

CHAPTER 7

HOUSING & NEIGHBORHOOD DEVELOPMENT



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The housing and neighborhood development chapter provides an assessment of the age, structural, value, and occupancy characteristics of the Town's housing stock. This chapter is intended to ensure the Town is providing for an adequate housing supply that meets existing and forecasted housing demand. A compilation of goals and objectives related to housing and neighborhood development helps to identify specific policies and programs that promote the development of housing for residents of the Town and provides a range of housing choices. The housing choices are intended to meet the needs of persons of all income levels and of all age groups and persons with special needs. Therefore, the chapter includes policies and programs that promote the availability of land for the development or redevelopment of low- and moderate-income housing, and policies and programs to maintain or rehabilitate the Town's existing housing stock.

EXISTING HOUSING FRAMEWORK

Housing Type and Tenure

Between 2000 and 2010 the Town's total housing stock increased six percent, from 1,208 to 1,281 housing units. On average, the Town added less than 10 new housing unit per year over that decade. Table 20 shows the housing types located in the Town. The majority (over 85 percent) are single-family detached units. There are also a number of one-unit attached and multi-family units making up approximately three to four percent each in 2010. No mobile homes are present in the Town.

TABLE 20: HOUSING TYPES, 2000 - 2010

Units per Structure	2000 Units	2000 %	2010 Units	2010 %
One Unit, Detached	967	80.3	1136	88.7
One Unit, Attached	29	2.4	57	4.4
Two Units	69	5.7	47	3.7
Multi-Family (3+ Units)	143	11.6	41	3.2
Mobile Home	-	-	-	-
Total Housing Units	1,208	100	1,281	100

Source: 2007 – 2011 American Community Survey 5 – Year Estimates & U.S. Census of Population and Housing, 2000

Table 21 compares other housing characteristics for the Town of Burke and relates those numbers to the surrounding jurisdictions, as in Chapter 1. The table shows the number of occupied housing units and the percentage of those that are owner versus renter occupied. The data shows that the Town of Burke has the most favorable relationship of owners (86.3 percent) to renters (13.7 percent) as compared to all the surrounding municipalities. The table also shows that greater percentages of renters tend to be located in cities and villages as opposed to towns.



TABLE 21: SELECT HOUSING TENURE AND HOUSEHOLDER CHARACTERISTICS

	Occupied Housing Units	% Owner Occupied	% Renter Occupied	% Moved in 2000 or later	% Moved in 1999 or earlier	% Total Housing Units for Seasonal Use*
Town of Burke	1,172	86.3	13.7	48.8	51.2	< 1
Town of Blooming Grove	802	75.9	24.1	51.5	48.5	< 1
Village of DeForest	3,361	73.3	26.7	68.9	31.1	< 1
City of Sun Prairie	11,508	62.6	37.4	73.1	26.9	< 1
Town of Sun Prairie	827	83.4	16.6	43.4	56.6	< 1
Village of Waunakee	4,375	77.0	23.0	68.9	31.1	< 1
Town of Westport	1,810	72.1	27.9	61.0	39.0	2.9
Town of Windsor	2,506	76.1	23.9	60.1	39.9	< 1
City of Madison	99,512	51.4	48.6	72.8	27.2	< 1
Dane County	199,767	61.2	38.8	67.3	32.7	1

Source: 2007 - 2011 American Community Survey 5-Year Estimates, *US Census Bureau, 2010

In addition, the table illustrates a comparison of when the housing unit householder moved into the unit. This information and the percent of total housing units used for seasonal, recreational, or occasional use, provides an understanding of how transient the population might be. What the data shows is that the Town of Burke population is quite stable. Only the Town of Westport showed a meaningful percentage of housing units dedicated for seasonal, recreational, or occasional use. Furthermore, this data illustrates that there is a migration of the population towards living in cities and villages as those percentages of householders moving in after 2000 are the greatest.

Housing Age and Structural Characteristics

The overall conditions of the housing stock in the Town can be generally assessed through census data. Information available includes structural age, presence of complete plumbing and kitchen facilities, and house heating utility. According to the U.S. Census, more than 30 percent of housing stock in the Town was constructed during the 1970s. Nearly 15 percent was constructed before 1940, and more than 60 percent of the total housing units were constructed before 1980. Conversely, approximately 25 percent of the housing stock was constructed between 1990 and 2005, providing modern homes to complement the existing stock. The composition of the Town’s housing stock by age is outlined in Figure 2.

