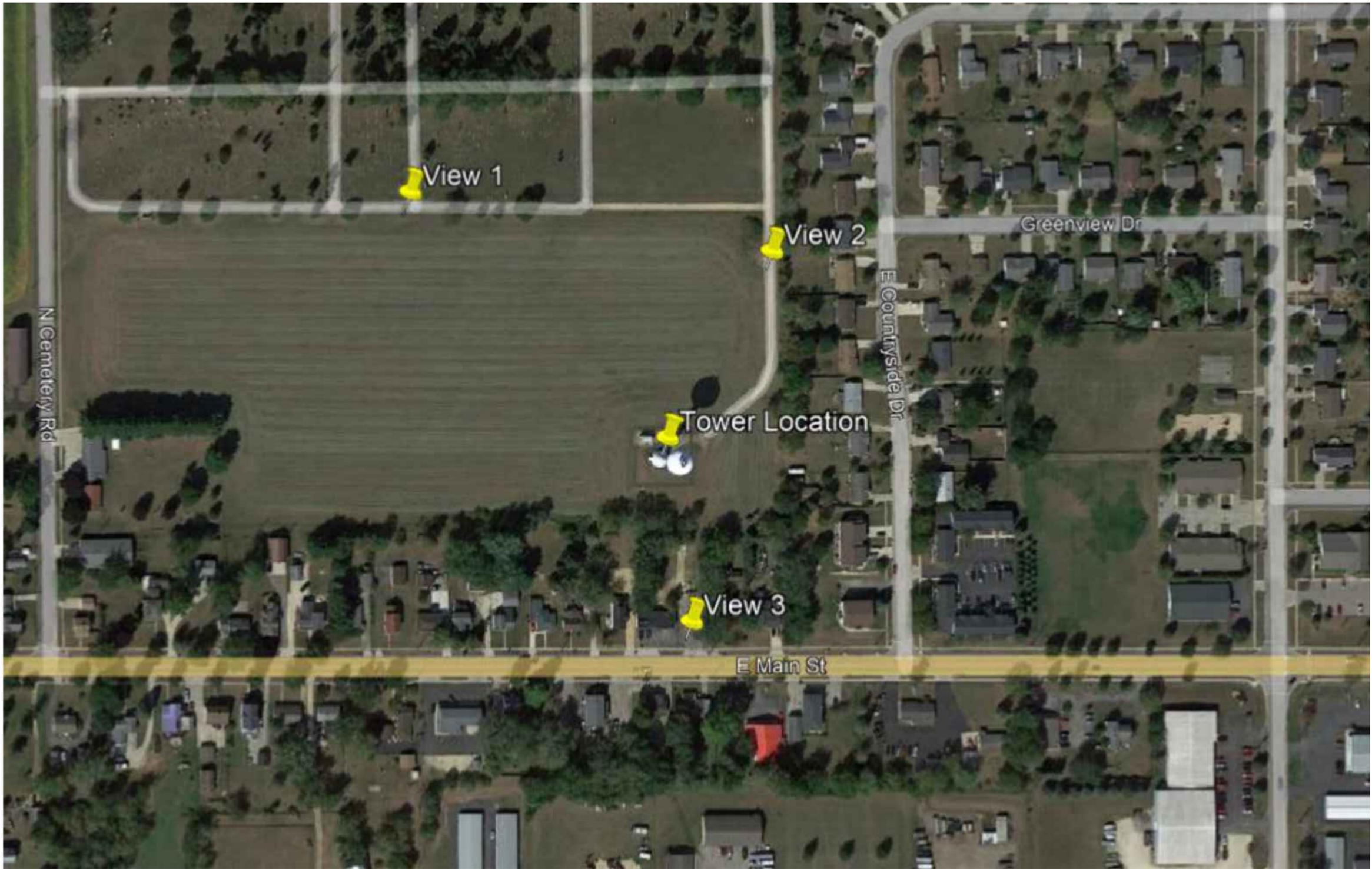
5. **Utilities and public services.** The use will be adequately served by, and will not impose an undue burden on, any of the improvements, facilities, utilities, or services provided by the City or any other public agency serving the subject property.

