

January 1, 2024

City of Glendale Housing Affordability Analysis Report: 2023 Update Statement

Pursuant to [Wis. Stat. § 66.10013](#), the City of Glendale, with a population of 13,357 as of the 2020 United States Decennial Census, hereby submits its 2022 Housing Affordability Report.

Since the initial report was drafted in 2019, there have not been significant changes to the City of Glendale's population nor fees. The 2019 Housing Affordability Report is attached to this Update Statement and is incorporated herein as the reference document for 2023. The number of housing units remained unchanged in 2020. In 2021, the City added one additional single-family residence on a vacant lot located at 7340 N. Pierron Road on the west side of the Milwaukee River.

In 2022, zero residential dwelling units were built in the City of Glendale. The Wisconsin Department of Transportation razed five residential dwellings for widening Interstate 43.

In 2023, 312 total residential dwelling units came online. 311 were multifamily homes as part of the Lydell project on the Bayshore property with 74 units at 225 W. Bayside Drive, 59 Units at 5815 N. Lydell Avenue, 59 units at 5805 N. Lydell Avenue, and 119 units at 5905 N. Lydell Avenue. One single-family detached dwelling unit was constructed and gained occupancy at 7340 N. Braeburn Lane.

At this time staff anticipate there may be another single-family dwelling unit or two produced in the City of Glendale in 2024.

Sincerely,

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**CITY OF GLENDALE
HOUSING
AFFORDABILITY
REPORT: 2019**

**MILWAUKEE COUNTY
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Chapter 1

INTRODUCTION

1.1 PUPRPOSE OF THE REPORT

In 2018, the Wisconsin Legislature enacted legislation that requires cities and villages with populations of 10,000 people or more to prepare a housing affordability report. Per Section 66.10013 of the *Wisconsin Statutes*, the report needs to include data regarding development activity in the in the municipality and an analysis of the how the municipality's land use regulations impact the cost of housing. The report needs to be posted on the municipality's website and updated annually no later than January 31. The City of Glendale, with a population of almost 13,000, is required to prepare, post, and update a report per the Statute.

The housing affordability report relates to the implementation of the housing element of a municipality's comprehensive plan. Wisconsin's comprehensive planning law, set forth in Section 66.1001 of *Wisconsin Statutes*, requires cities, villages, towns, and Counties that engage in land use regulation to adopt a comprehensive plan with nine elements, including a housing element. The comprehensive planning law requires the housing element to include a compilation of goals, objectives, policies, and programs intended to provide an adequate housing supply that meets the community's existing and forecasted housing demand. This includes policies and programs that promote the development of a range of housing choices for people of all income levels, age groups, and needs. The comprehensive planning law also requires the housing element to include a wide range of data regarding the community's housing stock.

As part of assessing housing element implementation, Section 66.10013 of the Statutes requires the affordability report to include the following data:

- The number of subdivision plats, certified survey maps (CSM), condominium plats, and building permit applications approved in the prior year.
- The total number of new residential dwellings units proposed in all subdivision plats, CSMs, condominium plats, and building permit applications approved in the prior year.
- A list and map of undeveloped parcels that are zoned for residential development.
- A list of all undeveloped parcels that are suitable for, but not zoned for, residential development, including vacant sites and sites that have the potential for redevelopment. A description of the zoning requirements and availability of public facilities and services for each property needs to be included.

The Statute also requires the affordability report to include an analysis of the City's residential development regulations, such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures. The analysis needs to assess the financial impact the regulations have on the cost of developing a new residential subdivision. The analysis also needs to identify ways the City can modify its construction and development regulations, lot sizes, approval processes, and related fees to meeting existing and forecasted housing demand and reduce the time and cost necessary to approve and develop a new subdivision by 20 percent.

The City has requested the Southeastern Wisconsin Regional Planning Commission (SEWRPC) to assist with the analyses required by the Statute. Regional housing plan¹ recommendations were used as the basis of the required analyses, where applicable. In addition to the analyses required by the Statute, SEWRPC staff also conducted an analysis of the City's residential development regulations as they relate to the development of multifamily housing. Regional housing plan recommendations were also used as the basis for the multifamily housing analysis. In addition, SEWRPC provided existing housing stock and demographic data, household and employment forecasts, and analyses from the regional housing plan (such as the regional job/housing balance analysis) to assist with determining existing and forecast housing demand.

1.2 COMMUNITY OVERVIEW

The City of Glendale is located in Milwaukee County along the Milwaukee River in an area commonly referred to as the "Northshore." As noted in the City's comprehensive plan, Glendale's location is perceived by its residents as an advantage because its proximity to IH-43 provides easy access to the many amenities offered in the Milwaukee Metropolitan Area. These include downtown Milwaukee, the financial and cultural hub of the Southeastern Wisconsin Region; Lake Michigan, one of the World's largest bodies of freshwater; and major transportation facilities such as Milwaukee Mitchell International Airport, Port Milwaukee, and the Milwaukee Intermodal Station.

As reflected by the City's existing land use data presented in Chapter 2, the City is a mix of single-family and multifamily residential uses with significant areas of commercial and industrial development. The City includes all or part of three major economic activity centers identified in the VISION 2050, the regional land use and transportation plan.² The three major centers are Bayshore (retail), Milwaukee/Glendale (general purpose), and Teutonia/Mill Road (general purpose). Each of the major centers are home to at least 3,500 total jobs or 2,000 retail jobs. In addition, the City is home to elementary schools, Nicolet High School, and Cardinal Stritch University.

The City is also home to significant open space and recreational areas. As described in the comprehensive plan, the Milwaukee River is the most prominent physical feature in the City. The River flows from north to south through two Milwaukee County Parks located in the City, Kletzsch Park and portions of Lincoln Park (which is identified as a major outdoor recreation center in VISION 2050). The River also flows through several riverfront residential areas.

These characteristics are reflected in the vision for Glendale that was developed for the comprehensive plan. The City envisions neighborhoods with diverse amenities and distinct, unique attributes that add to the pride residents have in their neighborhoods. The City also envisions a thriving Bayshore shopping area (which is in the beginning stages of a major revitalization effort) and the Milwaukee River as focal points of the community. In addition, the vision recognizes other community assets such as a park and trail system that connects the community and a diverse economic base of residential, commercial, and industrial development.

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¹ *The regional housing plan is documented in SEWRPC Planning Report No. 54, A Regional Housing Plan for Southeastern Wisconsin: 2035, March 2013.*

² *VISION 2050 is documented in SEWRPC Planning Report No. 55, A Regional Land Use and Transportation Plan for Southeastern Wisconsin, July 2016.*

Chapter 2

EXISTING CONDITIONS

Note: Map and tables are presented at the end of the Chapter.

2.1 INTRODUCTION

Information regarding existing conditions with respect to land use, housing stock, and the demographic and economic base is essential to determining the existing and forecast demand for housing in the City of Glendale. This chapter presents a summary of existing land use data developed by SEWRPC and demographic and economic data compiled from the U.S. Census.

2.2 EXISTING LAND USE INVENTORY

The land use inventory is one of the regional inventories completed by SEWRPC to monitor urban growth and development in the Region. The inventory places all land and water areas of the Region into one of 65 discrete categories, providing a basis for analyzing specific land uses at the regional and community levels. The most recent regional inventory was carried out based on aerial photography taken in spring of 2015. Existing land use for the City of Glendale is shown on Map 2.1 and presented in Table 2.1.

Developed Land

As discussed in the land use element of the comprehensive plan, Glendale is a “built-out” community. This means there is very little land in the City that has not been developed with urban land uses such as residential, commercial, and industrial development and the transportation and utility and governmental and institutional land uses that serve this development.

Residential land uses encompass the most land in Glendale at almost 36 percent of the City. Much of the residential land consists of single-family homes, although there is a mix of single-family and multifamily dwellings in the City because of the greater density of multifamily development. Commercial and industrial uses encompass a significant amount of land in the City. This is one indicator that the City has a large employment base, which means ensuring that there is an adequate supply of housing for the City’s workforce is an important consideration for the City in land use regulation activities.

Undeveloped Land

Undeveloped land in the City consists mostly of surface water and natural resources such as wetlands that are not compatible with urban development. As shown on Map 2.1, much of the undeveloped land is along the Milwaukee River and within the parks located in the City. It should be noted that there are almost six acres of land with intensive recreational uses that are considered developed land.

In addition to the undeveloped land that is devoted to natural resources, there are also six acres of unused land. Unused land in the City typically consists of individual undeveloped lots or other areas adjacent to natural features such as the Milwaukee River that are not wetlands or woodlands.

2.3 INVENTORY OF EXISTING HOUSING STOCK

The characteristics of the City’s existing housing stock have been inventoried to help determine the number and type of housing units that will best suit the current and future needs of Glendale’s residents per the

requirements of Section 66.10013 of the *Wisconsin Statutes*. The inventory was compiled using 2013-2017 American Community Survey (ACS)¹ data from the U.S. Census Bureau. The inventory includes:

- Total housing units by tenure
- Vacancy rate by tenure
- Value of owner-occupied housing units
- Monthly housing costs by tenure
- Structure type
- Number of bedrooms
- Year built
- Subsidized housing units

Total Housing Units

The number and tenure (owner- and renter-occupied) of existing housing units is a necessary baseline inventory item in determining existing housing demand and forecasting the future housing demand in the City. According to the ACS data, there are a total of 6,102 housing units in the City. About 64 percent of the units are owner-occupied and about 28 percent are renter-occupied. The other eight percent are vacant. As shown in Table 2.2, Glendale has a higher owner-occupancy rate than Milwaukee County, the Region, or the State.

