

Village of Ashwaubenon 2022 Housing Affordability Report

October 2023

Introduction – Comprehensive Plan Implementation

The Village of Ashwaubenon Comprehensive Plan was last updated in 2016 and included a detailed inventory and analysis of the existing and future housing trends for the Village. The plan breaks the residential areas of the Village into five primarily residential “neighborhoods”, including the Lambeau Neighborhood, Sherwood Forest Neighborhood, Smith Park Neighborhood, Pioneer Neighborhood, and Sand Acres Neighborhood. The Tiletown Corridor, Village Center District, and Riverfront/Broadway District were included as mixed-use areas that include residential components. Specific goals, objectives, and policies for housing within Ashwaubenon listed in the comprehensive plan include:

- Maintain and promote high-value residential infill at key locations abutting the rivers, other natural amenities, and in key areas throughout the village that promote walkability and connections to commercial amenities.
- Maintain and increase the availability of moderately priced housing, particularly to support families seeking a long-term community.
- Maintain and upgrade existing affordable housing and workforce housing for families.
- Maintain high-quality neighborhoods that attract a new generation of long-term residents. Facilitate the longer-term transition of neighborhoods, especially with regard to code enforcement, changes in generational attitudes, and needs for neighborhood quality.
- Promote a higher-density, mixed-use, metropolitan-style neighborhood between Oneida Street and Ashland Avenue with new, flexible guidelines to attract young professionals looking to find a lifestyle-friendly community and empty-nesters looking to downsize.
- Encourage the creation of housing for active seniors who want to remain in Ashwaubenon without the burdens of single-family homeownership. At the same time, facilitate the homeowner transition from these aging residents leaving neighborhoods to new families and residents.
- Consider programs – including regulations and incentives – to ensure long-term maintenance of residential single-family units as well as the improvement of multi-family and duplex housing types.
- Maintain the high-quality appearance of residential streets through streetscape improvements and maintenance.
- Customize regulations and programs, including zoning and site design guidelines, for existing and new residential development to fit the unique character of each neighborhood in a manner that promotes community pride and a high-level of property owner maintenance and investment.

The comprehensive plan attempts to quantify the amount of affordable housing available within Ashwaubenon by reviewing Census data, and specifically, the amount of money renters and homeowners pay for their rent and mortgage, respectively. The following charts are depicted on pages 27-28 of the plan.

MONTHLY HOMEOWNER COSTS

	Ashwaubenon		Brown County	
	#	%	#	%
Units with a mortgage	3,104	100%	46,437	100%
Less than \$300	0	0.0%	7	0.0%
\$300 to \$499	11	0.4%	416	0.9%
\$500 to \$699	176	5.7%	1,789	3.9%
\$700 to \$999	360	11.6%	6,632	14.3%
\$1,000 to \$1,499	1,327	42.8%	18,531	39.9%
\$1,500 to \$1,999	776	25.0%	11,435	24.6%
\$2,000 or more	454	14.6%	7,627	16.4%
Median (dollars)	\$1,380		\$1,388	

Source: U.S. Census, American Community Survey, 2009-2013

GROSS RENT

	Ashwaubenon		Brown County	
	#	%	#	%
Units paying rent	2,743	100%	32,458	100%
Less than \$200	0	0.0%	470	1.4%
\$200 to \$299	8	0.3%	875	2.7%
\$300 to \$499	238	8.7%	3,926	12.1%
\$500 to \$749	1,344	49.0%	13,642	42.0%
\$750 to \$999	891	32.5%	9,419	29.0%
\$1,000 to \$1,499	202	7.4%	3,590	11.1%
\$1,500 or more	60	2.2%	536	1.7%
Median (dollars)	\$687		\$699	

Source: U.S. Census, American Community Survey, 2009-2013

One metric to determine whether a mortgage or rent is affordable, is from the U.S. Department of Housing and Urban Development (HUD), which recommends that housing costs (mortgage/rent, insurance, taxes, etc.) should not exceed 30 percent of a household’s income. Homeowners or renters paying 30 percent, or more are considered to be overextended and in danger of mortgage default or late rent payments if any interruptions to income or unforeseen expenses occur.