Staff Comment: the property is currently served by public utilities

Required Plan Commission conclusion: Section 130-104(3)(f) of the Municipal Code requires the Plan Commission to determine whether the potential public benefits of the site plan do or do not outweigh any and all potential adverse impacts. The proposed motion below states that benefits do in fact outweigh any and all potential adverse impacts. The commission can also choose to delay final approval subject to a public hearing.

Staff recommended motion: *The Plan Commission approves the site for collocation of wireless antennas as presented for 40 Cemetery Road on parcel 6-27-577, finding that the benefits of the use outweigh any potential adverse impacts, and that the proposed use is consistent with the required standards and criteria for issuance as set forth in Section 130-104(3)(a) through (e) of the Zoning Ordinance, subject to the following conditions:*

1. *Verizon Wireless to plant three (3) evergreen trees on the east and south sides of fenced area at base of water tower.*
2. *Verizon Wireless honors provision 30 of lease agreement, outlining reimbursement for the City's legal fees (not to exceed \$2,000) and a one-time payment of \$5,000.*



NOTE: THIS PHOTO SIMULATION IS A VISUAL INTERPRETATION OF THE PROPOSED DESIGN. FINAL CONSTRUCTION MAY DIFFER FROM WHAT IS PRESENTED HERE.

Evansville RSW

AERIAL VIEW



VIEW 1



EVANSVILLE RSW

View from Northwest
looking Southeast

PROPOSED
LESSEE ANTENNA



BEFORE



AFTER

NOTE: THIS PHOTO SIMULATION IS
A VISUAL INTERPRETATION OF
THE PROPOSED DESIGN. FINAL
CONSTRUCTION MAY DIFFER
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VIEW 2



EVANSVILLE RSW

View from Northeast
looking Southwest

PROPOSED
LESSEE ANTENNA



BEFORE



AFTER

NOTE: THIS PHOTO SIMULATION IS
A VISUAL INTERPRETATION OF
THE PROPOSED DESIGN. FINAL
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VIEW 3



EVANSVILLE RSW

View from South looking North



BEFORE



AFTER

PROPOSED
LESSEE ANTENNA

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**CITY OF EVANSVILLE
RESOLUTION #2024-11**

WISCONSIN ASSESSMENT MONIES (WAM) PROGRAM APPLICATION

A RESOLUTION authorizing application to the Wisconsin Department of Natural Resources (“DNR”) Wisconsin Assessment Monies (WAM) program for the property at 170 East Church Street (“Property”) by the City of Evansville (“City”).

WHEREAS, the City considers the Property to meet the definition of “brownfield” due to the presence or potential presence of a hazardous substance, pollutant, or contaminant that hinders the expansion, redevelopment or reuse of the Property; and

WHEREAS, the City recognizes that the environmental assessment of brownfields is an important part of protecting Wisconsin’s resources; and

WHEREAS, a municipal resolution is required to apply for the WAM program; and

WHEREAS, the City will allow the DNR and its duly authorized representatives, agents or contractors access to inspect the Property and award records should the application be awarded.

NOW, THEREFORE, BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF EVANSVILLE:

Section 1: That an application may be submitted to the DNR for contractor services funding under the WAM program.

Section 2: That the City will comply with all state and federal rules and requirements of the WAM program.

Section 3. That the City Administrator is authorized to act on behalf of the City to submit an application to the DNR for contractor services funding under the WAM program, sign documents and take necessary action to comply with approved award activities.

Passed, approved, and adopted this 9th day of April 2024.

CITY OF EVANSVILLE

By: _____
Dianne C. Duggan, Mayor

Attest: _____
Leah L. Hurtley, City Clerk



MORE HOUSING

W I S C O N S I N

HELPING COMMUNITIES DEVELOP
HOUSING SOLUTIONS.