Vacancy

Another key housing supply inventory item is the vacancy rate of owner- and renter-occupied housing units. Some vacancies are necessary for a healthy housing market. The standard historically used by the U.S. Department of Housing and Urban Development (HUD) recommends that an area have a minimum overall vacancy rate of 3 percent to ensure adequate housing choices, and further recommends that an area have a homeowner housing unit vacancy rate of between 1 and 2 percent and a rental housing unit vacancy rate of between 4 and 6 percent.

Homeowner and rental vacancy rates for Glendale, Milwaukee County, the Region, and the State are presented in Table 2.3. As noted in the previous section, the overall vacancy rate in the City is 8 percent, which is higher than the HUD standard. The homeowner and rental vacancy rates are in line with the range recommended by HUD, and are generally in line with the vacancy rates in Milwaukee County, the Region, and the State. The City does have a large number of vacant units that fall into the seasonal and other categories of vacancies, which accounts for the high overall vacancy rate.

Value of Owner-Occupied Housing Units

The value of owner-occupied housing units for the City, County, Region, and State are presented in Table 2.4. The median value of owner-occupied housing units in Glendale is \$212,000 according to the ACS data. This is higher than the median values in the County, Region, or State. At 23 percent, the City also has a lower

¹ *The ACS is intended to be a nationwide, continuous survey designed to provide communities with a broad range of timely demographic, housing, social, and economic data; however, the data may have a relatively large margin of error due to limited sample size.*

percentage of owner-occupied homes valued below \$150,000 compared to the County, Region, and State, which may make it difficult for moderate income households to purchase a home in the City.

Monthly Housing Costs by Tenure

Monthly housing costs for owner-occupied and rental housing units were inventoried as another indicator of whether there is an adequate supply of housing that may be affordable to a wide range of households in the City. Tables 2.5 through 2.7 present information regarding monthly housing costs for homeowners with a mortgage, homeowners without a mortgage, and renters for the City, County, Region, and State. The median monthly costs for homeowners with a mortgage (\$1,724) and renters (\$1,011) in the City are somewhat higher than in the County, Region, and State. The City also has a relatively low percentage of homeowners with a mortgage paying below \$1,500 a month for housing and a relatively low percentage of renters paying below \$1,000 a month for housing. As discussed in Section 2.4, the comparatively high cost of housing for homeowners and renters could be an indicator of a need for more workforce housing in the City.

Structure Type

Structure type, or residential building type, is one of the most important considerations in providing market-rate housing that may be more affordable to a wider range of households. The most affordable market-rate housing tends to be multifamily housing, such as apartment buildings, while single-family homes tend to be less affordable. Table 2.8 presents the number of units by structure type in the City, County, Region, and State. About 63 percent of the housing units in the City are single-family homes, about 3 percent are in two-family buildings, and about 34 percent are in multifamily buildings.

Glendale has a higher percentage of multifamily units than the County (31 percent), Region (25 percent), or State (19 percent). Although rental costs in Glendale are comparatively high, they are substantially lower than costs for homeowners with a mortgage. This makes multifamily buildings an important source of housing for those working in the City (multifamily dwellings are more likely to be rental units than single-family homes). In addition, as additional multifamily units are developed in the City, the importance of existing multifamily units as a source of workforce housing may continue to increase.

Number of Bedrooms

The number of bedrooms in a housing unit is an important consideration in providing housing that is best suited for the City's current and future housing needs. Most of the housing units in the City have either two bedrooms (29 percent) or three bedrooms (37 percent), which could provide housing choices for both aging households and households with children.

Year Built

The age of the housing stock provides some insight into the character and condition of the existing units in the City. It can be assumed that more housing units may need to be rehabilitated or replaced as the overall housing stock of the City ages. About 40 percent of the City's housing units were built after 1970, about 45 percent of the units were built between 1950 and 1970, and only about 15 percent of the units were built before 1950. This indicates that the City's housing stock should generally be in good condition for some time.

Subsidized Housing

Glendale has relatively high housing costs compared to the remainder of Milwaukee County and the Region, and is also home to a significant amount of commercial and industrial development, including parts of three major economic activity centers identified in VISION 2050. As a result, ensuring an adequate amount of workforce housing is a key consideration in meeting existing and forecast housing demand in the City.

The Low Income Housing Tax Credit (LIHTC) Program has become the primary source of government assistance for new subsidized housing units. The LIHTC Program is an indirect subsidy that is used to provide

an incentive for developers to construct or rehabilitate affordable rental housing for low- and moderate-income households. LIHTC developments typically reserve a number units for households with incomes of about 60 percent of the County median income. Currently, there are two developments with 127 affordable units located in the City; however, they are reserved for non-family households. Although LIHTC developments are not an existing source of workforce housing in the City, the program could be an important source of affordable workforce housing in the future (new rental units or preservation of existing rental units).

The U.S. Department of Housing and Urban Development (HUD) Section 8 Housing Choice Voucher Program is a major source of government assistance for very low-income households; however, the monthly cost of many of the rental units in the City may be too high for program eligibility.

2.4 DEMOGRAPHIC AND ECONOMIC CHARACTERISTICS

This section includes information regarding the population, household, and economic characteristics of the City of Glendale, which, along with the existing housing stock data presented in Section 2.3, are crucial for discussing housing demand. Similar to the existing housing stock data, the population, household, and economic information was compiled using the 2013-2017 ACS. The information includes:

- Total population
- Age distribution
- Race/ethnicity composition
- Household size
- Household type
- Group quartered population
- Employment status
- Occupation
- Household income
- Poverty status
- Housing cost burden
- Affordability based on county median income

Demographic Characteristics

Understanding the demographic characteristics of the City's population such as age, household size, and household type is important in determining the types of housing that will best suit the City's current and future residents.

Total Population

Glendale has a population of 12,868 according to the ACS. The City of Glendale was incorporated in 1950. Table 2.9 presents historical data regarding the City's population since 1960. In 1960, the City's population

was already at about 9,500. The City experienced almost all of the rest of its growth in the following decade between 1960 and 1970, when it essentially became a built-out community. Since 2000, the City has experienced a small population decline, most likely due to declining household size. Milwaukee County experienced a very large population increase during the 1950s and then a large population decrease between 1970 and 1980. The County population has increased slightly since 2000. The Region and State have been experiencing modest population growth since 1970, with the State growing at a faster pace than the Region.

The potential for future population growth in the City, discussed further under Section 3.4 in Chapter 3, is limited because there are no significant vacant and developable lands in the City. Most potential population growth would have to result from redevelopment projects, such as the revitalization of Bayshore.

Age Distribution

The age distribution of the City's population has important implications on housing. Table 2.10 presents the current age distribution of the City's population. About 24 percent of the City's population is age 65 and above, which is much higher compared to the rest of Milwaukee County, the Region, or the State. The City also has a higher percentage of residents age 65 and above compared to most of its neighboring North Shore communities. River Hills has a slightly higher percentage of residents age 65 and above at about 25 percent. The rest of the North Shore communities, including Bayside (22 percent), Brown Deer (19 percent), Fox Point (19 percent), Shorewood (15 percent), and Whitefish Bay (14 percent), have lower percentages of residents age 65 and above. This may result in a greater demand for housing better suited to an aging population in the City than in other communities.

Multifamily housing may benefit the City's aging households because it requires less up-keep than single-family housing, the units are typically one level, and Federal and State fair housing laws require that most multifamily housing units built after the early 1990s include basic accessibility features for people with disabilities. In addition, modest single-family home sizes may benefit the City's aging households because they require less up-keep than larger homes; however, there are only a small number of vacant lots in the City where infill single-family homes could be built. It should be noted that there are five existing senior housing complexes located in the City.

Race/Ethnicity Composition

Table 2.11 presents the racial and ethnic composition of Glendale, Milwaukee County, the Region, and the State. The non-Hispanic White population share of the City's total population is about 75 percent and the minority share of the City's population is about 25 percent. Milwaukee County's population as a whole is significantly more diverse; however, Glendale's population is somewhat more diverse than the rest of the County outside of the City of Milwaukee. Glendale has about the same racial and ethnic composition as the Region as a whole, and is more diverse than the other Counties of the Region outside of Milwaukee County.

Total Households

An understanding of household data is critical because households are the unit of consumption for housing units and relate directly to the demand for housing in the City. A household includes all people who occupy a housing unit. A housing unit is defined by the U.S. Census Bureau as a house, apartment, mobile home, group of rooms, or single room occupied or intended for occupancy as separate living quarters. According to the ACS data, there are 5,629 households in the City. Following regional, State, and nationwide trends, the average household size in the City has been declining for decades. This has resulted in continued growth in the number of households in the City despite a small population decline over the last three decades.

Household Size

Table 2.12 presents information on average household size as well as number of people per household by tenure. The average household size in the City is 2.22 people, which is somewhat smaller than Milwaukee

County, the Region, and the State. This may reflect the relatively high percentage of the City's population that is age 65 and older. Table 2.12 also shows that the average household size is significantly smaller for renter-occupied housing (1.82 people per household) than for owner-occupied housing (2.39 people per household), which follows County, Region, and State trends.

Household Type

Table 2.13 presents information on household type in Glendale. The percentage of family households is similar to that of Milwaukee County as a whole and lower than the Region and State. While the percentage of overall family households is similar to Milwaukee County, there are comparatively fewer households with children present in the City. The household type makeup of the City reflects the higher percentage of older residents and smaller household size in the City.

