

CITY OF VERONA 2010 COMPREHENSIVE PLAN

CHAPTER TWO—HOUSING

**Adopted by the City of Verona Common Council
September 14th, 2009**



Prepared by the City of Verona Comprehensive Plan Committee

City of Verona Comprehensive Plan—2010

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○ **Section One—Introduction**

Housing comprises the single-largest use of land in the City of Verona, using 44% of developed lands within the city and 29% of land overall within the city. See Table 8-1 for more details. The maintenance of existing housing and the provision of new housing are important goals for the City. This chapter outlines existing housing conditions and the city's housing goals for the future.

This chapter identifies goals, objectives, policies and programs the City of Verona can pursue to:

- Promote the development of housing for residents of the City and provide 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;
- Promote the availability of land for the development or redevelopment of low-income and moderate-income housing;
- Maintain or rehabilitate the City's existing housing stock.

City Survey Results

In late 2006, the City mailed out the first of three Comprehensive Plan surveys. The first survey included five questions relating to housing.

- A majority (55%) of the survey respondents thought that the City was growing too fast.
- Two questions dealt with Verona's Phasing Plan. The Phasing Plan limits the amount of lots for single and two-family units each year. About 89% wanted to continue to place limits on housing development. In another question, a similar percentage of respondents wanted to extend the building limits to multiple family units.
- The survey also asked about the type of housing pattern that they supported. The largest group supported a mix of low density and higher density housing types. However, respondents supported single-family housing seven to one over townhouse development.
- On a question of housing types and incomes, the respondents were split into five groups. However, housing for middle-income households was the most popular category and housing for poor families was the least popular.

Complete survey results are available in [Appendix 1-F](#).

Section Two—Assessment of Verona Housing and Households

Table 2-1—Housing Growth: As shown in [Table 2-1](#), the City of Verona’s vibrant housing development reflects the demand for housing from the City’s rapidly growing population. The City’s significant increase in the number of housing units surpasses the rate of the housing development in all of Dane County’s fastest growing places (See [Appendix 1-B](#)). Verona’s 1970 to 2000 percentage increase in the number of housing units was also greater than most other Dane County municipalities.

If the number of persons per household remains constant over time, then an increase in the number of housing units will mirror or parallel the increase in population. In most Dane County municipalities during the period between 1970 and 2000, however, two factors produced an increase in the number of new housing units that was *larger than* the increase in population growth. These two factors were: 1) a rapidly decreasing household size and 2) the resulting faster rate of new household formation. However, during this time period, Verona experienced a *less drastic* decrease in average household size, due to two factors: 1) Verona’s relatively small proportion of senior households and other persons living alone and 2) Verona’s relatively large proportion of households with families. These two factors had the effect of *minimizing the decrease* in the City’s average household size. As a result, Verona’s relatively larger household size narrowed the difference between a) the growth of new housing units and b) population growth. In conclusion, Verona added a lot of housing units *and* added a lot of population because the population added was mostly households with families (compared to population growth in other communities where there were fewer persons per household and smaller family sizes). In this regard—Verona has been ‘bucking the trend’ of smaller household sizes, which also contributed to Verona better maintaining its ratio of single family to multi-family housing units between 1970 and 2000. (The issue of single-family to multi-family housing unit ratios is examined in further detail in Section 4—Subsection 8 below...). See also [Tables 2-3 and 2-5](#) below.

Area	Census				1970 – 2000		1990-2000	
	1970	1980	1990	2000	Number Added	Percent Change	Number Added	Percent Change
City of Verona	730	1,212	1,950	2,664	1,934	264.9%	714	36.6%
Town of Verona	448	642	671	774	326	72.8%	103	15.4%
Dane County	92,430	126,275	147,851	180,398	87,968	95.2%	32,547	22.0%

Source: U.S. Bureau of the Census

Table 2-2—Age characteristics: [Table 2-2](#) shows that a fast growing community like Verona has a small percentage of older housing structures because more than half of its housing units were built since 1980. By comparison, only a third of the County’s housing stock has been built since 1980. Most of the County’s older housing is in larger cities like Madison or Monona. Verona’s newer housing stock also means that most of its residents have less need for major housing maintenance since most of their homes are relatively new.

Area	Year Structure Built							Total Occupied	1980 to 2000 Percent of Total	1990 to 2000 Percent of Total
	1939 or earlier	1940 to 1959	1960 to 1969	1970 to 1979	1980 to 1989	1990 to 1999				
C. Verona	147	267	279	465	631	767	2,556	54.7%	30.0%	
T. Verona	92	61	191	167	93	178	782	34.7%	22.8%	
Dane County	26,231	28,379	25,010	34,812	22,887	36,165	173,484	34.0%	20.8%	

Source: U.S. Bureau of the Census

Table 2-3—Structural characteristics: As shown in [Table 2-3](#), in 2000 single family housing units made up 72% of Verona’s housing stock. This percentage is typical of similar-sized suburban communities, in which single family units usually range from 61% to 74% of all housing units. The County’s proportion of only 59% single family units reflects the higher percentage of multifamily units in the City of Madison. Duplex housing made up 8%, and single-family and duplexes combined comprised 80% of all housing units. (The issue of single-family to multi-family housing unit ratios is examined in further detail in Section 4—Subsection 8 below.) Although the Census divides the classification of housing units into nine categories, typically building permits are collected in the categories of single family, duplex, or multiple family units.

Table 2-3: Housing Units by Type: 1990 – 2000												
Area	1990						2000					
	Single Family		Two Family		Multifamily & Other		Single Family		Two Family		Multifamily & Other	
	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
City of Verona	1,391	71.3%	130	6.7%	429	22.0%	1,913	72.2%	218	8.2%	520	19.6%
Town of Verona	560	83.5%	31	4.6%	80	11.9%	699	86.9%	22	2.7%	83	10.3%
Dane County	84,909	57.4%	9,672	6.5%	53,270	36.0%	105,913	58.7%	10,235	5.7%	64,252	35.6%

Source: U.S. Bureau of the Census

Table 2-4—Value characteristics: Verona’s relatively higher housing values correspond to both the higher incomes of its residents (see [Table 1-8](#)) and the age of the homes. Housing values are also driven by the demand from families wanting to live in the City. Verona’s median value of owner-occupied housing units in 2000 was \$161,500, or 10% higher than the County median value. See [Table 2-4](#). The affordability of *owner-occupied* housing in Verona is slightly *less* than the affordability of such owner-occupied housing County-wide (because the percentage of owners paying more than 30% of their incomes to housing costs is higher in the City than in the County...). Although Verona’s rents are lower in Verona than in the County, the affordability of *rental* housing in Verona is slightly *less* than the affordability of rental housing in the rest of the County. See [Table 2-4](#). In 1990, Verona’s housing, both owner and renter-occupied was more affordable than the County’s average.

Table 2-4: Housing Value, Rent and Costs as Percent of Income by Tenure: 1990 – 2000								
Area	1990				2000			
	Owner-occupied		Renter-occupied		Owner-occupied		Renter-occupied	
	Value	>30% Inc.*	Rent	>30% Inc.*	Value	>30% Inc.*	Rent	>30% Inc.*
City of Verona	\$91,800	15.7%	\$417	26.4%	\$161,500	23.5%	\$606	41.4%
Town of Verona	\$101,500	13.1%	\$371	22.0%	\$192,400	19.1%	\$647	43.8%
Dane County	\$78,400	16.2%	\$423	39.5%	\$146,900	19.9%	\$641	38.5%

* Percent of total households where housing costs exceed 30% of household income.

Source: U.S. Bureau of the Census

Definition: Family and Non-Family Households. A household is an occupied housing unit. A housing unit without household occupancy is vacant. All households are occupied by families or non-families. A family is a household which contains persons who are related with one or more parents and/or grandparents present, while a ‘non-family household’ contains persons who are unrelated to each other.

Table 2-5—Households and Families: In 2000, the City of Verona’s household size (or the number of persons per housing unit) was larger than all Dane County cities and all but four villages (see *Dane County and Community Data 1970-2000*, a report by the Dane County Regional Planning Commission). This large household size reflects the high proportion of families among Verona’s households. Families made up 72% of Verona’s households compared to only 58% in Dane County. This fact also means that Verona’s households also have a much higher number of school age children per household (See Chapter 7 for impacts on the Verona Area School District). As seen in [Table 2-5](#), household sizes have been decreasing slowing over time due to divorces and the choice to have smaller families.

Table 2-5: Households and Families in Dane County Municipalities: 1990 - 2000										
Area	1990					2000				
	All Households		Families		Percent of Households That are Families	All Households		Families		Percent of Households That are Families
	No.	Ave. Size	No.	Ave. Size		No.	Ave. Size	No.	Ave. Size	
City of Verona	1,915	2.77	1,465	3.19	76.5%	2,591	2.68	1,874	3.16	72.3%
Town of Verona	654	2.86	532	3.15	81.3%	758	2.69	601	3.00	79.3%
Dane County	142,786	2.46	87,363	3.03	61.2%	173,484	2.37	100,856	2.97	58.1%

Source: U.S. Bureau of the Census

Definition: Tenure. Tenure is the term used to differentiate between housing occupied by homeowners or renters. Tenure should *not* be confused with single-family or multi-family housing, which indicate structure type. While it is true that most single-family housing units are usually owner-occupied, and most multi-family housing units are renter-occupied, in Verona about five percent of single-family housing is rental-occupied and about 12% of multi-family housing unit is owner-occupied.

Table 2-6—Households by Tenure and Size: Size characteristics of owner and renter households can be seen in [Table 2-6](#). The average household size in owner-occupied households is significantly larger than renter-occupied households. The relatively high proportion of owner-occupied households in Verona, as shown in [Table 2-6](#), is evident in the overall household size as shown in [Table 2-5](#).

Table 2-6: Households by Tenure and Size: 1990 - 2000										
Area	1990					2000				
	Owner-occupied		Renter-occupied		% Owner occupied Households	Owner-occupied		Renter-occupied		% Owner occupied Households
	No.	Ave. Size	No.	Ave. Size		No.	Ave. Size	No.	Ave. Size	
City of Verona	1,295	3.02	620	2.25	67.6%	1,881	2.93	710	2.01	72.6%
Town of Verona	513	2.95	141	2.53	78.4%	641	2.77	117	2.24	84.6%
Dane County	78,756	2.76	64,238	2.10	55.1%	99,895	2.61	73,589	2.03	57.6%

Source: U.S. Bureau of the Census

Table 2-7—Households by Families and Non-Families: All households are occupied by families or non-families. Married couples make up a high proportion of Verona’s families and households. Married couple households make up less than half of the households in the County, partially due to the University of Wisconsin students and the large number of rental units in the City of Madison, which are not occupied by families. See [Table 2-7](#).

Table 2-7: Household and Family Characteristics: 1990 - 2000								
Area	1990 Households				2000 Households			
	Family		Non-family		Family		Non-family	
	Married Couples	Single Parent	One Person	2 or more unrelated Persons	Married Couples	Single Parent	One Person	2 or more unrelated Persons
City of Verona	1,250	215	350	100	1,555	319	560	157
City of Verona Percent of All Households	65.3%	11.2%	18.3%	5.2%	60.0%	12.3%	21.6%	6.1%
Town of Verona	479	53	81	41	536	65	119	38
Dane County	72,269	15,094	37,640	17,783	81,649	19,207	51,014	21,614
Source: U.S. Bureau of the Census								

Section Three—Existing Housing Needs

Existing Housing Need: Although Verona has relatively high household incomes and a low rate of poverty, a number of households have “housing problems”. *Housing problems* are defined by HUD as those households which have overcrowding, lack complete plumbing or kitchen facilities, or pay more than 30% of their household income to housing costs. The vast majority of “housing problems” in the City of Verona are so-defined because these households pay too much of their income to housing costs. For renters, housing costs include rent and heating costs, while for owners housing costs include mortgage, property taxes and mortgage insurance.

Paying more than 30% of household income for housing costs is more significant for those households with incomes that are less than 80% of Dane County’s median family income (MFI). A detailed analysis is presented in [Appendix 2-A: Comprehensive Housing Affordability Strategy](#). As shown in [Table 2-8](#), slightly more low-to-moderate income renters (291 or 57% of the total) have housing problems than do low-to-moderate income owners (219 or 43%). The largest low-to-moderate income household type defined as having a housing problem is ‘elderly’, representing 41% of the need, with low-to-moderate income ‘families’ making up 40% and low-to-moderate income ‘other non-family’ households making up 19% of the need.

Low-to- moderate income households are those households with incomes at 80% or less of the County’s median family income (MFI). Those households with incomes less than 50% MFI or 30% MFI have even lower household incomes and less ability to afford housing costs.