WHITEPAPER SERIES

Briefing Paper **1**

MARCH 2024

Municipal Housing *Solutions*



More Housing Wisconsin

Wisconsin is experiencing a significant housing shortage. A recent study estimates Wisconsin will **need to build over 200,000 housing units by 2030** to accommodate all the people who want to live and work here.^[1] More Housing Wisconsin, a collaboration between the Wisconsin Realtors Association, the Wisconsin Builders Association, and the League of Wisconsin Municipalities, seeks to educate and inform Wisconsin city and village leaders and staff about zoning changes and other strategies communities can use to help **address this state's housing shortage**. Our goal is to bring tools, resources, and best practices to municipalities to **help** communities initiate housing solutions that meet their unique needs and **strengthen our economy**.



THIS MONTH'S TOPIC MARCH 2024

Housing Ready Checklist for Municipalities^[ii]

This briefing paper is the first in a series designed to educate and inform municipal officials and interested citizens about actions local governments can take to help increase the number and types of housing available in their communities. This project is sponsored by the **Wisconsin REALTORS® Association**, the **Wisconsin Builders Association**, and the **League of Wisconsin Municipalities**.

This housing ready checklist is a tool to help municipal officials and staff review and evaluate their zoning and subdivision regulations, land use plans, permitting process and fees, communications with developers, use of tax incremental financing, and other policies and procedures related to housing to ensure they are aligned with the goal of creating more workforce housing for the community.

— HOUSING READY Checklist for Municipalities^[ii]

HOW TO USE THIS CHECKLIST

Few communities will be able to answer “yes” to every question on this checklist—and not every community will want to. Each community’s plans, policies, zoning codes, and procedures are unique to local circumstances. The checklist can serve as a conversation starter among policymakers, staff, and interested citizens about what code changes, tools, and strategies your community may want to consider implementing to help create more housing options.ⁱⁱⁱ

ASSESSING AND ANALYZING COMMUNITY HOUSING NEEDS

Has your community taken steps to understand local housing needs and affordability?

Yes No

Has your community updated the housing element of its comprehensive plan under Wis. Stat. § 66.1001(2) (b) within the last 5 years?

Yes No

Has your community conducted a housing needs assessment?

Yes No

Has your community conducted a survey of the community’s existing housing stock?

Yes No

Has your community prepared a “Housing Affordability Analysis” as described in Wis. Stat. § 66.10013.? (Municipalities over 10,000 in population are required to prepare such a report annually and post it on the community’s website. Smaller communities may also benefit from such an exercise.)

Yes

No

Has your community adopted a local housing strategy?

Yes

No

Has your community reached out to the following stakeholders and sought their opinion about the need for more workforce housing through surveys, public meetings, focus groups, or other methods?

Business Leaders & Major Employers

Home Builders and Landlords

School Districts

Mortgage Lenders

Local Residents

Economic Development Associations

Public Housing Authorities

Senior Citizen Groups

Nonprofit Housing Developers & Housing Advocates

Groups Representing REALTORS®

ZONING STRATEGIES

While most zoning regulations are implemented to serve specific health, safety, and welfare needs, they may unintentionally adversely impact housing availability and affordability. Zoning can be a barrier, preventing the construction of many types of in-demand housing, increasing development costs, or requiring complex and lengthy approval processes. An updated zoning code can create a clear, predictable path for developers to follow, resulting in more of the type of housing that a community wants and needs.^{iv}

Does your community's zoning and subdivision ordinance include/allow the following:

Yes

No

Allow multi-unit housing (e.g. triplex and fourplex) as permitted uses in single-family residential districts that have historically included two-family and multi-family structures.

Yes

No

Permit residential uses, including multi-family, within downtown and Main Street zoning districts.