Figure 3 presents the age of housing as a percentage of the total housing stock for Dane County. The County experiences its highest building rate during the same time period as the Town. However, the County data is spread far more evenly across the board as compared to the Town which shows a spike in building during the 1970s.

From 2000 to 2010 the percentage of occupied housing units that lacked complete plumbing facilities, hot and cold water, a flush toilet, or a bathtub or shower increased from zero to one percent. During that



same timeframe, the percentage of occupied housing units lacking complete kitchen facilities remained generally the same at around one percent. This trend is similar to the county figure.

FIGURE 2: AGE OF HOUSING AS A PERCENTAGE OF THE TOTAL HOUSING STOCK, TOWN OF BURKE

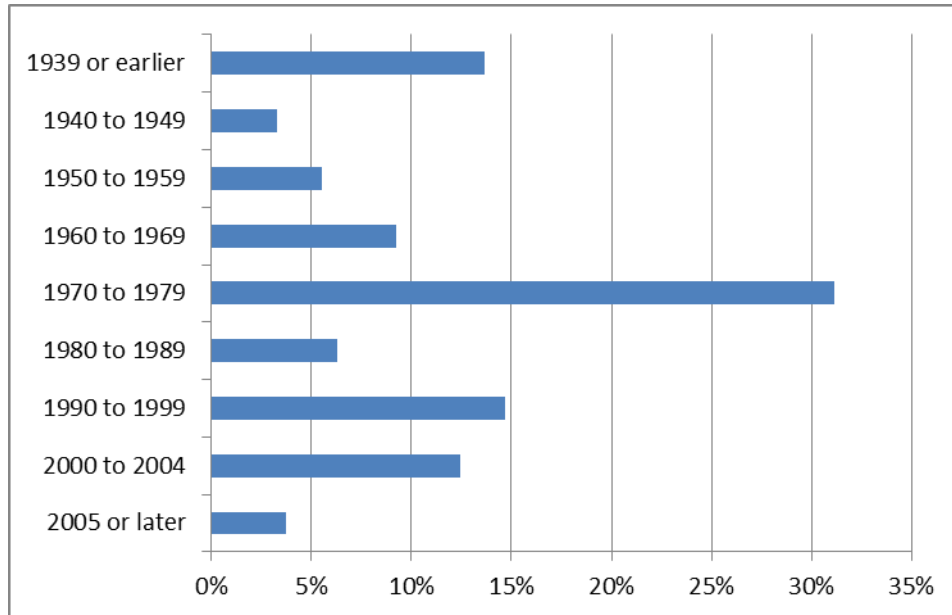
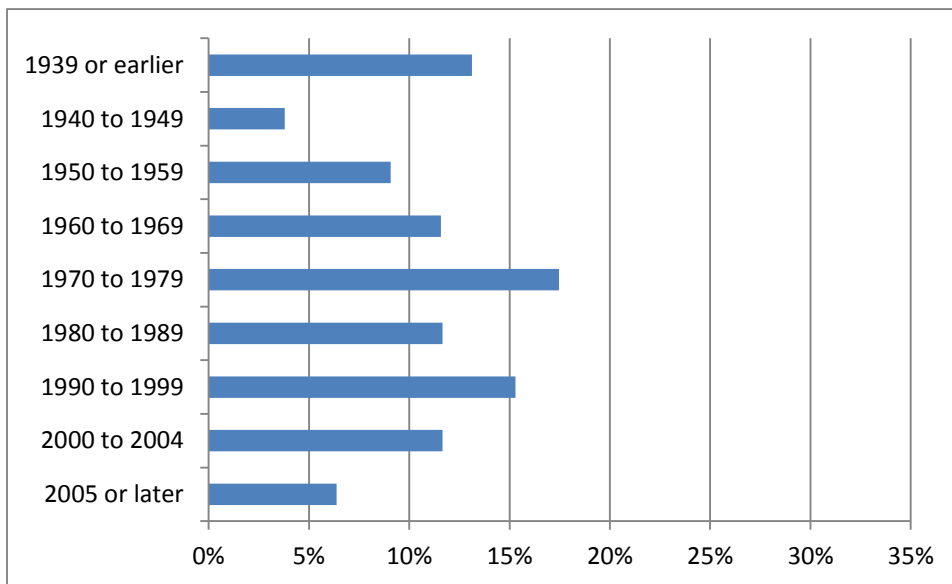


