

SEWRPC Planning Report No. 54  
A REGIONAL HOUSING PLAN FOR SOUTHEASTERN WISCONSIN: 2035

## Chapter II

# OBJECTIVES, PRINCIPLES, AND STANDARDS

### INTRODUCTION

The purpose of this chapter is to define housing problems in the Southeastern Wisconsin Region and a desired future vision to address those problems. Objectives, along with supporting principles and related standards, were developed to use as a basis for preparing this year 2035 regional housing plan and to help achieve the future housing vision for the Region. A definition for the term “affordable housing” was developed and sub-regional housing analysis areas were identified to facilitate the data collection and analysis necessary to develop this plan. The above information is documented in this chapter.

### DEFINITION OF HOUSING PROBLEMS

The first step in the housing planning process for Southeastern Wisconsin was to define housing problems in the Region. Housing problems must be clearly defined to guide preparation of housing objectives, principles, and standards; the data collection and analysis activities necessary to identify housing needs in the Region; and preparation of recommendations to address those needs. The housing problem is complex in nature because housing involves a basic human necessity and can increase or decrease access to a variety of opportunities for residents of the Region.

The following components of the regional housing problem were identified through input received from concerned public officials, housing advocates, homebuilders, and public review of the regional housing plan scope of work:<sup>1</sup>

- An imbalance between jobs and housing in sub-areas of the Region and the Region as a whole, particularly an adequate supply of affordable, or “workforce,” housing near employment centers;
- Challenges faced in sustaining the present supply of subsidized housing stock in the Region;
- A need for accessible housing stock to accommodate persons with disabilities;
- Housing discrimination;

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<sup>1</sup> The scope of work was presented to the public through a series of 10 public informational meetings and distribution of the first regional housing plan newsletter. Feedback from the public informational meetings is compiled in the Summary of Regional Housing Plan Public Informational Meetings (May 18 to June 22, 2009), which is available on the regional housing plan webpage at [www.sewrpc.org/SEWRPC/housing.htm](http://www.sewrpc.org/SEWRPC/housing.htm).

- Concentration of low-income and minority populations in the Region’s central cities;
- The need to encourage sustainable, or environmentally responsible, residential development practices;
- The national economic recession and related housing crisis beginning in 2007, which has resulted in falling home prices, restrictions on credit for home mortgages, and foreclosures and abandoned homes in many neighborhoods.

These seven components define the housing problem in Southeastern Wisconsin. Each of the seven components are inter-related and are treated as such by the regional housing plan through data collection and analysis activities, plan recommendations, and identification of the units or agencies of government that would need to take action to implement the recommendations. Also, due to the inter-related nature of housing and other factors impacting the quality of life and success of the Region, concerns such as the concentration of unemployment and poverty in the Region’s central cities, the relationship between economic development and affordable housing, and the need to provide better public transit links between jobs and affordable housing are addressed by the plan as they relate to the defined housing problem.

## **DETERMINATION OF SUB-REGIONAL HOUSING ANALYSIS AREAS**

Sub-regional housing analysis areas, or sub-areas, have been identified to facilitate the data collection and analyses necessary to develop this plan. The delineation of the sub-areas was related to clusters of existing and anticipated future urban development. The intent was to permit sub-regional analyses of housing characteristics in the Region, such as the availability of affordable housing near major employment centers and the availability of transit linking affordable housing to major employment centers.

The sub-areas, listed on Table II-1 and shown on Map II-1, generally consist of the planning analysis areas utilized by SEWRPC in conjunction with a variety of planning programs, including the regional land use plan. The factors used in determining the planning analysis areas include current (2010) municipal boundaries and census tracts, existing and potential sanitary sewer and public water supply service areas, existing and potential areas served by transit, travel patterns centered on major commercial and industrial land use concentrations, school district boundaries, soil types, and natural and manmade barriers such as environmental corridors and major transportation corridors.

Housing planning has been undertaken by sub-areas because socio-economic characteristics vary throughout the Region. For example, measures such as household incomes and job wages vary in different areas of the Region, which affects the affordable housing need in a given area. Data collection and assessment of various measures of housing need were undertaken for each sub-area to permit an accurate assessment of housing need within each sub-area and the Region as a whole. Some basic housing planning data are also presented for individual counties and local governments for general informational purposes.

## **DEFINITION OF AFFORDABLE HOUSING**

The availability and location of affordable housing in the Region is one of the primary housing concerns addressed by this plan. The term “affordable housing” tends to be used inconsistently. To some, affordable housing is associated with government subsidized housing. To others, affordable housing is associated with “workforce housing,” or housing that is within the financial means of the majority of the workforce in a given area. An agreed upon definition was developed for use in the regional housing plan to effectively address the topic of affordable housing.

The U.S. Department of Housing and Urban Development (HUD) defines housing affordability as households paying no more than 30 percent of their gross income for housing costs. The HUD standard for housing affordability is generally accepted and used among members of the housing planning field; however, this

Table II-1

**LOCAL GOVERNMENTS BY SUB-REGIONAL HOUSING  
 ANALYSIS AREA IN THE SOUTHEASTERN WISCONSIN REGION**

<b>Analysis Area</b>	<b>Local Government</b>	<b>County<sup>a</sup></b>
1	Village of Belgium Village of Fredonia Town of Belgium Town of Fredonia	Ozaukee Ozaukee Ozaukee Ozaukee
2	City of Port Washington Village of Saukville Town of Port Washington Town of Saukville	Ozaukee Ozaukee Ozaukee Ozaukee
3	City of Cedarburg Village of Grafton Town of Cedarburg Town of Grafton	Ozaukee Ozaukee Ozaukee Ozaukee
4	City of Mequon Village of Thiensville	Ozaukee Ozaukee
5	Village of Kewaskum Town of Farmington Town of Kewaskum	Washington Washington Washington
6	City of West Bend Village of Newburg Town of Barton Town of Trenton Town of West Bend	Washington Washington Washington Washington Washington
7	Town of Addison Town of Wayne	Washington Washington
8	Village of Jackson Town of Jackson	Washington Washington
9	City of Hartford Village of Slinger Town of Hartford Town of Polk	Washington Washington Washington Washington
10	Village of Germantown Town of Germantown	Washington Washington
11	Village of Richfield Town of Erin	Washington Washington
12	City of Glendale Village of Bayside Village of Brown Deer Village of Fox Point Village of River Hills Village of Shorewood Village of Whitefish Bay	Milwaukee Milwaukee Milwaukee Milwaukee Milwaukee Milwaukee Milwaukee