- | | | | | |
|--------------------------|-----|--------------------------|----|---|
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Permit residential uses, including multi-family, in commercial districts. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Allow accessory dwellings (granny flats) by right for all single-family housing zoning districts. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Minimal or no parking requirements. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Single family homes may be converted to multi-family units. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Multi-family housing (townhomes, condos, apartments, duplexes, multiplexes, etc.) with the same/similar lot dimension requirements as single-family homes when practical. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Small or no minimum dwelling or floor area size for all housing types. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Zero lot line homes. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Increase density by allowing smaller lot sizes. |

Do your community's zoning and subdivision ordinances offer incentives for workforce housing including:

- | | | | | |
|--------------------------|-----|--------------------------|----|--|
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Density bonus when retaining open space. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Density bonus when a percentage of units are set aside for workforce housing. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Reduced number of parking spaces required. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Reduced impact fees and utility connection fees. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Reduced minimum dwelling and lot width and size for: <ul style="list-style-type: none"> <input type="checkbox"/> Below market-rate housing; <input type="checkbox"/> Districts targeted for workforce housing; <input type="checkbox"/> In-fill development |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Height bonuses if workforce residential is incorporated in a mixed-use building |

- Yes No Has your community reviewed its zoning and subdivision permit approval process and taken the following actions:
- Yes No Conducted a self-assessment of the permitting process, examining, for example, how long a typical development review takes from start to finish and whether there are any improvements that can be made to the process?
- Yes No Created a centralized One-Stop Permit Desk or taken other steps to streamline the subdivision process, such as imposing a time limit on the municipal review process?
- Yes No Adopted a Traditional Neighborhood Development ordinance, which follows the historic compact development pattern of Wisconsin's older cities and villages? (Wis. Stat. § 66.0127 requires communities over 12,500 in population to adopt such an ordinance, but smaller communities could benefit from such an ordinance.)
- Yes No Developed a transparent, easy to follow "developer's checklist" of zoning and other requirements that must be met before a project is launched?
- Yes No Developed forms and permits that are simple, easy to access, and make the development process as transparent and efficient as possible?

PROMOTING AVAILABILITY OF LAND FOR HOUSING

Has your community considered or implemented:

- Yes No Creating an inventory of local-government owned properties, redevelopment-ready properties, or other sites available and appropriate for housing development?
- Yes No Taking actions to encourage infill development, including:
- Preparing an inventory of potential infill sites and distributing it to developers. Allowing mixed uses for infill developments.
- Adopting flexible regulations allowing development of irregular or substandard infill lots. Assisting in the consolidation of infill lots into larger, more easily developed sites.

Yes No

Facilitating adaptive reuse of surplus and/or outmoded buildings, such as strip malls, factories, warehouses, or schools, to housing by developing more flexible ordinances, arranging for possible property transfers of publicly owned buildings, and providing assistance in obtaining sources of funding to help cover cost of conversion?

Yes No

Entering into partnerships with major employers, nonprofits, or private developers to acquire land and advance workforce housing development?

FUNDING & FINANCING

When building workforce housing, there is almost always a “gap” between the costs of construction and a price that’s affordable to the end buyer or renter. Builders and partners must find a way to fill that gap, often with grants, low-interest loans, donations of land, tax credits, reduced impact fees or infrastructure costs. Local governments can help through the use of tax incremental financing and other tools.^v

Has your community considered or implemented:

Yes No

Taking advantage of the affordable housing extension provided in the tax incremental financing law (Wis. Stat. § 66.1105(6)(g)), which allows a community to extend a TIF district for an additional year before it terminates and use the extra tax increments to “benefit affordable housing” within the community.

Yes No

Using tax increment financing to assist in the building or rehabilitating of affordable housing for middle- and lower-income households.

Yes No

Entering into a public- private partnership to develop workforce housing for the community.

- | | | | | |
|--------------------------|-----|--------------------------|----|---|
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Establishing a housing trust fund. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Approaching major employers or community benefactors to solicit private support for workforce housing. |
| <input type="checkbox"/> | Yes | <input type="checkbox"/> | No | Meeting the pre-conditions necessary to enable workforce and senior housing developers to qualify for infrastructure and other loans from WHEDA under programs created by 2023 Wisconsin Act 14. These include: making changes to zoning ordinances and subdivision regulations to increase development density, expedite approvals, reduce impact fees, or reduce parking, building, or other development costs with respect to an eligible project on or after January 1, 2023. |

- i. Forward Analytics, A Housing Hurdle: Demographics Drive Need for More Homes; January 2023.
- ii. This checklist is adapted from two sources: 1) “Northwest Michigan Housing Ready Checklist” developed by Housing North, a Michigan nonprofit focused on housing solutions in northwest Michigan, www.housingnorth.org; and 2) Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan, Brian Ohm, Third Edition, August 2020.
- iii. This wording is taken from “Northwest Michigan Housing Ready Checklist” developed by Housing North.
- iv. Ibid.
- v. Ibid.



