

CHAPTER 4
Housing

Introduction

Housing is significant for multiple reasons. First, it is typically the largest expenditure in a person's life. Second, housing and the land it occupies generates significant tax revenue for the Village of Clear Lake. Finally, an increase in the demand for housing can result in an increased demand for developable land to meet these needs.

Housing in the Village is influenced by the age of the structure, income of the residents, and occupancy characteristics. Housing also can affect the image of a community by the design of subdivisions, housing styles, and property maintenance.

Housing is also a major source of revenue through property taxes for the Village. These taxes also go to the school district (Clear Lake School District), vocational technical college (Wisconsin Indianhead Technical College), and county (Polk County).

Survey Results

Below are the results from the Community Survey:

Village needs more . . .		
	Count	Percent
Single-family houses	39	29.1%
Multi-family rental apartments	25	18.7%
Elderly housing	31	23.1%
Low-rent housing	25	18.7%
High-rent housing	4	3.0%
Condominiums	8	6.0%
Mobile homes	2	1.5%
Total	134	100.0%

The majority of the respondents would like to see more single-family houses (29.1%). The next highest percent of responses indicate 23% of the respondents would like to see more elderly housing.

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Where would you like to see future residential development?		
	Count	Percent
South side of Village	45	31.3%
West side of Village	13	9.0%
North side of Village	14	9.7%
East side of Village	21	14.6%
Not sure	51	35.4%
Total	144	100.0%

Over 31% of responses showed people want residential development on the south side of the Village. Most of the responses were not sure of where future residential development should occur.

Housing Needs

Generalizations can be made concerning the state of housing in the Village of Clear Lake by analyzing US Census Bureau statistics without doing an extensive housing survey.

- A growing population with increased buying power is driving property values up.
- The cost of single family housing had jumped significantly since the mid 1990s.
- Foreclosures have been increasing throughout the U.S.
- Residents need to be aware of programs that assist in housing/rental costs and repairs.

Some important issues to consider when planning the current and future housing needs of the Village of Clear Lake include: types of housing, amount of housing, and demands of housing within the community.

Age Characteristics

There is a close correlation between the age of an area's housing stock and the relative condition of those housing units. If a large percentage of housing falls into the old age categories, there will be a greater need and demand for housing rehabilitation.

Table 4-1 shows indicators of the age of the housing stock in the Village of Clear Lake. Just over 68% of all housing units were at least 20 years old in 2000. The Village's aging housing stock may be in need of significant maintenance such as plumbing, heating, electrical, windows, etc.

The age characteristics of structures in the Village of Clear Lake show that 56% of the structures that stand today were built prior to 1970. This means that only 44% of the current structures were built in the 30 years prior to the year 2000. Because a large percentage of the housing is over 38 years old, maintenance

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issues may be a factor when looking at purchasing a home. Having an older age of homes may be one reason that the cost of housing in Clear Lake is relatively low.

Since the Village of Clear Lake has a number of older homes, efforts should continue to rehabilitate the existing housing stock. Various housing programs exist to address these issues. These programs are addressed later in this chapter.

Table 4-1 - Year Structure Constructed

Year Built	Homes	Percent
1939 or earlier	132	27.5%
1940 to 1959	64	13.3%
1960 to 1969	64	13.3%
1970 to 1979	68	14.2%
1980 to 1989	64	13.3%
1990 to 1994	43	9.0%
1995 to 1998	41	8.5%
1999 to March 2000	4	0.8%
Total	480	100.0%

Source: U.S. Census Bureau

One way to analyze the quantity of new housing coming in to an area is to look at the number of building permits issued. The percentage of building permits issued for the development of single family homes was 38% (see Table 4-2) since 2000.

Table 4-2 - Building Permits Issued

Year Issued	Total Housing Units	Singe Family Housing Units	Percent Single Family
2000	11	5	45.5%
2001	2	2	100.0%
2002	2	2	100.0%
2003	6	6	100.0%
2004	7	5	71.4%
2005	20	2	10.0%
2006	-		
2007	12	1	8.3%

Source: Village Office

Over the last seven years, the Village experienced an increase of 60 residential units, an average of 8.5 per year (not including 2008).

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Structural Characteristics

Most of the homes in the Village of Clear Lake use utility gas (74.4%). The other dominant fuel type used in the Village is electricity, which accounts for just fewer than 14% of the heating fuel (see *Table 4-3*). Approximately 7% of the homes in Clear Lake use fuel oil or kerosene as their source for heating fuel.