**Table II-1  
(continued)**

<b>Analysis Area</b>	<b>Local Government</b>	<b>County<sup>a</sup></b>
13	City of Milwaukee Northwest Comprehensive Plan Area	Milwaukee
14	City of Milwaukee Near North Comprehensive Plan Area West Comprehensive Plan Area Fond du Lac/North Comprehensive Plan Area Washington Park Comprehensive Plan Area Near West Comprehensive Plan Area Menomonee Valley Comprehensive Plan Area	Milwaukee
15	City of Milwaukee Northeast Comprehensive Plan Area Downtown Comprehensive Plan Area Third Ward Comprehensive Plan Area	Milwaukee
16	City of Milwaukee Near South Comprehensive Plan Area Southeast Comprehensive Plan Area Southwest Comprehensive Plan Area	Milwaukee
17	City of Greenfield City of Wauwatosa City of West Allis Village of Greendale Village of Hales Corners Village of West Milwaukee	Milwaukee Milwaukee Milwaukee Milwaukee Milwaukee Milwaukee
18	City of Cudahy City of St. Francis City of South Milwaukee	Milwaukee Milwaukee Milwaukee
19	City of Franklin City of Oak Creek	Milwaukee Milwaukee
20	Village of Butler Village of Lannon Village of Menomonee Falls	Waukesha Waukesha Waukesha
21	City of Brookfield Village of Elm Grove Town of Brookfield	Waukesha Waukesha Waukesha
22	City of New Berlin	Waukesha
23	City of Muskego	Waukesha
24	Village of Sussex Town of Lisbon	Waukesha Waukesha
25	City of Delafield City of Oconomowoc Village of Chenequa Village of Hartland Village of Lac La Belle Village of Merton	Waukesha Waukesha Waukesha Waukesha Waukesha Waukesha

**Table II-1  
(continued)**

<b>Analysis Area</b>	<b>Local Government</b>	<b>County<sup>a</sup></b>
25 (continued)	Village of Nashotah Village of Summit Village of Oconomowoc Lake Town of Delafield Town of Merton Town of Oconomowoc	Waukesha Waukesha Waukesha Waukesha Waukesha Waukesha
26	City of Pewaukee City of Waukesha Village of Pewaukee Town of Waukesha	Waukesha Waukesha Waukesha Waukesha
27	Village of Big Bend Village of Mukwonago Village of North Prairie Village of Wales Town of Genesee Town of Mukwonago Town of Vernon	Waukesha Waukesha Waukesha Waukesha Waukesha Waukesha Waukesha
28	Village of Dousman Village of Eagle Town of Eagle Town of Ottawa	Waukesha Waukesha Waukesha Waukesha
29	Village of Caledonia Village of Elmwood Park Village of Mt. Pleasant Village of Sturtevant Village of Wind Point	Racine Racine Racine Racine Racine
30	City of Racine <sup>b</sup> Village of North Bay	Racine Racine
31	Village of Rochester Village of Union Grove Village of Waterford Town of Dover Town of Norway Town of Raymond Town of Waterford Town of Yorkville	Racine Racine Racine Racine Racine Racine Racine Racine
32	City of Burlington Town of Burlington	Racine Racine
33	Village of Pleasant Prairie Town of Somers	Kenosha Kenosha
34	City of Kenosha	Kenosha
35	Village of Bristol Village of Paddock Lake Village of Silver Lake Village of Twin Lakes Town of Brighton	Kenosha Kenosha Kenosha Kenosha Kenosha

**Table II-1  
(continued)**

<b>Analysis Area</b>	<b>Local Government</b>	<b>County<sup>a</sup></b>
35 (continued)	Town of Paris Town of Randall Town of Salem Town of Wheatland	Kenosha Kenosha Kenosha Kenosha
36	Village of East Troy Town of East Troy Town of Spring Prairie Town of Troy	Walworth Walworth Walworth Walworth
37	City of Whitewater Town of La Grange Town of Richmond Town of Whitewater	Walworth Walworth Walworth Walworth
38	City of Delavan City of Elkhorn City of Lake Geneva Village of Darien Village of Genoa City Village of Sharon Town of Bloomfield <sup>c</sup> Town of Darien Town of Delavan Town of Geneva Town of Lafayette Town of Linn Town of Lyons Town of Sharon Town of Sugar Creek	Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth Walworth
39	Village of Fontana on Geneva Lake Village of Walworth Village of Williams Bay Town of Walworth	Walworth Walworth Walworth Walworth

<sup>a</sup>Analysis areas extend into the adjacent county where a local government boundary crosses a county boundary.

<sup>b</sup>The area of the City of Racine containing Johnson Park is included in Sub-Area 29.

<sup>c</sup>A portion of the Town of Bloomfield was incorporated as the Village of Bloomfield in December 2011. Data for the Village of Bloomfield are included in sub-area 38 data in this report.

Source: SEWRPC.

definition, or threshold, leaves several questions regarding the definition of affordable housing unanswered, including:

- Does affordable housing include subsidized housing?
- Does affordable housing include market-based rental housing or owner-occupied housing units?
- Does affordable housing include only multi-family housing units or does it include single-family homes?
- Can the HUD affordability threshold be used to define affordable housing?

Subsidized housing generally refers to housing assistance programs such as public housing, project-based assisted housing, or rental assistance vouchers that help provide affordable housing to households in need. The housing program helps a household secure decent, safe, and sanitary housing at the HUD “affordability” threshold. Typically, households pay 30 percent of their income for rent and the remaining balance is provided through the housing assistance program. For the purposes of this report, the term “affordable housing” includes, but is not limited to, “subsidized housing.” The two terms are not used interchangeably in this report.