The 2021 U.S. Census Bureau American Community Survey (ACS) 5-Year Estimates Detailed Table (Table B25070) identifies approximately 41.12 percent of Ashwaubenon renters are paying 30 percent or more of their household incomes for housing, which is somewhat more than Brown County (37.10 percent) and the State of Wisconsin (40.17 percent), respectively. Additionally, the 2021 5-Year ACS estimates approximately 10.2 percent of Ashwaubenon homeowners with a mortgage pay 30 percent or more of their household income toward the mortgage, which is somewhat lower than Brown County (12.5 percent), and the State of Wisconsin (16.60 percent), respectively.

Since the adoption of the 2016 Comprehensive Plan, the Village has actively promoted the development of additional multi-family apartment options including Manseau Flats, The Element, Titledown Flats, The Common Place, and The Bohemian Park apartments. Including the buildings that are completed or under construction for these five projects will include a total of 866 market-rate apartments within the Village. Ashwaubenon continues to work toward creating a successful affordable senior and workforce housing project through the Wisconsin Housing and Economic Development Authority (WHEDA) Low Income Housing Tax Credit program. The credits were awarded in early 2021, and the Berkshire-Ashwaubenon broke ground in 2022, with completion anticipated in Summer/Fall 2023. The development will add 60 units of affordable senior apartments and 15 units of affordable workforce housing in close proximity to the retail and entertainment employment areas.

2022 Residential Platting and Permit Activity

Although much of the Village of Ashwaubenon is largely built-out, the year 2022 saw the continuation of new owner-occupied residential construction with the Titledown Townhomes and Aldon Station developments, and the platting of the Highland Ridge Estates subdivision. The Titledown Townhomes are a residential component of the Titledown redevelopment site along Lombardi Avenue and Brookwood Drive. The Highland Ridge Estates Subdivision in the far southern part of the Village

experienced street and utility construction in late 2021 and home construction began in 2022. Additional market rate multi-family development for the Bohemian Park Building #2 and The Common Place began as well, continuing strong interest in apartment unit construction. The Berkshire Ashwaubenon affordable senior housing apartment building and workforce townhome development also began construction on Mike McCarthy Way in 2022.

Village of Ashwaubenon Community Development staff reviewed the 2022 permit data provided through its records management system, MuniCRM. For 2021, the Village of Ashwaubenon permitted 116 new housing units, consisting of single-family, two-family, and multi-family developments. Considering the existing housing stock within Ashwaubenon, it is also important to note the 57 housing units that obtained residential addition/alteration permits, which under the statutory language are to be included in the total fee amount, but not in the number of residential units in the formula. A summary and analysis of the permits, fees, and average permit fee per unit charged by the Village of Ashwaubenon follows.

List of Permits/Fees	Fee	Units
New Residential Building Permit Fee (Also includes park impact fee, sewer connection fee, state seal, garbage/recycling bins, and stormwater fee)	\$ 156,305	116
Residential Addition or Remodel Permit Fee	\$ 11,455	57
CSM Fee	\$ 500	N/A
Preliminary Plat Fee	\$ 700	N/A
Final Plat Fee	\$ 3,150	N/A
Total 2022 Residential Fees	\$ 172,110	

Total Fees (including addition/remodeling)	\$ 172,110	
2022 Units (new construction only)		116
2022 Fees per Unit (new construction only)	\$ 1,484	
2022 Units (new construction and addition/remodeling)		173
2022 Fees per Unit (including addition/remodel units)	\$ 995	

As noted in the table, the average fee per permitted residential unit if not including the remodeling units (but including the remodeling fees) as prescribed under state statute, is \$1,484 per unit. The average fee per unit if including the remodeling fees and remodeled units is \$995 per unit. The increase in permit fees per unit from previous years is largely due to fewer numbers of new permitted single family homes and apartment units as compared to 2021.

In order to place the Ashwaubenon fee per unit in perspective, according to the 2021 American Community Survey 5-Year Estimates from the U.S. Census Bureau (Table B25077), the median value of an owner-occupied home in Ashwaubenon is approximately \$189,400. The commercial real estate site, Zillow, places the average Ashwaubenon home value at \$291,705. Dividing the two fee per unit values by the high and low home values results in a range of 0.34 percent to 0.78 percent in home cost is due to Ashwaubenon fees. For additional perspective, the 2022 NAHB Construction Cost Survey cited earlier

identifies national average soft costs as a percentage of overall home cost: Profit: 10.1%, Overhead and General Expenses 5.1%, Sales Commission: 3.6%, Financing Cost 1.9%, and Marketing Cost: 0.7%. As mortgage rates rise, it can be generally assumed that mortgage interest will become an increasingly large part of homeowner expenses.