MORE HOUSING
W I S C O N S I N

HELPING COMMUNITIES DEVELOP
HOUSING SOLUTIONS.

WHITEPAPER SERIES
Briefing Paper **2**

APRIL 2024

First Steps to Housing *Solutions*



More Housing Wisconsin

Wisconsin is experiencing a **significant housing shortage**. A recent study estimates Wisconsin will need to build **over 200,000 housing units by 2030** to accommodate all the people who want to live and work here¹. More Housing Wisconsin, a collaboration between the League of Wisconsin Municipalities, Wisconsin REALTORS[®] Association, and the Wisconsin Builders Association, seeks to educate and inform Wisconsin city and village leaders and staff about zoning changes and other strategies communities can use to help **address this state's housing shortage**. Our goal is to bring tools, resources, and best practices to municipalities to help communities initiate housing solutions that meet their unique needs and **strengthen our economy**.



**THIS
MONTH'S TOPIC
APRIL 2024**

First Steps to Housing Solutions

This briefing paper is the second in a series designed to educate and inform municipal officials and interested citizens about actions local governments can take to help increase the number and types of housing available in their communities. This project is sponsored by the **League of Wisconsin Municipalities, Wisconsin REALTORS® Association,** and the **Wisconsin Builders Association.**



First Steps to Housing Solutions

ASSESSING COMMUNITY HOUSING NEEDS AND AFFORDABILITY AND DEVELOPING A LOCAL HOUSING STRATEGY

Local officials concerned about the shortage of housing in their communities but unsure how to proceed or what to do next, should first do one or more of the following, depending on the community’s situation:

- A. Update the housing element of your comprehensive plan;
- B. Conduct a housing needs assessment;
- C. Prepare a “Housing Affordability Report”; and
- D. Develop a local housing strategy.

Each of these possible first steps are interconnected and described in more detail below.

A. UPDATE THE HOUSING ELEMENT OF YOUR COMPREHENSIVE PLAN

Wisconsin’s comprehensive planning law, Wis. Stat. § 66.1001, requires cities, villages, towns, and Counties that engage in land use regulation to adopt a comprehensive plan with nine elements, including a housing element. Completing or updating the housing element of your community’s comprehensive plan is the most thorough way to both assess the community’s housing needs and housing affordability issues while also developing a local housing strategy. Wisconsin’s comprehensive planning lawⁱⁱ defines the housing element as:

1. A compilation of objectives, policies, goals, maps, and programs of the local government to provide an adequate housing supply that meets existing and forecasted housing demand.
2. An assessment of the age, structural value, and occupancy characteristics of the community’s housing stock.
3. A listing of specific policies and programs promoting the development of housing for residents and providing a range of housing choices that meet the needs of persons of all income levels and of all age groups and persons with special needs.

4. An identification of policies and programs promoting the availability of land for the development or redevelopment of low-income and moderate-income housing.
5. A list of policies and programs maintaining or rehabilitating the community's existing housing stock.

If your community has not updated the housing element of its comprehensive plan within the last 5 years, now would be a good time to do so. The benefits of updating the housing element are numerous and include ensuring that workforce and senior housing developments in your community are eligible for new infrastructure grants available through the Wisconsin Housing and Economic Development Agency (WHEDA)ⁱⁱⁱ.