Table 2-8: Lower-Income Households with Housing Problems: 2000										
Households with housing problems by type and income	Elderly Renters	Small Family Renters	Large Family Renters	Other Renters	Total Renters	Elderly Owners	Small Family Owners	Large Family Owners	Other Owners	Total Owners
Under 30%MFI	40	25	0	50	115	50	20	0	10	80
30-50%MFI	80	20	0	21	121	30	14	20	0	64
50-80%MFI	0	45	10	0	55	10	50	0	15	75
80%MFI	120	90	10	71	291	90	84	20	25	219
MFI = Median Family Income (Dane County)										
Housing Problems = housing costs over 30% of incomes										
Source: U. S. Census Bureau and U S. HUD 2000 CHAS Data Book										
Households below 80% of MFI and with housing problems make up 20% of all households										

Assisted Housing Supply: U.S. Department of Housing and Urban Development provided a report entitled “Comprehensive Housing Affordability Strategy (CHAS) Data Book”, of which a summary is shown above. Fortunately some of the housing need for elderly (households age 62 or more) in Verona is met, since there is no need indicated for elderly renters for income above 50% of MFI, since the supply of rental assisted housing for elderly household exceeds the need for this household group. However, the existing supply of rental assisted housing for elderly households makes it possible for some elderly singles or couples (usually those over age 75) to make the transition from owner-occupied housing to an assisted rental unit.

Unfortunately, none of the existing housing needs are met for many families (with household head *under* age 62) with children and other singles or non-family households living in Verona. The need for assisted family housing point up needs that will be discussed further in the transportation and economic development chapters. In 2006 the median home cost was not affordable for teachers, police officers, nurses or janitors in the Madison Metropolitan Area. See [Figure 2-1](#) below. Are companies located in Verona (or will companies that are considering locating in Verona...) have difficulty attracting enough workers? How many workers are employed with Verona companies that commute to work because they can’t find affordable housing in

Verona? These *economic development* and *transportation* aspects of housing need to be considered in a broader context of the regional economy, regional housing supply and demand, commuting patterns, and mass transit. See Chapter 6—Economic Development and Chapter 3—Transportation for more discussion of these issues.

Figure 2-1

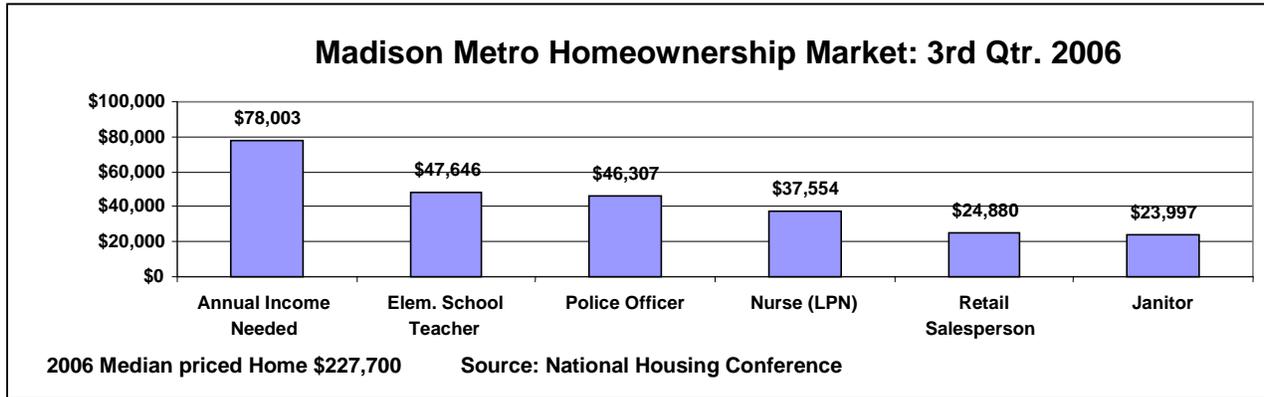


Table 2-9 shows existing inventories of rental assisted housing projects that are available in Verona, totaling 152 housing units for elderly or persons with disabilities. Assistance for lower income owner-occupied households includes non profit programs, such as: Project Home, Habitat for Humanity and others.

Name	Address	Program	Elderly	Family	Disability	Total
Park Verona Apartments	506 W. Verona Ave.	Sect 515	22	0	1	23
Schettler Terrace	113 Paoli St.	Sect 515	31	0	1	32
Prairie Oaks Senior HSG II	1049 Enterprise Dr.	LIHTC	36	0	0	36
Sugar Creek Apartments	206 S. Marietta	LIHTC	61	0	0	61
All Projects		All	150	0	2	152

Source: Wisconsin Housing & Development Authority

Housing for Special Needs: In addition to elderly housing, the City should consider the housing needs of special populations, including those needing supportive services. In 2000, 118 persons were enumerated by the Census as living in “group quarters”. By 2007 the group quarters population had increased to 170 persons. These may include nursing homes; assisted living facilities; group homes; community-based residential facilities; adult group homes; and facilities for the developmentally disabled. See [Table 2-10](#). The City of Verona will be supportive of additional assisted housing units and affordable housing as determined to be appropriate by the Common Council.

Table 2-10: City of Verona Group Quarters Population in 2007			
Name	Type	Verona Address	Population
FOUR WINDS MANOR	nursing home	303 SOUTH JEFFERSON	66
HOMETOWN VILLAGE *	assisted living	760 EAST VERONA AVENUE	34
AUTUMN LIGHT HOME	CBRF	1003 TAMARACK WAY	8
FOUR WINDS LODGE	CBRF	309 SCHWEITZER DRIVE	26
ORCHID HOME	CBRF	1013 GATEWAY PASS	8
WILLOW POINTE MEMORY CARE LLC	CBRF	143 PRAIRIE OAKS DR	20
SONRISAS ASSISTED LIVING	adult family home	315 LLANOS ST	4
SONRISAS II	adult family home	317 LLANOS ST	4
TOTAL Group Quarters Population			170
Smaller capacity group quarters in city are not tracked annually			
Source: Wisconsin Dept. of Administration, Demographic Services Center			
* Note: Hometown Village closed in 2008, shortly after it was annexed into the City of Verona...			

Section Four—Analysis of Recent Trends and Housing Policies

Recent Housing Trends (2000 to present) the previous section—Section Three—analyzed data from the 2000 Census. To give a more recent picture of housing trends since the 2000 Census, this Section Four analyzes housing-related data and information available since 2000. Also see [Appendix 1-A](#) for a detailed 1990 to 2000 census profile for the City of Verona. The following section is broken-down into the following sub-sections, which correspond with the residential development process:

- 1) Analysis of Residential Annexations—1995-2007;
- 2) Analysis of Residential Platting and Zoning—1995-2007;
- 3) Analysis of Residential Zoning and the Community Residential Zoning District;
- 4) Analysis of Development Agreements—2002-2007;
- 5) Analysis of Residential Construction—1990-2007;
- 6) Analysis of Population Growth—2000-2007;
- 7) Analysis of Residential Density—1995-2007;
- 8) Analysis of Mix of Housing Types (Single-Family, Duplex, and Multi-Family);
- 9) Analysis of Housing Costs/Home Prices.
- 10) Analysis of the Residential Phasing Plan, in four parts:
 - a. History of Residential Phasing Plan
 - b. Impact of Residential Phasing Plan on population growth
 - c. Impact of Residential Phasing Plan on housing density
 - d. Impact of Residential Phasing Plan on housing types/mix

Urban growth requires a local community such as the City of Verona to grant four ‘entitlements’ before housing construction—and population growth—can occur: 1) annexation, 2) platting, 3) zoning, and 4) development agreements. A fifth step in the growth and entitlement process is *not* controlled by a local community but is instead controlled by a regional governmental agency known as the ‘regional planning commission’. This regional governmental entity controls a fifth entitlement step known as ‘urban service areas’, or ‘USA’s. The regional planning commission for Dane County Area is the Capital Area Regional Planning Commission, or CARPC. USA’s and CARPC are described more fully in Chapter 4—Utilities and Community Facilities.

Housing construction and occupancy—and therefore population growth—follow after a community has granted the four entitlements outlined above (and after CARPC has approved expansion of the urban service area within the community is located). At each of the four locally-controlled entitlement ‘steps’, a local community has the opportunity to influence growth—either promoting and facilitating population growth or discouraging and limiting it. But a local community can not *control* growth. To illustrate—a city in rural North Dakota can annex, plat, zone, and execute as many development agreements as it wants—these actions will not *cause* growth. Likewise—a city in Dane County can limit the amount of land it annexes, or how quickly it approves plats and zoning changes, and it can approve development agreements that slow-down the rate of development, but these actions will not *prevent* growth. This growth (or lack of growth) is a market demand outside the control of a local unit of government such as the City of Verona. A City can, however, manage the location, type, timing and quality of development resulting from market conditions.

A community determines *how* it will respond to market conditions and growth pressure through the policies it implements regarding the entitlement process. The following section is meant to analyze existing City of Verona policies regarding the entitlement process as it relates to residential development and population growth by providing City of Verona growth details for the period since the last Census. To completely analyze growth since 2000, annexations and plats are analyzed back to 1995, since annexation and platting often precede construction and population growth by several years.

Section Four—Sub-Section 1—Analysis of Residential Annexations

Table 2-11 shows all City of Verona annexations between 1995 and 2008 for *residential* purposes. (See Chapter 8 for a summary of residential *and* non-residential annexations for this same period...) To examine residential development since 2000, it is necessary to examine annexations and platting activity *prior* to 2000, since some residential developments after 2000 were on lands annexed and/or platted before 2000, as shown in Table 2-12. As Table 2-11 shows, approximately 67 acres of land were annexed to the City of Verona for residential purposes each year during the 13 year period between 1995 and 2008.

Table 2-11: Residential Annexations—1995-2008				
Annexation	Date	Acres	Purpose	Result
1995				
No annexations in 1995		0		
1996				
Weiland-Nine Mound	September	4.2	Residential	2 existing houses on North Nine Mound.
1997				
Burgenske/Gutherie	April	124.25 Total 115 Residential	Residential, Commercial	Gateway Estates Badger Prairie Neighborhood
Kubly	August	8.3	Residential	Developed as part of Hawthorne Hills (See '2003-Tollefson', below)
Behnke	September	1	Residential	Existing house at 485 Cross Country Road
Heath/Burgenske	November	60.12 Total 36 Residential	Mixed-Use	Prairie Oaks
1998				
Bell	December	1.61	Residential	Existing House at 550 N. Nine Mound
Gust	December	49.97 Total 37 Residential	Residential and Office	Prairie Crest
1999				
Zingg	August	85.15 Total 70 Residential	Residential/School	Kettle Creek and Elementary School
2000				
Matts	March	4	Residential	1 Existing house at 463 South Main.
Zingg	May	7.2 Total 1.2 Residential	Park and Residential	Park and 6 houses in Kettle Creek
2001				
No residential annexations in 2001		0		
2002				
Ineichen/Harmony Drive	August	46.60	Residential	Harmony Hills
2003				
Meister and 2 houses on 9-Mound	March	116.90	Residential	Meister Addition to Westridge
Tollefson (With Rockweiler Tsunehiro, and Matts...)	May	186.00 Total 102 Residential ¹	Residential, Institutional, Commercial	Hawthorne Hills New School Vincenzo Plaza
2004				
Pollow	September	104.70 Total 68 Residential ²	Residential, Commercial	Cross Point Subdivision Not developed
2005				
Thompson/Erbach Site	May	139.35 Total 30 Residential ³	Mixed-use	West End Not developed
Acker Farm	September	91.99	Residential	Scenic Ridge
Witt Farm	September	149.01 Total 140 Residential	Residential, Institutional	Cathedral Point
2006				
No residential annexations in 2006		0		
2007 and 2008				
No residential annexations in 2007-2008		0		
Total residential acres annexed:		865.8		
Average residential acres annexed per year, 1995- 2008:		66.66		

Table 2-11: Residential Annexations—1995-2008—Continued...

Note 1: Figure includes only residential development on 'Tollefson' parcel. Rockweiler, Tsunehiro, and Matts parcels may also include housing.
Note 2: Pollow residential acreage figure is <i>post-replat</i> ...See Page 14 for details...
Note 3: Residential acreage figure for Thompson/Erbach is an estimate...

For both residential and non-residential growth, it has been the unofficial City of Verona policy to only annex lands where development is 'imminent'. In other words—the city has tried to prevent annexing lands that will *not* develop soon after annexation. For residential development, the City has succeeded in complying with this unofficial policy, as reflected in [Table 2-12](#) below—*residential* development has either commenced or been completed on all of the lands annexed for residential development between 1995 and 2008. Analysis of non-residential annexations is provided in Chapter 8.