List of Undeveloped Parcels

Zoned for Residential Development

The Village of Ashwaubenon Community Development Department performed a Geographic Information System (GIS) analysis by overlaying the Village Zoning Map on the Brown County Parcel Map and identifying all parcels with an improved value of \$0 and zoned R1: One Family Residence, R2: Two Family Residence, RE: Rural Estate, or R3: Multi-Family Residence. The analysis identified 126 parcels with a total of 325 acres of land that are currently zoned residential but are not developed within the Village of Ashwaubenon.

The Aldon Station residential development on the former Schneider Trucking site, located on S. Broadway and the Fox River, just north of Ashwaubomay Park, is zoned R-2 Two-Family Residence and R-3 Multi-Family Residence with a Planned Unit Development (PUD) overlay to accommodate its redevelopment into a mix of owner-occupied duplex, townhome, and multi-unit condominium buildings with minimal side, front, and rear yard setbacks. The yards average approximately 7,500 square feet for a zero-lot line duplex unit to 3,700 square feet for a zero lot-line townhouse unit. Residential construction started in 2019 and at full build-out over the next five to six years will include a total of 202 new owner-occupied units. The first multi-story condominium building at Aldon Station started construction in 2022.

The Highland Ridge Estates subdivision, located in the southern part of the Village on part of the former Highland Ridge Golf Course includes 42 single-family residential parcels within the first phase of three total phases of development. The subdivision was platted, and streets and utilities were constructed in 2021. Construction on new homes within the development started in 2022.

Of the 126 vacant residential parcels, 21 parcels are platted lots within Aldon Station and 9 parcels are platted lots within Highland Ridge Estates. An additional 28 are owned by either Titletown Development or the Green Bay Packers as homes that were demolished for planned redevelopment or future football operations. An additional 6 parcels are owned by Georgia-Pacific as a buffer between the Broadway Mill and the residential neighborhood to the south. The remaining parcels are more scattered, and most are severely impacted by floodplain, wetlands, or undeveloped access.

In terms of acreage, there are three primary areas of large, undeveloped residential-zoned lands in the southern part of the Village and include approximately 43 acres at the end of Aerts Lane and 163 acres along Grant Street, between Sand Acres Drive and Packerland Drive. Fifty acres of the 163 acres are for planned phases 2 and 3 of Highland Ridge Estates. The 8.6-acre parcel of land between W. Main Avenue and Cypress Road is planned for an approved multi-family development in 2024. The remaining properties are available for sale, but are impacted by floodplains, very high landowner asking prices, and to date, no activity has taken place. A map of the undeveloped residential parcels is included as Figure 1. A listing of the available undeveloped parcels zoned for residential use in Ashwaubenon is included in Appendix A.

Zoned for Other Use but suitable for residential development

The Village of Ashwaubenon promotes mixed uses, including higher density residential redevelopment within the Sports & Entertainment and Village Center portions of the Village. This area is roughly bound by the municipal boundary on the north, S. Oneida Street on the west, Cormier Road on the south, and Holmgren Way/ S. Ashland Avenue on the east. Although these areas are not a specific residential zoning district, single family attached, multiple-family, live/work, and upper story residential dwellings are all permitted uses. Within this area, the Village is experiencing strong growth in multiple-family developments with The Element Apartments, The Bohemian Park Apartments, and The Common Place Apartments. Among all the apartment developments, there are 866 new market rate apartment and townhome units and 75 affordable apartment and townhome units that have recently been completed or will be completed in 2022/2023.

A map depicting the Sports & Entertainment and Village Center zoning districts is included as Figure 2.

