Village of Allouez
Housing Affordability Report 2024

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Introduction

Purpose

Act 243 was enacted in 2017 upon the request from different lobbying groups interested in residential development and real estate. Among several other mandated requirements and changes for the local level, Act 243 requires that by January 1, 2020, cities and villages with a population of 10,000 or more prepare a report of the implementation of the housing element of the comprehensive plan of the municipality. Also, the municipality must update the report annually by January 31st. The report shall contain all of the following per section 66.10013 of the state statutes:

A. The number of subdivision plats, certified survey maps, condominium plats, and building permit applications approved in the prior year.
B. The total number of new residential dwelling units proposed in all subdivision plats, certified survey maps, condominium plats, and building permit applications that were approved by the municipality in the prior year.
C. A list and map of undeveloped parcels in the municipality that are zoned for residential development.
D. A list of all undeveloped parcels in the municipality that are suitable for, but not zoned for, residential development, including vacant sites and sites that have potential for redevelopment, and a description of the zoning requirements and availability of public facilities and services for each property.
E. An analysis of the municipality's residential development regulations, such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures. The analysis shall calculate the financial impact that each regulation has on the cost of each new subdivision. The analysis shall identify ways in which the municipality can modify its construction and development regulations, lot sizes, approval processes, and related fees to do each of the following:
    1. Meet existing and forecasted housing demand.
    2. Reduce the time and cost necessary to approve and develop a new residential subdivision in the municipality by 20 percent.

Comprehensive Plan Implementation

The Village of Allouez Comprehensive Plan was amended in 2015 to incorporate the development goals identified in the 2015 Riverside Drive and Webster Avenue Corridor Study, which identifies key areas for redevelopment in the village. The comprehensive plan also discusses specific goals, objectives, and policies for housing within Allouez, including:

- All multiple-family buildings should be designed to reflect, as much as possible, the characteristics and amenities typically associated with single-family detached houses. Examples of amenities include the orientation of the front door to a sidewalk and street and individual entries.
- Perform a detailed study to assess the current condition of the village housing stock and determine the need and potential locations for village-sponsored housing rehabilitation projects.
- Multiple-family projects should offer variation among individual buildings but remain within a coordinated overall design theme. Variation among buildings should be achieved by a combination of different footprints, façade treatments, roof forms, entrance features, and building orientation. Monotonous complexes of identical buildings should be discouraged.
- Housing development lot width and depth in conjunction with block size and shape should be varied in order to reinforce variety in building mass, avoid a monotonous streetscape, and eliminate the appearance of a standardized subdivision.
- To foster visual interest along a neighborhood street, the street frontage devoted to protruding garage doors and driveway curb crossings should be limited. Generally, garages should be recessed or, if feasible, tucked into side or rear yards using variety and creativity to avoid a streetscape dominated by the repetition of garage doors.
- Various forms of shared driveways should be considered to improve the visual interest of streets by reducing driveway curb cuts and street-facing garage doors, especially along main thoroughfares where driveway

entrances are not desirable. Driveways can also serve as locations for ancillary buildings, utilities, service functions, and interior-block parking access.

- New residential developments or redevelopments should allow for mixed uses as additions to the community that provide a place for housing and allow secondary uses (commercial, recreational, and institutional uses) that serve the neighborhood and are in harmony with the residential character.
- Builders and developers are encouraged to use their ingenuity to combine and distribute a variety of housing types to create an attractive, marketable neighborhood with housing for a range of people.
- In order to maintain high quality housing and address housing maintenance issues, the village should develop a housing maintenance code. The housing maintenance code should be enforced in situations where property values are being adversely affected through the willful neglect of nearby properties. The village should also investigate the development of a funding mechanism to help fund repairs of neglected properties.
- To increase the supply of affordable homes, the village should work with developers to encourage the redevelopment of housing in traditional neighborhoods with smaller lots and homes and in areas of the village north of the railroad tracks and near the East River. Smaller homes and lots may become increasingly important as the Baby Boomers approach retirement age and look to move into smaller, easier to manage homes. These homes would also offer first-time homebuyers the opportunity to enter the village housing market.
- Identify public-private partnerships that could help to diversify and improve the village housing stock.
- The village should contact the Brown County Housing Authority, Wisconsin Economic Development Corporation, and Wisconsin Housing and Economic Development Authority (WHEDA) for information and resources to continue to improve the village housing stock.