Table 2-12: Status of Large Residential Annexations—1995-2008

Annexation Name	Date	Development Name	Status As Of 6/15/09
Burgenske/Guthrie	1997	Gateway Estates Badger Prairie Neighborhood	Completely built-out
Kubly	1997	Hawthorne Hills (See 'Tollefson' below...)	90% built-out
Heath/Burgenske	1997	Prairie Oaks	<ul style="list-style-type: none"> Phase 1 (commercial) and Phase 2 (residential) completely built-out. Phase 3 (residential) 20% built-out.
Gust	1998	Prairie Crest	Residential portion completely built-out
Zingg	'99-'00	Kettle Creek	Completely built-out
Inechein	2002	Harmony Hills	Completely built-out
Meister	2003	Meister Addition to Westridge	60% built-out
Tollefson	2003	Hawthorne Hills	90% built-out
Pollow	2004	Cross Point	<ul style="list-style-type: none"> Rough grading completed. Development (utilities, streets, etc...) has <i>not</i> commenced.
Thompson/Erbach	2005	West End and Erbach	Development of residential component has <i>not</i> commenced.
Acker	2005	Scenic Ridge	20% built-out
Witt	2005	Cathedral Point	Development has <i>not</i> commenced.
<i>Note:</i> This table excludes <i>small</i> annexations from Table 2-8 that were already 'developed' with residential uses—such as the 1998 'Bell' annexation...			
<i>Note:</i> See Table 2-13 for additional information on these residential developments.			

The City of Verona intends to continue the policy of only annexing lands that will be developed in the short term.

Section Four—Sub-Section 2—Analysis of Residential Platting and Zoning

Table 2-13: Summary of City of Verona Residential Platting: 1995 to 2008													
Name of Plat	Date	Total Units *	One and Two Family Units				Multifamily Units		Gross Plat Area		Residential Area		
			One Family Units	Two Family Units	Sub-total S.F. & Duplex Units	% of Total Units	Sub-total M.F. Units *	% of Total Units	Gross Area (acres)	Gross Density	Net Area (Res. Lots only...)	Net Density	Total No. of Res. Lots
Cross Point (after Replat)	2006	254 *	84	18	102	40%	152 *	60%	73.36	3.5	36.6	6.9	110
Cathedral Point	2006	351 *	258	20	278	79%	73 *	21%	137.7	2.5	66.3	5.3	273
Scenic Ridge	2006	289 *	148	38	186	64%	103 *	36%	79.86	3.6	53.9	5.4	169
Hawthorne Hills	2004	383 *	221	20	241	63%	142 *	37%	108.93	3.5	70.3	5.4	232
Meister Addition to Westridge Estates	2003	377 *	211	38	249	66%	128 *	34%	108	3.5	66.5	5.7	233
Harmony Hills	2003	142 *	63	28	91	64%	51 *	36%	40.88	3.5	23.9	5.9	83
Subtotal 1	2001 to 2007	1796	985	162	1,147	64%	649	36%	548.73	3.3	317.5	5.7	1,100
Kettle Creek (See #1)	2000	174	140	34	174	100%	0	0%	69.73	2.5	48.7	3.6	157
Prairie Oaks Phase II	2000	222	0	0	0	0%	222	100%	25.64	8.7	13.9	16.0	15
Prairie Crest (See Note #2)	1999	376	0	8	8	2%	368	98%	37.41	10.1	22.6	16.6	27
6 th Add to East View (See # 3)	1999 and 2000	126	60	14	74	59%	52	41%	31.55	4.0	19.3	6.5	68
Badger Prairie (See # 4)	1997 and 1998	157	63	36	99	63%	58	37%	34.79	4.5	22.2	7.1	83
Gateway Estates (See # 5)	1996	84	84	0	84	100%	0	0%	56.66	1.5	41.8	2.0	84
Park Addition to Westridge Estates (See # 6)	1996	142	142	0	142	100%	0	0%	58.08	2.4	40.1	3.5	142
Military Ridge (See #7)	1996	115	99	0	99	86%	16	14%	43.52	2.6	33.9	3.4	99
Ray-wood (See #8)	1995	117	109	8	117	100%	0	0%	54.7	2.1	36.5	3.2	113
Ridge Addition to Westridge Estates (See #9)	1995	48	26	6	32	67%	16	33%	13	3.7	9.9	4.8	34
Subtotal 2	1995 to 2001	1,561	723	106	829	53%	732	47%	425.08	3.7	288.8	5.4	822
Grand Total	1995 to 2007	3,357	1,708	268	1,976	59%	1,381	41%	973.8	3.4	606.3	5.5	1,922
* Unit counts since 2001 assume multi-family parcels will create 12 d.u./per acre, even though many of these multi-family parcels have not yet been built-out.													
Note 1: Includes Kettle Woods PUD, which subdivided Lot 123 of Kettle Creek into 23 single-family lots													
Note 2: Includes New Age Village													
Note 3: Includes the 'BHM Plat', which created multi-family housing on Lot 386 of 6th Addition. Also includes 'Goldenrod Circle' PUD with small-lot single-family parcels													
Note 4: Includes First Addition to Badger Prairie Neighborhood PUD, which subdivided Lot 32 into 38 small-lot single family parcels													
Note 5: Includes First Addition to Gateway Estates, which reorganized 4 lots into 6 lots													
Note 6: Includes "Ridge Crest Addition to Westridge", which reorganized 5 lots into 7 lots.													
Note 7: Includes "Golden Ridge Condominiums", which created 16 multi-family units on Out Lot 3													
Note 8: Includes Replat of Lots 41-55 and 69-73, which reorganized 20 lots into 18 lots													
Note 9: Includes "Fieldstone Ridge Condominiums", a k a Jenna Court PUD													

After lands are annexed, the next step in the development process is to plat, or subdivide, them. [Table 2-13](#) on the previous page shows *residential* plats for the period between 1995 and 2008.

[Table 2-13](#) presents a detailed analysis of the *residential* subdivisions that the City of Verona approved between 1995 and 2008. Note that there were no residential plats approved after 2006, primarily due to a nation-wide residential-development slow-down (and in some regions—residential-development collapse...). This analysis not only provides a breakdown between one and two family and multifamily units, but the total (gross) acreage and residential (net) acreage of the subdivisions. An analysis of resulting ‘gross’ and ‘net’ residential densities is provided below, under Section 4—Sub-Section Seven..

Note that [Table 2-11](#) shows that the City of Verona *annexed* 865 acres of land for residential purposes between 1995 and 2008; while [Table 2-13](#) shows that the City of Verona *platted* 973 acres of land for residential purposes during this same time period. The differential is attributable to lands that were annexed before 1995 but that were platted after 1995. These lands are shown at the bottom of [Table 2-13](#) and include lands for the Ridge Addition to Westridge Estates; Raywood; Military Ridge; and Park Addition to Westridge Estates subdivisions, which were all annexed before 1995 but platted during or after 1995.

The platting of land for residential subdivisions takes place after annexation and generally takes place one or more years in anticipation of housing construction. Due to the high costs of land improvements for development (for expenses such as grading, installation of water mains, sewer pipes, streets, etc...), the phases or stages of land division are sized to approximate the number of lots that can be sold within three to five years based on best estimates of housing demand in the local market. Dane County Records provide a comparison of platting activity in Dane County communities. Between 1998 and 2005, the City of Verona approved about 150 building sites per year for new housing. However, in 2000 and 2001 the City of Verona agreed to ‘slow-down’ annexations—due to the policy goals of the mayor at the time and due to boundary-agreement discussions between the City and the Town of Verona. This voluntary ‘pause’ in annexations is reflected in the years 2000 and 2001 in [Table 2-11](#) (annexations) and in the years 2001 and 2002 in [Tables 2-13 and 2-14](#) (platting). One consequence of this ‘pause’ in annexations was the creation of pent-up market demand for residential development, as shown during 2003 and 2004 when the City approved about 275 lots per year, as reflected in [Tables 2-13 and 2-14](#).

Due to a variety of locally-unique conditions such as a) land ownership patterns; b) the availability (or lack of availability...) of municipal infrastructure; and c) the market-desirability of certain locations within the region, the amount of platting activity in any one community may bear little resemblance to countywide platting activity patterns. As revealed in [Table 2-14](#), platting activity in Verona did not correspond with county-wide trends between 1998 and 2005. The years of platting activity, shown in [Table 2-14](#), roughly correspond to subsequent levels of housing construction—as shown in Sub-Section 5, below—and in [Table 2-19](#).

Table 2-14 Residential Platting: 1998-2005								
Area	1998	1999	2000	2001	2002	2003	2004	2005
	Residential Lots Created							
City of Verona	62	96	188	18	7	324	293	202
Town of Verona	18	17	9	11	9	16	4	12
Dane County	3,437	2,966	2,857	2,002	2,975	4,480	3,349	4,000
Source: Dane County Community Analysis and Planning Division “Regional Trends 2005”								
Note—Discrepancies between Table 2-13 and 2-14 are primarily attributable to lots created via Certified Survey Maps, since Table 2-13 does not include CSM parcels...								

Section Four—Sub-Section 3—Residential Zoning

Zoning and platting go ‘hand in hand’ with new residential developments. As land is divided into parcels (platted), the city assigns a zoning designation that determines how the land can be used. In residential development—the City utilizes one of 4 zoning classifications for residential uses, as outlined in [Table 2-15](#):

Table 2-15: Residential Zoning Classifications—City of Verona				
Residential Zoning Classification	Permitted by Right	Permitted as Conditional ¹	Minimum Lot Size	Maximum Density for Permitted Uses
Neighborhood Residential	Single-Family	‘Two-Flats’	8,000 s.f.	5 dwelling units/ acre
Community Residential	Single-Family	Duplexes	6,000 s.f.	6 dwelling units/ acre
Mixed Residential	Two-Family Single-Family	‘Lot Line’ Houses ‘Two-Flats’ Mobile Homes	10,000 s.f. ²	8 dwelling units/ acre
Urban Residential	Multi-Family	‘Two-Flats’ Institutional Residential	Based on unit count	12 dwelling units/ acre
¹ Other uses are permitted as ‘conditional’ in these residential districts, including: day care centers, bed and breakfasts, community living arrangements, and other uses as allowed in the Zoning Code.				
² Duplex parcels require 10,000 square feet. Single-family parcels require 8,000 square feet.				

City of Verona’s Attempt to Create Affordable Housing.

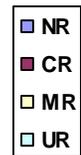
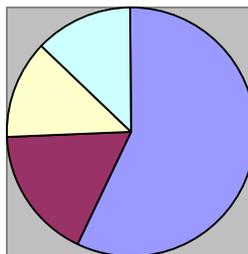
Prior to 2000, the City of Verona only had three residential zoning classifications: Neighborhood Residential (for single-family homes); Mixed Residential (for duplexes); and Urban Residential (for multi-family). In 2000, the City of Verona created the ‘Community Residential’ zoning district in an attempt to promote affordable single-family detached housing in the City. [Map 2-1](#) shows the location of CR zoning as of 2009. The ‘CR’ zoning district attempts to reduce the costs of the two basic components of single-family homes: land price and building price. Specifically, the Community Residential zoning district a) allows parcels 25% smaller for single-family houses than required in the ‘standard’ single-family zoning district (6,000 square foot lots rather than 8,000 square foot lots); and b) imposes a ‘maximum building size’ for houses built on ‘CR’ lots. The maximum size of single-family houses in the ‘CR’ district is 1,900 square feet for any house other than a one-story house, which can be no larger than 1,600 square feet in size. After some initial difficulties administering this new zoning district, the City modified it in 2005 to exempt garage spaces and finished basements from the square footage calculations.

History: Prior to the creation of the Community Residential zoning district, the City of Verona allowed two ‘planned unit developments’ that were basically pre-cursors to the ‘Community Residential’ zoning district: 1) the First Addition to the Badger Prairie Neighborhood (plat) and 2) the ‘Goldenrod Circle’ Neighborhood’ (See [Table 2-13](#), Notes 3 and 4...). Both of these ‘planned unit developments’ basically created single-family neighborhoods with lot sizes smaller than the city’s required 8,000 square foot minimum, and with smaller yard requirements. These two developments served as ‘trial efforts’ before the City created a permanent ‘CR’ zoning district. (See Chapter 8 for more information about these and other planned unit developments...)

The City of Verona intends to continue utilizing the Community Residential zoning program as a method to keep single-family detached housing affordable.