FIGURE 3: AGE OF HOUSING AS A PERCENTAGE OF THE TOTAL HOUSING STOCK, DANE COUNTY

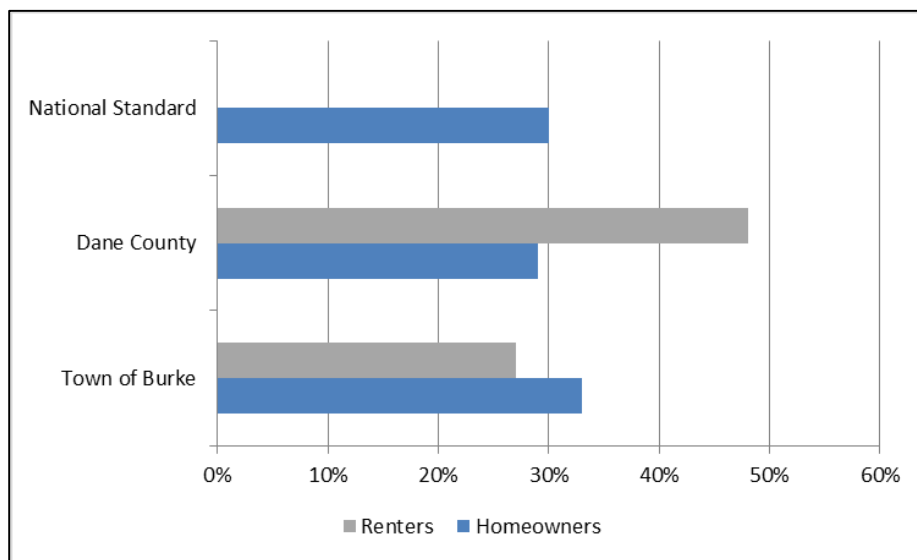


According to the 2010 U.S. Census, in the Town of Burke house heating fuel is predominantly through the use of natural gas (83.1 percent). This figure has remained consistent through the 2000s, as the 2000 Census showed an 82 percent natural gas heating percentage. The majority of house heating fuel in the County is also through natural gas; however, a larger percentage of houses in the County are heated by electricity (nearly 20 percent of homes in both 2000 and 2010).

Housing Needs

The relationship between housing costs and household incomes is an indicator of housing affordability, which is gauged by the proportion of household income spent for rent or home ownership costs. The national standard for determining whether rent or home ownership costs comprise a disproportionate share of income is set at 30 percent of gross household income. Households spending more than 30 percent of their income for housing may be at risk of losing their housing should they be confronted with unemployment, unexpected bills, or other unexpected events. Figure 4 presents a comparison of the Town and Dane County in relation to the national standard for percent of income for housing for both renters and homeowners.

FIGURE 4: HOUSING AFFORDABILITY



In 2010 one-third of all of homeowners in the Town paid a disproportionate share of their income for housing, which was slightly higher than Dane County (29 percent). Similarly, 2010 data reveals that just over a quarter (27 percent) of renters paid a disproportionate share of their income for housing in the Town. Comparatively, nearly one-half (48 percent) of all renters in Dane County spent 30 percent or more of their income on housing.

Special Needs Housing

Special needs or subsidized housing is often necessary for individuals who require housing assistance or housing designed to accommodate persons limited by financial difficulties, disabilities, age, domestic violence situations, or drug abuse problems. Throughout Dane County, several governmental, private and nonprofit agencies provide some form of housing assistance to meet those types of situations.

Dane County Housing Authority (DCHA) was created in 1972 by the Dane County Board of Supervisors

to address the affordable housing needs of low-income families in Dane County (outside the City of Madison). The Dane County Housing Authority owns 102 units of housing throughout Dane County. Eighty-six of those units are funded by the U.S. Department of Housing and Urban Development (HUD) through its Low Rent Housing Program. The Rural Development and HUD Section 515 Program fund 16 elderly units.²⁸ While none of the units are located in the Town of Burke, 28 scatters sites (Prairie Homes) are located in the City of Sun Prairie.

According to HUD, 45 affordable apartment units are located in Dane County. Of these, 19 are elderly units, 11 are family units, and 10 are for disabled individuals. None of the units are located in the Town.²⁹

HOUSING PROGRAMS

A variety of Housing Programs are provided by Dane County, the state, and at the federal level. The Dane County Housing Authority administers the Section 8 Housing Choice Voucher Program (HCVP), a major federal affordable housing program. The DCHA also provides a Conventional Public Housing Program, described in the Special Needs Housing section above, which has specific eligibility requirements including paying more than 50 percent of income towards rent and utilities, for those living in substandard housing and displacement. The Housing Center is a first time home buyer's down payment program also administered by the DCHA. All of the programs listed above and below are resources available to residents of the Town.