Group Quartered Population

In addition to people living in traditional housing units, Glendale has about 400 residents living in group quarters. The group quartered population in Glendale is split between nursing home residents (299), students residing in the Cardinal Stritch University dorms (71), and residents of community based residential facilities (34).²

Economic Characteristics

Similar to understanding the demographic characteristics of the City's population, understanding the economic characteristics of the City's population is necessary to determining the types of housing that will be best suited to the City's current and future residents.

Employment Status

The employment status data available from the 2013-2017 ACS incorporates data from across that time period and generally does not reflect the historically low unemployment rates that have been seen in the Region, State, and Nation for the last few years. Taking this into account, the 2013-2017 ACS reports that the unemployment rate in Glendale is 2.6 percent, which is still very low. While the unemployment rate in the City is low, about 37 percent of the City's working age residents (16 years of age and older) are not participating in the labor force. This compares to about 35 percent of Milwaukee County working age residents and about 33 percent of Region and State working age residents. These statistics may be a reflection of both the presence of a significant amount of commercial and industrial development in Glendale and the City's aging population.

Occupation

Along with employment status, the occupational makeup of the City's population is a determining factor in household income and the ability of Glendale's residents to afford housing in the City. A significant number of City residents have occupations with relatively high wages. As shown in Table 2.14, the Management, Business, and Financial; Education, Legal, Community Service, Arts, and Media; Healthcare Practitioner and Technician; and Computer, Engineering, and Science occupation sectors are four of the largest among City residents, each of which tend to have relatively high wages. Although many Glendale residents may have relatively high wages, there are also a significant number of workers in lower-wage occupations such as Food Preparation and Serving and Personal Care and Service living in the City for whom affordable housing may be a concern.

Household Income

Ultimately, the household incomes of those living in Glendale should be considered when determining the demand for various types of housing in the City. The number of households in the City by income range are

² The Group Quartered Population data are from the 2010 Decennial Census.

presented in Table 2.15. Glendale has a relatively high median annual household income (\$65,992) when compared to Milwaukee County (\$46,784), the Region (57,926), and the State (\$56,759). Although the City's households have comparatively high incomes, it is important to understand how many households may benefit from more affordable housing as development decisions are made moving forward.

Table 2.15 shows that almost 1,900 households, or 34 percent of households in the City, have annual incomes below \$45,000. According to the results of a cost of housing development analysis completed for the regional housing plan (adopted by SEWRPC in 2013), households with incomes below \$45,000 could benefit from additional multifamily housing. Another 1,300 households in the City have incomes between \$45,000 and \$75,000. The regional housing plan analysis found that households with incomes in this range could benefit from modest single-family homes on lots of 10,000 square feet or less. While City land use regulations allow for this type of development, there are no large developable areas for single-family housing located in the City.

Poverty Status

There are also slightly over 1,000 people experiencing poverty in the City according to the ACS data. This represents about 8 percent of the City's population, which is much lower than the poverty rate in the County (about 21 percent). It is also somewhat lower than the Region (about 14 percent) and State (about 12 percent). Individuals and families experiencing poverty would benefit from housing assistance; however, obstacles to assistance exist as identified under the Affordability based on County Median Income discussion at the end of this section.

Housing Cost Burden

Table 2.16 presents ACS data regarding households with a high housing cost burden in the City, County, Region, and State. A household is considered cost burdened when monthly housing costs exceed 30 percent of gross household income. Table 2.16 shows that the percentage of homeowners (about 27 percent) and renters (about 49 percent) with a cost burden in the City is almost identical to that of the County, and higher than found in the Region and the State. This suggests that housing affordability concerns may not be limited to Glendale's lower-income households. Table 2.16 also shows that renters are much more likely to be cost burdened than homeowners whether it is at the City, County, Region, or State level.

Affordability based on County Median Income

A number of Glendale's low-income households may benefit from housing assistance programs. Low-income households are typically defined as households with incomes of 80 percent or less of area median income (AMI), and can be further defined as extremely low-income households (30 percent or less) or very low-income households (30 to 50 percent). When discussing eligibility for various housing assistance programs, AMI typically refers to the median income of the County where a community is located.

When using Milwaukee County as the basis for AMI, there could 600 to 800 households currently residing in Glendale that have annual incomes of 50 percent or less of AMI (a common eligibility requirement for many housing assistance programs). As discussed in Section 2.3, the Section 8 Housing Choice Voucher Program is one the most common forms of assistance; however, the monthly cost of many of the rental units in the City may make them ineligible for the program. As a result, future LIHTC development could be an important source of affordable housing for low-income households. However, units in these developments may not be affordable to the very low- and extremely low-income households in the City.

2.5 CONCLUSIONS

This chapter presents baseline information regarding Glendale's existing land use, housing stock, and demographic and economic base for use in determining existing and forecast housing demand in the City

as required by the Section 66.10013 of the *Wisconsin Statutes*. Key conclusions that can be drawn from the information follow.

Land Use

- As discussed in the City's comprehensive plan, Glendale is a built-out community. Opportunities for new residential development are limited to infill development on a small number of vacant single-family residential parcels and a small number of sites that may accommodate future multifamily development/redevelopment projects.
- There is a significant amount of commercial and industrial development in the City, which may create a demand for workforce housing in the City.

Housing Stock

- Homeowner and rental vacancy rates are in line with the vacancy rate ranges recommended by HUD.
- Monthly homeowner and rental costs are somewhat higher in the City than the rest of Milwaukee County and Southeastern Wisconsin.
- The age of the City's housing stock indicates that it should be in overall good condition for some time.
- LIHTC developments could be a source of future workforce housing in the City.

Demographic and Economic Characteristics

- A large percentage of the City's population is age 65 and over, which may have implications on the type and size of housing that may best suit current City residents.
- The average household size of the City is relatively small.
- The City has a relatively high percentage of households with no children.
- Household income in the City is relatively high; however, there are a number of households that could benefit from new multifamily housing and modest single-family housing based on their income.
- The percentage of households with a housing cost burden in the City is almost identical to Milwaukee County as a whole, and higher than the Region or State.

These conclusions are key elements of the existing and forecast housing demand analyses, which are presented in Chapter 3.

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Map 2.1
Existing Land Uses in the City of Glendale: 2015

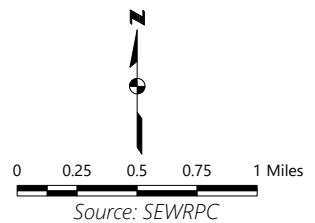
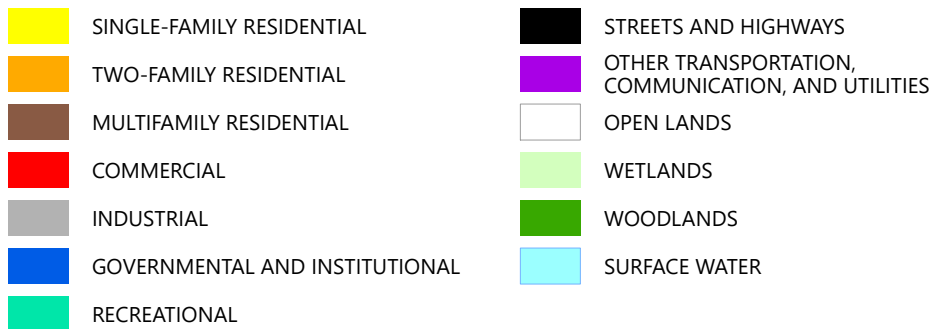
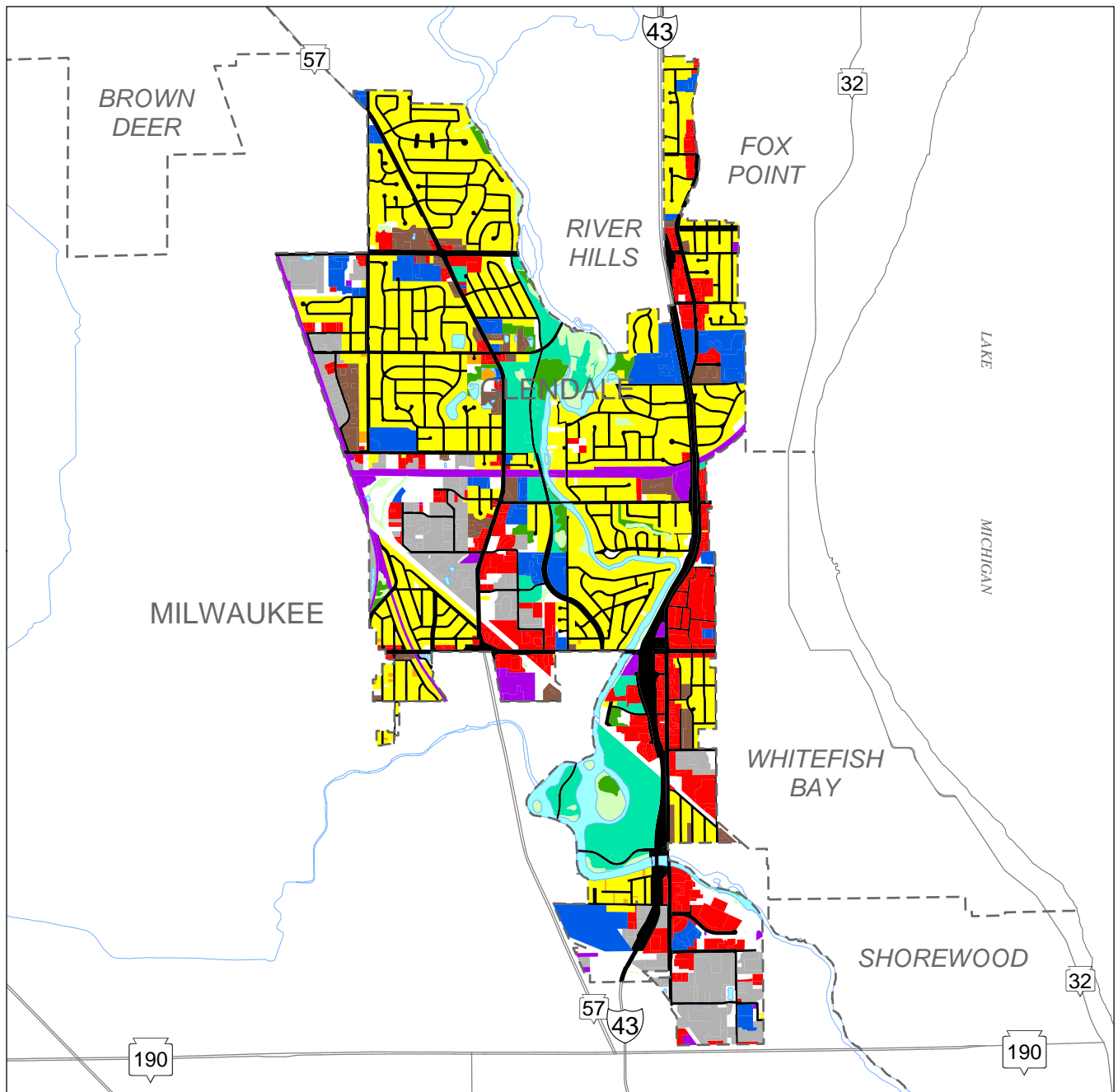