Table 2-16: Zoning Classification for Residential Subdivisions—1995-2008

Subdivision Name	Year	Number of Residential Parcels Created	Number of CR Lots	Number of NR Lots	Number of MR Lots	Number of UR Lots	Notes
Cross Point (after Replat)	2006	110	25	59	9	17	1) 14 of the 'UR' lots are sized for 4-unit buildings. 2) 1 commercial parcel. 3) 'UR' lots not yet built-out...
Cathedral Point	2006	273	47	211	10	4	1) One 'church' parcel created 2) 'UR' lots not yet built-out...
Scenic Ridge	2006	169	0	148	19	2	1) No 'CR' lots. 2) 'UR' lots not yet built-out...
Hawthorne Hills	2004	232	87	134	10	1	1) 'UR' lots approved for 10 d.u./acre
Meister Addition to Westridge Estates	2003	233	54	157	19	3	1) 'UR' lots not yet built-out...
Harmony Hills	2003	83	16	47	14	7	1) 6 of the 'UR' lots are sized for 3- unit buildings. 2) 'One 'UR' lot approved for xx units and d.u./acre
Total—2001-2007							
2001—Start of requirement that all subdivisions include both single-family and multi-family parcels.							
Kettle Creek	2000	157	33	107	17	0	
2000—Community Residential Zoning created.							
Prairie Oaks Phase II	2000	13	0	0	0	13	1) Exclusively multi-family; 2) 2 commercial parcels created
Prairie Crest	1999	27	0	0	0	27	1) Exclusively multi-family; 2) Duplexes in this subdivision were part of a PUD—not on 'MR' parcels; 3) One commercial parcel created
6 th Add to East View	1999 and 2000	68	0	60	7	1	
Badger Prairie	1997 and 1998	83	0	63	18	2	1) 'UR' became 'Enterprise Drive condominiums'.
Gateway Estates	1996	84	0	84	0	0	1) Exclusively single-family
Park Addition to Westridge Estates	1996	142	0	142	0	0	1) Exclusively single-family
Military Ridge	1996	99	0	0	0	0 <i>(See Note)</i>	1) Multi-family was built on an 'out-lot'...
Ray-wood	1995	113	0	109	4	0	1) Exclusively single-family and duplex.
Ridge Addition to Westridge Estates	1995	34	0	26	3	5	



Assessment of the Effectiveness of ‘Community Residential’ Zoning on Housing Affordability

In early 2008, a member of the Comprehensive Plan Committee used Multiple Listing Service (MLS) data to analyze home sale prices for homes built on both ‘NR’ and ‘CR’ parcels in the Hawthorne Hills neighborhood. [Table 2-16A](#) summarizes the results of that analysis.

Table 2-16A: Analysis of Home Sale Prices for ‘NR’ and ‘CR’ homes in the Hawthorne Hills Subdivision ^A		
	NR¹	CR²
Mean Sales Price	295,383	257,961
Median Sales Price	301,071	256,500
Minimum Sale Price	239,900	211,857
Maximum Sale Price	329,900	305,000
Standard Deviation	27,406	18,599
Note A: Data is for Hawthorne Hills since home sales began in 2005 through December of 2007. Each sale is counted, so if a property sold more than once, sales data is included for each sale event. Since this is a new neighborhood, the number of properties that have sold more than once is small. Sale price was used, which excludes allowances that were given to the buyer for things like appliances.		
Note 1: NR results based on 57 sales transactions		
Note 2: CR results based on 43 sales transactions.		

As shown in [Table 2-16A](#), the median price for houses on 'NR' lots during the period of analysis was \$301,071. The median price for houses on 'CR' lots for the same time period was 15% less, or \$256,500. The mean price for houses on ‘NR’ lots was \$295,383 while for ‘CR’ lots it was 13% less, or \$257,961. Based on these actual sales price figures, it appears that the ‘CR’ zoning district has had the desired impact of creating less expensive single-family homes in Verona.

Section Four—Sub-Section 4—Analysis of Development Agreements

Once lands are annexed, platted, and zoned, the fourth and final locally-granted ‘entitlement’ that is required before development can commence is execution of a development agreement. The City of Verona requires new development to ‘pay its own way’ for required infrastructure such as water mains, sanitary sewer lines, storm water management facilities, sidewalks, and street curbing and pavement. This requirement puts the cost-burden for growth and development on the new development itself. These costs are then passed-on to the purchasers of the improved parcels and homes. The advantage of this approach is that existing city tax-payers do not pay for new growth and development. This approach also means that new housing costs are high, since development costs are passed-on and reflected in the prices for ‘improved lots’ and in the prices of new homes. An alternative approach that some cities use is to have the community pay for and install the required infrastructure, usually by having the city’s public works department design and build the water mains, sewer lines, streets, etc... This later approach puts the cost-burden for growth and development on the existing community and current tax-payers, rather than on new development and new residents.

The City of Verona intends to continue having new developments ‘pay-their-own-way’ rather than having existing tax-payers pay for new growth and development.

Because the City of Verona requires the developer—and not existing tax-payers through the public works department—to install infrastructure that will ultimately be ‘turned-over’ to the community to own and maintain, the city requires a development agreement that specifies the terms and conditions (such as design standards and minimum quality requirements) for this infrastructure.

Definition: Development versus Construction. This Plan uses the term ‘development’ to mean the creation of ‘improved lots’. After land is platted and zoned, it is usually ‘improved’ with the provision of a street and sidewalk, public water, sanitary sewer, and any necessary storm water management facilities (such as a regional storm water detention basin to serve a new subdivision...). These improvement costs represent significant investment—and risk—for the developer. After these infrastructure improvements are made—a parcel is considered to be ‘developed’ (or using real estate terminology—the parcel is ‘improved’ ...). After a parcel is ‘developed’, a building permit can be issued and a building can be constructed on the site. Once a building is constructed on the site—that parcel is considered to be ‘built-out’. If one drives through newer subdivisions—one will see streets that have no houses on either side, typically with ‘lot for sale’ or ‘building site’ signs. These areas are ‘developed’ but not ‘built-out’. Development can be controlled by the community through development agreements. Once an area is ‘developed’, then the ‘build-out’ rate is controlled by market conditions such as demand for housing. Residential housing developers try to match as closely as possible the amount of land they ‘develop’ with the market demand for housing, to minimize their ‘carrying costs’ for any land they have developed that may be in excess of market demand for housing.

Starting in 2002, the City of Verona adopted a policy to *control growth*. The mechanism used to control growth was development agreements (rather than using annexations, platting, or zoning to control growth...). In addition to specifying design standards and minimum quality requirements for infrastructure—as development agreements had always done—in 2002 the City began limiting *how many parcels could be developed* (see definition of ‘developed’ above...) *in a particular year*. (See ‘Residential Phasing Plan’ below for more details about this city policy...) To achieve a balance between the community’s goal to regulate growth and the developer’s need for cost effectiveness, the city has implemented this policy by allowing up to 4 separate developers in up to 4 separate subdivisions to develop between 25 and 30 parcels in each subdivision in one year—for a city-wide maximum of 125 new parcels developed in any one year (note that the number of parcels *developed* is not the same as the number of housing units *built*, as discussed

above...). Developers have informed the city that limiting lots to be developed in a subdivision to a number smaller than 25 at a time becomes cost prohibitive—developers cannot carry the cost for mobilizing equipment for grading, trenching, pipe installation, laying curb, and paving streets if only 6 or 10 parcels will be developed and subsequently available for sale. Table 2-17 below outlines how development agreements have implemented the city’s Residential Phasing Plan policy since it was adopted in 2002:

Table 2-17: Development Agreements since Adoption of Residential Phasing Plan		
Development Agreement	Commencement Date	Number of Single-Family and Duplex Lots Allowed to Be Developed
2001		
Kettle Creek Phase 2	April	45
Kettle Creek Phase 3 (final)	October	23
Total lots allowed to develop in 2001:		68
2002—Start of Phasing Plan		
No Developer’s Agreements for 2002 ¹ ...		
Total lots allowed to develop in 2002:		0¹
2003		
Harmony Hills, Phase 1	June	35
Meister Phase 1	October	23
Total lots allowed to develop in 2003:		58¹
2004		
Meister Phase 2	April	34
Harmony Hills Phase 2	June	29
Hawthorne Hills Phase 1 ²	July	34
Hawthorne Hills Phase 2	July	24
Total lots allowed to develop in 2004:		121
2005		
Meister Phase 3	August	29
Harmony Hills, Phase 3 (final)	July	11
Hawthorne Hills Phase 3	July	28
Hawthorne Hills Phase 4	July	28
Total lots allowed to develop in 2005:		96
2006 ²		
Meister Phase 4	June	27
Hawthorne Hills Phase 5	April	27
Hawthorne Hills Phase 6	April	25
Total lots allowed to develop in 2006:		79
2007 ³		
Meister Phase 5	May	30
Scenic Ridge Phase 1	September	35
Total lots allowed to develop in 2007		65
2008		
Hawthorne Hills Phase 7	May	27
Scenic Ridge Phase 2	September	18
Total lots allowed to develop in 2008		45
¹ Here again—the consequences of the City’s voluntary ‘pause’ on annexations’ in 2000 and 2001 is apparent.		
² Lot 69 included with Phase 1, Hawthorne Hills.		
³ A nation-wide slow-down in the housing market began in late 2006 and continued through 2009...		

When [Table 2-17](#) above is compared with [Tables 2-18 and 2-19](#) in the next section—it becomes obvious that while lots are developed, construction of housing units can lag based on the market, which results in a ‘surplus’ of approved ‘developed’ lots. For example—121 single-family and duplex lots were developed in 2004 ([Table 2-17](#)), but only 67 single-family or duplex housing units were built in that year ([Tables 2-18 and 2-19](#)).

A significant slump in the residential real estate market started in 2006 and continues as this report is being finalized (Summer—2009). This slump is reflected in both the number of lots that were developed in these years ([Table 2-17](#)) and in the number of housing units that were constructed ([Tables 2-18 and 2-19](#)). Parcels that were developed in 2004 and 2005 (when the market was strong and developers developed many parcels...) were still ‘available’, and so fewer parcels needed to be developed after 2006 when demand for housing decreased significantly. As explained above, developers do not want to develop more parcels than they can quickly turn-around and sell to minimize their holding costs and to recoup their return on investment... It has been the city’s policy to allow the accumulation of any ‘surplus’ developed lots over time, so that they can be absorbed (built-out) as market conditions allow. The alternative to this policy would be to track developed lots and count them against new developments—in effect preventing any accumulation of surplus parcels. One consequence of the policy the city does utilize is that a ‘spike’ in home construction can occur when market demand intensifies, and the available ‘surplus’ of developed lots is built-out. (Again, the possibility of such a spike is mediated by developer’s own interest in minimizing how many ‘surplus’ lots they develop that they cannot quickly turn-around and sell to recoup their costs...)

The City of Verona intends to continue allowing a ‘stock-pile’ of approved developed lots, such that when market demand increases the ‘surplus’ of unused lots could then all be built-out quickly.

It should be noted that development agreements do not cover all housing construction that occurs in the City. Redevelopment, construction on vacant lots in older parts of the city, and construction on ‘CSM’ parcels are not reflected in [Table 2-17](#).

Section Four—Sub-Section 5—Residential Construction

After lands are annexed, platted, and zoned, and after development agreements have been completed, the installation of infrastructure (water, sewer, streets, etc...) and the construction of new housing can commence. The pace of housing construction has followed the market (local demand) and the cost of money (interest rate). During the 7 year period from July 1999 to July 2006, the City of Verona approved building permits for an average of 216 new housing units per year. [Table 2-18](#) also shows that single-family units and multifamily units made up about 45% and 48%, respectively of the total. The years of housing construction shown roughly correspond to subsequent occupancy of the housing by households and population growth. Housing occupancy (household formation) generally occurs six or more months after home construction.

If all housing units created were single-family, then the number of residential *parcels* created would equal the number of residential *units* created. However, since a portion of residential parcels are for duplex and multi-family housing, the number of housing units created is always larger than the number of residential parcels created. The greater the number of duplex and multifamily housing units constructed—the greater the difference between a) the number of parcels created and b) the number of housing units added each year. Compare [Tables 2-13; 2-16; 2-18; and 2-19](#) to see this ‘gap’ between lots platted and units created.