Analysis of Residential Development Regulations

Land use controls



Residential development within the Village of Ashwaubenon is managed primarily through the zoning code, subdivision code, and building code. As previously discussed, with the exception of the Highland Ridge Estates Subdivision, which started construction in 2021, the Village has relatively few areas for new, conventional subdivision development due to a lack of available vacant land within its boundaries. Development within these areas has not taken place due to the generally high purchase price being asked for the land by existing landowners, which when combined with high construction costs, and increasing interest rates makes development of these properties cost prohibitive. As a result, residential development in the Village has generally shifted from vacant land to the redevelopment of sites within the Village Center (VC) and Sports & Entertainment (SE) zoning districts that were previously used for light industrial activity or low-density multi-family units. As previously noted, higher density residential development is a permitted use within these districts. To further facilitate the cost-effective residential redevelopment within these districts, in 2018 the Village of Ashwaubenon eliminated minimum parking standards within the VC and SE zoning districts. Proposed developments need to provide a plan for how parking is going to be addressed, but there is no longer a prescriptive parking requirement.

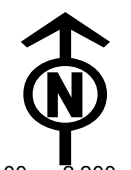
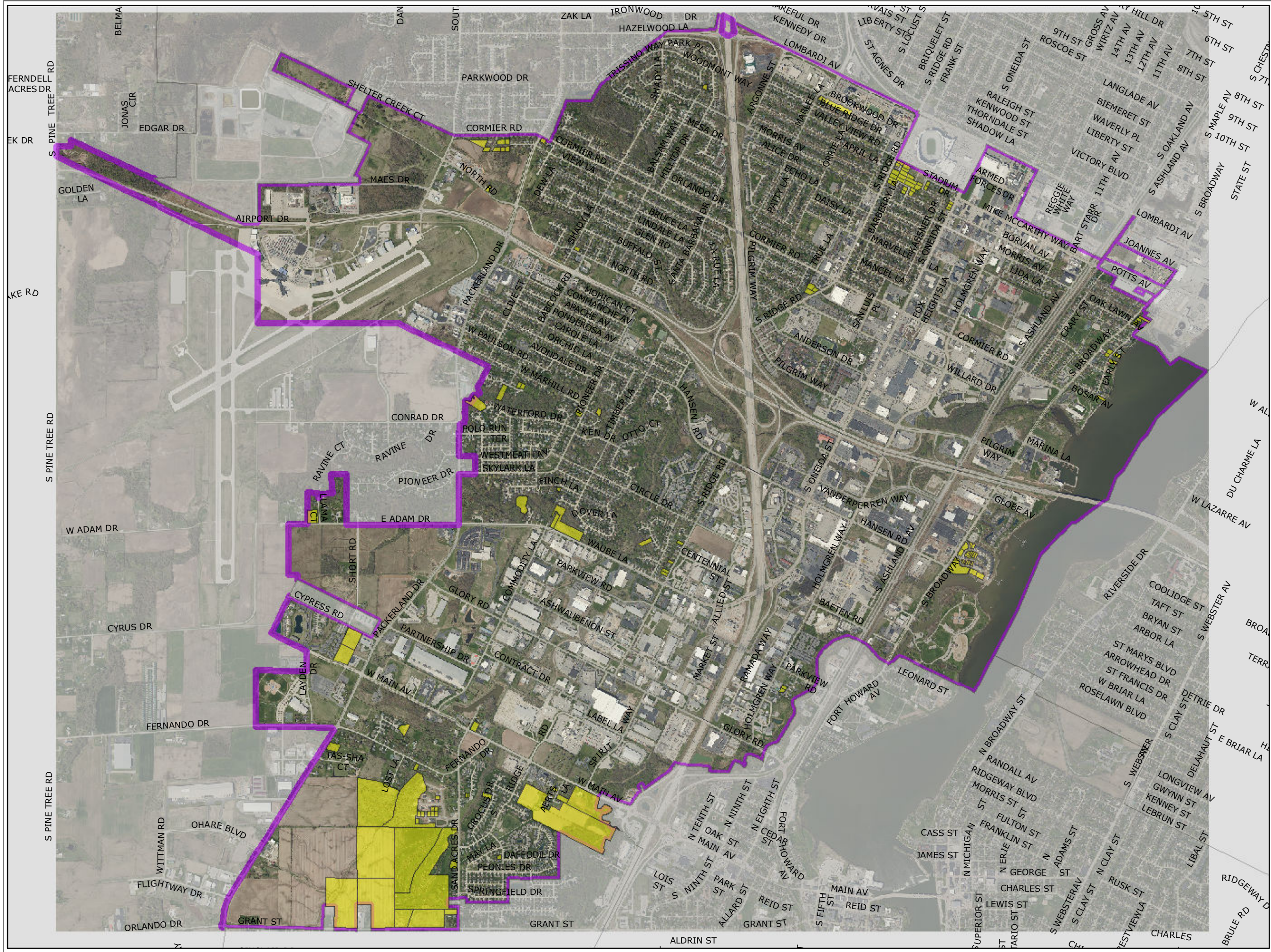
Additionally, the Village maintained a 25-foot front yard setback from the right-of-way in the R-1 One-Family Residence Zoning District for years, but the setback requirement resulted in continual requests for variances to encroach into the 25' setback for such items as front porches, stairs, and wheelchair ramps. This issue was particularly acute along S. Oneida Street and at homes along the Fox River. Recognizing this was an issue that was inhibiting homeowners from reinvesting in their properties, in 2018 the Village reduced the front yard setback requirement to 20'. This has significantly reduced requests for variances and allowed for needed improvements to these homes.