Table 2.1
Existing Land Uses in City of Glendale: 2015

Land Use Category		Acres	Percent of Total
Developed Land	Residential		
	Single-Family	1,249	32.7
	Two-Family	9	0.2
	Multifamily	111	2.9
	Mobile Homes	--	--
	Residential Subtotal	1,369	35.8
	Commercial	366	9.6
	Industrial	292	7.6
	Transportation, Communications, and Utilities	826	21.6
	Government and Institutional	231	6.1
Recreational	216	5.7	
Developed Land Subtotal	3,300	86.4	
Undeveloped Land	Agricultural	--	--
	Natural Resource Areas		
	Wetlands	96	2.5
	Woodlands	56	1.5
	Surface Water	136	3.6
	Natural Resources Areas Subtotal	288	7.6
	Unused and Other Open Lands	229	6.0
Undeveloped Land Subtotal	517	13.6	
Total		3,817	100.0

NOTE: Off-street parking is included with the associated use.

Source: SEWRPC

Table 2.2
Number of Housing Units and Tenure in the City, County, Region, and State

Area	Owner-Occupied		Renter-Occupied		Vacant		Total	
	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total	Housing Units	Percent of Total
City of Glendale	3,885	63.7	1,744	28.5	473	7.8	6,102	100.0
Milwaukee County	189,686	45.4	192,341	46.0	35,986	8.6	418,013	100.0
Region	498,721	56.7	308,274	35.1	72,257	8.2	879,252	100.0
Wisconsin	1,559,308	58.5	769,446	28.8	339,938	12.7	2,668,692	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

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Table 2.3
Housing Vacancy Rates in the
City, County, Region, and State

Area	Homeowner (percent)	Rental (percent)
City of Glendale	2.0	4.6
Milwaukee County	1.6	4.9
Region	1.4	4.7
Wisconsin	1.5	4.8

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.4
Value of Owner-Occupied Housing Units in the City, County, Region, and State

Value	City of Glendale		Milwaukee County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$50,000	159	4.1	12,442	6.6	22,751	4.6	85,201	5.5
\$50,000 to \$99,999	176	4.5	34,016	17.9	53,556	10.7	219,653	14.1
\$100,000 to \$149,999	564	14.5	48,063	25.3	90,243	18.1	331,800	21.3
\$150,000 to \$199,999	822	21.2	40,377	21.3	99,110	19.9	315,939	20.3
\$200,000 to \$299,999	1,482	38.1	33,831	17.8	128,054	25.7	350,432	22.5
\$300,000 to \$499,999	585	15.1	15,344	8.1	77,413	15.5	192,366	12.3
\$500,000 to \$999,999	83	2.1	4,728	2.5	23,350	4.7	53,495	3.4
\$1,000,000 or more	14	0.4	885	0.5	4,244	0.8	10,422	0.6
Total	3,885	100.0	189,686	100.0	498,721	100.0	1,559,308	100.0
Median Value	\$212,000		\$150,300		\$190,700		\$169,300	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.5
Monthly Costs of Owner-Occupied Housing Units with a Mortgage in the City, County, Region, and State

Monthly Cost	City of Glendale		Milwaukee County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$500	--	--	747	0.6	1,854	0.6	10,419	1.0
\$500 to \$999	244	9.8	20,754	16.3	44,513	13.2	204,933	20.3
\$1,000 to \$1,499	622	25.0	48,025	37.7	111,129	32.9	360,465	35.7
\$1,500 to \$1,999	746	29.9	33,902	26.6	93,666	27.7	240,205	23.8
\$2,000 to \$2,499	412	16.5	12,595	9.9	44,658	13.2	104,418	10.3
\$2,500 to \$2,999	334	13.4	5,661	4.5	21,327	6.3	46,104	4.6
\$3,000 or more	134	5.4	5,536	4.4	20,638	6.1	43,208	4.3
Total	2,492	100.0	127,220	100.0	337,785	100.0	1,009,752	100.0
Median Monthly Cost	\$1,724		\$1,441		\$1,561		\$1,399	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.6
Monthly Costs of Owner-Occupied Housing Units Without a Mortgage
in the City, County, Region, and State

Monthly Cost	City of Glendale		Milwaukee County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$250	--	--	1,806	2.9	3,817	2.4	25,874	4.7
\$250 to \$399	30	2.2	5,404	8.7	13,435	8.3	96,040	17.5
\$400 to \$599	370	26.6	22,678	36.3	59,355	36.9	216,154	39.3
\$600 to \$799	534	38.3	19,193	30.7	48,741	30.3	127,845	23.3
\$800 to \$999	283	20.3	7,517	12.0	19,886	12.4	48,121	8.7
\$1,000 or more	176	12.6	5,868	9.4	15,702	9.7	35,522	6.5
Total	1,393	100.0	62,466	100.0	160,936	100.0	549,556	100.0
Median Monthly Cost	\$696		\$612		\$613		\$540	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.7
Monthly Costs for Renters in the City, County, Region, and State

Monthly Cost	City of Glendale		Milwaukee County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
Less than \$500	73	4.3	17,979	9.6	26,738	8.9	88,019	12.0
\$500 to \$999	761	45.0	113,271	60.4	174,128	58.2	447,833	60.8
\$1,000 to \$1,499	563	33.3	45,062	24.0	77,991	26.1	158,152	21.5
\$1,500 to \$1,999	132	7.8	7,912	4.2	14,491	4.8	29,571	4.0
\$2,000 to \$2,499	99	5.9	2,228	1.2	3,792	1.3	7,720	1.0
\$2,500 to \$2,999	41	2.4	499	0.3	878	0.3	2,099	0.3
\$3,000 or more	22	1.3	517	0.3	1,096	0.4	2,842	0.4
Total	1,691	100.0	187,468	100.0	299,114	100.0	736,236	100.0
Median Monthly Cost	\$1,011		\$844		\$863		\$813	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.8
Residential Structure Types in the City, County, Region, and State

Structure Type	City of Glendale		Milwaukee County		Region		Wisconsin	
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total
1-Unit, Detached	3,570	58.5	191,410	45.8	510,810	58.1	1,776,970	66.6
1-Unit, Attached	277	4.6	23,854	5.7	48,784	5.6	114,444	4.3
2 Units	160	2.6	68,982	16.5	91,559	10.4	173,245	6.5
3 or 4 Units	385	6.3	26,383	6.3	41,678	4.7	99,396	3.7
5 to 9 Units	301	4.9	27,140	6.5	52,433	6.0	130,296	4.9
10 to 19 Units	209	3.4	17,206	4.1	32,877	3.7	91,393	3.4
20 or More Units	1,200	19.7	60,673	14.5	92,393	10.5	188,319	7.1
Mobile Homes	--	--	2,315	0.6	8,601	1.0	94,013	3.5
Boat, RV, Van, etc.	--	--	50	-- ^a	117	-- ^a	616	-- ^a
Total	6,102	100.0	418,013	100.0	879,252	100.0	2,668,692	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

^a Less than 0.05 percent.