Table 2-18: Housing Permits Issued: 1999-2006										
Area	7/99-12/99	2000	2001	2002	2003	2004	2005	1/06-6/06	Annual Average	Percent of Total
Single Family	61	168	140	64	43	58	106	35	96	44.5%
Two Family	12	12	22	20	10	18	18	2	16	7.5%
Multifamily	43	138	201	94	81	6	106	57	104	47.9%
C. Verona	115	318	363	178	134	82	230	94	216	100.0%
T. Verona	7	16	7	17	11	10	5	2	11	
Dane County	2,021	4,163	4,774	4,556	5,458	4,742	4,685	1,625	4,575	

Source: Dane County Community Analysis and Planning Division "Regional Trends 2006"

Table 2-19: Building Permits Issued in the City of Verona, 1980-2007

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	
Single Family Lots & Units	13	2	5	45	40	78	94	84	94	55	
Duplex Lots	1	1	0	0	4	0	2	2	1	1	
Duplex Units	2	2	0	0	8	0	4	4	2	2	
Units (in buildings w/3+ units)	0	0	0	31	15	50	32	32	12	0	
Total Units added during year:	15	4	5	76	63	128	130	120	108	57	
	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	
Single Family Lots & Units	39	47	59	26	5	2	31	46	118	121	
Duplex Lots	0	0	0	7	10	5	4	9	9	12	
Duplex Units				14	20	10	8	18	18	24	
Units (in buildings w/3+ units)	0	0	0	39	19	0	8	52	5	85	
Total Units added during year:	39	47	59	79	44	12	47	116	141	230	
	2000	2001	2002	2003	2004	2005	2006	2007	2008		
Single Family Lots & Units	161	140	64	43	58	106	69	80	34		
Duplex Lots	8	10	10	9	9	9	2	0	0		
Duplex Units	16	20	20	18	18	18	4	0	0		
Total LOTS Affected by Residential Phasing Plan	169	150	74	52	67	115	71	80	34		
Units (in buildings w/3+ units)	146	182	94	73	6	106	118	22	0		
Total Units added during year:	323	342	178	134	82	230	191	102	34		
Shortfall from Phasing Cap based on 125 LOT limit:	N/A	N/A	51	73	58	10	54	45	91		
			<---Start of Phasing Plan...								
Source: City of Verona Building Inspections and Planning and Development Departments											

Section Four—Sub-Section 6—Analysis of Population Growth

It seems that every year for the past decade, Verona has made headlines as ‘the fastest growing city in the State of Wisconsin’ (State Journal June 24th, 2004; State Journal October 18th, 2005; State Journal June 22nd, 2006; State Journal August 14th, 2007; etc...) Population growth is both the cause of urban growth (annexation, development, and residential construction) and the inevitable result of this urban growth—population growth pressure creates demand for more housing, and more housing leads to population growth. However, as explained above, this urbanization and population growth relationship is a market condition that can be directed but not controlled by a local community such as Verona.

The increase in the City’s population follows the construction of new housing units by six months or more as new households occupy the new units. Other components of population change include a) births, deaths and marriages within existing households, b) the change of group quarter populations, such as group homes or nursing homes, and c) out-migration of existing residents that counter-acts in-migration of new population. For example, notice that as the Town of Verona adds a few new homes each year, it still loses population to these factors (See Tables 2-14, 2-18, and 2-20. See also Tables 2-5 and 2-6 for the impact of household size).

An example of the impact of *household size* on population growth relative to housing construction can be found in City of Monona data. In 1970, Monona had 3,381 housing units containing a population of 10,420. By 2000, the City’s housing stock rose to 3,922 units or an *increase* of 541 units. However, due to a) the aging of its population and b) the average number of persons per housing unit decreasing from 3.08 in 1970 to 2.09 in 2000, Monona’s population *decreased* to 8,198.

As shown in Table 2-20, between 2000 and 2007, the City grew by about 440 persons per year (3,073 divided by 7 years). Looking at the number of housing units built in that same 7-year time period (See Table 2-19), the City of Verona added 226 housing units per year (1,582 units divided by 7 years). The resulting ratio of ‘population growth’ to ‘housing unit growth’ is therefore about 1.94 persons for each new housing unit added (3,073 people divided by 1,582 housing units). Although the average household size is larger city-wide (As shown in Table 2-6), population growth as it relates to *new* housing construction is offset by population decreases in *existing* housing units, including a) deaths of residents and b) move outs as children grow up and leave home.

Table 2-20: Population Growth: 2000-2007								
Area	2000-2001	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	Totals
City of Verona	450	548	676	162 ¹	215 ¹	743	279	3,073
Town of Verona	21	-2	-3	-19	-113	17	-9	-108
Dane County	5,289	7,066	6,372	5,477	7,567	6,127	4,090	41,988
Source: U.S. Bureau of the Census and Wisconsin Department of Administration								
¹ Here again—the consequences of the City’s voluntary ‘pause’ on annexations’ in 2000 and 2001 is apparent.								

Note that the City’s voluntary ‘pause’ on annexations in 2000 and 2001 is apparent in the population growth ‘dip’ in 2003 through 2005. While Dane County population growth remained strong in these years—City of Verona population growth fell dramatically. This 2-4 year lag (after the years 2000 and 2001) is the amount of time that would be expected for the impacts of the annexation ‘slow-down’ to become apparent in population figures. Interestingly, during the 2006 to 2007 school year the Verona Area School District experienced an unexpected ‘dip’ in student enrollment that resulted in budget and staff reductions. The City of Verona believes that this student-enrollment ‘dip’ can also be traced-back to the City’s 2000-2001 annexation ‘pause’.

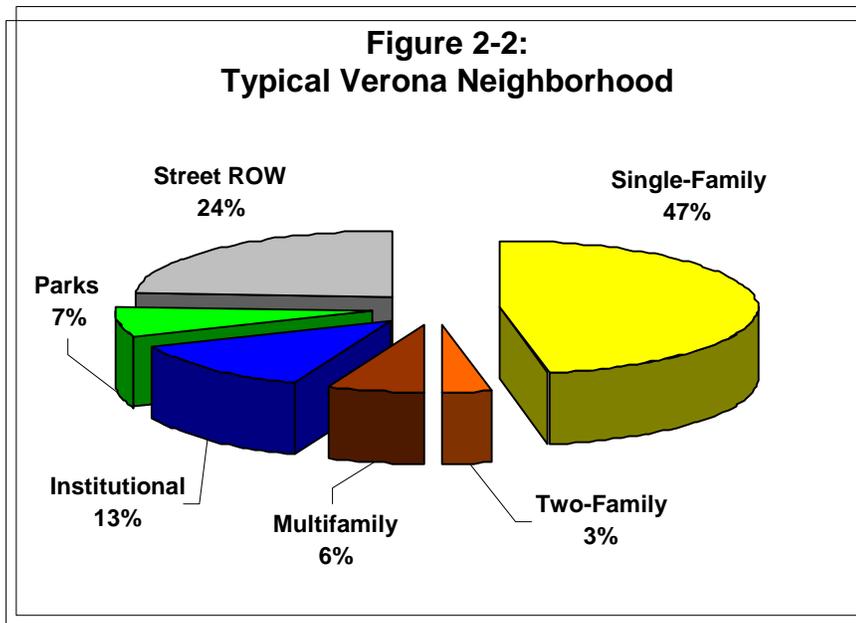
Section Four—Sub-Section 7—Analysis of Residential Density and Mixed Type Housing

Introduction: The preceding six sections each dealt with residential development and related population growth. This section deals with the *type of housing* that has been used to accommodate population growth described in the preceding sections. Housing types in this Plan are grouped into two categories: a) single-family and duplex housing and b) multi-family housing (3+ units).

The issue of ‘how much land’ is needed to accommodate population growth is very closely related to density and what type of housing is constructed, and this issue will be examined in more detail in Chapter 8.

Density

Examining the ‘Residential Platting 1995-2008’ [Table 2-13](#), the ‘gross plat area’ includes the entire area platted, including roads, parks, storm water detention basins, and any parcels used for non-residential purposes such as schools and churches (institutional) or commercial development. The ‘Net Residential Acres’ portion of the subdivision does not include streets, parks or storm water basins, and non-residential parcels. Net residential density is a useful ‘apples to apples’ method for comparing the relative density (or housing units per acre) of various developments. In 2000 and 2005, the *gross* density of residential neighborhoods averaged between 2.4 and 2.7 housing units per acre, while the *net* residential density (only including the area of residential lots) of the developments averaged between 4.2 and 4.9 housing units per acre. See [Figure 2-2](#) below for a current example of typical ratios of land-uses within a typical City of Verona residential neighborhood. Note that residential land uses make up only about 56% of the neighborhood—with the other 44% used for street right-of-way, parks, and institutional land-uses. A typical 400-acre residential area in Verona contains about 1,100 housing units and a population of 2,660 on 224 residential acres or 4.9 units per acre (net density). Density for the same number of housing units calculated over the entire 400 acres is about 2.75 units per acre (gross density).



Note that [Table 2-13](#) shows that residential subdivisions approved after 2001 had a lower *gross* density than earlier subdivisions (3.3 gross dwelling units per acre after 2001 versus 3.7 gross dwelling units per acre prior to 2001). One explanation for this change is that additional land area in newer subdivisions is required for storm water management basins—an example of a well-intentioned environmental regulation that has the

unintended consequence of creating *lower* density development. The City also adopted larger parkland dedication requirements after 2001, further reducing *gross* density of development.

Looking at *net* residential density, [Table 2-13](#) shows that *net* residential density, unlike *gross density*, is *higher* in subdivisions approved after 2001 (5.7 net dwelling units per acre after 2001 versus 5.4 net dwelling units per acre prior to 2001). This increase in net residential density can be attributed to: 1) the city's adoption of 'Community Residential' zoning to allow higher-density single-family residential development; 2) increased land prices pressuring parcel sizes to be reduced; 3) market and consumer preferences for 'more house on less land'; 4) city policies requiring all subdivisions to provide *both* single-family and multi-family housing (See Sub-Section 8—'M ix of Housing Types' below...); and 5) the city's implementation of the Regional Planning Commission's requirement that new urban growth maintain historic minimum density levels. (See next paragraph, below...). It is particularly interesting that *net* residential density is higher *after* 2001 when one considers that the city's two largest high-density residential developments were built *before* 2001. The primary explanation for this seeming contradiction is that the *other* residential subdivisions built before 2001 were very low-density, resulting in an overall lower net density for subdivisions built between 1995 and 2001 than for all subdivisions built after 2001.

The local Regional Planning Commission has promoted (and may soon require) that new urban residential growth in Dane County maintain 'historic' residential density levels. The Regional Planning Commission has promoted this requirement through its power to allow Urban Service Area expansions (and therefore urban growth...See Chapter 8). The rationale behind this 'density maintenance' requirement is that this regional agency wants to insure that future urban growth is *at least as* dense as existing development—cities cannot 'grow less densely'. The 2000 density that the Regional Planning Commission established for the City of Verona from the 2000 land use inventory was 4.2 dwelling units per *net* acre. As shown in the previous paragraph and in [Table 2-13](#), the City of Verona has met and exceeded the Regional Planning Commission's minimum residential density 'maintenance' goal for all developments since 2000. *How* the city has created its residential density levels is addressed in the next section.

FACTOID: Dwelling unit density versus population density. Single-family residential development is not necessarily less dense than multi-family development. Take the example of a one acre parcel that is developed with a) 5 single-family lots, each 8,700 square feet in area (which are larger parcels than required in the city's 'standard' single-family zoning district...See [Table 2-15](#)) or with b) one 10 unit apartment building. Obviously—the *units per acre* is higher with the apartment building, but the *population per acre* is typically higher with the single-family housing development. Using Census 2000 multipliers for Verona (See [Table 2-22](#))—the single-family option will produce 3.12 people per unit, or about 16 people, while the apartment option will produce 1.35 people per unit, or about 14 people. So which is more 'dense'?

The City of Verona intends to continue maintaining residential density levels at least as high as our 'historic' density of 4.2 dwelling units per net acre, as encouraged by the Regional Planning Commission. *How* this historic residential density will be maintained as the city grows—the mix of housing types that will be allowed and their distribution in new development—is examined in the Sub-Section 8, below...

Section Four—Sub-Section 8—Mix of Housing Unit Types

As explained above, housing *densities* in the City of Verona since 2000 have averaged about three units per gross acre (3.3) and about five units per net acre (5.7). This density was created through a *mix of housing types*, including single-family, duplex, and multi-family housing as shown in [Table 2-19](#). Between 1995 and 2006 the percentage of all new units ([Table 2-21](#)) in the city that were single-family or duplex units was approximately 57%, while the percentage of all new units that were multi-family was 43%.

Note that [Table 2-3](#) shows that in 2000 Census the percentage of *all existing* housing units in the city that were single-family was 80.4% (Combining Single-Family and Two-Family percentages for 2000). Between 1995 and 2006, the percentage of multifamily housing that was newly constructed (43%) was more than twice as high as the amount of multi-family housing that already existed overall in the city in 2000 (19%). This significant increase in multi-family housing built between 1995 and 2007 is attributable to 3 factors: 1) two very large multi-family subdivisions approved in the late 1990s; 2) city policies requiring a mix of housing types in all subdivisions; and 3) redevelopment projects in the city's downtown area rather than in newer developments on the city's edge. Each of these three factors is examined below.

Impact of Two Multi-Family Subdivisions.