OTHER BENEFITS A COMMUNITY CAN REALIZE BY UPDATING THE HOUSING ELEMENT INCLUDE:

- The community can take a larger role in shaping the nature of future housing development to better fit its needs.
- Data collection and analysis can increase understanding of the local housing situation.
- If workforce, missing middle, and other types of affordable housing are in short supply, the element may encourage more of these types of housing developments that may, in turn, be important for recruiting and retaining businesses and employees.^{iv}

The comprehensive planning law does not specify how a community is to prepare the housing element. While many communities hire planning or engineering consulting firms to prepare the housing element, the cost of doing so might prove prohibitive for other communities. Fortunately, for those communities with the capacity to update the housing element in-house, UW Madison emeritus professor and state specialist in planning and land use law, Brian Ohm, has written a step-by-step guide for developing the housing element. This guide is posted on the Wisconsin Department of Administration's website here:

https://doa.wi.gov/DIR/Comp_Planning_housing_guide_2.pdf

B. PREPARE A HOUSING NEEDS ASSESSMENT

A housing needs assessment is the compilation and analysis of information about a community's housing situation. Developing a housing needs assessment is a key tool to attracting and working with private for-profit and non-profit housing developers because it quantifies the need for housing that local leaders sense exists.

Such an assessment is a critical component of the housing element of the comprehensive plan but can also be completed as a stand-alone document separate from the comprehensive planning process. A housing needs assessment typically uses historical trends and data on current conditions to forecast the community's needs for and likely supply of various types of housing. The elements of a housing needs assessment “may include a community demographic profile, information about the community's economic base, current housing conditions, analysis of housing affordability, the “supply” of available land, and housing demand.”^{vi}

MANY COMMUNITIES hire planning, engineering, or other consulting firms to perform a housing needs assessment. However, easily accessible sources of housing data and step by step instructions exist for communities looking to prepare a housing needs assessment in-house.

Local Housing Solutions, an online resource for communities managed by the Housing Solutions Lab at the NYU Furman Center, has created a Housing Needs Assessment tool^{vii} that can be downloaded at <http://localhousingsolutions.org/housing-needs-assessment/>.

The tool provides detailed reports for every city, county, and metropolitan statistical area in the country. Each report presents data, maps, and visualizations describing local demographics and measures of housing affordability, housing stock characteristics, and variations in key housing indicators by race, ethnicity, age and income. These data can help in creating a housing needs assessment.

Also, Brian Ohm’s Guide to Preparing the Housing Element of a Local Comprehensive Plan, mentioned above, contains a detailed step-by-step description for how to prepare a housing needs assessment. The Guide includes sections covering:

- Ways to gather housing information.
- Determining the community’s housing supply.
- Surveying the condition of the community’s housing stock using a sample survey form.
- Determining housing demand within the community.
- Examining the housing development environment.
- Analyzing the compiled information.
- Predicting housing production needs for the community.^{viii}

C. PREPARE A “HOUSING AFFORDABILITY REPORT”.

STATE LAW^{ix} REQUIRES CITIES AND VILLAGES WITH POPULATIONS EXCEEDING 10,000

to prepare and update annually a report on the municipality’s implementation of the housing element of its comprehensive plan (also referred to as a housing affordability report). Communities smaller than 10,000 could also benefit from preparing such a report.

The relevant state statute requires the housing affordability report to include the following information:

- 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 housing affordability report to include an analysis of the community’s residential development regulations, such as zoning and land division ordinances, 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 community can modify its construction and development regulations, lot sizes, approval processes, and related fees to meet existing and forecast housing demand and reduce the time and cost necessary to approve and develop a new subdivision by 20 percent.

IF A COMMUNITY LACKS THE RESOURCES...

and staffing capacity to prepare a housing affordability report as set out in Wis. Stat. § 66.10013, it should check with the Regional Planning Commission serving the area for help in developing such a report. Also, Kurt Paulsen, a Professor in the Department of Planning and Landscape Architecture, UW-Madison, has developed an outline for preparing the housing affordability report described in Wis. Stat. § 66.10013. The outline is included in *Ohm’s Guide to Preparing the Housing Element of a Local Comprehensive Plan*^x.

D. DEVELOP A LOCAL HOUSING STRATEGY

According to Local Housing Solutions, an online resource for communities managed by the Housing Solutions Lab at the NYU Furman Center, a local housing strategy is a roadmap of the action steps, policies, and programs a local government intends to take to meet its unique housing-related policy objectives. Local housing strategies provide a framework so that sources of funding and policy strands are brought together into a single, coordinated strategy^{xi}.