Affordable housing can refer to both market-based rental housing and owner-occupied housing and can also refer to both multi-family housing units and single-family housing units. Affordable housing should be thought of in terms of general types of housing that tend to be more affordable than other types of housing to a wide range of households. Affordability is closely related to housing structure type because multi-family housing units, two-family housing units, and smaller single family homes on smaller lots tend to be more affordable to a wide range of households than larger single family homes on large lots. Condominiums are also typically more affordable than larger single family homes on large lots.

For the purposes of this report, affordable housing is defined using the HUD affordability threshold of a housing unit costing no more than 30 percent of gross household income. This threshold was used to determine the types of housing affordable to low- and moderate-income households, and the current and anticipated availability of housing types by sub-area for all households in the Region.

## **A REGIONAL HOUSING VISION FOR SOUTHEASTERN WISCONSIN**

A housing vision was developed to address identified housing problems. Although the vision is intended to address the regional housing problem, it is general in nature and expresses the desired future for housing in the Region with one concise statement. The objectives, principles, and standards support the vision by addressing each of the seven individual components of the regional housing problem. In this manner, the regional housing vision can be achieved by achieving the plan objectives.

The vision developed to address the regional housing problem and provide a framework for the preparation of the regional housing plan is:

***“Provide financially sustainable housing for persons of all income levels, age groups, and special needs throughout the entire Southeastern Wisconsin Region.”***

The future housing vision focuses on housing opportunity and equity in the Region, which are major issues identified in the initial public outreach effort and reflected in the regional housing problem. The issues of opportunity and equity are present in each component of the problem:

- Affordable, or “workforce,” housing near major employment centers and transportation links between areas with affordable housing and employment centers can help provide improved access to employment opportunities.

- Many households in the Region depend on or would benefit from housing assistance. Maintaining the current amount of subsidized housing stock is crucial to the welfare of the Region. It is also important that those in need of housing assistance, such as family households and those households in need of assistance outside the major urban centers of the Region, are not underserved.
- There is a need for accessible and affordable housing choices that meet the needs of persons with disabilities throughout the Region, including near major employment centers.
- Fair housing practices help to ensure that all residents of the Region have equal housing choices throughout the Region, which enhances equal employment opportunities.
- The concentration of low-income and minority populations in the Region’s central cities coincides with concentrations of lower quality and lower cost housing.
- The opportunity to use environmentally responsible residential development practices can be discouraged by prohibitive fees and review processes.
- Complete information about home financing, future interest rates, and home maintenance and insurance costs should be made available to prospective buyers to ensure home ownership is financially sustainable over the long-term.

## **OBJECTIVES, PRINCIPLES, AND STANDARDS**

Housing objectives have been developed to support the regional housing vision and address each of the seven components of the regional housing problem. This section of the Chapter presents a set of housing objectives along with supporting principles and related standards recommended by the Regional Housing Plan Advisory Committee as a basis for the preparation and evaluation of the year 2035 regional housing plan. Recommended policies and programs to implement the plan are presented in Chapter XII.

This chapter also includes a review of the regional planning objectives adopted by the Commission and the housing objectives, principles, and standards set forth in the 1975 regional housing plan, which were taken into account when preparing the objectives, principles, and standards for this year 2035 housing plan.

### **Basic Concepts and Definitions**

The terms “objective,” “principle,” and “standard,” and related planning terms “plan,” “policy,” and “program” are subject to a wide range of interpretations. A clear definition and understanding of the interrelationship between the foregoing terms and the basic concepts which they represent is essential to the planning process. These terms have been defined as follows under the regional planning program and for the purposes of the regional housing plan:

1. Objective: a goal or end toward the attainment of which plans and policies are directed.
2. Principle: a fundamental, primary, or generally accepted tenet used to support objectives and prepare standards and plans.
3. Standard: a criterion used as a basis of comparison to determine the adequacy of plan proposals to attain objectives.
4. Plan: a design which seeks to achieve agreed-upon objectives.
5. Policy: a rule or course of action used to ensure plan implementation.
6. Program: a coordinated series of policies and actions to carry out a plan.

## **Regional Planning Objectives**

The regional land use plan serves as the foundation for all other Commission plans, including the regional housing plan. The year 2035 regional land use plan sets forth a set of objectives that have been reviewed, evaluated, and updated periodically since the first regional land use planning study was undertaken by the Commission in the mid-1960s. The land use objectives have been accepted as a sound basis for planning activities in the Region and were reviewed during preparation of the regional housing plan to ensure consistency between the two plans.

The Commission has adopted both general and specific land use development objectives as part of the regional land use plan. The general development objectives are considered goals that public policy within the Region should promote over time. They are general in nature, but provide the broad framework within which regional planning can take place and the more specific goals for the various functional elements of the Region, including housing, can be stated and pursued. The following general development objectives were used to prepare the year 2035 regional land use plan and adopted by the Commission as a component of that plan:

1. Economic growth at a rate consistent with regional resources, including land, labor, and capital, and primary dependence on free enterprise in order to provide needed employment opportunities for the expanding labor force of the Region.
2. A wide range of employment opportunities through a broad, diversified economic base.
3. Preservation and protection of desirable existing residential, commercial, industrial, and agricultural development in order to maintain desirable social and economic values; renewal of obsolete and deteriorating areas in the rural as well as in the urban areas of the Region; and prevention of slums and blight.
4. A broad range of choice among housing designs, sizes, types, and costs, recognizing changing trends in age-group composition, income, and family living habits.
5. An adequate, flexible, and balanced level of community services and facilities.
6. An efficient and equitable allocation of fiscal resources within the public sector of the economy.
7. An attractive and healthful physical and social environment with ample opportunities for high-quality education, cultural activities, and outdoor recreation.
8. Protection, sound use, and enhancement of the natural resource base.
9. Development of communities having distinctive individual character, based on physical conditions, historical factors, and local desires.
10. Balancing of public interests and objectives with private property interests.