In the late 1990s, the City approved two large multi-family subdivisions which were built and occupied during the first part of the 2000 decade: Prairie Crest subdivision on the city's southeast side and Prairie Oaks subdivision on the city's north central side. (See [Table 2-13](#)). These two subdivisions are the primary sources for the large number of multi-family housing units created in the city since 1995.

Impact of Requiring a 'Mix' of Housing Unit Types in All Subdivisions.

A much smaller influence on the high number of multi-family units created since 1995 has been the city's policy of prohibiting exclusively multi-family and exclusively single-family residential subdivisions, in part in response to concerns raised after Prairie Crest and Prairie Oaks were approved. Prior to 2001, the City allowed subdivisions that were exclusively single-family or were exclusively multi-family. Examples of exclusively single-family residential subdivisions include the: a) Raywood; b) Gateway; c) Kettle Creek; and d) Park Addition to Westridge Estates subdivisions, while examples of exclusively multi-family residential subdivisions include a) Prairie Crest and b) Prairie Oaks Phase II. After 2001, the City began requiring *all* new residential subdivisions to include *both* single-family, duplex, and multi-family housing units. As shown in [Table 2-21](#), however, from 1995 to 2000 the ratio of single-family and duplex housing to multi-family housing in new subdivisions was about 66% single-family to 33% multi-family. Since 2001 the ratio of single-family and duplex to multifamily housing in new subdivisions has been about 50-50.

Impact of Downtown 'In-Fill' Redevelopment Projects.

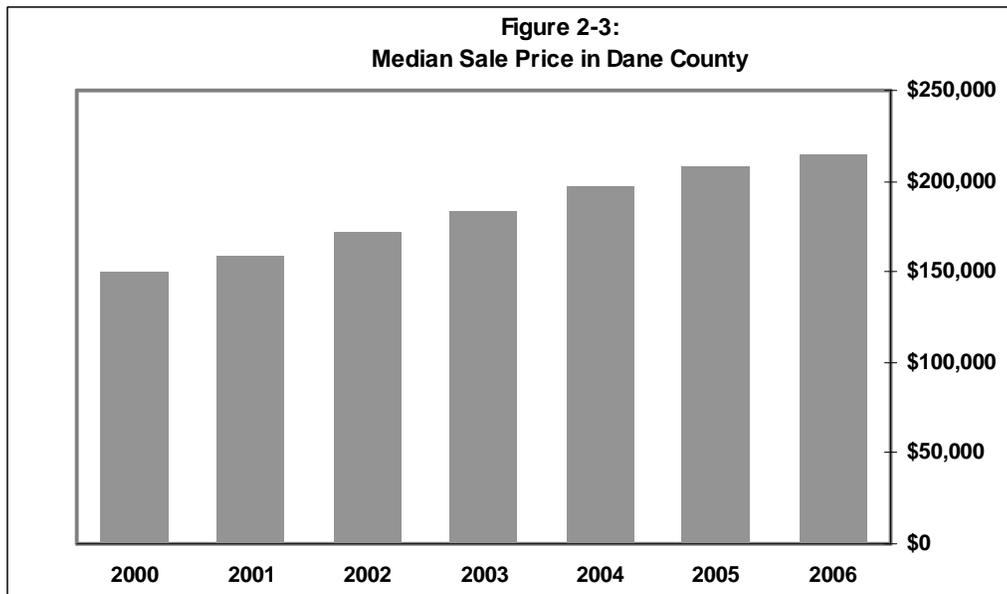
In addition to new subdivisions on the 'edge' of Verona, new residential development also occurs through 'redevelopment' or 'in-fill' development. Examples of residential 'redevelopment' or 'in-fill' development in the City of Verona include: Sugar Creek Apartments at 206 South Marietta Street (former school site...); South Franklin Street condominiums at 263-285 South Franklin Street (former vacant lot...); City Centre condominiums at 310-318 South Main Street (former vacant lot...); and the mixed-use Railroad Street/Depot Drive project at 100-198 Depot Drive and 101-199 Railroad Street (former lumber yard...). As this list indicates, residential redevelopment and in-fill development is often high-density, usually because such density helps defray the inherently higher costs of redevelopment/in-fill development. Near the downtown area, such high-density redevelopment or in-fill redevelopment is also often viewed favorably by the City as a method of creating a more vibrant, walkable 'downtown' area where people might work, live, shop, and make use of mass-transit options.

Table 2-21: Housing Units authorized by Building Permit: 1995-2007					
Year	No. Single Family and Duplex Units Created	No. Multi-Family units created	Total Units Created	Percent of all units constructed that are single family or duplex	
1995	12	0	12	100%	
1996	39	8	47	83%	
1997	64	52	116	55%	
1998	136	5	141	96%	
1999	145	85	230	63%	
2000	177	146	323	55%	
1995-2000	573	296	869	66%	
2001	160	182	342	48%	
2002	84	94	178	47%	
2003	61	73	134	45%	
2004	76	6	82	93%	
2005	124	106	230	54%	
2006	73	118	191	38%	
2001-2006	578	578	1,156	50%	
Grand Total 1995-2006	1,151	874	2,025	57%	

The City of Verona intends to continue encouraging new residential development that includes a mix of single-family, duplex, and multi-family housing units. By encouraging such a mix of housing types within all new residential subdivisions, the city will be able to meet density goals (see previous section...) with all new developments—rather than requiring some developments to be ‘more dense’ to compensate for allowing other developments that are less dense than the minimum density goal of 4.2 net units per acre. While the city will encourage all new residential development to provide such a ‘mix’ of housing, the City will continue to consider exclusively single-family (low-density) and exclusively multi-family (high-density) residential development on a case-by-case basis. Finally, the city will encourage higher density housing in the downtown area as a means to encourage redevelopment (by allowing higher density to off-set the inherently higher costs for such downtown redevelopment...) and to promote city land-use plans/goals for downtown (See Chapter 8) and transportation plans/goals (See Chapter 3).

Section Four—Sub-Section 9—Cost-Price Analysis of Housing

As shown in [Table 2-4](#), the median home value in Verona in 2000 was \$161,500, which is about ten percent higher than the County’s median home value. According to the MLS of South Central Wisconsin, the median value of a Dane County home rose to \$214,600 in 2006, an average increase of 7.2%. If the median price of a home sold in Verona is still 10% higher than the County average, then the City’s median was \$236,000. Note that after 2006—a nation-wide slump in the housing market depressed the value of houses. Current housing price data is not available as this plan is being finalized (2009).



The City plans to continue allowing a diversified housing stock by encouraging a broad ‘mix’ of owner-occupied and rental housing in a range of price-ranges. To diversify the housing stock, the City has determined that more expensive ‘High End’ housing is necessary—since most housing in the City is currently affordable (See [Tables 2-4 and 2-8](#)). One method the city will pursue to promote more expensive housing within the city will be to allow large-lot development on well and septic within the city for ‘executive’ style housing (See Chapter 8—Land Use). Affordable housing options already exist within the city—both market rate and subsidized (See [Table 2-9](#)). The city plans to continue promoting market rate housing affordability by using ‘Community Residential’ zoning to promote affordable single-family housing and to continue using ‘Urban Residential’ zoning to promote affordable multi-family housing. Lastly, the city will consider allowing non-market rate affordable housing developments within the city such as Housing for Humanity and tax-credit projects on a case-by-case basis.

Section Four—Sub-Section 10—Analysis of the Residential Phasing Plan

The following section includes:

- History of the Residential Phasing Plan
- Residential Phasing Plan and Population Growth
- Residential Phasing Plan and Density
- Residential Phasing Plan and ‘Mix’ of Housing Types

History of the Residential Phasing Plan

In February of 2002, the City of Verona adopted the Residential Phasing Plan to manage the rate of residential development within the City (See Appendix 2-B). The Residential Phasing Plan had 4 stated goals:

- Provide adequate single-family housing stock through 2010
- Provide planning assistance to the Verona Area School District
- Allow enough development to keep water and sewer rates stable
- Manage growth at a rate that does not put an undue burden on city staff and services.

The Residential Phasing Plan was adopted largely in response to the needs of the Verona Area School District to be able to plan for steady, controlled growth in the student body population. For this reason, the Residential Phasing Plan limited the development of single-family and duplex units to no more than 125 lots in any calendar year, while multi-family projects were allowed “at the discretion of the Plan Commission”. Single-family and duplex units were restricted because these units produce the greatest number of children for the school district, as shown in the following Census 2000 figures and in Table 2-22:

- Single-family housing units produce about 3.1 persons/unit and 0.8 students/unit;
- Two-family housing units produce about 1.75 persons/unit and 0.5 students/unit
- Multi-family units have about 1.35 persons / unit and 0.03 students / unit.

Household Type	Housing Units		2000 Population			K-12 Enrollment		
	Number	% of Total	Per / Unit	Number	% of Total	Per / Unit	Number	% of Total
Single Family	1,913	72.2%	3.1	5,969	84.6%	0.8	1,569	92.7%
Two Family	218	8.2%	1.75	384	5.4%	0.5	109	6.4%
1 & 2 Family	2,131	80.4%	3.0	6,352	90.1%	0.79	1,678	99.2%
Multifamily	520	19.6%	1.35	700	9.9%	0.03	14	0.8%
Total	2,651	100.0%	2.66	7,052	100.0%	0.6	1,692	100.0%

Source: U. S. Census Bureau, Wisconsin Department of Administration and City of Verona

FACTOID: As Table 2-22 indicates, single-family and duplex units accounted for fully 99 percent of students enrolled in Verona K-12 in 2000.

Since its adoption, the City has enforced this Residential Phasing Plan and has seen steady, consistent housing construction, rather than the ‘peaks’ and ‘troughs’ of housing construction that existed in Verona prior to adoption of the Plan, and as shown in Table 2-19.

Since the time the Residential Phasing Plan was adopted, the Plan Commission has periodically mapped future residential areas to plan ahead for future residential development. These Residential Phasing Plan maps show areas that are designated for residential subdivisions, as determined by a variety of factors

including: inclusion in the city’s urban service area; adjacency to the current municipal limits; appropriateness of the land for residential rather than non-residential development; and preference of the land owner for annexation and development. Please see **Map 2-2** for the first Residential Phasing Plan map (2002) and **Map 2-3** for the current Residential Phasing Plan map (2010). Based on these maps and the anticipated number of single-family and duplex lots that will be created in the identified areas for residential development, the city has projected how many units of housing will be built in which areas over the coming years. A copy of the spread-sheet showing these housing unit projections based on the Residential Phasing Plan map is available in the city’s Department of Planning and Development.

Residential Phasing Plan and Population Growth

Conclusion: The Residential Phasing Plan has not limited population growth in the City of Verona, primarily because the number of housing units allowed by the policy allowed more population growth than market demand.

How Much Population Growth Was Potentially Allowed by the Residential Phasing Plan.

The Residential Phasing Plan allowed 125 single-family and duplex *parcels* each year. To determine the hypothetical *maximum* amount of population growth that would be allowed under this Plan, it is necessary to first calculate how much population growth would occur if *all* available housing units allowed under the Plan were built and occupied. Assuming 120 single-family parcels and 5 duplex parcels (for 10 duplex units) are created each year (consistent with historical ratios between single-family and duplex units built...) after the adoption of the Residential Phasing Plan, the following population growth *from just single-family and duplex* housing would have been expected annually:

120 single-family units x 3.1 persons per unit =	372 persons
<u>10 duplex units (5 parcels...) x 1.75 persons per unit =</u>	<u>18 persons</u>
Total:	390 persons

Note that these figures are for *just* single-family and duplex units—population growth from (non-restricted) multi-family residential development would be additional. (The affect the Residential Phasing Plan has had on the ‘ratio’ of single-family/duplex housing to multi-family housing is addressed below...)

At the time the Plan was adopted—the city’s January 2002 population was 8,050. As shown above, the Residential Phasing Plan allowed up to about 390 new city residents annually, or 4.8% of 8,050 people. In essence—the Residential Phasing Plan allowed almost 5% population growth *from just* single-family and duplex housing. Again, any population growth from multi-family housing would have pushed the percentage growth rate higher than 4.8%. (And as shown in **Table 2-21** above—the city was allowing the construction of a significant number of multi-family housing units during the 1990s.) As shown in **Tables 1-3b and 1-11** in Chapter 1—City of Verona growth rates *before* adoption of the Residential Phasing Plan (1970 through 2000...) were always *less than* 5% annually. In essence, at the time it was adopted, the Residential Phasing Plan allowed so many new single-family and duplex housing units that it did not create any real limit on population growth. (For *actual* population growth since 2000, and since adoption of the Residential Phasing Plan, sees the following section.)