Figure 1

Village of Ashwaubenon

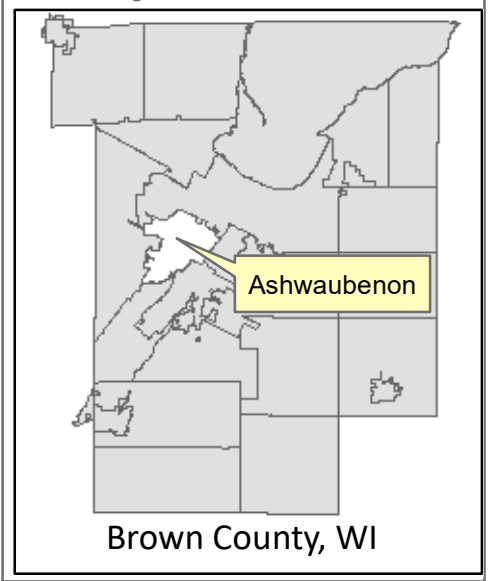
Residential Zoned
Vacant Parcels

-  Vacant Residential Zoned Parcels
-  Village of Ashwaubenon



0 550 1,100 2,200 3,300 4,400 Feet



Map Prepared: 10/2023 AMS
Aerial Photography: 4/2023
Source: Village of Ashwaubenon