In addition, the DCHA provides a list of resources for housing on its website, www.dcha.net/informative-links. Some of those resources include:

- Fair Housing Council of Greater Madison helps ensure fair housing is provided throughout Dane County by combating illegal housing discrimination and by creating and maintaining racially and economically integrated housing patterns.
- Homebuyers Round Table is a Dane County home buying resource providing financial guidance, workshops, and down payment assistance.
- Dane County Community Development Grant (CDBG) Program & HOME Opportunities (HOME) Program works through community-based groups on projects to strengthen communities and to expand opportunities for low- and moderate-income households throughout Dane County. The programs work with partnering agencies to provide assistance in the form of zero percent interest,

²⁸ About Dane County Housing Authority, Dane County Housing Authority, <http://www.dcha.net/about.php>. Accessed July 11, 2013.

²⁹ Affordable Apartment Search. US Department of Housing and Urban Development. http://www.hud.gov/apps/section8/results.cfm?city_name_text=&county_name_text=Dane&zip_code=&property_name_text=&client_group_type=&maxrec=20&state_code=WI&statename=Wisconsin. Accessed July 11, 2013.



deferred payment loans to low and moderate-income households that are purchasing homes in participating Dane County municipalities.

- Project Home provides resources for home weatherization, no or low-cost home repairs, home maintenance, and First-Time Home Buyers Education classes for Dane County.

The Wisconsin Housing and Economic Development Authority (WHEDA), an independent authority, provides low-cost, fixed interest rate mortgages to low- and moderate-income individuals and families and administers housing grants on a yearly basis to eligible applicants.

EXISTING NEIGHBORHOOD DEVELOPMENT PATTERN

Most housing in the Town of Burke is concentrated in two areas: east of Rattman Road, south of STH 19 and along Nelson and Burke Roads, east of Reiner Road. Specifically, there are several subdivisions between Rattman Road and the City of Sun Prairie boundary south of STH 19 in the Token Creek area. These include the Terrace Parklands, The Ledges, Huntington Meadows, Stony Ridge, and Wynbrooke subdivisions. There is a large concentration of homes in the northeast corner of the Town, north of STH 19 and adjacent to the City of Sun Prairie and the Town of Windsor, which are part of the Charlotte’s Walk, Gehrke’s Knoll, and Foxmoor Hills subdivisions.

Further south, and on the west side of Rattman Road, are two additional Town subdivisions: Hoffman Acres and Sunburst. Rattman Heights is also located on Rattman Road to the northwest of the intersection of Rattman and Hoepker Roads.

The Weybridge and Wyndham subdivisions, which are located adjacent to the Town’s subdivisions on the east side of Rattman Road, lie within the City of Sun Prairie and do not currently connect across jurisdictional boundaries.



The Town of Burke “The Ledges” subdivision on the left remains physically disconnected from the City of Sun Prairie “Wyndham Hills” subdivision on the right by a row of mature deciduous trees and two dead end streets. Image courtesy Google, 2013.

There are a number of homes along Portage Road and one large lot single-family subdivision on Summer Valley Circle, adjacent to Token Creek County Park.

A New Traditional Neighborhood Development (TND) in the City of Sun Prairie is under development to



the northeast of Rattman and Hoepker Roads, across from the Burke/Hoepker Road Cemetery. This planned development, named Providence, provides a mix of single-family units, apartments, condos, townhouses, and institutional uses. While this mixed-use development is not in the Town of Burke, it does provide services to Town residents in the form of retail uses, restaurants, religious institutions, and recreation space. This development also provides an example of clustered development and neighborhood/context sensitive design, which are two recommendations of this plan.



Institutional land uses, like the church shown above in the City of Sun Prairie "Providence" planned neighborhood, provide key focal points within traditional neighborhood developments. Photo courtesy Mead & Hunt, Inc., 2013

On the east of the Town are three subdivisions along Nelson Road at Sunnyburke Drive, Broken Bow Road, and Sunset Drive. Similarly, a number of homes are located along Burke Road in the Burke



Burke Conservancy Estates neighborhood entrance gateway. Photo courtesy Mead & Hunt, Inc., 2013

Conservancy Estates subdivision adjacent to the Town's eastern border with the Town of Sun Prairie. Other housing in the Town is scattered both along CTH CV and in the southeastern corner of the Town, including at Bridle Way on Felland Road.