Table 4-3 - Types of House Heating Fuel

Fuel Type	Number	Percent
Utility Gas	335	74.1%
Bottled, Tank, or LP Gas	21	4.6%
Electricity	63	13.9%
Fuel Oil, Kerosene, Etc.	31	6.9%
Coal or Coke	0	0.0%
Wood	0	0.0%
Solar Energy	0	0.0%
Other Fuel	0	0.0%
No Fuel	2	0.4%

Source: 2000 U.S. Census Bureau

In the Village of Clear Lake, 62% of the existing structures are classified as single family residential (see *Table 4-4*). Currently, the Village of Clear Lake offers a wide variety of units per structure for various housing needs and desires. The next largest type of housing

Table 4-4 - Housing Units in a Structure

Units	Number	Percent
Total Housing Units	480	100.0%
1 Unit, detached	297	61.9%
1 Unit, attached	1	0.2%
2 Units	21	4.4%
3 or 4 Units	4	0.8%
5 to 9 Units	28	5.8%
10 to 19 Units	28	5.8%
20 or more Units	15	3.1%
Mobile Home	86	17.9%
Boat, RV, Van, etc	0	0.0%

Source: 2000 U.S. Census Bureau

Value Characteristics

Median home values in the Village of Clear Lake have risen 84% between 1990 and 2000 (see *Table 4-5*). This is due to two main factors. First, the demand for housing, not only in the Village, but also in Western Wisconsin has pushed up housing prices. Second, the housing values have naturally appreciated over the past decade. Home values have increased dramatically throughout the nation

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since the early 1990's. Since 2005, home values have leveled off. Likely, this will be a short-term trend and once the economy rebounds, housing values will again increase, although at a slower pace than what took place in the mid-90s and early 2000s.

Table 4-5 - Owner-Occupied Housing Value

Value	1990	2000	Numerical Change	% Change
Less than \$50,000	135	32	-103	-76.3%
\$50,000 to \$99,999	76	134	58	76.3%
\$100,000 to \$149,999	1	46	45	4,500.0%
\$150,000 to \$199,999	0	9	9	-
\$200,000 to \$299,999	0	0	0	-
\$300,000 or more	0	0	0	-
Median Home Value	\$43,800	\$80,500	\$36,700	83.8%

Source: US Census Bureau 1990, 2000

Occupancy Characteristics

All housing units are classified as either owner-occupied or renter-occupied. A housing unit is owner-occupied if the owner or co-owner lives in the unit even if it is mortgaged or not fully paid for. All occupied housing units, which are not owner-occupied, whether they are rented for cash rent or occupied without payment of cash rent, are classified as renter-occupied.

The Village of Clear Lake has an ideal 70/30 (*See Table 4-6*) split of owner to renter occupied housing units. Although the number of single family housing is significantly more than half of the housing stock in the Village and the numbers increased, the overall percent of single family occupied housing decreased slightly from 1990 to 2000. While there are only 298 one unit housing structures, there are 321 owner-occupied housing units. This signifies that a number of mobile homes and other multiple family homes such as duplexes are owner-occupied.

Table 4-6 - Occupied Housing Units

	1990	% of Total	2000	% of Total	Number and % Change
Owner-Occupied Housing Units	284	71.7%	321	70.9%	37 (13.0)
Renter-Occupied Housing Units	112	28.3%	132	29.1%	20 (17.9)
Total	396	100.0%	453	100.0%	57 (14.4)

Source: 1990 and 2000 U.S. Census

Housing Affordability Analysis

Many government agencies define excessive housing costs as an amount exceeding 30 percent of household income. According to the U.S. Census

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Bureau, selected monthly owner costs are calculated from the sum of payment for mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees. This can be used to measure housing affordability and shelter costs.

Table 4-7 - Monthly Housing Costs-Percentage of Household Income

Year 1999	Number	Percent
Less than 15%	96	43.4%
15 to 19%	44	19.9%
20 to 24%	29	13.1%
25 to 29%	22	10.0%
30 to 34%	17	7.7%
35% or more	13	5.9%
Not computed	0	0.0%
Total	221	100.0%

Source: US Census Bureau 2000

Housing affordability is a concern in our society. People with low to moderate levels of income aren't the only faction seeking affordable housing. Young, working families just starting out, elderly or other people on fixed incomes also require housing within their means in a rapidly changing housing market. If housing becomes too expensive in a community, the Village of Clear Lake will discover that people's parents, grandparents, or their own children may have a hard time finding affordable housing.

A majority of homeowners (86.5%) in the Village of Clear Lake are paying less than 30% of their household income towards homeowner costs. This could mean that owners have a smaller mortgage due to a larger down payment or that housing costs are not rising as fast as wages and salaries in the area. It could also mean that housing is considered to be affordable (see *Table 4-7*).