These goals, objectives, and policies contain Traditional Neighborhood Development (TND) concepts, which ultimately look to promote a range of quality and affordable housing choices for all first-time homebuyers, growing families, empty-nesters, retirees, the elderly, and all other population groups in the village. Traditional neighborhood developments have the sense of place found in older, pre-World War II neighborhoods, where the homes are closer to the street, have front porches, and garages are set back from the street. In addition to these architectural differences, different housing types (such as duplexes, townhouses, single-family homes, retirement homes, and accessory dwelling units) are mixed within the neighborhood. These concepts allow a person or family to remain in a neighborhood as housing needs change instead of having to move into completely new surroundings. The traditional neighborhood concept is recommended in the comprehensive plan to provide developers with alternatives to the standard single-use suburban subdivision, especially on infill lots. The goals, objectives, and policies of the comprehensive plan were based on forecasts that identified existing trends and characteristics of the housing market at the time, while providing recommendations on how to improve the existing housing stock and provide for the development of new and innovative housing practices.

The village is working to implement these goals by encouraging a mix of new housing options, while preserving the existing character of the established neighborhoods. Further explanation will be discussed in this report.

Residential Platting and Building Permit Activity in 2023

The Village of Allouez is a land-locked community that is 97 percent developed, making the majority of permit activity small infill development, redevelopment, or remodeling for housing construction.

In 2023, the Village of Allouez issued permits for new housing units, all of which were single-family/duplex units. A summary and analysis of the permits, fees, and average permit fee per unit charged by the Village of Allouez is found in Table 1.

List of Permits/Fees	Fee	Units
New Residential Building Permit Fee (includes erosion)	$ 3,114.13	4
Park Impact Fee	$ -	N/A
Sewer Connection Fee (includes water and stormwater)	$ -	N/A
State Seal Fee	$ 129.00	4
CSM Fee	$ -	N/A
Preliminary Plat Fee	$ -	N/A
Final Plat Fee	$ -	N/A
Land Dedication in Lieu of Fee	$ -	N/A
Total 2023 Fees	**$ 3,243.13**	
2023 Fees Per Unit	**$ 810.78**	
2022 Fees Per Unit	**Not Measured**	
2021 Fees Per Unit	**$ 955.00**	
2020 Fees Per Unit	**$ 411.50**	
2019 Fees Per Unit	**$ 877.48**	
2018 Fees Per Unit	**$ 751.60**	

Table 1. 2023 Residential Platting and Building Permit Activity

Total construction costs for these four units are $840,000.00. The fees listed above make up 0.39 percent of the total cost of construction. The seemingly substantial increase in permit fees per unit from 2020 to 2021 is because of the efficiencies in building apartments versus single family/duplex units. In 2020, 26 apartment units and six single family/duplex units were permitted, compared to only four single family/duplex units and no apartments in 2021.

Undeveloped Parcels

Residential

A map of undeveloped parcels in the Village of Allouez zoned for residential development was created. An “undeveloped parcel” is a parcel without a primary structure, as defined by the Village of Allouez staff. “Zoned for residential development” is a parcel that is zoned by right for residential development (single family, two family, and multi-family) and does not include parcels that would need only a conditional use permit. A map of the undeveloped residential parcels is included as Figure 1. A list of these parcels can be found in the appendix of this report.

The analysis identified 57 parcels with a total of about 63 acres of land that are currently zoned residential but are not developed within the Village of Allouez.

The 57 vacant residential parcels includes 17 (7.11 acres) that are part of a partially started condominium development, one that is owned by the Wisconsin Department of Natural Resources (13.616 acres), and 24 (14.799 acres) are severely impacted by floodplains or wetlands, owned by a neighboring property owner, have a known environmental impact, or do not have a developed access.

The 15 remaining parcels (27.364 acres) include only one piece of land with significant acreage (19.116 acres). Although this large parcel is for sale, the market has not been able to justify the asking price to date.

Identified Suitable Sites for Residential

The Village of Allouez promotes mixed uses, including higher density residential redevelopment. The 2015 Riverside Drive and Webster Avenue Corridor Study identified several redevelopment areas north of Allouez Avenue along Riverside Drive and Webster Avenue. These areas are now zoned by right for residential and mix-use development, with the adoption of the 2020 zoning ordinance. Previously, residential development was only allowed on these parcels through a conditional use permit. Maps of these parcels are included in the appendix of this report.