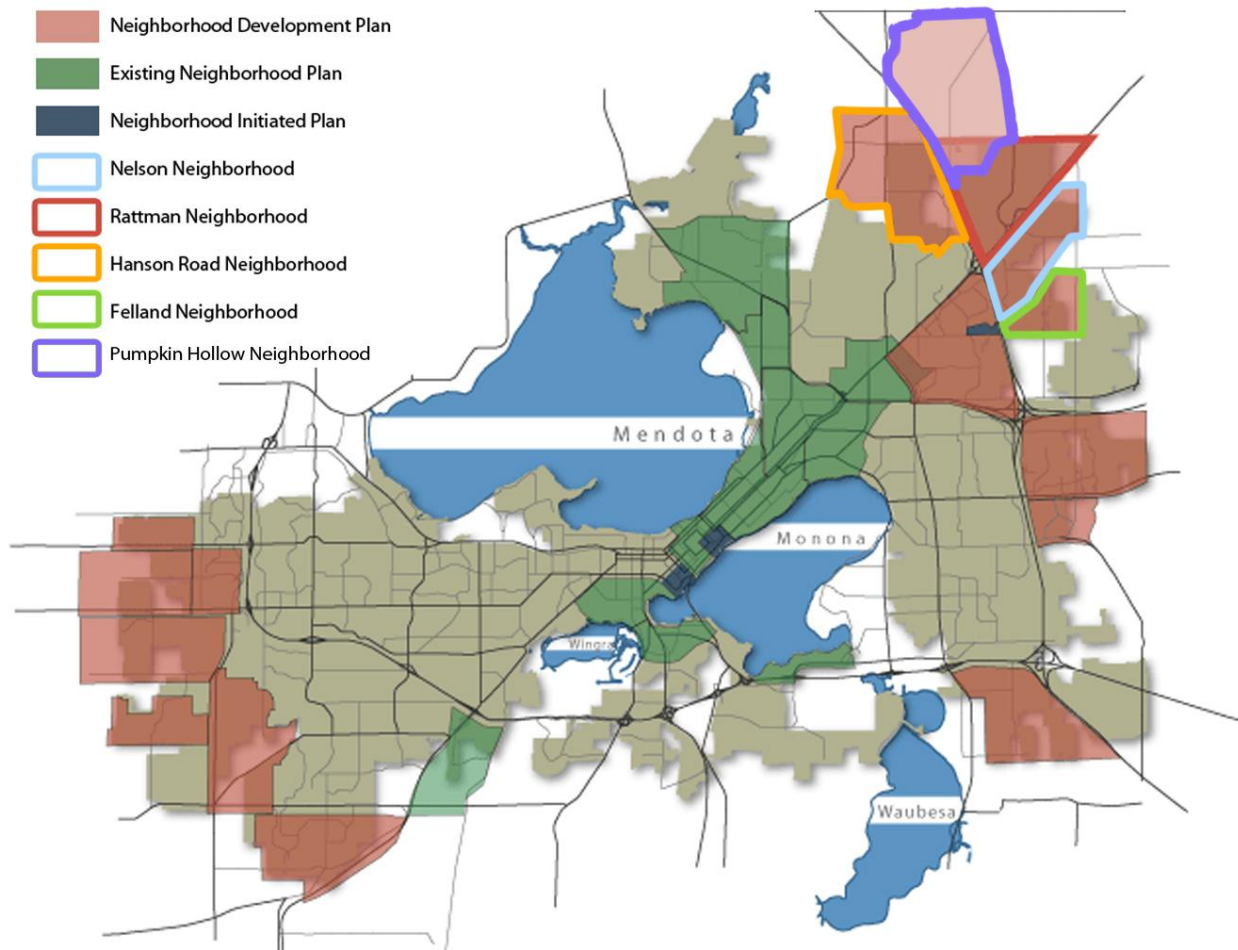
As depicted on Map 4: Protected Areas, a number of the existing residential subdivisions within Burke lie within the Protected Areas established by the Cooperative Plan. Protected Areas are the

residential, commercial, or industrial territory of the Town that may not be attached to DeForest, Sun Prairie, or Madison until the end of the protected period, or until 2036 as the Town dissolves, except upon approval of attachment by the Town.