Source: U.S. Bureau of the Census and SEWRPC

#250340 – Tbl 2.9 Population
 BRM/RLR
 09/26/19,10/24/19

**Table 2.9
 Historic Resident Population Levels in the City, County, Region, and State: 1960-2017**

Year	City of Glendale			Milwaukee County			Region			Wisconsin		
	Population	Change from Preceding Census		Population	Change from Preceding Census		Population	Change from Preceding Census		Population	Change from Preceding Census	
		Absolute	Percent		Absolute	Percent		Absolute	Percent		Absolute	Percent
1960	9,537	-- ^a	--	1,036,041	164,994	18.9	1,573,614	332,996	26.8	3,951,777	517,202	15.1
1970	13,426	3,889	40.8	1,054,249	18,208	1.8	1,756,083	182,469	11.6	4,417,821	466,044	11.8
1980	13,882	456	3.4	964,988	-89,261	-8.5	1,764,796	8,713	0.5	4,705,642	287,821	6.5
1990	14,088	206	1.5	959,275	-5,713	-0.6	1,810,364	45,568	2.6	4,891,769	186,127	4.0
2000	13,367	-721	-5.1	940,164	-19,111	-2.0	1,931,165	120,801	6.7	5,363,675	471,906	9.6
2010	12,872	-495	-3.7	947,735	7,571	0.8	2,019,970	88,805	4.6	5,686,986	323,311	6.0
2017	12,868	-4	-- ^b	956,586	8,851	0.9	2,041,005	21,035	1.0	5,763,217	76,231	1.3

^a City of Glendale incorporated in 1950 after the 1950 census was conducted.

^b Less than 0.05 percent.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.10
Age Distribution of Residents in the
City of Glendale

Age	Population	Percent of Total
Under 5 Years	713	5.5
5 to 9 Years	521	4.0
10 to 14 Years	618	4.8
15 to 19 Years	723	5.6
20 to 24 Years	794	6.2
25 to 29 Years	715	5.6
30 to 34 Years	1,002	7.8
35 to 39 Years	545	4.2
40 to 44 Years	690	5.4
45 to 49 Years	828	6.4
50 to 54 Years	948	7.4
55 to 59 Years	802	6.2
60 to 64 Years	902	7.0
65 to 69 Years	760	5.9
70 to 74 Years	643	5.0
75 to 79 Years	593	4.6
80 to 84 Years	368	2.9
85 Years and Over	703	5.5
Total	12,868	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.11
Race and Ethnicity Composition of Residents in the City, County, Region, and State

Race or Ethnicity	City of Glendale		Milwaukee County		Region		Wisconsin	
	Population	Percent of Total	Population	Percent of Total	Population	Percent of Total	Population	Percent of Total
Not Hispanic								
White Alone	9,728	75.6	499,245	52.2	1,416,752	69.4	4,715,129	81.8
Black or African American Alone	1,850	14.4	249,356	26.0	291,850	14.3	359,094	6.3
American Indian and Alaskan Native Alone	34	0.3	4,477	0.5	6,899	0.3	45,947	0.8
Asian Alone	471	3.7	38,897	4.1	60,608	3.0	151,358	2.6
Native Hawaiian and Other Pacific Islander Alone	--	--	102	-- ^a	457	-- ^a	1,520	-- ^a
Some Other Race Alone	12	-- ^a	1,297	0.1	2,035	0.1	4,483	0.1
Two or More Races	230	1.8	23,743	2.5	40,695	2.0	105,096	1.8
Subtotal	12,325	95.8	817,117	85.4	1,819,296	89.1	5,382,627	93.4
Hispanic	543	4.2	139,469	14.6	221,709	10.9	380,590	6.6
Total	12,868	100.0	956,586	100.0	2,041,005	100.0	5,763,217	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

^a Less than 0.05 percent

Source: U.S. Bureau of the Census and SEWRPC

#250360 – Tbl 2.12- Household Size
 BRM/RLR
 10/07/19

Table 2.12
Household Size in the City of Glendale

Size	Households					
	Owner-Occupied	Percent of Total	Renter-Occupied	Percent of Total	Total	Percent of Total
1-Person Household	1,068	27.5	1,003	57.5	2,071	36.8
2-Person Household	1,546	39.8	546	31.3	2,092	37.2
3-Person Household	522	13.4	24	1.4	546	9.7
4-Person Household	563	14.5	47	2.7	610	10.9
5-Person Household	146	3.7	70	4.0	216	3.8
6-Person Household	26	0.7	54	3.1	80	1.4
7-or-More-Person Household	14	0.4	--	--	14	0.2
Total	3,885	100.0	1,744	100.0	5,629	100.0
Average Household Size	2.39		1.82		2.22	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

#251149 – Tbl 2.13- Household Type
 BRM
 11/19/19

Table 2.13
Household Types in the City of Glendale

Household Type	Number	Percent of Subtotal	Percent of Total
Owner Occupied			
Family Households	2,650	68.2	47.1
with Children	(930)	(23.9)	(16.5)
Nonfamily households	1,235	31.8	21.9
Owner Occupied Subtotal	3,885	100.0	69.0
Renter Occupied			
Family Households	539	30.9	9.6
with Children	(308)	(17.7)	(5.5)
Nonfamily households	1,205	69.1	21.4
Renter Occupied Subtotal	1,744	100.0	31.0
Total Occupied			
Family Households	3,189	--	56.7
with Children	(1,238)	--	(22.0)
Nonfamily households	2,440	--	43.3
Total	5,629	--	100.0

NOTE: Data are based on the 2013-2017 American Community Survey.

NOTE: Figures in parentheses are not included in the subtotals or totals of the number or percentage of households.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.14
Occupation of Residents in the City of Glendale

Occupation	Number	Percent of Total	Average Annual Wages^a (\$)
Management, Business, and Financial	1,188	17.7	57,268
Computer, Engineering, and Science	463	6.9	62,378
Education, Legal, Community Service, Arts, and Media	1,263	18.9	41,475
Healthcare Practitioners and Technical	606	9.1	52,572
Healthcare Support	135	2.0	22,412
Protective Service	68	1.0	48,320
Food Preparation and Serving Related	214	3.2	14,240
Building and Grounds Cleaning and Maintenance	167	2.5	20,012
Personal Care and Service	386	5.8	16,080
Sales and Office	1,424	21.3	29,746
Farming, Fishing, and Forestry	--	--	23,628
Construction and Extraction	109	1.6	36,478
Installation, Maintenance, and Repair	149	2.2	41,449
Production, Transportation, and Material Moving	523	7.8	29,804
Total	6,695	100.0	33,530

NOTE: Data are based on the 2013-2017 American Community Survey.

^a Wages are based on Milwaukee County workers.

Source: U.S. Bureau of the Census and SEWRPC

#250370 – Tbl 2.15- Household Income
 BRM/RLR
 10/07/19

Table 2.15
Household Income in the
City of Glendale

Income	Households	Percent of Total
Less than \$10,000	221	3.9
\$10,000 to \$14,999	147	2.6
\$15,000 to \$19,999	207	3.7
\$20,000 to \$24,999	290	5.2
\$25,000 to \$29,999	233	4.1
\$30,000 to \$34,999	336	6.0
\$35,000 to \$39,999	212	3.8
\$40,000 to \$44,999	253	4.5
\$45,000 to \$49,999	278	4.9
\$50,000 to \$59,999	391	6.9
\$60,000 to \$74,999	636	11.3
\$75,000 to \$99,999	663	11.8
\$100,000 to \$124,999	563	10.0
\$125,000 to \$149,999	420	7.5
\$150,000 to \$199,999	461	8.2
\$200,000 or More	318	5.6
Total	5,629	100.0
Median Household Income	\$65,992	

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Table 2.16
Housing Cost Burden in the City, County, Region, and State

Tenure	City of Glendale	Milwaukee County	Region	Wisconsin
	Number of Units	Number of Units	Number of Units	Number of Units
Owner Occupied				
Total Owner Occupied	3,885	189,686	498,721	1,559,308
Housing Costs More Than 30 Percent of Household Income	1,033	50,457	118,105	335,241
Percent with Cost Burden	26.6	26.6	23.7	21.5
Renter Occupied				
Total Renter Occupied	1,744	192,341	308,274	769,446
Housing Costs More Than 30 Percent of Household Income	854	93,953	144,214	330,136
Percent with Cost Burden	49.0	48.8	46.8	42.9

NOTE: Data are based on the 2013-2017 American Community Survey.

Source: U.S. Bureau of the Census and SEWRPC

Chapter 3

EXISTING AND FORECAST HOUSING DEMAND

Note: The map and table are presented at the end of the Chapter.

3.1 INTRODUCTION

This chapter presents information used in conjunction with information presented in Chapter 2, Existing Conditions, to determine existing and forecast housing demand in the City of Glendale. Key information presented in this Chapter includes development activity that has occurred in the City during the past year, areas of the City that have potential for residential development or redevelopment, and household and employment forecasts. This chapter also includes a discussion of the impacts the City's land use regulations may have on meeting housing demand.

3.2 DEVELOPMENT ACTIVITY

Section 66.10013 of the *Wisconsin Statutes* requires that housing affordability reports present information regarding development activity in the municipality during the previous year. To meet this requirement, this section presents information from August 2018 to August 2019 regarding the number of subdivision plats, certified survey maps, condominium plats, and building permits approved by the City and the number of proposed housing units that could result from these approvals.

Subdivision Plats

As discussed throughout this report and in the City's comprehensive plan, Glendale has been a "built-out" community since the 1970s and cannot accommodate any new subdivisions. As a result, there were no subdivisions approved during the last year.

Certified Survey Maps

There was one certified survey map (CSM) approved by the City during the last year, located at W. 2510 Good Hope Road. The CSM is expected to result the development of a 48 unit multifamily structure and 42 townhome style garden apartments.

Condominium Plats

There were no condominium plats approved by the City during the last year.

Building Permits

There were no residential building permits approved by the City during the last year. The development expected to occur as a result of the CSM at 2510 W. Good Hope Road is proceeding through the review process and the related building permits have not been approved yet. It should be noted that 56 multifamily units were developed at the old Dove Healthcare Site, 1633 W. Bender Road; however, the building permits were issued prior to August 2018.