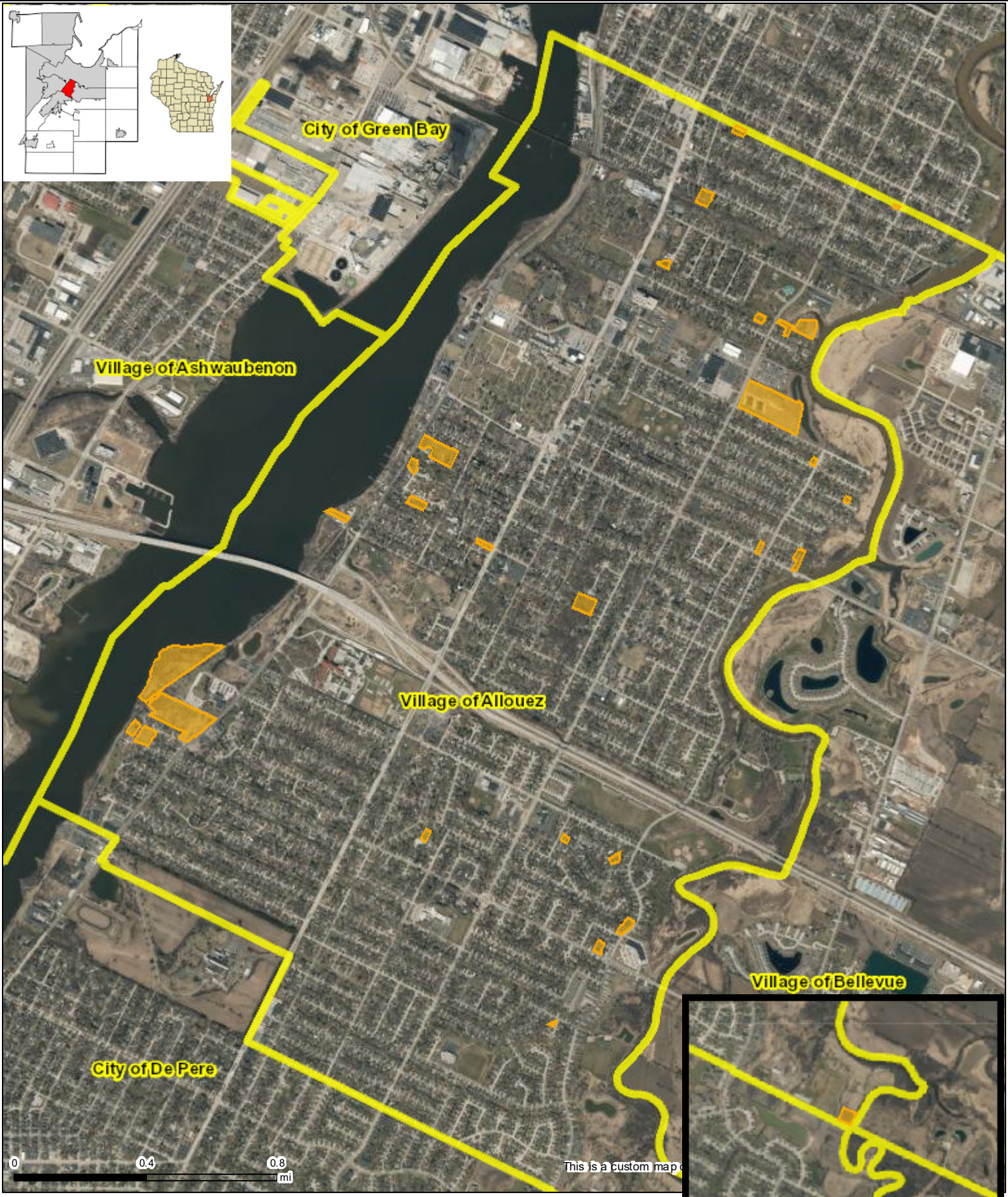

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Figure 1 Allouez Vacant Parcels

(residential only)

Prepared: Village of Allouez 12/2019
Brown County GIS Aerial Photography: 4/2017

Village of Allouez
Historically progressive

Analysis of Development Regulations

Attracting development into a community seems to only grow more and more competitive. The Village of Allouez strives to be more "business friendly" and try to attract development by continually to look for ways to reduce time and cost related to development, while still maintaining all applicable statutory requirements and municipal protections. This philosophy is a continuous improvement exercise and not one that can easily be done overnight for a community like Allouez. Reducing time and cost to a residential development by 20 percent is not feasible for a community like Allouez that already has minimum staff, limited tracts of vacant land, and comparatively low development and permit fees (0.38% of total construction costs in 2019). There are also external influences that are beyond the control of the village, including:

- High land costs per acre. Limited supply of available and developable land increases the demand and drives the cost per acre.
- High development costs. Infill sites typically have utility mains and other infrastructure leading to the site, which is a lower development cost compared to a greenfield development. However, demolition costs and environmental remediation or abatement that is often associated with infill sites negate any savings and increase the cost of development. The absence of large tracts of greenfield development prohibit any efficiencies of development.
- State and Federal mandates and regulations. Stormwater management, utility construction, and building code regulations are typically imposed by state and Federal agencies. These regulations are generally favorable by making buildings and developments safer and lessening the negative impacts to the environment and neighboring properties. However, the reality is that these regulations also increase cost to a project (e.g. hard construction costs, soft architecture and engineer costs, and the amount of time spent on the extra measures to the development).
- High construction costs. Construction costs continue to go up for the reasons mentioned above, but also as a result of the increase in natural disasters (e.g. forest fires, flooding, and hurricanes), labor shortages in the construction trades, material cost increases, and the flux of trade agreements with foreign states.

Despite these external influences, and as mentioned above, the village is committed to making development more attractive in the village. Although many of these commitments have less direct measurable results, the village believes these commitments do make a positive difference to a developer in terms of saving time and costs towards a project. These commitments are further explained below.

Land Use Controls

Residential development within the Village of Allouez is managed primarily through the zoning ordinance, subdivision ordinance, and building code. The village began working on rewriting the zoning code in 2018, with work completed in 2020. The intent behind this endeavor was to align development with traditional neighborhood development concepts identified in the village comprehensive plan by removing antiquated requirements, promoting a mix of housing types and uses in redevelopment areas, allowing more efficient use of the random vacant infill lots, and better utilizing existing non-conforming properties and structures within established neighborhoods.

New, large, and conventional subdivision development in the village is limited due to a lack of available vacant land within its boundaries. The village has one available and developable vacant parcel that could accommodate a new subdivision. Development in this area has not taken place because the market has not been able to justify the asking price of the property to date. Therefore, a focus of development has shifted from vacant lots to the redevelopment of sites identified in the 2015 Riverside Drive and Webster Avenue Corridor Study. Previously, high density residential development was only permitted in many of these sites through conditional use permits, but through the zoning code rewrite project mentioned above, the new zoning map allows for high density residential development in these areas by

right. The advantage this change provides the developer is less time spent on review processes and clearly identified expectations up front of the type of development sought, all of which provides more certainty to a project upfront.

Site Improvement Requirements

Majority of our site improvement requirements are standard among municipalities and are not dictated by the village. Stormwater goals are a result of a directive from the United States Environmental Protection Agency, erosion control measures and utilities are regulated by the Wisconsin Department of Natural Resources, and building codes are regulated by the Wisconsin Department of Safety and Professional Services.

The village has invested in the construction and expansions of several regional stormwater ponds to reduce the amount of land used for individual stormwater ponds and to create greater efficiencies in pond maintenance. Developers within basins that flow to these stormwater ponds may buy into the regional ponds to treat their stormwater at a reduced cost and long-term maintenance of developing their own ponds.

The new zoning ordinance allows for smaller setbacks, narrower lots, and more market driven parking standards. Ultimately, these ideas meet the traditional neighborhood development concepts mentioned in the comprehensive plan, as well as save money on the length of utility laterals needed, less impervious space and stormwater treatment required, and better efficiency of land use.

Fees and Land Dedication Requirements

The village is continuously looking at fees to ensure what a developer is being charged is the result of village time and material associated with the applicable permit for a development project. The fees are adjusted if efficiencies in staff time come about.

The village does not typically require land dedication or impact fees associated with development. Land dedication has been requested in the past as a part of site specific development agreement. In these scenarios, the agreement has been in exchange for village participation in a development expense. The village created a Tax Incremental District in 2012, to assist with these partnerships and fund any financial gaps that would otherwise prohibit the development goals identified in the comprehensive plan.

Permit Procedures

The village went to online permitting website in 2015. A developer is still able to take a permit out in person, but this online process allows a developer to take out a permit without having to stop in the office; saving time. The developer may also request an inspection through the online website, saving further time.

In 2015, the village also hired a part-time building inspector. The village previously contracted with a private building inspection company, which resulted in a more rigid schedule and inspections fewer times a week. Having a building inspector on staff results in less disconnect between the village and the developer by allowing the flexibility and urgency to inspect homes and developments on a timelier schedule.