A secondary set of more specific objectives that is directly relatable to physical development plans was prepared as part of the regional land use plan within the framework established by the general development objectives. They are primarily concerned with spatial allocation and distribution of land uses in the Region, land use compatibility, resource protection, and accessibility. The specific development objectives are intended for use in local government planning processes to promote properly designed neighborhoods and good design at individual development sites in urban areas and minimal impacts on the natural resource base, scenic value, and overall character of rural areas in the Region. The specific development objectives adopted as a component of the regional land use plan include:

1. A balanced allocation of space to the various land use categories which meets the social, physical, and economic needs of the regional population.
2. A spatial distribution of the various land uses which will result in a convenient and compatible arrangement of land uses.
3. A spatial distribution of the various land uses which maintains biodiversity and which will result in the preservation and wise use of the natural resources of the Region.
4. A spatial distribution of the various land uses which is properly related to the supporting transportation, utility, and public facility systems in order to assure the economical provision of transportation, utility, and public facility services.
5. The development and preservation of residential areas within a physical environment that is healthy, safe, convenient, and attractive.
6. The preservation, development, and redevelopment of a variety of suitable industrial and commercial sites both in terms of physical characteristics and location.
7. The conservation, renewal, and full use of existing urban areas of the Region.
8. The preservation of productive agricultural lands.
9. The preservation and provision of open space to enhance the total quality of the regional environment, maximize essential natural resource availability, give form and structure to urban development, and provide opportunities for a full range of outdoor recreational activities.

Not all of the general and specific development objectives are directly related to the provision of housing; however, they are applicable to the elements of the regional housing problem and support the regional housing vision by promoting:

- A broad range of choice among housing designs, sizes, types, and costs throughout the Region.
- A wide range of employment opportunities.
- A spatial distribution of the various land uses in the Region, including residential, commercial, and industrial, that is properly related to the supporting transportation, utility, and public facility systems.
- The conservation, renewal, and full use of existing urban areas in the Region.
- The preservation of the natural resource base, including open spaces and productive agricultural land, and opportunities for a full range of outdoor recreational activities.

### **Historical Development of Regional Housing Objectives**

The first regional housing plan, adopted in 1975, sets forth housing objectives, principles, and standards intended to provide the scope required for a comprehensive approach to regional housing problems and the depth to enable the quantification of existing and probable future housing needs. The purpose and overall intent of these objectives are largely still applicable to the current housing problem, and were taken into consideration during preparation of the new regional housing objectives. The housing objectives adopted as part of the 1975 plan include:

1. The provision of decent, safe, and sanitary housing for all residents of the Region.

2. The provision of an adequate stock of decent, safe, and sanitary housing to meet the Region's total housing requirement and, as components of that requirement, the effective market demand and true housing need.
3. The maintenance, preservation, and, where necessary, rehabilitation of the existing stock of housing.
4. The relocation of persons to be displaced by publicly related development programs to housing which is not only decent, safe, and sanitary but is of at least equal quality, and, if necessary, the public provision of the replacement housing.
5. The provision of housing which is designed to be functionally suitable for the occupants residing therein.
6. The provision of adequate locational choice of housing.
7. The provision of aesthetically pleasing housing properly sited and designed to maintain or improve the overall character and appearance of the neighborhood in which it is located.
8. The provision of housing within a suitable physical environment and so sited and designed to comprise an integral part of the neighborhood and the community in which it is located.
9. The efficient and economical satisfaction of housing need, meeting all other objectives at the lowest possible cost.

The 1975 plan recognized that the concept of housing includes more than just the necessity of shelter and the individual housing unit or structure. The objectives were designed to address the need for shelter and also address the environment in which housing is located; the surrounding neighborhood; and the relevant social and economic functions provided by the community and the Region. These include employment opportunities and needed public and private services, including retail services, health care, recreation facilities, and opportunities for spiritual and cultural enrichment.

The 1975 plan also included principles and standards that complemented each of the objectives. The housing principles and standards were similarly defined in the 1975 plan as in this plan. The standards were intended to provide minimum standards for the provision of housing units and neighborhood facilities for the Region.

### **Year 2035 Regional Housing Plan Objectives**

The objectives adopted as part of the year 2035 regional housing plan address the provision of affordable and accessible housing throughout the Region, particularly with regard to proximity to major employment centers. Local government and State and Federal agency implementation of the plan recommendations set forth in Chapter XII, *Recommended Housing Plan for the Region*, will be necessary to achieve the objectives. Although the objectives are general in nature, they are intended to guide the design of the plan and related to the plan in a measurable way for future plan evaluation. The following housing objectives were reviewed and approved by the Regional Housing Plan Advisory Committee prior to adoption by the Commission. No ranking is implied by the order in which these objectives are listed:

1. Provide decent, safe, sanitary, and financially sustainable housing for all current residents of the Region, and the Region's anticipated future population.
2. Improve links between jobs and affordable housing by providing additional affordable housing near major employment centers; increasing employment opportunities near concentrations of existing affordable housing; and providing improved public transit between job centers and areas with affordable housing.
3. Maintain and expand the stock of subsidized housing in the Region to meet the anticipated need for such housing.

4. Provide accessible housing choices throughout the Region, including near major employment centers.
5. Eliminate housing discrimination in the Region.
6. Reduce economic and racial segregation in the Region.
7. Encourage the use of environmentally responsible residential development practices throughout the Region.
8. Encourage neighborhood design principles that provide housing in a physical environment that is healthy, safe, convenient, and attractive.

### **Principles and Standards**

One or more principles and accompanying standards complement each of the housing objectives set forth in this Chapter. Each standard is directly related to its accompanying principle and objective, and serves to facilitate application of the objective in plan design and evaluation. The principles are fundamentally accepted housing planning tenets that serve to support objectives and provide further detail, explanation, and justification of the related objectives. The principles and standards related to the eight housing objectives are presented in Table II-2.

### **Overriding Considerations**

The following considerations must be recognized in utilizing planning objectives and standards in plan design and evaluation:

1. The formulation of objectives and standards was continuous throughout the planning process. Extensive public participation and data collection and analysis efforts were undertaken during the planning process. As these efforts were undertaken, new information came to light that either validated the preliminary plan objectives and standards or required preliminary objectives and standards to be revised, removed, or added.
2. Objectives, principles, and standards may need to be updated as the plan is re-evaluated over the plan design period as various codes, publications, and other research sources cited in the standards are modified over time.
3. A socio-economic impact analysis was performed on the preliminary regional housing plan to determine if preliminary plan recommendations would have any disproportionate impacts on the Region's low-income and minority populations. Plan objectives were reviewed and revised accordingly based on the findings of the socio-economic impact analysis.
4. The regional housing plan is advisory in nature and the attainment of plan objectives will be dependent, in large part, on county and local government acceptance and implementation of plan recommendations.