3.3 DEVELOPMENT POTENTIAL

Section 66.10013 of the Statutes also requires that housing affordability reports present information regarding development potential in the municipality. To meet this requirement, this section presents information regarding undeveloped parcels zoned for residential development, undeveloped parcels not

zoned for residential development, and potential residential redevelopment sites. All development sites within the City have urban services such as public sanitary sewer service and water supply service.

Undeveloped Parcels Zoned for Residential Development

Map 3.1 and Table 3.1 show undeveloped parcels zoned for residential development in the City. There are six vacant parcels located in the City where single-family residential infill construction could occur. There is also a 4.75 acre vacant parcel at 1500 W. Custer Avenue that is zoned PD Planned Unit Development and could accommodate a new multifamily residential development. The PD District regulations were established to permit latitude in use, building location and size, floor area, lot size, density, and open space requirements. The PD District does not include a maximum density requirement.

Undeveloped Parcels Not Zoned for Residential Development

There are no undeveloped parcels located in the City that are not zoned residential, but could be suitable for residential development.

Potential Residential Redevelopment Sites

There are two potential residential redevelopment sites in the City. Bayshore, which is zoned PD, is in the beginning phases of a major revitalization effort. A long standing proposal for at least 92 units of multifamily housing along N. Lydell Avenue has been included in the conceptual redevelopment plans for Bayshore. A five acre parcel located at 5055 North Lydell Avenue also has the potential for residential redevelopment. The site was the home of the Sunbeam-Oster facility and has more recently been occupied by companies such as Manpower Group and Johnson Controls. The building is no longer occupied. The parcel is zoned B-1 A-1, which makes it a candidate to be placed in the PD District to permit residential development at a density of up to 12 to 15 dwelling units per acre. There have been conceptual discussions of potentially accommodating a senior living facility with up to 50 units on the parcel.

3.4 EXISTING DEMAND

The information presented in Chapter 2 regarding the demographic and economic characteristics of the City provide insight into the housing needs of the City's current residents.

An important consideration regarding existing demand for housing is the high percentage of current residents age 65 and over and the resulting small household size. Smaller single-family homes and multifamily units may be best suited for the City's aging households because they require less maintenance. In addition, Federal and State fair housing laws require most multifamily units constructed after the early 1990s to include basic accessibility features. This may be particularly beneficial for City residents 65 and over because the likelihood of having a mobility related disability increases as a person ages.

Housing cost is another important consideration regarding existing housing demand in the City. The household income and occupation data presented in Chapter 2 show that City residents are relatively affluent; however, a relatively high percentage of both homeowners and renters have a high housing cost burden. Glendale and the Northshore area in general are considered desirable areas of Metropolitan Milwaukee to reside. This is reflected in the housing costs found in the City, which are generally higher than Milwaukee County as a whole and the Region. In addition, the City does have a significant amount of commercial development and a significant number of residents employed in lower-wage occupations. Both the desirability of the community and the number of lower-wage workers who may want to live near the employment centers of the City may be contributing to the relatively high percentage of households with a high housing cost burden.

When analyzing the potential impacts of the City's development regulations on meeting existing housing demand, it is important to consider the City's existing land use. There are no areas of the City that are

suitable for new subdivisions. This means that new single-family construction is limited to the six vacant parcels shown on Map 3.1. Two of these parcels are located in single-family residential zoning districts south of the former Chicago & Northwestern Railway¹ right-of-way, where minimum home sizes of 1,000 to 1,200 square feet are permitted. The modest home size permitted on these lots would help to meet the demand for modest single-family homes in the City; however, the opportunities for new construction are very limited. The PD District permits significant flexibility for multifamily development. This could help to meet the demand for more affordable and accessible housing units; however, there are only a few development/redevelopment sites suitable for multifamily development located in the City.

3.5 FORECAST DEMAND

This section discusses Glendale's forecast housing demand based on the household and employment forecasts developed by SEWRPC for the regional land use and transportation plan (VISION 2050); demographic, economic, and land use data presented in Chapter 2; and the job/housing balance analysis prepared by SEWRPC for the regional housing plan.

Household and Employment Forecasts

Glendale's status as a built-out community limits the amount of additional urban development that can be accommodated in the City. This is reflected in the household and employment forecasts developed for VISION 2050, which was adopted by SEWRPC in 2016.

Long-range planning efforts, such as VISION 2050, require forecasts of future conditions that affect plan design and implementation. The land use component of VISION 2050 was designed to accommodate the future demand for land in the Region, which primarily depends on future household and employment levels. The transportation component of VISION 2050 was, in turn, designed to accommodate future travel needs associated with the land use component. Therefore, the future household and employment forecasts developed for VISION 2050 were critical to long range planning for future land use and transportation in the Region and its communities. Past trends, 2010 Census data, and economic base data were the basis of the forecasts. The forecasts were further refined based on development information from local government plans, such as the City's comprehensive plan, and input from local officials.

Because the VISION 2050 forecasts were prepared to support systems-level regional planning, they do not align exactly with City boundaries. However, the forecast data can be approximated to the city. Based on this approximation, VISION 2050 forecasts about 250 additional households and a steady employment level in the City through the year 2050. Based on the existing number of housing units and development potential discussed Section 3.3, which is reflected in the City's comprehensive plan, the additional households could be accommodated in the City through the year 2050.

Demographic, Economic, and Land Use Characteristics

The factors discussed under the Existing Demand section are likely to remain valid for the City in the future. The aging of the population is a trend that is forecast to continue not only within Southeastern Wisconsin, where the population age 65 and older is expected to increase from 13 percent to 21 percent by 2050, but across the State and the Nation. It should be noted that 24 percent of Glendale's population is already age 65 or older. This could cause a turnover in households and result in more households with children in the future. If this does occur, the current mix of housing stock in the City would likely be able to accommodate the need based on the structure type and number of bedrooms data presented in Chapter 2.

The projected job/housing balance analysis prepared for the regional housing plan shows that the City's workers will continue to create demand for housing in the City. The basis of the analysis was local

¹ The Union Pacific Railroad Company acquired the Chicago & Northwestern Railway in 1995.

government comprehensive plans, including the City's comprehensive plan. It should be noted that the projected job/housing balance analysis was conducted at a necessarily general, regionwide scope, which was appropriate for use in the development of housing recommendations at a regional level. The regional housing plan recommends that communities identified as having a projected job/housing imbalance conduct a more detailed analysis based on specific conditions in their community as part of a comprehensive plan update. If the local analysis confirms an imbalance, it is recommended that the local government consider changes to their comprehensive plan that may provide more lower-cost housing (generally defined as multifamily housing) for lower-wage workers or more moderate-cost housing (generally defined as smaller single-family homes on lots of 10,000 square feet or less) for moderate-wage workers.

The regional job/housing balance analysis shows that the City of Glendale is planning for a balance between jobs and housing; however, this is because the regional analysis compares the percentage of lower- and moderate-wage jobs and multifamily and modest single-family housing that could be accommodated by the comprehensive plan. Percentages were used in the regional analysis because in almost all cases, the number of jobs that could be accommodated exceeds the number of housing units that could be accommodated by local comprehensive plans. Because Glendale is a relatively small community, but includes all or parts of three regional employment centers, the demand for workforce housing when comparing total housing units to total jobs cannot be accommodated with the City boundaries alone. However, the job/housing balance analysis does show that the City's comprehensive plan is not creating barriers to the development of workforce housing in the City. In addition, Glendale's regional employment centers are well served by public transit, which should alleviate some of the future demand for workforce housing within the City.