PLANNED NEIGHBORHOOD DEVELOPMENT PATTERN

The City of Madison is proactive in planning for its extraterritorial areas, as evidenced by both generalized and detailed Neighborhood Development Plans. The City contains more than 120 neighborhood

associations and over 25 adopted neighborhood plans, with several more in progress. Neighborhood Development Plans are prepared with the purpose of guiding the growth and development of largely undeveloped lands at the City's urban edge. *Generalized* development plans indicate areas where long-term potential urban land use may occur and *detailed* plans provide specific development patterns and recommendations for urban use. Both types of plans provide a framework for the growth and development of the City's ETZ areas where development is expected to occur in the future. The City of Madison has five Neighborhood Development Plans prepared for its ETZ area overlapping the Town, four of which are detailed plans.



City of Madison neighborhood development areas, image courtesy of City of Madison Department of Planning & Community & Economic Development website www.cityofmadison.com/planning/ndp and edited by Mead & Hunt, Inc. 2013.

Rattman Neighborhood Development Plan (1992, detailed plan)

This plan proposes to fill out remaining development parcels with predominantly office uses. This plan area also preserves the northern area for park, and open space as part of the community separation area.

Nelson Neighborhood Development Plan (1992, detailed plan)

This plan proposes to continue development of office and retail services along High Crossing Boulevard. There is a mix of low- and medium-density residential uses proposed east of High Crossing Boulevard intertwined with park and open space uses.

Hanson Road Neighborhood Development Plan (2000, detailed plan)

This Hanson Road Neighborhood Development Plan, north of the Dane County Regional Airport proposes predominantly a mix of light industrial, which currently exists, and park and open space uses.

Felland Neighborhood Development Plan (detailed plan)

This plan will primarily consist of single-family neighborhoods with low-density development.

Pumpkin Hollow Neighborhood Development Plan (2008, detailed plan)

The Pumpkin Hollow detailed Neighborhood Development Plan was adopted in 2008. The neighborhood area is located generally east of I-39/90/94 and northwest of the American Family Insurance campus. This plan makes future land use recommendations as well as recommendations on the extension of the full range of urban services including public sewer and water. The Pumpkin Hollow Plan area overlaps a portion of the Rattman Neighborhood Development Plan south of Hoepker Road, but generally incorporates the Rattman Neighborhood Plan recommendations for future land use and development.

TNDs are based on a framework of one-quarter mile pedestrian sheds, which represent a five-minute walk from center to edge and comprise approximately 160 acres. These neighborhoods are centered on organizing features such as mixed-use centers, parks, and institutional uses.

Northeast Neighborhoods Development Plan (2009, general plan)

The Northeast Neighborhoods Development Plan, south and east of the detailed Felland Neighborhood Plan, is a Peripheral Planning Area defined in 2006 in the City of Madison Comprehensive Plan and as outlined in Chapter 2 of this Plan. Unlike the specific neighborhood plans described above, the Peripheral Planning Areas are generalized areas that have at least some near of long-term potential for future urban development, but for which no detailed planning has been done to define recommendations. The Northeast Neighborhoods Development Plan, adopted in 2009, recommends development in the northeast plan area occur as a series of Traditional Neighborhood Development clusters containing a variety of land uses within a condensed area which provide for the daily needs of residents. These pockets of development are most likely to occur adjacent to and along major transportation corridors and intersections.



Like the City of Madison, the City of Sun Prairie has developed future land use plans for the areas within its ETZ area. The majority of Sun Prairie's ETZ area consists of the Burke protected area adjacent to Rattman Road. This area currently exists as single-family residential uses and the City of Sun Prairie proposes to add additional single-family infill development within the remaining, undeveloped areas to complement the existing neighborhoods. In a land locked Burke parcel, Sun Prairie's future land use plan consists of more dense, mixed residential development between US 151 and CTH C and some single-family residential development adjacent to existing neighborhoods.

The Village of DeForest ETZ area contains a portion reserved for planned industrial and commercial uses along the IH 39/90/94 and US 51 corridors where some development activity is presently occurring. This is south of STH 19. A large portion of the ETZ area is also reserved for parks, open space, and environmental corridor, adjacent to the Cherokee Marsh.

HOUSING AND NEIGHBORHOOD DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES

Goal: Promote and ensure an adequate supply of safe and affordable housing and neighborhoods for all Burke residents.

Objectives:

1. Provide for a variety of housing types throughout the Town serving persons of different income levels, ages, and needs.
2. Encourage housing maintenance to preserve the quality of the Town's existing housing stock.
3. Encourage home siting in areas that protect residential areas from incompatible uses, preserve and promote the connectivity of environmental systems, or impair the existing Town character.
4. Encourage high quality construction and maintenance standards for new and existing housing.