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**Table II-2**

**HOUSING OBJECTIVES, PRINCIPLES, AND STANDARDS**

**OBJECTIVE NO. 1**

Provide decent, safe, sanitary, and financially sustainable housing for all current residents of the Region, and the Region's anticipated future population.

**PRINCIPLE**

Housing fulfills the basic human need for shelter and protection against the elements. The provision of decent, safe, and sanitary housing satisfies certain physiological and psychological needs, enhances physical health, and provides a sense of satisfaction and physical well-being necessary for a productive, healthy, and happy society. Adequately sized housing that contains the necessary total floor area to provide decent living, sleeping, cooking, and dining accommodations; sufficient storage area; and adequate space for privacy allows for households to carry out basic functions and assists in the normal growth and maturation of all household members. Decent, safe, and sanitary housing provides a sense of mental well being to residents that can help to maintain stability and order within the Region.

**STANDARDS**

1. A minimum of 165 square feet per person and at least one bedroom per every two persons should be provided within a dwelling unit.<sup>a</sup>
2. Single-family and two-family housing should be constructed to meet the construction; energy conservation; heating, ventilating, and air conditioning; electrical; and plumbing standards set forth in Chapters SPS 320 through 325 of the Wisconsin Administrative Code.
3. Multi-family housing should be constructed to meet the standards set forth in Chapters SPS 361 through 366 of the Wisconsin Administrative Code.
4. Manufactured home communities should be designed to meet the standards set forth in Chapter SPS 326 of the Wisconsin Administrative Code.

**PRINCIPLE**

Increases in the total number of households in the Region as a result of new household formations and net in-migration of additional households as well as changing size and demographic composition of existing households require a corresponding increase in the supply of housing units in the Region.

**STANDARDS**

1. The supply of vacant and available housing units should be sufficient to maintain and facilitate adequate consumer choice in housing within the Region. Rental vacancy rates at the county and sub-regional housing analysis area levels should be maintained at a minimum of 4 percent and a maximum of 6 percent. Homeowner vacancy rates at the county and sub-regional housing analysis area levels should be maintained at a minimum of 1 percent and a maximum of 2 percent.
2. The supply of sound housing units should be provided through the private housing sector to the maximum extent possible with continued assistance, incentives, and cooperation from Federal, State, and local levels of government to the extent necessary to meet the current and anticipated future housing needs of the Region.

**PRINCIPLE**

Decent, safe, and sanitary housing is a basic human necessity and should be available to all persons in the Region regardless of income level.

**Table II-2  
(continued)**

**STANDARD**

Households should not have to pay more than 30 percent of their gross income on housing costs in order to secure decent, safe, and sanitary housing.<sup>b</sup>

**PRINCIPLE**

Housing is remarkably durable, and with adequate maintenance, most dwellings will deteriorate very slowly with age. Continual preventative maintenance of basically sound housing units and rehabilitation of deteriorating housing units is important to the maintenance of an adequate supply of decent, safe, and sanitary housing.

**STANDARDS**

1. Sound housing units with minor defects that do not impair the livability of the housing unit or accelerate the physical deterioration of the structure, such as peeling paint, loose gutters or downspouts, or cracked windows, should be repaired and maintained.
2. Sound housing units with major defects that may impair the livability of the housing unit or accelerate the physical deterioration of the structure, such as large areas of exposed unpainted or unprotected wood, cracks in walls, or missing roofing or siding materials, should be repaired or rehabilitated and maintained to eliminate or minimize future deterioration.
3. Housing units that have deteriorated to the point of becoming a health or safety hazard to the occupants and are not economically feasible to rehabilitate should be removed and replaced by decent, safe, and sanitary housing.
4. First-time homebuyers programs, including information to assist with household budgeting, and programs to assist with home repairs and maintenance should be widely available.

**PRINCIPLE**

The average household size in the Region is projected to decrease over the plan design period and the age composition of the Region's population is projected to increase over the plan design period. These projections should be considered and addressed when providing for the housing need of the Region.

**STANDARDS**

1. An adequate number of housing choices in the Region of a size suitable for smaller households should be available as a result of the projected decrease in average household size. This may result in increased demand for multi-family housing units and smaller single-family homes on smaller lots.
2. An adequate number of housing choices to address the projected increase in the number and percentage of elderly persons in the Region should be provided throughout the Region near public transit and support services, such as shopping and health care centers. The increase in elderly residents may result in an increased demand for supportive housing such as independent senior living communities, residential care apartment complexes (RCAC), assisted living communities, and nursing homes, as well as an increased demand for multi-family housing units and smaller single-family homes on smaller lots.

**OBJECTIVE NO. 2**

Improve links between jobs and affordable housing by providing additional affordable housing near major employment centers; increasing employment opportunities near concentrations of existing affordable housing; and providing improved public transit between employment (job) centers<sup>c</sup> and areas with affordable housing.

**PRINCIPLE**

Affordable housing near major employment centers throughout the Region can help to provide employment opportunities to all residents of the Region.

**Table II-2  
(continued)**

**STANDARDS**

1. A full range of housing by type, style, and cost should be provided within each sub-regional housing analysis area to meet the needs of those persons employed within the sub-area.<sup>d</sup>
2. An adequate number of affordable housing units as defined in the Definition of Affordable Housing section of this Chapter should be provided in each sub-regional housing analysis area to meet the housing need of each sub-area.
3. Affordable housing needs should be provided through market-based housing to the maximum extent possible. This may result in a need for an increased supply of multi-family housing units and smaller single-family homes on smaller lots in some sub-areas of the Region as identified in Chapter VIII, "*Job/Housing Balance*." This may also result in the need for repair and increased maintenance of existing housing units with minor and major defects.
4. Public transit services should be improved as recommended in the SEWRPC year 2035 regional transportation system plan, in particular to improve connections of affordable housing in and near central cities to employment opportunities outside such areas.
5. Increased employment opportunities should be provided in and near central cities, near existing affordable housing, through the redevelopment and infilling of underutilized urban land as recommended in the SEWRPC year 2035 regional land use plan.