Appendix

Vacant Parcels								
Parcel #	Address	Acres	Residential	Commercial/ Multi-Family	>50% Floodplain	Environmental	Land-Locked	Neighboring Property Owned
AL-1724-8-1	800 LeBrun Street	1.058	x		x			
AL-1211-A-22	729 Jamestown Court	0.151	x		x			x
AL-122-2	735 Hoffman Road	0.512	x		x			
AL-806-C-27	723 Merlin Drive	0.38	x		x	x		
AL-1215-8	3154 East River Drive	0.248	x		x			x
AL-1215-9	3150 East River Drive	0.214	x					x
AL-1582-L-25	719 Bordeaux Ru	0.441	x					x
AL-1582-L-35	601 Chantilly Ru	0.288	x					
AL-361-W-1	235 Terrace Court	0.365	x					x
AL-2128	2829 S. Webster Avenue	0.807		x				x
AL-2127	2825 S. Webster Avenue	0.724		x				x
AL-762-3	3000 BLK Riverside Drive	0.657		x				x
AL-1211-A-600	3110 Stanton Court	0.705	x					
AL-125-8	3241-3245 Riverside Drive	1.758		x				
AL-126	3200 BLK Riverside Drive	19.116	x					
AL-1955-2	600 Stambaugh Road	0.429	x					
AL-1955-41	3290 Vista Road	0.344	x					
AL-1955-42	3300 Vista Road	0.344	x					x
AL1955-19	648 Brevoort Lane	0.441	x					x
AL-1955-22	647 Stambaugh Road	0.348	x					x
AL-1955-23	645 Stambaugh Road	0.329	x					x
AL-1955-18	646 Brevoort Lane	0.303	x					x
AL-119-9	3000 BLK Riverside Drive	13.616	x					
AL-105-15	2610 River Lane	0.637	x					
AL-1554-103	309 Braebourne Court	0.431	x					
AL-1554-104	313 Braebourne Court	0.451	x					
AL-1554-109	328 Braebourne Court	0.626	x					x
AL-69-3	300 W Mission Road	1.52	x					x
AL-69-2	2300 BLK Riverside Drive	0.639	x					x
AL-69-1	2300 BLK Riverside Drive	1.119	x					x
AL-1148-2	2551 Martha Avenue	0.249	x					
AL-1148	2550 S. Webster Avenue	0.244	x					
AL-1092	2565 Oakwood Avenue	1.774	x					
AL-357	832 Dauphin Street	0.664	x					
AL-358-1	819 E Allouez Avenue	0.234	x					
AL-349-2	715 E Allouez Avenue	0.3	x					
AL-994-F-29	901 Karl Street	0.216	x					x
AL-1149-R-5	735 Floral Drive	0.242	x					x
AL-50-6-2	1901 BLK Libal Street	1.267		x				
AL-2108	1901 BLK Libal Street	7.11		x				
AL-2109	1902 BLK Libal Street			x				
AL-2110	1903 BLK Libal Street			x				
AL-2111	1904 BLK Libal Street			x				
AL-2112	1905 BLK Libal Street			x				
AL-2113	1906 BLK Libal Street			x				
AL-2114	1907 BLK Libal Street			x				
AL-2115	1908 BLK Libal Street			x				
AL-2116	1909 BLK Libal Street			x				
AL-2117	1910 BLK Libal Street			x				
AL-2118	1911 BLK Libal Street			x				
AL-2119	1912 BLK Libal Street			x				
AL-2120	1913 BLK Libal Street			x				
AL-2121	1914 BLK Libal Street			x				
AL-2122	1915 BLK Libal Street			x				
AL-2123	1916 BLK Libal Street			x				
AL-46-4	1601 BLK Libal Street	2.469	x		x			
AL-1988	400 BLK Beaupre Street	0.448	x				x	x
AL-63	2120 Riverside Drive	0.185		x				x
AL-64	2110 Riverside Drive	1.412		x				x
AL-56-11	335 W. St. Joseph Street	0.529		x				
AL-54	2000 Riverside Drive	1.606		x	x			
AL-51	1910 S. Webster Avenue	1.722		x				x
AL-1943-M-10	1646 Rustic Oaks Court	0.375	x					
AL-983	1230 Goodell Street	0.126	x					
AL-1609	1120 Hastings Street	1.189	x					
AL-23	1227 S. Clay Street	0.789	x				x	x
AL-1419	1324 S. Webster Avenue	0.772		x		x		x
AL-1421	923 Derby Lane	0.138		x				x
AL-1420	917 Derby Lane	0.138		x				x
AL-5	1234 Monroe Avenue	0.362		x		x		x
AL-1-2	1210 Monroe Street	0.448		x				x
*vacant parcel = no principal structure								