Policies:

1. Plan for a sufficient supply of developable land for a range of different housing types – affordable housing and housing for the elderly – in areas consistent with overlapping jurisdictions.
2. Encourage residential development in areas with existing residential development, and consistent with future land use plans of surrounding municipalities.
3. Administer property maintenance standards and building inspection requirements set by the County or State.
4. Coordinate with County, State, or Federal agencies to obtain funding – grants or low-interest loans – for maintenance or repair of residential homes and neighborhoods, as necessary.
5. Strengthen the Design Review Guidelines and Site Plan and Landscape Guidelines found in the 1999 Land Use Plan and Town Ordinance.



HOUSING AND NEIGHBORHOOD DEVELOPMENT PROGRAMS AND RECOMMENDATIONS

Plan for a Sufficient Supply of Developable Land for Housing

The Town should accommodate a least twenty years of anticipated residential development demand, especially the need for a range of housing types serving persons with different income levels, ages, and needs. This Plan recommends that new housing development be located near areas with existing

development. A number of state and federal housing programs are available to assist in promoting affordable, elderly, and assisted housing in Dane County, as described earlier in this chapter.

**Burke Design Review Guidelines
Checklist for Site Plans and Design Review**

Date Received: _____
Checked By: _____ Date: _____
Site Location: _____
Owner: _____ Telephone No.: _____
Developer: _____
Address: _____
Telephone No.: _____

LAND USE

- 1. Is the development consistent with the community's master plan?
- 2. Is the development allowed by the existing zoning district?
- 3. Does the site plan incorporate and protect natural features on the site?
- 4. Is the proposed use compatible with adjacent lands?
- 5. Does the development provide safe access to a public street?
- 6. Does the land have any "Protective Covenants"?

CIRCULATION

- 7. Does the immediate roadway system have capacity for the proposed development?
- 8. Does the proposed development conform to driveway access or street-spacing restrictions?
- 9. Will the development help continue, extend or connect with existing and/or future local streets?
- 10. Does the site provide enough area for parking needs?
- 11. Does the site provide for access to proposed transit service?
- 12. Does the site provide linkage to the community's pedestrian and bicycle trail system?
- 13. Within commercial developments, does the site plan separate the delivery and customer traffic?

UTILITIES

- 14. Does the municipal sewer and water system have capacity to serve the site?
- 15. Do off-site utilities need to be oversized to provide long-term service to the area being developed?
- 16. Has the community's Capital Improvements Program scheduled improvements to the site? When?
- 17. Does the site plan conform to the community's storm water management plan?
- 18. Does the site plan incorporate erosion and runoff control requirements to avoid off-site damage?
- 19. For larger developments, is the site plan divided into phases?

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The Burke Design Review Guidelines Checklist for Site Plans and Design Review developed in the 1999 Land Use Plan

Strengthen Site Plan and Design Guidelines

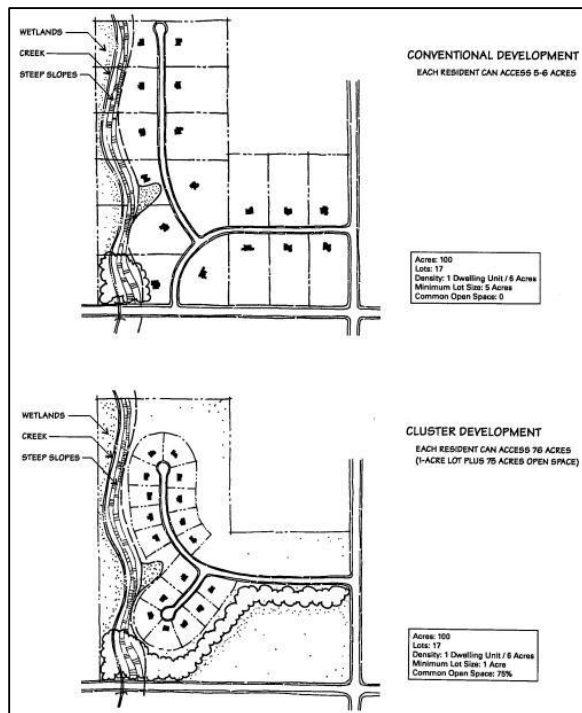
The 1999 Land Use Plan created Design Review Guideline Checklist and a Site Plan and Landscaping Guidelines for the Town. These resources provide a baseline for development within the Town but are lacking the examples and illustrations to be effective. Adding existing Town examples of both desired and undesired development as well as outside examples of desirable site planning for a variety of land use types and situations will illustrate how development should occur. Concepts can be difficult to understand through text alone. By adding illustrations and examples, the guidelines can be more approachable and

understandable and will be one aid in making development easier within the Town.