**OBJECTIVE NO. 3**

Maintain and expand the stock of subsidized housing in the Region to meet the anticipated need for such housing.

**PRINCIPLE**

Many households in the Region depend on or would benefit from housing assistance. Assistance should be available to all household types in need, including family and elderly households and households with persons with disabilities.

**STANDARDS**

1. Decent, safe, and sanitary housing should be provided for households in need that are not served through market-based housing.
2. The maximum amount of Federal housing assistance available should be sought within each County in the Region.
3. Financial assistance programs, such as housing trust funds, should be used by private and public agencies and units of government to supplement programs that provide affordable housing, such as the Low Income Housing Tax Credit (LIHTC) program.
4. Support appropriate private, non-profit, and faith-based organization efforts to provide affordable housing and emergency shelter.
5. Housing authorities should ensure that existing project based public housing units are maintained in compliance with HUD public housing maintenance standards.
6. Emergency shelter or transitional housing should be available for those individuals or households in need.

**PRINCIPLE**

Households receiving housing assistance should not be geographically concentrated. The concentration of households receiving housing assistance, in turn, promotes areas of concentrated poverty. Concentrated poverty is thought to have a negative impact on private-sector investment, prices for goods and services, employment networks, educational opportunities, crime, health, ability to accumulate wealth, and cost and quality of local government services within a community.<sup>e</sup> Housing assistance should be available to households in suitable locations throughout the Region to help alleviate concentrated poverty and provide a supportive environment.

**STANDARDS**

1. Households receiving housing assistance should not be concentrated in central city areas of the Region.

**Table II-2  
(continued)**

2. Housing assistance should be available in all areas of the Region that have convenient access to employment opportunities, shopping facilities, educational facilities, outdoor recreational facilities, and other supportive services such as health care and child care facilities.
3. Emergency shelter and transitional housing facilities should not be limited to central city areas of the Region.

**OBJECTIVE NO. 4**

Provide accessible housing choices throughout the Region, including near major employment centers.

**PRINCIPLE**

An adequate number of accessible housing units should be available throughout the Region to provide persons with disabilities and special needs with equitable housing choice and access to employment opportunities. Accessible housing may become increasingly important as the number and percentage of elderly residents in the Region continues to increase.

**STANDARDS**

1. Accessible housing units should be provided regionwide through market-based housing to the maximum extent possible. Construction practices such as universal design and visitability should be used. Examples of housing design features for persons with disabilities are set forth in Table IX-1 in Chapter IX, *"Accessible Housing."*
2. All multi-family buildings first occupied after March 13, 1991, must be accessible to persons with disabilities per requirements of the Federal Fair Housing Act.

**PRINCIPLE**

Special needs that are not necessarily physical disabilities should be addressed in the provision of accessible housing units.

**STANDARD**

Supportive living facilities, such as community based residential facilities (CBRF) and adult family homes, for persons with special needs should be provided throughout the Region near public transit and other supportive services such as major health care centers. Specialty care for needs that are not necessarily physical disabilities such as mental illness, developmental disability, dementia/Alzheimer's, and alcohol/drug dependency should be provided.

**OBJECTIVE NO. 5**

Eliminate housing discrimination in the Region.

**PRINCIPLE**

Federal and State housing laws make housing discrimination illegal against any individual in a protected class. Protected classes under Federal law include race, color, sex, national origin/ancestry, religion, disability/handicap, and familial status. Additional protected classes under the Wisconsin Open Housing Law include age, marital status, family status, lawful source of income, sexual orientation, and victims of abuse or stalking. Housing discrimination must be addressed to ensure all households within the Region have an equal opportunity to reside within any area of the Region.

**STANDARDS**

1. Unlawful housing acts, including refusing to rent, sell, insure, construct, or finance housing and the printing, publishing, or displaying of advertisements or notices that indicate a preference affecting a protected class should be eliminated in the Region.
2. Local governments in the Region receiving Federal funds, such as community development block grant (CDBG) and HOME funds, should "affirmatively further fair housing" by identifying impediments to fair housing in the community and actions to overcome the impediments.<sup>f</sup>

Table II-2  
(continued)

**OBJECTIVE NO. 6**

Reduce economic and racial segregation in the Region.

**PRINCIPLE**

The Region's low-income and minority populations currently reside largely in the Region's central cities, and as well in specific portions of those central cities. This may contribute to low-income and minority populations experiencing a disproportionate amount of housing problems, unemployment, and under employment. A goal of the housing plan should be to reduce the concentrations of poverty and minority populations.

**STANDARDS<sup>g</sup>**

1. The concentration of minority populations in the Region should be reduced. The percentage of minority residents<sup>h</sup> in each sub-area should be within 50 percent of the regionwide percentage of minority residents.
2. The concentration of low-income populations in the Region should be reduced. The percentage of low-income households<sup>i</sup> in each sub-area should be within 25 percent of the regionwide percentage of low-income households.

**OBJECTIVE NO. 7**

Encourage the use of environmentally responsible residential development practices throughout the Region.

**PRINCIPLE**

Environmentally responsible design helps to protect natural resources and minimize the use of nonrenewable resources, to protect the natural environment for current and future generations.

**STANDARDS**

1. "Green" or environmentally responsible development and construction practices should be used to the maximum extent possible in new residential development and re-development projects.<sup>j</sup>
2. The use of green development and construction practices should not be discouraged by prohibitive fees, review processes, or land use controls.
3. Residential development should meet the objectives and standards related to natural resource protection set forth in the year 2035 regional land use plan, including those related to primary environmental corridors, secondary environmental corridors, and isolated natural resource areas;<sup>k</sup> other environmentally sensitive lands located outside of environmental corridors and isolated natural resource areas such as wetlands, woodlands, prairies, natural areas and critical species habitat sites,<sup>l</sup> 100-year recurrence interval floodplains, soils with severe limitations to urban land uses, areas with the highest potential for groundwater contamination, important groundwater recharge areas,<sup>m</sup> and productive agricultural land.<sup>n</sup>

**OBJECTIVE NO. 8**

Encourage neighborhood design principles that provide housing in a physical environment that is healthy, safe, convenient, and attractive.