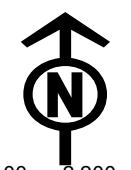


Brown County, WI

Figure 2

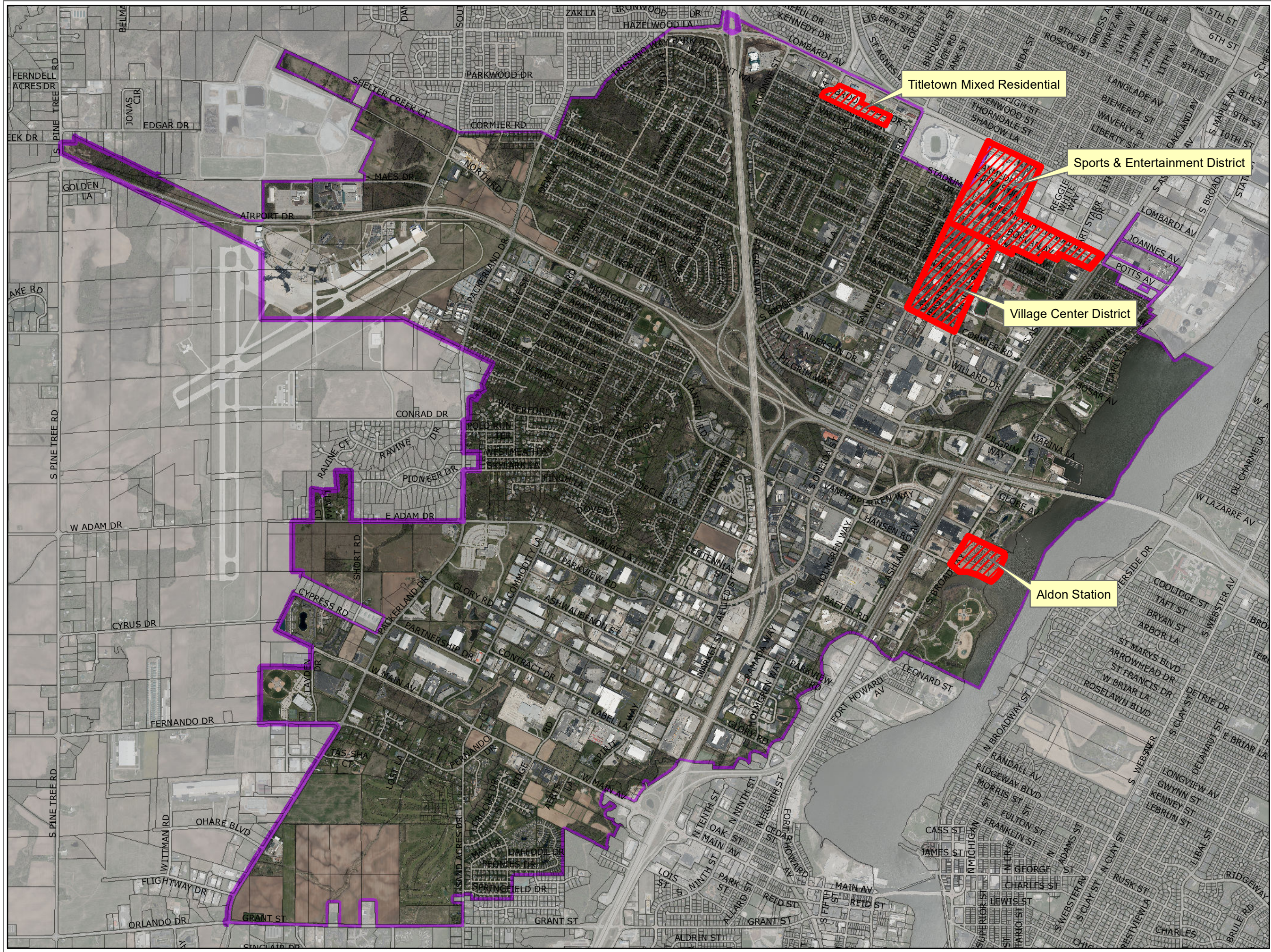
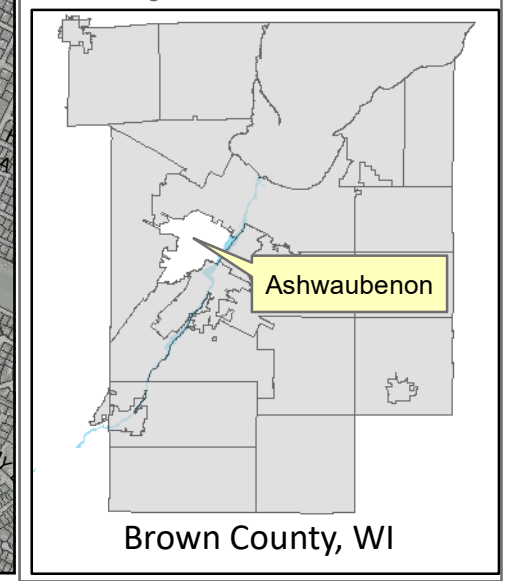
Village of Ashwaubenon
Sports & Entertainment
Village Center
Aldon Station
Titletown

-  New Mixed Residential Areas
-  Village of Ashwaubenon



0 550 1,100 2,200 3,300 4,400 Feet

Map Prepared: 4/2019 AMS
Aerial Photography: 4/2017
Source: Village of Ashwaubenon



In 2020, the Village of Ashwaubenon approved a number of amendments to Table 17-5-100(A) Table of Dimensional Standards and related sections of Chapter 17 due to a number of conflicting items within the standards and current home improvement trends. With the advent of COVID-19 restrictions, many Ashwaubenon homeowners are choosing to reinvest in their homes with home additions, decks, patios, pools, and related accessory structures. In administering Chapter 17 Article 5, it became apparent the previous restrictions related to impervious surfaces, lot sizes, required frontages, and other aspects of the chapter and in particular the Table of Dimensional Standards needed to be updated to provide flexibility in order for residents to reinvest into their homes. The impervious surface restrictions were removed in favor of a 25% minimum greenspace requirement that can be more consistently administered and interpreted across all residential zoning districts.