Encourage Cluster Development

Encouraging cluster development layouts where projects are adjacent to natural areas allow for greater protection of natural features and open space. Clustering involves the grouping of dwellings in a portion of the developable area and preserving the remaining area for open space to be utilized by the whole community. Benefits of cluster development include preservation of open space for enjoyment of the neighboring residents and the whole community, preservation of existing environmental corridors, preservation of viewsheds, steep slopes and unique natural features, management of the location of growth within a development area, and preservation of open space without a cost to the Town. In other words, the Town does not need to purchase the land in order to preserve it and can thus use this tool to preserve the character of the existing landscape.

Cluster zoning ordinances can be written in many different ways. There is great flexibility for the Town to write the regulations in a way that will help achieve the community open space and exurban preservation



The graphic above illustrates the basic concept of cluster development. Preservation of net density, as well as open space and natural features can be achieved by reducing lot size. Source: Rural Cluster Development Guide, Southeastern Wisconsin RPC, December 1996.

objectives. In any set of cluster regulations three basic elements must be balanced: development density, lot size, and the amount of required open space. As long as a working balance is maintained between these three elements, the Town can, for example, opt for the greatest amount of open space achievable, or can limit the minimum lot size, or can put a cap on the density. Whichever choice or limit is selected first, the other two elements can be adjusted to accommodate that choice.

Encourage Context Sensitive Neighborhood Design and Locations

This plan endorses high-quality neighborhood design and layout in all newly planned residential areas in the Town. Within planned residential areas, the Town promotes the concepts of neighborhood design including a mix of housing lot sizes and densities and the development of neighborhood focal point such as parks. Many existing neighborhood contain a neighborhood or mini-park that provides a place for gathering and recreation, and helps develop a sense of place within the community. Homes should be arranged in desirable locations that consider topography, natural features and viewsheds, public and private access to open space, and privacy. Also critical to quality neighborhood design is an interconnected network of streets sized to correlate to traffic volumes, yet oriented to its many users including bicyclists and pedestrians. The roadway should be used to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and or nearby public lands. In this regard, the Town should also coordinate with neighboring municipalities to ensure development across boundaries is interconnected and the transition between map boundaries is seamless on the ground.

Many existing neighborhood contain a neighborhood or mini-park that provides a place for gathering and recreation, and helps develop a sense of place within the community. Homes should be arranged in desirable locations that consider topography, natural features and viewsheds, public and private access to open space, and privacy. Also critical to quality neighborhood design is an interconnected network of streets sized to correlate to traffic volumes, yet oriented to its many users including bicyclists and pedestrians. The roadway should be used to connect homes to each other, connect streets to the road network, and connect the development to adjoining open space and or nearby public lands.

Utilizing modest front yard setbacks will allow the community to avoid “garage-scapes” which are unappealing from the curb and allow little interaction



A residential street exhibiting “garage-scapes” is not desirable in the Town of Burke. Photo courtesy steveaustinlex.wordpress.com/riding-the-streets.



amongst neighbors. Restoration of degraded environmental features, such as wetlands and stream banks, will enhance neighborhoods and provide amenities, increasing neighborhood and home values. These are a few of the many aspects of neighborhood design which should be incorporated into future Town development.

Transfer of Development Rights (TDR) Program

As discussed in the Agricultural Programs and Recommendations in Chapter 3, a TDR Program can allow landowners to transfer the right to develop one parcel of land to a different parcel of land. TDR is used to shift development from agricultural or environmentally sensitive areas to designated growth areas closer to municipal services and existing development. When a landowner sells property, generally all the rights (develop, lease, sell, mine, etc.) are transferred to the buyer. In the example below, the City of Muskego used a TDR to allow greater density development and preserved a sensitive wildlife area associated with Big Muskego Lake.



TDR programs enable landowners to separate and sell the right to develop land from their property rights. In this way, TDR programs can be utilized to protect prime farmland, conserve environmentally sensitive areas, protect scenic views, and preserve historic landmarks.

Shown above, the City of Muskego, WI utilized a TDR program for preservation of productive agricultural land (A) and a sensitive wildlife area associated with Big Muskego Lake. The new development (B) was allowed a greater density, or “density bonus”. Source: Google Maps and Mead & Hunt, Inc., 2013