**PRINCIPLE**

Residential development in the form of planned neighborhoods can provide a desirable living environment, can provide efficiency in the provision of neighborhood services and facilities, and can foster safety and convenience.

**STANDARDS**

1. Urban density housing<sup>o</sup> should be located within neighborhoods or other planning units that are served with centralized public sanitary sewerage and water supply facilities and contain, within a reasonable walking distance, necessary supporting local service uses, such as park, commercial, and elementary school facilities.

**Table II-2  
(continued)**

2. Higher urban density housing<sup>p</sup> should be located in areas serviceable by existing or planned public transit facilities.
3. To the extent practicable, efforts directed at the conservation and renewal of existing residential areas, including areas with numerous foreclosed and/or vacant homes, should be undertaken on a neighborhood basis and should seek to preserve the physical design and cultural features that contribute to the promotion of neighborhood identity within the larger urban complex.

#### **PRINCIPLE**

Residential development in mixed-use settings can provide a desirable environment for a variety of household types seeking the benefits of proximity to places of employment as well as civic, cultural, commercial, and other urban amenities. Examples of mixed use settings include dwellings above the ground floor of commercial uses and residential structures intermixed with, or located adjacent to, compatible commercial, institutional, or civic uses.

#### **STANDARDS**

1. Opportunities should be provided for residential dwellings in urban areas within a variety of mixed-use settings.
2. Residential uses should be integrated into, or located near, major employment centers.

<sup>a</sup>*The square footage per person and bedrooms per person recommendations set forth in this standard are based on findings from a document released by the HUD Office of Policy Development and Research in September 2007 entitled, "Measuring Overcrowding in Housing."*

<sup>b</sup>*The percentage is based on the HUD definition of housing affordability. Housing costs for rental housing units include contract rent and utilities. Housing costs for owner-occupied housing units include mortgage payments or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; and utilities.*

<sup>c</sup>*A major employment center is defined by the SEWRPC year 2035 regional land use plan as a concentrated area of commercial and/or industrial land having a minimum of 3,500 total employees or 2,000 retail employees. Major employment centers are further classified according to the following employment levels, recognizing that a major employment center may meet more than one of the indicated thresholds:*

- *Major Industrial Center: A major employment center that accommodates at least 3,500 industrial employees.*
- *Major Office Center: A major employment center that accommodates at least 3,500 office employees.*
- *Major Retail Center: A major employment center that accommodates at least 2,000 retail employees.*
- *General-Purpose Major Center: A center that qualifies as a major employment center having total employment of at least 3,500, but does not meet any of the above individual thresholds for an industrial, office, or retail center.*

*Major industrial, office, and retail centers generally encompass a mix of uses. A major industrial center may accommodate offices, service operations, and research facilities in addition to manufacturing, wholesaling, and distribution facilities. A major retail center may accommodate office and service uses in addition to retail operations. The mix of uses extends to residential uses, which should be integrated into, or provided in close proximity to, major employment centers, as those centers are developed or re-developed.*

<sup>d</sup>*The housing need of each sub-regional housing analysis area is determined by the wage rates and number of workers in the employment types located in each area. This analysis is set forth in Chapter VIII, "Job/Housing Balance".*

<sup>e</sup>*The Enduring Challenge of Concentrated Poverty in America: Case Studies from Communities Across the U.S., The Community Affairs Offices of the Federal Reserve System and the Metropolitan Policy Program at the Brookings Institution, 2008.*

<sup>f</sup>*Presidential Executive Order 12892 requires Federal agencies to affirmatively further fair housing (AFFH) in their programs and activities. Section Five of the Order sets forth administrative enforcement procedures for any state or local public agency applying for or participating in programs or activities related to housing and urban development. See Chapter VI for more information about AFFH requirements.*

<sup>g</sup>*The regionwide percentage of minority residents is 29 percent based on the 2010 Census, and the regionwide percentage of low-income households is 40 percent, based on the 2005-2009 American Community Survey. See Table VII-4 in Chapter VII, Demographic and Economic Characteristics, for the percentage of minority residents by sub-area. See Table VII-13 in Chapter VII for the percentage of low-income households by sub-area.*

Table II-2  
(continued)

<sup>h</sup>Minority residents are those residents who indicated a racial group other than “white alone” in the 2010 Census.

<sup>i</sup>Low-income households are those households that had an annual household income of 80 percent or below the regionwide median annual household income in 2005-2009.

<sup>j</sup>Green development and construction concepts integrate techniques that contribute to sustainability and help reduce carbon footprint. Green development concepts may include, but are not limited to, arranging land uses and site features (i.e. lots, buildings, and infrastructure) to include or be in close proximity to services, employment centers, and alternative transportation systems such as public transit, sidewalks, and bike paths and to protect natural features including productive farmland. Transit oriented development (TOD), traditional neighborhood development (TND), the re-use or re-development of underutilized urban areas or contaminated sites, conservation subdivisions, and areas with high residential density and/or mixed use development, are types of development that promote the green development concept.

Green construction concepts include, but are not limited to:

- Providing opportunities to make use of renewable energy sources, such as south-oriented buildings to capture passive solar radiation or to orient buildings to capture wind for natural air ventilation;
- Utilizing sun, wind, and/or earth for natural lighting, ventilation, heating, cooling, and other purposes (i.e. solar panels, wind turbines, and geothermal systems);
- Installing eco-friendly stormwater quality and quantity control mechanisms such as bioswales, bioinfiltration trenches or basins, rain gardens and barrels or cisterns, rooftop and wall or “vertical” gardens, and landscaping for cooling, wind protection, and landscaping that conserves water through drought-tolerant plants (i.e. mostly native plants) and ornate hardscapes or mulch versus traditional mowed turf/grass;
- Incorporating local, reused, recycled, recyclable, or eco-friendly construction materials and energy efficient appliances;
- Including other energy and water conservation and efficiency measures into site and building designs;
- Using permeable pavement; however, the use of permeable pavement should generally be avoided if chlorides (salt) are directly applied for deicing and anti-icing or if the area of permeable pavement will receive runoff from paved areas to which chlorides are applied.