Note that over time—as the City’s population grows—the Residential Phasing Plan’s 125 limit for single-family and duplex parcels *will* start to exert some constraint over the City’s population growth. For example—at the time this Plan is being written—the City’s population is 10,125 people. If only 125 single-family and duplex lots are allowed each year according to the Residential Phasing Plan, *and* if the traditional ratio of single-family lots to duplex lots of 120 to 5 continues, *and* if these 120 single-family and 10 duplex units continues to produce about 390 people—*then* these 390 people represents only 3.85 percent population growth from single-family and duplex development. Again—population growth from multi-family housing would be in addition to this 3.85 percent population growth.

Conclusion: As the city's population grows—the 125 single-family/duplex lot limit will increasingly constrain population growth in single-family and duplex housing unless the number of lots allowed by the Residential Phasing Plan is increased, perhaps by being indexed to population increases.

The issue of whether or not to regulate multi-family housing in addition to just single-family/duplex housing is further addressed below under Subsection 8-D 'Mix of Housing Types'.

In conclusion—the Residential Phasing Plan has *not* created any real limit on population growth in the City of Verona since the time it was adopted.

Residential Phasing Plan and Housing Density:

Conclusion: The Residential Phasing Plan has had no impact on housing density in the City of Verona, because most of the high-density housing built in Verona between 1995 and 2006 was approved before the Residential Phasing Plan policy was adopted.

See the text above [Figure 2-2](#) for an explanation of the difference between ‘Gross’ and ‘Net’ density.

Looking at ‘Gross Density’ information in [Table 2-13](#), the following conclusions can be drawn:

- 1) Gross Density for residential subdivisions approved between 1995 and 2007 ranges from a low of 1.5 units per acre in the Gateway Estates subdivision to a high of 10.1 units per acre in the Prairie Crest subdivision;
- 2) Average Gross Density for these subdivisions between 1995 and 2007 was 3.4 units per acre;
- 3) At 3.7 units per acre, Average Gross Density between 1995 and 2000 was slightly higher than average gross density for the entire 1995—2006 time-period. This higher figure is attributable to the two large multi-family subdivisions that were approved during the 1995—2000 time period: Prairie Oaks and Prairie Crest;
- 4) At 3.3 units per acre, Average Gross Density since 2000 has been slightly lower than the 3.4 units per gross acre for the entire 1995—2006 time period.
- 5) The Residential Phasing Plan has not had a noticeable impact on gross housing densities.

Looking at ‘Net Density’ information in [Table 2-13](#), the following conclusions can be drawn:

- 1) Net Density for residential subdivisions approved between 1995 and 2007 ranges from a low of 2.0 units per acre in the Gateway Estates subdivision to a high of 16.6 units per acre in the Prairie Crest subdivision;
- 2) Average Net Density for these subdivisions between 1995 and 2007 was 5.5 units per acre;
- 3) Average Net Density between 1995 and 2000 was 5.4—which is *lower* than the Average Net Density of 5.7 between 2001 and 2006, *even though the two large high-density residential subdivisions were built in the earlier time period.* This discrepancy is attributable to:
 - a. Smaller lot sizes becoming more common in the later period due to escalating land prices and developer and market preferences;
 - b. The availability of a new zoning classification in the later period that allowed smaller single-family parcels;
 - c. City practices requiring all new subdivisions to contain a *mix* of both single-family/duplex housing and multi-family housing within each subdivision. Prior to 2001 the City typically allowed subdivisions that were exclusively single-family, such as Raywood, Gateway, and Park Addition—or exclusively multi-family, such as Prairie Crest and Prairie Oaks. After 2001, the City began requiring *all* subdivisions to include all types of housing (Note—this policy was *not* part of the Residential Phasing Plan). While two large multi-family subdivisions were built prior to 2001, the over all net-density of development before 2001 was low due to several exclusively single-family developments ‘balancing-out’ the two large multi-family developments. Conversely—after 2001, overall net density has been higher because *all* subdivisions include single-family, duplex, and multi-family housing units.
 - d. Note—The above information is for *platted* residential subdivisions, and so does *not* take into account residential developments on non-platted lands. Examples of some higher-density residential developments that are therefore not included above are: The Alexander Company’s South Main Street ‘mixed-use’ development along the bike trail and Jim Burke’s City Centre condominium project across the street at South Main and the bike trail. Examples of some lower-density residential development that are not included are: new single-family homes on vacant lots in older subdivisions, and duplexes on CSM parcels.

Conclusion—the Residential Phasing Plan has not had any appreciable impact on housing densities in the City. Other factors—including the approval of multi-family projects prior to the adoption of the Residential Phasing Plan; environmental requirements; land prices; and the city’s requirement to include a mix of all housing types in each new subdivision have been more influential over density trends than Residential Phasing Plan.

The City intends to continue growing ‘at least as dense’ as our historic density. See ‘Density’ on Page 25, above.

Residential Phasing Plan and Mix/Ratio of Housing Types:

Conclusion: The Residential Phasing Plan has had a minimal impact on the ‘mix’ of housing types built since adoption of the Plan. A more significant influence over the ‘mix’ of housing units built has been a) approval of two large multi-family subdivisions in the late 1990s and b) the city’s prohibition against exclusively multi-family subdivisions and simultaneous requirement that all residential development include a mix of all housing types.

Table 2-23: Residential Phasing Plan, 1995-2006							
Year	No. Single Family and Duplex Units Created	No. Multi-Family units created	Total Units Created	Percent of all units constructed that are single family or duplex	Number of M.F. Units created in Prairie Crest and Prairie Oaks	% of all M.F. Units created that were in P.C. and P.O.	% of ALL units created that were in P.C. and P.O.
1995	12	0	12	100%	0	0	0
1996	39	8	47	83%	0	0	0
1997	64	52	116	55%	0	0	0
1998	136	5	141	96%	0	0	0
1999	145	85	230	63%	44 units	52%	19%
2000	177	146	323	55%	126 units	86%	39%
2001	160	182	342	48%	158 units	87%	46%
1995-2001 Total	733	478	1,211	60%	328	69%	27%
2002	84	94	178	47%	90 units	96%	50%
2003	61	81	142	43%	52 units	64%	37%
2004	76	6	82	93%	0	0	0
2005	124	106	230	54%	94 units	87%	41%
2006	73	118	191	38%	26 units	22%	14%
2007	80	22	102	78%	22 Units	100%	22%
2008	34	0	34	100%	0	0	0
2002-2007 Total	532	427	959	55%	284	67%	30%
Grand Total 1995-2006	1,151	875	2,026	57%	612	70%	30%

Because the Residential Phasing Plan places a limit on the number of single-family and duplex lots that can be developed in any one year, and because this Plan has no restriction on the number of multi-family lots that can be developed (and therefore units that can be constructed...), it might be expected that this policy has caused an increase in the number of multi-family housing units to be built in Verona. A review of the data confirms that a higher percentage of multi-family housing units have been constructed in Verona since adoption of the Plan. However, since the ‘trend’ toward a higher percentage of multi-family housing units began *before* adoption of the Residential Phasing Plan, this increase is not necessarily because of the Residential Phasing Plan itself.

As shown in [Table 2-21](#), during the 7-year period *prior* to the adoption of the Residential Phasing Plan (1995-2001), the percentage of all housing units constructed that were single-family or duplex was 66%.

This figure is well below 80% of *all units city-wide* that were single-family or duplex during the 2000 Census (See [Table 2-3](#)), revealing that the trend toward higher percentages of multi-family housing development began *before* adoption of the Phasing Plan. As shown in [Table 2-21](#), during the 6 year period *after* the adoption of the Residential Phasing Plan (2002-2008), only 50% of all new housing units have been single-family or duplex units.

It is important to point-out here that since adoption of the Phasing Plan in early 2002—the City has not denied any single-family or duplex parcel development (See [Table 2-14](#)) nor construction of such housing (See [Tables 2-18 and 2-19](#)). This statement is important because the City has *not* prevented construction of single-family or duplex housing in favor of multi-family housing. So what accounts for the trend toward higher percentages of multi-family housing? There are at least three explanations:

- 1) The city’s decision to approve two large multi-family subdivisions in the late 1990s (before the adoption of the Residential Phasing Plan) has accounted for most of the multi-family units that have been constructed in Verona in the last decade. These two subdivisions account for 590 multi-family units in the City—Or 67 percent of the 875 multi-family housing units constructed in the city since these two subdivisions were approved in 1999. Approval and initial construction within these two developments occurred *before* adoption of the Residential Phasing Plan—but construction of multi-family units in these two developments continued *after* the adoption of this policy, and so continued to influence the ratio of single-family/duplex housing to multi-family housing, as shown in the right-most column of [Table 2-23](#)
- 2) Stronger market demand for multi-family housing than for single-family/duplex housing. Low vacancy rates in multi-family housing reveals that—while many units were constructed during the last decade—there has been strong market demand for this type of housing. At the same time, single-family/duplex housing developers have appropriately slowed-down the supply of their product to be in line with market demand, *regardless* of the Phasing Plan.
- 3) The city’s requirement that *all* subdivisions include multi-family parcels has also contributed to the number of multi-family units constructed.

At about the same time that the Residential Phasing Plan was adopted, the city began prohibiting exclusively multi-family subdivisions and also began requiring all new residential developments to include a mix of housing types. Prior to 2001, the City allowed residential subdivisions that were exclusively single-family or exclusively multi-family. Between 1995 and 2001—several examples of each type of subdivision were approved, as well as some subdivisions that included a ‘mix’ of single-family, duplex and multi-family parcels. The four exclusively single-family subdivisions were Park Addition, Raywood, Gateway, and Kettle Creek, while the two exclusively multi-family subdivisions were Prairie Oaks and Prairie Crest. The four subdivisions that included a mix of housing were the 6th Addition to East View, Ridge Addition to Westridge Estates, Military Ridge, and Badger Prairie Neighborhood. The four residential subdivisions that included a ‘mix’ of housing types account for only 20% of the multi-family units built during this time period, with Prairie Oaks and Prairie Crest accounting for 80%.

Looking at the period *after* the Residential Phasing Plan was adopted, [Table 2-13](#) shows that during the period between 2001 and 2007—multi-family parcels that allow *up to* 649 multi-family dwelling units were created and parcels for 1,147 single-family and duplex units were created. (Note—since many of these parcels have not yet been built-out, this analysis assumes that the platted multi-family parcels in subdivisions since 2001 will maximize density at 12 units per acre—the city’s maximum residential density in the ‘UR’ zoning district... Actual densities may be lower or—if planned unit developments are used—may be higher.) These numbers translate as follows: 36% of all units in subdivisions since adoption of the Residential Phasing plan are/will be multi-family and 64% of all units created are/will be single-family/duplex units. With one exception—the ratio of single-family and duplex to multi-family units in residential subdivisions since 2001 has consistently been about 2 to 1, or 64% single-family/duplex to 36%

multi-family. [Note: The one exception is the ‘Cross Point’ subdivision, which was originally platted with a 1:1 ratio of single-family and duplex to multi-family units (which was a higher percentage of multi-family units than other subdivisions during the 2001-2007 time period...), but which was subsequently replatted when the western-most portion of the subdivision—which contained many of the single-family parcels—was purchased by Epic Systems. The eastern portion of the subdivision (that remained after the replat...) contained most of the multi-family units—resulting in an even higher percentage of multi-family units.]

Significantly—[Table 2-13](#) only shows new *subdivisions*—it does not show residential development *outside* of newly platted developments. While only two multi-family developments have been constructed *outside* of newly platted subdivisions since 2001—they do contribute to the number of multi-family housing units that have been constructed and therefore do merit mention: 1) the ‘Alexander Project’ on South Main Street at Railroad Street and Depot Drive created 26 multi-family units (townhouses) and 2) the ‘City Centre’ project on South Main Street created 28 multi-family units (condominiums). Interestingly, both of these developments are across South Main Street from each other and both utilized planned unit development zoning to take challenging parcels along the Military Ridge Bicycle Trail to create attractive multi-family housing.

The City intends to continue requiring all subdivisions to provide a mix of single-family, duplex, and multi-family housing, although it will consider allowing residential developments that are exclusively single-family or exclusively multi-family on a case-by-case basis.

The City intends to modify the Residential Phasing Plan to limit the amount of *both* single-family/duplex housing *and* multi-family housing in new subdivisions. The City intends to have a ‘ratio’ goal of approximately 80% single-family/duplex to approximately 20% multi-family units in new subdivisions by creating limits on multi-family housing development similar to what already exists for limits on single-family/duplex housing development.

The City intends to continue its current policy of requiring all subdivisions to include a mix of housing unit types. In-fill housing in the downtown may be exempted from this requirement.

Section Five—Future and Projected Housing Demand:

- Forecast Housing Demand: Based on the population projection in Chapter 1 as shown in [Table 1-13](#), [Table 2-24](#) shows the estimated demand for future housing units.