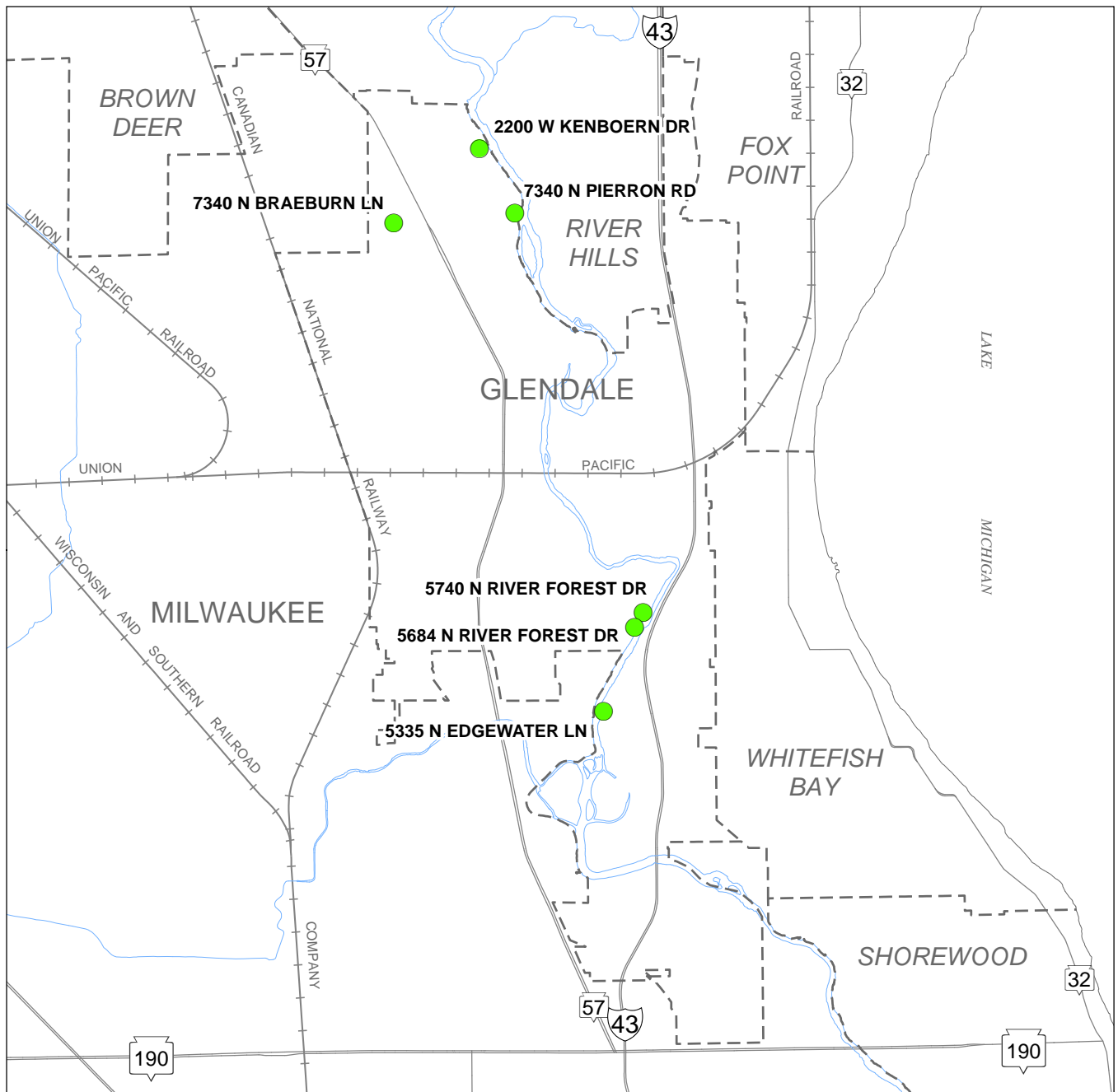
3.5 CONCLUSIONS

This chapter presents information used in conjunction with information presented in Chapter 2, Existing Conditions, to determine existing and forecast housing demand in the City as required by Section 66.10013 of the *Wisconsin Statutes*. This chapter also includes a discussion of the impacts the City's land use regulations may have on meeting housing demand. Key conclusions that can be drawn from the Chapter follow.

- Potential residential development/redevelopment sites within the City are very limited. There are only 6 vacant parcels that could accommodate single-family residential construction and three parcels that could accommodate multifamily residential development/redevelopment.
- A combination of the City's existing housing stock and parcels with development/redevelopment potential could accommodate the additional 250 households forecast for the City in VISION 2050.
- The City's comprehensive plan does not create barriers to workforce housing or accessible housing.

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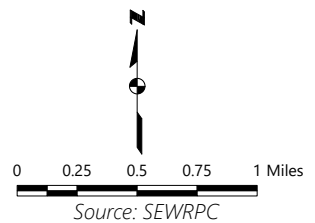
**Map 3.1
Vacant Parcels Zoned for Single-Family Residential Development in the City of Glendale**



● VACANT PARCELS ZONED FOR SINGLE-FAMILY RESIDENTIAL DEVELOPMENT

--- MUNICIPAL BOUNDARIES

Note: The parcel located at 5335 N. Edgewater Lane is zoned B-1 C-1, but does not meet the minimum lot size requirement for multifamily development.



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Table 3.1
Vacant Parcels Zoned for Single-Family Residential Development in the City of Glendale

Address	Parcel Size (square feet)	Zoning District^a
2200 W. Kenboern Drive	171,483	R-3
7340 N. Pierron Road	21,792	R-3
7340 N. Braeburn Lane	17,040	R-3
5740 N. River Forest Drive	18,499	R-7
5684 N. River Forest Drive	18,674	R-7
5335 N. Edgewater Lane	16,657	-- ^b

^a Lots in the R-7 Residence District north of Silver Spring Drive have a minimum lot size of 9,000 square feet and a minimum home size of 1,200 square feet. Lots in the R-3 Residence District have a minimum lot size of 15,000 square feet and a minimum home size of 1,350 square feet.

^b The lot is zoned B-1 C-1 but does not meet the minimum lot size requirement for multifamily development.

Source: City of Glendale and SEWRPC

Chapter 4

ANALYSES OF RESIDENTIAL DEVELOPMENT REGULATIONS

Note: The table is presented at the end of the chapter.

4.1 INTRODUCTION

This chapter presents analyses regarding the financial impact of City residential development regulations on the cost of developing single-family housing and multifamily housing. The analyses also identify ways in which the City could modify its regulations to encourage housing affordability.

Analyses and recommendations presented in this Chapter are based on recommendations set forth in the regional housing plan. The regional housing plan was adopted by the Regional Planning Commission in 2013. The vision of the plan is to provide “financially sustainable housing for people of all income levels, age groups, and needs throughout the entire Southeastern Wisconsin Region.” To support this vision, the regional housing plan includes extensive analyses regarding affordable housing and several recommendations that can be implemented by local governments to encourage the development of affordable housing throughout the Region.

4.2 RESIDENTIAL DEVELOPMENT REGULATIONS RELATED TO SINGLE-FAMILY HOUSING

Section 66.10013 of the Statutes requires housing affordability reports to include an analysis of the financial impacts of regulations such as land use controls, site improvement requirements, fees and land dedication requirements, and permit procedures on the cost of new subdivisions. As discussed in the previous chapters of this report, Glendale has been a built-out community since the 1970s. Although the City does have a subdivision ordinance, there are no opportunities to develop new subdivisions in the City.

New single-family construction opportunities in Glendale are limited to infill on a handful of existing vacant lots that are zoned for single-family residential development, which are shown on Map 3.1 in Chapter 3. While the provisions of the City’s subdivision ordinance will not impact construction on these lots, there are other City regulations that will, such as the zoning ordinance, impact fees, and building ordinance. The following analyses discuss how the City’s regulations relate to applicable regional housing plan recommendations and include discussion of any modifications that could be considered by the City to encourage affordability.

Zoning Ordinance

Key regional housing plan recommendations related to zoning regulations for single-family housing include recommendations regarding minimum lot size, minimum home size, flexible zoning regulations, and accessory dwelling units.

Minimum Lot Size

The regional housing plan recommends that local governments with public sanitary sewer service and other urban services provide areas within the community for development of new single-family and two-family homes on lots of 10,000 square feet or less. While there are no opportunities to create new single-family residential subdivisions in the City, single-family residential zoning districts located south of the former

Chicago & Northwestern Railway right-of-way permit minimum lot sizes of 7,200 square and 9,000 square feet. There are three vacant lots in this area of the City, each with lot sizes greater than 10,000 square feet.

Minimum Home Size

The regional housing plan also recommends that local governments with public sanitary sewer service and other urban services provide areas within the community for the development of new single-family and two-family homes of less than 1,200 square feet in size. The same areas of the City with the smaller lot sizes also permit minimum home sizes of 1,000 to 1,200 square feet, which meets the spirit of the regional housing plan recommendation.

Single-family residential areas north of the former Chicago & Northwestern Railway right-of-way, where the lot sizes are typically larger, have minimum home size of 1,350 square feet. Data provided by RSmeans shows that while the cost per square foot of single-family construction increases as home sizes decrease, the overall construction cost of a smaller home is still lower than that of a larger home. Based on data for the Milwaukee Metropolitan area, Table 4.1 presents costs for economy and average single-family homes at 1,000 square feet, 1,200 square feet, and 1,400 square feet. The City could consider lowering the minimum home size requirement for areas of the City north of the railway to encourage more modest single-family housing; however, there are so few vacant parcels that it would have a minimal impact.

Flexible Zoning Districts

The regional housing plan recommends that communities with urban services include flexible zoning regulations intended to encourage a mix of housing types within neighborhoods. Examples include PUD, Traditional Neighborhood Development (TND), density bonus, and adaptive reuse of buildings. As discussed in Chapter 3, the PD Planned Unit Development District of the City's zoning ordinance was established to permit latitude in use, building location and size, floor area, lot size, density, and open space requirements; however, the district is more applicable to multifamily residential, mixed-use, and other non-residential development than single-family residential development. It should be noted that single-family residential development is not identified as a prohibited use under the PD District and the Traditional Neighborhood Design Standards identify detached and attached single-family residential as a permitted use; however, there is currently no land suitable for developing new single-family residential subdivisions in the City.

Accessory Dwelling Units

The regional housing plan recommends that all communities permit accessory dwelling units in single-family residential zoning districts as a source of affordable housing. The City's zoning ordinance does not allow accessory buildings to be used for residential purposes in residential zoning districts. One limited exception may be under the Traditional Neighborhood Development Design Standards, where secondary dwelling units could be allowed on adjacent single-family parcels that are identified as part of the PUD. The City could consider amending its zoning ordinance to allow accessory dwelling units in single-family residential zoning districts as a way to encourage affordable housing and housing that may benefit the City's aging population.

Job/Housing Balance

As discussed in Chapter 3, the City of Glendale is a relatively small community with a very large employment base due to the presence of three regional employment centers. As a result, the demand for workforce housing cannot be accommodated within the City boundaries alone. The regional job/housing balance analysis shows that the City's zoning ordinance does not create a barrier to the development of modest single-family housing that could be affordable to moderate-income workers; however, there is very little opportunity for such construction in the City. Permitting accessory dwelling units in single-family residential zoning districts may be a more effective method of encouraging the development of workforce housing.