<sup>k</sup>Environmental corridors are elongated areas in the landscape that contain concentrations of natural resource features (lakes, rivers, streams, and their associated shorelands and floodplains; wetlands; woodlands; prairies; wildlife habitat areas; wet, poorly drained, and organic soils; and rugged terrain and high-relief topography) and natural resource-related features (existing park and open space sites; potential park and open space sites; historic sites; scenic areas and vistas; and natural areas and critical species habitat sites). Primary environmental corridors include a variety of these features and are at least 400 acres in size, two miles long, and 200 feet in width. Secondary environmental corridors also contain a variety of these features and are at least 100 acres in size and one mile in length. Isolated natural resource areas are smaller concentrations of natural resource features that are physically separated from the environmental corridors by intensive urban or agricultural uses and are at least five acres in size.

<sup>l</sup>Natural areas are tracts of land or water so little modified by human activity, or which have sufficiently recovered from the effects of such activity, that they contain intact native plant and animal communities believed to be representative of the pre-European-settlement landscape. Critical species habitat sites consist of areas, located outside natural areas, which support endangered, threatened, or rare plant or animal species. Most of the identified natural areas and critical species habitat sites are located within the environmental corridors and isolated natural resource areas of the Region.

<sup>m</sup>The regional water supply plan identifies important groundwater recharge areas and provides recommendations for their protection.

<sup>n</sup>The year 2035 regional land use plan recommends that each County identify productive agricultural lands through an update to the County Farmland Protection Plan.

<sup>o</sup>Urban density housing includes the Urban High-Density Residential (7.0 or more dwelling units per net residential acre), Urban Medium-Density Residential (2.3 – 6.9 dwelling units per net residential acre), and Urban Low-Density (0.7 – 2.2 dwelling units per net residential acre) land use categories set forth in the year 2035 regional land use plan.

<sup>p</sup>Higher urban density housing includes the Urban High-Density Residential and Urban Medium-Density Residential land use categories set forth in the year 2035 regional land use plan.

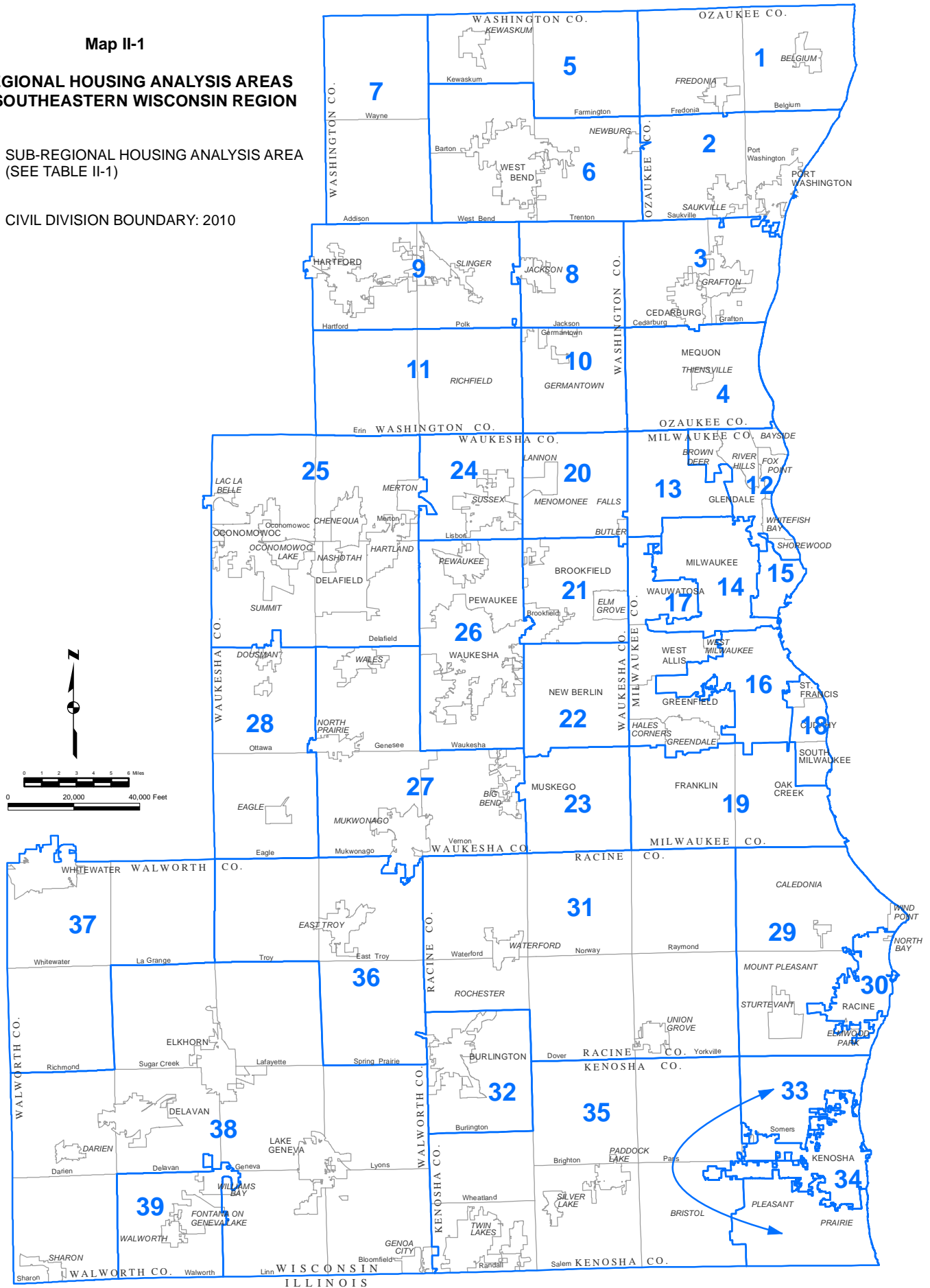
Source: SEWRPC.

Map II-1

**SUB-REGIONAL HOUSING ANALYSIS AREAS  
IN THE SOUTHEASTERN WISCONSIN REGION**

**39** SUB-REGIONAL HOUSING ANALYSIS AREA  
(SEE TABLE II-1)

— CIVIL DIVISION BOUNDARY: 2010



Source: SEWRPC.