Additional changes included reducing the minimum R-1 Residential lot size from 12,000 square feet to 10,000 square feet and reducing the minimum R-1 frontage requirement from 100 feet to 90 feet. Further revisions included clarifying the intent and historic interpretation of various aspects of the code, where in some cases there was no clear direction and/or conflicting references.

Site improvement requirements

The Village of Ashwaubenon requires standard improvements for new subdivisions including paved streets, curb/gutter, public water and sewer, gas and electric, sidewalks (as applicable), and stormwater management. For areas of redevelopment, the Village has invested in the creation and expansion of several regional stormwater ponds to reduce the amount of land used for individual stormwater ponds and 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 Ashland Avenue, Babcock Road, Packerland Drive, and W. Main Avenue ponds are examples of Village-owned stormwater ponds that have been recently expanded to improve stormwater management effectiveness and efficiencies.

Fees and land dedication requirements

The Village of Ashwaubenon maintains a park impact fee ordinance (Section 12-4-170 Ashwaubenon Municipal Code) for new residential development. The park impact fee is to be used for *“the capital costs for the construction, expansion, and improvement of public facilities, to wit: parks, playgrounds and land for athletic fields, including the cost of legal, engineering, and design costs to serve growth in the Village’s residential and business population...”*. The impact fees were developed and implemented consistent with the requirements of Wis. Stats. Section 66.0617. The amount of impact fees may be reduced based on the amount of land dedicated to the public for park purposes, if any. The residential impact fee is assessed following approval of the final subdivision plat or certified survey map creating the new parcel of land. Usage of the impact fee revenue follows the time and use requirements of state statute. In terms of the Aldon Station development, the dedication and reservation of the land along the Fox River for an extension of the Ashwaubomay River Trail satisfied the park impact fee requirement.

Permit procedures

Any person applying for a residential building permit may download the permit from the Village website, fill it out, and submit it with all applicable fees and plans digitally to Ashwaubenon Building Inspection

staff for plan review and inspection during construction. A homebuilder or homeowner may request an inspection through an online scheduling portal located under the Building Inspection section of the Village website.

Analyze or identify ways to modify construction and development

The Village of Ashwaubenon and its Community Development Department staff recognize “time is money” when it comes to development and redevelopment activities. To ensure maximum efficiency, the Village follows all applicable statutory and municipal requirements for development activities, such as platting and rezoning. In order to provide flexibility for the development community in terms of such standards as setbacks, height, density, and mix of uses, the Village typically utilizes a planned unit development process in cooperation with the developer to establish requirements specific to the proposed development.

The Village is continually evaluating development requirements and processes to find efficiencies for the development community as well as Village of Ashwaubenon staff and elected officials. The aforementioned reduction of minimum front yard setbacks, minimum frontage, and lot sizes within the R-1 One-Family Residence zoning district is emblematic of our approach. Almost all the residential development activity within Ashwaubenon is redevelopment of former underutilized industrial or commercial areas due to the Village not having economical greenfield areas to develop. Within these areas, the Village is promoting an increased density and diversity of housing types, significantly different from developments in the past, to meet market demand and anticipated demographic changes. Residential development within these areas, such as Aldon Station, typically requires Village participation through use of Tax Increment Financing due to soil contamination or a need to improve aged public infrastructure (sewer, water, storm sewer, etc.).

In order to reduce time and cost to approve and develop a new residential subdivision by 20 percent, as envisioned by the state housing report requirement, will require significant coordination among the Village, development community, and market forces. The Village of Ashwaubenon experiences very high land costs for new development with property near S. Oneida Street, Mike McCarthy Way, and Holmgren Way exceeding \$1 million per acre and the undeveloped portions of the Village near Aerts Lane and Grant Street have an asking price of approximately \$45,000 - \$60,000 per acre. When combining very high land prices with continually increasing construction costs, reducing the cost to approve and develop a new residential subdivision by 20 percent will be problematic. However, as previously discussed, the Village of Ashwaubenon is continually striving for efficiencies in its review procedures and will continue these efforts moving forward.