A good local housing strategy will build political support for policy change by understanding community needs and aligning stakeholders behind a shared and comprehensive vision that meets them^{xii}.

At a minimum, a housing strategy should include three key elements:

1. Clearly defined housing objectives.
2. A broad range of housing policy options for meeting those objectives.
3. Metrics for measuring progress over time and a mechanism for doing so.

Additionally, an effective local housing strategy may also:

- Make use of a range of tools at the municipality's disposal such as zoning ordinances, building codes, permitting processes, lending and housing subsidies.
- Be grounded in deep engagement with the community and key stakeholders.
- Have a timeline for implementation and an ongoing system for tracking progress toward policy objectives.
- Designate an individual or agency to serve as the lead in coordinating the activities of the many agencies with responsibility for housing-related policies^{xiii}.

Most of the remaining research papers in this series will focus on zoning code and other land use regulatory changes, funding programs, and other strategies communities should consider including in their local housing strategy.

Resources:

1. The Colorado Department of Local Affairs, Division of Housing, has prepared an Affordable Housing Toolkit for Local Officials that includes a discussion of preparing a local housing needs assessment. <https://officials-housing-toolkit.cdola.colorado.gov/groundwork-positioning#3>
2. Local Housing Solutions has developed an extensive Housing Policy Library^{xiv} containing numerous strategies a community might consider incorporating into its local housing strategy. (Bear in mind that Wisconsin municipalities are not able to use every policy listed in the library (e.g., inclusionary zoning requirements, or tax abatements as incentives for the development of workforce housing are not allowed under Wisconsin law.)
3. The Colorado Department of Local Affairs has prepared guidance documents for seventeen affordable housing strategies communities may want to consider incorporating into their local housing strategy. <https://dlg.colorado.gov/>

innovative-affordable-housing-strategies

4. The Michigan Planning Association has prepared a Zoning Reform Toolkit that outlines fifteen tools or strategies communities can use to expand housing supply and choice.
5. The League of Wisconsin Municipalities in conjunction with the Congress for the New Urbanism has published a Wisconsin focused guide outlining several zoning code changes that a community could make to increase housing choice. <https://www.lwm-info.org/DocumentCenter/View/5566/WI-Zoning-Guide-Final-2-2022>

- i Forward Analytics, A Housing Hurdle: Demographics Drive Need for More Homes; January 2023.
- ii Wis. Stat. § 66.1001(2)(b).
- iii More information on how communities can obtain eligibility for the workforce and senior housing infrastructure grant program is available on WHEDA's website <https://www.wheda.com/about-wheda/legislative-priorities/bipartisan-housing-legislation-package/infrastructure-access-loan>
- iv Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan (Third Edition), Brian Ohm, August, 2020. [https://doa.wi.gov/DIR/Comp Planning housing guide 2.pdf](https://doa.wi.gov/DIR/Comp%20Planning%20housing%20guide%202.pdf)
- v Ibid, 14.
- vi Ibid
- vii <https://localhousingsolutions.org/housing-needs-assessment/>
- viii Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan (Third Edition), Brian Ohm, August, 2020, p. 14-29 [https://doa.wi.gov/DIR/Comp Planning housing guide 2.pdf](https://doa.wi.gov/DIR/Comp%20Planning%20housing%20guide%202.pdf)
- ix Wis. Stat. § 66.10013
- x Housing Wisconsin: A Guide to Preparing the Housing Element of a Local Comprehensive Plan (Third Edition), Brian Ohm, August, 2020, p. 52-78 [https://doa.wi.gov/DIR/Comp Planning housing guide 2.pdf](https://doa.wi.gov/DIR/Comp%20Planning%20housing%20guide%202.pdf)
- xi <https://localhousingsolutions.org/housing-101-the-basics/local-housing-strategies/>
- xii Ibid
- xiii Ibid
- xiv <https://localhousingsolutions.org/housing-policy-library/>