Table 2-24: City of Verona Housing Forecast by Tenure: 2000-2030				
Age Group	Population			
	2000	2010	2020	2030
Under 18	2,214	3,690	5,299	7,625
18 to 24 years	374	653	713	1,064
25 to 44 years	2,209	3,973	5,780	8,036
45 to 64 years	1,556	1,978	2,596	3,181
65 or older	699	1,030	2,055	3,969
Total	7,052	11,324	16,443	23,875
Housing units	2,651	4,423	6,766	9,825
Persons per Unit	2.66	2.56	2.43	2.43
Vacant units	75	404	770	989
Vacancy rate	2.8%	9.1%	11.4%	10.1%
Age Group	Households			
	2000	2010	2020	2030
18 to 24 years	85	148	162	242
25 to 44 years	1,160	2,086	3,035	4,220
45 to 64 years	876	1,114	1,462	1,791
65 or older	455	670	1,338	2,584
Households	2,576	4,019	5,996	8,836
Age Group	Owner Households			
	2000	2010	2020	2030
18 to 24 years	0	0	0	0
25 to 44 years	822	1,478	2,151	2,990
45 to 64 years	746	948	1,245	1,525
65 or older	301	444	885	1,709
Owners	1,869	2,870	4,280	6,224
Age Group	Renter Households			
	2000	2010	2020	2030
18 to 24 years	85	148	162	242
25 to 44 years	338	608	884	1,230
45 to 64 years	130	165	217	266
65 or older	154	227	453	874
Renters	707	1,149	1,716	2,612

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

Table 2-24 makes the following assumptions:

- The number of households by tenure (owners and renters) was derived from the population projection by age group and the percentage of owners or renters for each age group.
- The household tenure information by age group of the householder was supplied from the long-form data of the 2000 Census for the City of Verona. (Note: Long-forms were sent to one in six households and the data from the long-forms were used to develop sample data.)

- For instance, the data showed no owner-occupied households for householders aged 18 to 24 years. Therefore, these anomalies may have some affect on the projections.
- The 2000 overall vacancy rate of 2.8% was assumed for future years, and “owners” as a percentage of all households is assumed to stay above 70% of the total.

The following conclusions can be drawn from [Table 2-24](#):

- After 2010, owner householders age 65 or over are expected to increase in percentage from 15.5% in 2010 to 27.5% in 2030.

DEFINITION: As explained earlier, housing units are structures including both occupied and vacant units, while a ‘household’ consists of persons occupying a housing unit. Households can be occupied by owners or renters (tenure) and by related or unrelated persons (families or non-families).

Modifying the Residential Phasing Plan to accomplish population growth goals

As discussed earlier in this Chapter, the Residential Phasing Plan—which was adopted in 2002—included the goal of managing growth, but the Plan did not have any significant impact on population growth because it a) allowed population growth of almost 5% from single-family/duplex housing and b) did not limit multi-family housing. If the City wishes to manage population growth, changes to the Residential Phasing Plan may therefore necessary, as outlined below.

Table 2-25: City of Verona Alt. B Phasing Plan: (80% 1 & 2 Family and 20% Multifamily)

Year	Population		Housing Units		1 & 2 Family		Multifamily	
	Total	Persons per Unit		Total	% of Total	Total	% of Total	Total
2000	7,052	2.66		2,651	80%	2,131	20.0%	520
2007	10,125	2.43		4,166	70%	2,920	30.0%	1,246
		Added Yearly	Added Yearly		80% Added		20% Added	
2008	10,631	506	190	4,356	152	3,072	38	1,284
2009	11,163	532	200	4,556	160	3,232	40	1,324
2010	11,721	558	210	4,766	168	3,400	42	1,366
2011	12,307	586	220	4,986	176	3,576	44	1,410
2012	12,922	615	231	5,218	185	3,761	46	1,456
2013	13,568	646	243	5,461	194	3,956	49	1,505
2014	14,247	678	255	5,716	204	4,160	51	1,556
2015	14,959	712	268	5,983	214	4,374	54	1,609
2016	15,707	748	281	6,265	225	4,599	56	1,666
2017	16,493	785	295	6,560	236	4,835	59	1,725
2018	17,317	825	310	6,870	248	5,083	62	1,787
2019	18,183	866	326	7,195	260	5,343	65	1,852
2020	19,092	909	342	7,537	273	5,617	68	1,920
2021	20,047	955	359	7,896	287	5,904	72	1,992
2022	21,049	1,002	377	8,273	301	6,205	75	2,067
2023	22,102	1,052	396	8,668	317	6,522	79	2,146
2024	23,207	1,105	415	9,084	332	6,854	83	2,230
2025	24,367	1,160	436	9,520	349	7,203	87	2,317
2026	25,585	1,218	458	9,978	366	7,570	92	2,408
2027	26,865	1,279	481	10,459	385	7,954	96	2,505
2028	28,208	1,343	505	10,964	404	8,358	101	2,606
2029	29,618	1,410	530	11,494	424	8,783	106	2,712
2030	31,099	1,481	557	12,051	445	9,228	111	2,823
Total		20,974	7,885		6,308		1,577	

Note: Figures for 2000 and 2007 are composites for all housing units (total population divided by total number of housing units) and discounts group quarters and vacant units.

Note 1: 5.0 percent growth—and the resulting 2030 population—is the target growth established in Chapter 1. See [Table 1-10](#).

Note 2: Figures for 2000 are *actual* figures for a) total population; b) average persons per unit; c) total number of housing units; d) number and percent of units that are in 1 and 2 unit buildings; and e) number and percent of units that are in multi-family buildings.

Note 3: Figures for 2007 are *actual* figures for a) total population; b) average persons per unit; c) total number of housing units; d) number and percent of units that are in 1 and 2 unit buildings; and e) number and percent of units that are in multi-family buildings.

The Comprehensive Plan Committee discussed whether or not a goal for the city should be to limit total population growth in the city to no more than 5%. Rather than establishing a limit, the committee agreed that we should plan for 5% growth, but not establish a limit at that amount.

Two options for the ‘mix’ of housing types that would accommodate 5% growth were examined: Alternative A – with 70% single-family/duplex housing and 30% multi-family housing and Alternative B – with 80% single-family/duplex housing and 20% multi-family housing. The Comprehensive Plan Committee selected housing mix option B, which is presented above in [Table 2-25](#). The 70-30 housing mix option—which was not selected—is provided in [Appendix 2-C](#). [Table 2-25](#) outlines how many single-family/duplex and how many multi-family housing units would result in 5.0 percent population growth.

[Table 2-25](#) uses the following assumptions:

- 1) The ‘persons per household’ is adjusted so that future single-family and duplex units are predicted to produce about three persons per household, while future multi-family units are predicted to produce 1.35 persons per household.
- 2) The 2.95 persons per unit for single-family and duplex units is ‘weighted’ to reflect that approximately 90% of these units have traditionally been single-family units in Verona, while 10% of these units have been duplex units, and to further reflect that the single-family units produce 3.1 persons per household while duplexes produce 1.75 persons per household.
- 3) The average household size will remain steady (at 2.95 persons per household for single-family and duplex units and at 1.35 persons per household in multi-family units) over the 20-year planning period. Note that household size has been consistently decreasing over several decades (as people have fewer children, as the population ages, and as divorce remains common), and so using the 2.66 persons per household assumption may *underestimate* the number of housing units that will be necessary for any particular population number;

Section Six—Goals, Objectives, and Policies for Chapter Two: Housing

Based on community surveys, community open houses, comment cards received, testimony during ‘public comment’ periods during meetings of the Comprehensive Plan Committee, and a review of past trends and current conditions in the City of Verona—and in consultation with the Plan Commission and Common Council during a January, 2009 review of the draft comprehensive plan—the Comprehensive Plan Committee developed the following Goals, Objectives, Policies, and Programs for Chapter 2—Housing:

Housing Goal One: Maintain the existing housing stock

Objective 1-A: Prevent existing housing stock from deteriorating.

Policy: Create, adopt, and enforce ‘property maintenance’ ordinances for the city.

Housing Goal Two: Continue to manage population growth

Objective 2-A: Continue to implement the ‘Residential Phasing Plan’.

Policy: Continue to limit the number of single-family and duplex parcels that can be developed in the city during any year to limit population growth to a rate agreeable to the Council and the Verona Area School District.

See Also: Chapter 7—Intergovernmental Cooperation.

Policy: Modify the ‘Residential Phasing Plan’ so that it also limits the number of new multi-family housing units that can be created in the city during any year to a) limit population growth to a rate agreeable to the Council and the Verona Area School District and b) maintain a desired ratio of single-family/duplex housing to multi-family housing in the city.

See Also: Chapter 7—Intergovernmental Cooperation.

Policy: Evaluate the ‘Residential Phasing Plan’ and the number of units allowed (both single-family/duplex and multi-family...) as the city grows.

Housing Goal Three: Encourage a variety of new housing options within the City:

Objective 3-A: Provide a mix of owner-occupied and rental housing.

Policy: During the review and approval of new development, consider continuing to respond to market demands for both rental and owner occupied housing development.

Objective 3-B: Provide a mix of single-family, duplex, and multi-family housing options.

Policy: Encourage new developments to continue to provide a mix of single-family, duplex, and multi-family housing options to accomplish density and ‘mix/ratio’ of housing-type goals.

Policy: Consider allowing residential developments that are exclusively multi-family or exclusively single-family when/if residential development elsewhere in the city can ‘balance’ such a development to accomplish both density and ‘mix/ratio’ goals within a reasonable timeframe.

Policy: Consider allowing multi-family housing densities to exceed 12 units per acre only when very high design and aesthetic criteria can be satisfied and when the goals of the residential phasing plan can be accomplished.

Objective 3-C: Provide housing options for a range of household incomes.

Policy: Diversify the city’s housing stock by providing more high-end and ‘executive’ style housing.

See Also: Chapter 8—Land Use.

Policy: Diversify the city’s housing stock by providing more affordable housing.

Policy: Continue to utilize the ‘Community Residential’ zoning district as a method to provide more affordable single-family detached housing options within the city.

Policy: Investigate allowing accessory apartments/dwelling units as a means of providing additional affordable housing options within the city.

Objective 3-D: Provide housing options for special needs populations.

Policy: Continue to support residential development for special needs populations, including assisted living facilities; community-based residential care facilities (CBRFs); retirement communities, age-restricted residential developments, and residential care apartment complexes (RCACs).

Policy: Proposed CBRF and RCAC facilities that would not meet state-mandated minimum spacing requirements will continue to require Common Council review and approval.

Objective 3-E: Provide housing options that differentiate Verona from Madison.

Policy: Provide a variety of housing options that distinct/different from housing options available in Madison.

Housing Goal Four: Promote housing that is supportive of mass-transit:

Objective 4-A: Promote higher density housing in the center of the city.

Policy: Continue to support higher-density residential in-fill and redevelopment projects in the city’s downtown area and in areas adjacent to Verona Avenue.

See Also: Chapter 3—Transportation
Chapter 8—Land Use

State Housing Programs

(These programs are provided through the Wisconsin Housing and Economic Development Administration)

WHEDA Financing Products

WHEDA offers several below-market rate financing products for construction, acquisition, and rehabilitation of affordable rental housing, including tax credit development financing, preservation of existing affordable housing, and housing for the elderly and people with disabilities.

Section 8 Contract Administration

Section 8 Contract Administration provides information about processing Housing Assistance Payment (HAP) requests, annual management and occupancy reviews, contract renewals, rent adjustments and REAC inspections.

Going Green

WHEDA supports energy efficiency and green initiatives in Multifamily Developments.

Subscription Service

Please take a few minutes to sign up for WHEDA's improved e-mail subscription service. This service allows you to receive specific announcements based on a user profile of your choice.

Tax Credits

WHEDA administers the allocation and compliance monitoring of the federal Low-Income Housing Tax Credit (LIHTC) program for the State of Wisconsin, a program which provides incentives for the development of multifamily affordable rental housing.

Dane County Housing Programs

American Dream Downpayment Initiative

The ADDI program provides assistance for first time homebuyers interested in purchasing single-family housing with incomes that do not exceed 80% of the area median income.

Better Urban Infill Land Development (B.U.I.L.D.)

BUILD is a program that partners with Dane County communities to identify and promote development opportunities for infill through planning grants, education, and code reform.

Dane County Community Development Block Grant (CDBG)

The CDBG program uses Housing and Urban Development (HUD) funds to promote housing, economic development and community service initiatives for people with low to moderate incomes.

HOME Program

The HOME program utilizes HUD funds to establish an Investment Trust Fund for construction loans, rental assistance, down payment assistance, and land acquisitions that benefit low-income families.

Appendices

2-A: Comprehensive Housing Affordability Strategy for the City of Verona in 2000

2-B: 2002 Residential Phasing Plan

2-C: 70-30 'ratio' option for single-family to multi-family housing development