Appendix A – Listing of available undeveloped parcels zoned for residential use

PARCELID	Acres
VA-L197	43.17900000
VA-L197-12	30.55100000
VA-L199	30.51000000
VA-L184-12	25.74900000
VA-L333-2	25.07200000
VA-L201	24.49000000
VA-1530	21.73800000
VA-L190	21.72300000
VA-L184	19.67400000
VA-L202-2	14.46700000
VA-195-7	5.98000000
VA-L202-2-1	4.59300000
VA-883	4.31100000
VA-859	4.28500000
VA-L332	2.50000000
VA-699-131	2.33100000
VA-1201	2.29900000
VA-HB890-6	2.09800000
VA-1509	1.88500000
VA-L186-1	1.50900000
VA-7-1	1.43000000
VA-35-2-1	1.31200000
VA-1391	1.17500000
VA-L202-1	1.13400000
VA-195-9	0.93600000
VA-L332-4	0.91800000
VA-1556	0.90400000
VA-L360-6	0.87900000
VA-696-408	0.86000000
VA-L197-6	0.82600000
VA-1557	0.64500000
VA-1103	0.62100000
VA-53-5	0.61900000
VA-228-20-6	0.61900000
VA-53-10	0.61500000
VA-228-20-7	0.60900000
VA-1532	0.55600000
VA-75-2	0.52700000
VA-53-14	0.52200000
VA-65-3-1	0.51300000
VA-53-13	0.51000000
VA-53-12	0.50400000
VA-53-9	0.50200000
VA-53-3	0.49400000
VA-114	0.47500000
VA-53-4	0.46500000

VA-803	0.45900000
VA-699-6	0.44600000
VA-53-2	0.44300000
VA-1531	0.44200000
VA-501	0.43000000
VA-74	0.42500000
VA-53-15	0.41500000
VA-L184-7	0.39300000
VA-35-18	0.39100000
VA-228-D-236	0.37800000
VA-228-V-11-A	0.36000000
VA-210-3	0.36000000
VA-35-19	0.35000000
VA-228-20-5	0.34900000
VA-53-7	0.34000000
VA-195-18	0.34000000
VA-195-17	0.34000000
VA-428-H-223	0.32700000
VA-187-11	0.32100000
VA-428-H-224	0.31800000
VA-460-O-395-5	0.30400000
VA-500	0.30000000
VA-195-2	0.29800000
VA-460-O-395-6	0.29200000
VA-1650	0.28900000
VA-140	0.28700000
VA-L331-1-2	0.28300000
VA-228-C-117	0.28000000
VA-74-3	0.27700000
VA-228-D-609-1	0.27600000
VA-74-4	0.27500000
VA-1628	0.27100000
VA-1533	0.26900000
VA-1028	0.26800000
VA-1649	0.26800000
VA-1640	0.26800000
VA-1641	0.26800000
VA-1644	0.26800000
VA-1645	0.26800000
VA-1646	0.26800000
VA-1648	0.26800000
VA-428-H-202	0.26400000
VA-428-H-222	0.25800000
VA-228-C-119	0.25300000
VA-228-C-116	0.25200000
VA-428-H-221	0.24800000
VA-428-H-211	0.24700000

VA-428-H-212	0.24600000
VA-479	0.23000000
VA-478	0.23000000
VA-477	0.23000000
VA-428-H-201	0.23000000
VA-53-8	0.23000000
VA-460-M-19	0.21100000
VA-65-1-1	0.20900000
VA-499	0.20700000
VA-460-M-24	0.20700000
VA-1577	0.18600000
VA-L203-7	0.17900000
VA-1578	0.16500000
VA-1576	0.15700000
VA-1581	0.15300000
VA-1534	0.15200000
VA-1579	0.14800000
VA-1580	0.14100000
VA-464-K-37	0.13300000
VA-1566	0.13300000
VA-1569	0.12500000
VA-251	0.11300000
VA-1570	0.10900000
VA-1573	0.09800000
VA-L203-8	0.09600000
VA-1593	0.09300000
VA-1567	0.08800000
VA-1568	0.08600000
VA-1572	0.07300000
VA-1571	0.07100000
VA-463-K-21	0.06400000
VA-1592	0.05800000
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