Comprehensive Plan

As discussed in Chapter 1, the Wisconsin legislature enacted legislation in 1999 that expanded the scope and significance of comprehensive planning in the State. The law, set forth in Section 66.1001 of the *Wisconsin Statutes*, requires consistency between important City land use regulations, such as the zoning ordinance, with the comprehensive plan. The comprehensive planning law also requires the City's comprehensive plan to include a housing element with goals, objectives, policies, and programs intended to provide an adequate housing supply that meets the community's existing and forecasted housing demand. This includes policies and programs that promote the development of a range of housing choices for people of all income levels, age groups, and needs. This makes the comprehensive plan an important long-range housing policy implementation tool for the City.

As discussed in Chapter 3, the projected job/housing balance analysis prepared for the regional housing plan shows that the City's comprehensive plan does not create a barrier to the development of modest single-family housing within the City (the City's zoning map serves as its long-range land use plan map). However, as discussed throughout the report, opportunities for infill single-family home construction are limited to a handful of vacant parcels.

Impact Fees

In 1994 the Wisconsin Legislature adopted statutory provisions that authorize local governments to impose impact fees on developers as a way of allocating a portion of the cost of public facilities created by new development to new development. The impact fee law is set forth in Section 66.0617 of the *Wisconsin Statutes*. Examples of public facilities under the impact fee law include sanitary sewer, water supply, and stormwater management facilities; new recreational facilities; fire protection, emergency medical, and law enforcement facilities; solid waste and recycling facilities; and roads and other transportation facilities. The City of Glendale does not impose impact fees for single-family residential development. A list of other single-family residential development fees, such as utility connection and permit application fees, are listed in the City of Glendale New Housing Fee Report. The report will be posted on the City's website as of January 1, 2020.

Building Code

The Wisconsin Uniform Dwelling Code applies to all single-family and two-family dwellings within the City. Because the dwelling code requirements are uniform across the State, building codes do not affect the cost of construction differently between local governments.

4.3 RESIDENTIAL DEVELOPMENT REGULATIONS RELATED TO MULTIFAMILY HOUSING

While not specifically required by Section 66.10013 of the Statutes, this section presents analyses of how the City's land use and development regulations relate to applicable regional housing plan recommendations for new multifamily housing development. This section also includes discussion of any modifications that could be considered by the City to encourage affordability.

Zoning Ordinance

Key regional housing plan recommendations related to zoning regulations for multifamily housing include recommendations regarding maximum density, minimum unit size, flexible zoning regulations, parking requirements, and landscaping requirements.

Maximum Density, Minimum Unit Size, and Flexible Zoning Regulations

The regional housing plan recommends that local governments with urban services provide areas within the community for the development of multifamily housing at a density of at least 10 units per acre, and 18 units or more per acre in highly urbanized communities. The housing plan also recommends that communities allow modest apartment sizes and flexible zoning regulations to encourage affordability.

The PD District is the primary zoning district that permits multifamily housing in the City. As previously discussed, the PD District was established to allow flexibility for development proposals in the City. This creates great latitude with decisions regarding number of dwelling units per acre and dwelling unit size. In addition, the Traditional Neighborhood Development Design Standards encourage a mix of land uses and pedestrian features to create walkability. The flexibility provided by the PD District could be used to encourage development that would be beneficial to the City's workforce. Development in the PD District could also be beneficial to the City's aging population because of the basic accessibility features required for many new multifamily units and reduced need to drive through a mix of land uses and pedestrian facilities as encouraged by the Traditional Neighborhood Development Design Standards.

The City could consider modifying the PD District to include density bonus as an incentive for developing units that would be affordable to workers within the City. The City could also consider allowing 18 or more dwelling units per acre in B-1 A-1 Districts if they are rezoned to the PD District. It should be noted there are currently only three sites in the City that could accommodate multifamily development, and two of those sites have conceptual development proposals as discussed in Section 3.3 in Chapter 3.

Parking and Landscaping Requirements

An adequate amount of parking is important to ensuring a multifamily development will be attractive to prospective residents. A lack of parking may also create opposition to a project from neighboring residents and property owners. However, parking is also very costly to provide and can have a negative impact on the affordability of a multifamily development. Data gathered for VISION 2050 shows that parking stalls in above ground parking ramps can cost more than \$25,000 to build, which can lead to increased rental costs for residents.¹ Landscaping and exterior building materials are also important considerations in ensuring that multifamily developments are attractive, compatible with the surrounding community, and less likely to create opposition from neighboring residents and property owners.

The regional housing plan recommends that communities review parking, landscaping, and exterior building material requirements for multifamily housing set forth in local zoning ordinances to determine if amendments could be made to reduce the cost of housing to the consumer while preserving safety, functionality, and aesthetic quality. The City could work with a qualified consultant to perform the reviews, such as an architect with experience designing affordable multifamily housing. The City's housing-unit-to-parking stall ratio of 1.5 stalls per dwelling unit in the PD District is an example of a requirement that could potentially be modified to reduce the cost of developing multifamily housing. In conjunction, the use of shared parking agreements, allowable in the PD District, could be encouraged to reduce the demand for parking stalls in new multifamily developments.

Job/Housing Balance

The regional job/housing balance analysis shows that the City's zoning ordinance does not create a barrier to the development of multifamily housing for lower-wage workers based on maximum density and minimum unit size requirements. However, the ability to accommodate new multifamily development in the City is limited based on the amount of land with development or redevelopment potential.

Comprehensive Plan

Similar to the discussion under Section 4.2, the projected job/housing balance analysis prepared for the regional housing plan shows that the City's comprehensive plan does not create a barrier to the development of multifamily housing within the City based on maximum density requirements. As discussed throughout the report, there are limited opportunities for multifamily development/redevelopment in the City.

¹ Surface parking stalls could cost between \$5,000 and \$10,000 to construct and underground parking could cost up to \$50,000 per stall to construct.

Impact Fees

The City of Glendale does not impose impact fees for multifamily residential development. A list of other multifamily residential development fees, such as utility connection and permit application fees, are listed in the City's New Housing Fee Report.

Building Code

The Wisconsin Uniform Building Code applies to all multifamily buildings within the City. Because the building code requirements are uniform across the State, building codes do not affect the cost of construction differently between local governments.

Tax Increment Financing District (TID) Extension

Tax increment financing (TIF) could be used as a mechanism for affordable housing in the City. Wisconsin TIF law (Section 66.1105(6)(g) of the *Wisconsin Statutes*) allows municipalities to extend the life of a TID for one year after paying of the TID's project costs. In that year, at least 75 percent of any tax revenue received from the value off the increment must be used to benefit affordable housing in the municipality and the remainder must be used to improve the municipality's housing stock. The City of Glendale has two active TIDs, each of which have maximum lives through at least 2023.

4.4 CONCLUSIONS

This chapter presents analyses regarding the financial impact of City regulations on developing single-family housing and multifamily housing. The chapter also identifies ways in which the City could modify its regulations to encourage housing affordability. Key conclusions that can be drawn from the analyses follow.

- Section 66.10013 of the Statutes requires the housing affordability report to include analyses of the financial impacts of City regulations on the cost of new subdivisions. Glendale has been a built-out community since the 1970s and there are no opportunities to develop new subdivisions in the City.
- Based on the projected job/housing balance analysis prepared for the regional housing plan, the City's comprehensive plan does not create barriers to the development of modest single-family housing and multifamily housing.
- Modifying the City's zoning ordinance to allow accessory dwellings in single-family residential zoning districts could be an important source of housing that would benefit those who work in the City as well as the City's aging population.

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Table 4.1
Single-Family Residential Construction Costs in the Milwaukee Area: 2019^a

Living Area (Square Feet)	Economy ^b (with unfinished basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	135.98	135,975	139.07	139,073	140.07	140,070
1,200	126.42	151,704	131.46	157,752	126.84	152,208
1,400	117.97	165,155	126.00	176,400	120.54	168,756

Living Area (Square Feet)	Economy ^b (no basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	122.90	122,900	129.15	129,150	131.46	131,460
1,200	114.40	137,277	122.17	146,601	118.86	142,362
1,400	106.84	149,573	117.18	164,052	113.09	158,319

Living Area (Square Feet)	Average ^c (with unfinished basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	162.28	162,278	162.33	162,330	164.80	164,798
1,200	150.62	180,747	152.93	183,519	149.10	178,920
1,400	140.75	197,054	146.27	204,771	141.33	197,862

Living Area (Square Feet)	Average ^c (no basement)					
	1 Story		1.5 Story		2 Story	
	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)	Cost (dollars per square foot)	Total Cost (dollars)
1,000	147.21	147,210	150.99	150,990	154.93	157,930
1,200	136.66	163,989	142.22	170,667	139.91	167,895
1,400	127.68	178,752	136.03	190,439	132.67	185,735

^a Residences include one full bathroom and stucco on wood frame exterior. An additional full bathroom adds \$6,813 to the cost of an economy-grade residence and \$8,517 to the cost of an average-grade residence. An additional half bathroom adds \$4,023 to the cost of an economy-grade residence and \$5,028 to the cost of an average-grade residence.

^b An economy class residence is usually built from stock plans. The materials and workmanship are sufficient to satisfy building codes. Low construction cost is more important than distinctive features.

^c An average class residence is a simple design and built from standard plans. The materials and workmanship are average, but often exceed minimum building codes. There are frequently special features that give the residence some distinctive characteristics.

Source: RSMMeans, a division of the Gordian Group, and SEWRPC