Table 4-8 - Gross Rent-Percentage of Household Income

Year 1999	Number	Percent
Less than 15%	8	6.3%
15 to 19%	17	13.4%
20 to 24%	19	15.0%
25 to 29%	18	14.2%
30 to 34%	7	5.5%
35% or more	34	26.8%
Not Computed	24	18.9%
Total	127	100.0%

Source: US Census Bureau 2000

Table 4-8 reveals gross rent in relation to household income. Gross rent is the amount of the contract rent plus the estimated average monthly cost of utilities (electricity, gas, and water and sewer) and fuels if these are paid for by the renter (or paid for the renter by someone else). Although nearly half of renters (48.9%)

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are paying less than 30% of their household income towards renting costs, more renters are paying a larger percent of their income to rent than what homeowners are paying to buy.

Housing Unit Projections

The housing projections used for this plan are intended to provide an estimate of housing units that will be developed through the year 2025. Development of the housing projections is helpful in order to estimate the amount of land that may be consumed by future housing development. The projections are based on the Department of Administration's housing projections from Table 2-4 of the Issues and Opportunities Chapter (*See Table 4-9*).

Table 4-9 - Housing Forecasts

Year	2000	2005	2010	2015	2020	2025
Population	1,051	1,082	1,160*	1,176	1,224	1,265
Persons Per Household	2.32	2.16	2.25*	2.14	2.10	2.08
Total Occupied Housing Units	453	501	516	550	582	609
Additional Units Needed	-	-	15	34	32	27

Source: Wisconsin Department of Administration, *Adjusted to reflect recent population estimates

Based on the developed housing projections as shown in Table 4-9, it is estimated that the Village of Clear Lake will have 605 housing units by the year 2025. This is an increase of 104 housing units since 2005, or 21%, from 2005. It is projected that housing units will average an annual increase of approximately 5 housing units per year during the twenty year period.

Future Housing

Most of the undeveloped land within the Village is located on the south side and consists primarily of farmland. The high school is located in that part of the Village and is an area that is suitable for new homes in the future.

Housing Assistance Programs and Agencies

The ability to afford or maintain housing can be challenging for some residents. There are several county, state, and federal programs and agencies that assist first time homebuyers, disabled, elderly residents, and low-medium income citizens to meet their rental/home ownership needs.

HUD

The U.S. Department of Housing and Urban Development provides subsidized housing through low-income public housing and the Section 8 Program. Under the Section 8 Program, rental subsidies are given to low-income households, including households renting private apartments. HUD

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is also responsible for providing funds to communities through various grant programs.

Rural Development –United States Department of Agriculture

The Rural Development Program provides housing opportunities for individuals living in predominantly rural areas (population <10,000). The Rural Development Program provides support for rental housing, mortgage loans for homebuyers, and support for cooperative housing development.

Wisconsin Housing and Economic Development Authority (WHEDA)

This agency finances housing development through the sale of bonds. WHEDA provides mortgage financing to first-time homebuyers, and financing for multi-family housing.

West CAP

West CAP is a non-profit corporation that works in partnership with local communities to plan and develop good quality, affordable housing for low and moderate-income families and individuals.

Movin' Out

Movin' Out is a housing organization that provides assistance, housing counseling, information, and gap financing for rehabilitation and purchase to Wisconsin households with a member with a permanent disability.

Habitat for Humanity

Habitat for Humanity is a nonprofit organization that builds homes for low-income families.

Housing Authority of Polk County

Provides low-income families and the elderly with housing.

Community Development Block Grants (CDBG)

The CDBG program provides grants to local governments for housing rehabilitation programs for low- and moderate-income households.

Low Income Energy Assistance Program (LIEAP)

The LIEAP program provides payments to utility companies or individuals to help pay for home heating costs in the winter.

Housing Cost Reduction Initiative (HCRI)

This state program provides funding to local public and non-profit agencies to reduce housing costs for low- and moderate-income households.

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Housing Goals, Objectives, and Policies

Once an inventory has been taken of the existing housing stock and conditions, the next logical step is to look at what the community hopes to achieve in the near future regarding housing stock, density and conditions.

Goal 1: Ensure land is available for future housing needs.

Objectives

1. Maintain steady and planned growth in the Village of Clear Lake.

Policies

1. Use proposed land use map to guide residential growth.
2. Explore extra-territorial plat review and zoning with surrounding towns to avoid land use conflicts.

Goal 2: Provide a balance between single family and multi family housing.

Objectives

1. Increase owner-occupied home ownership.
2. Protect property values.

Policies

1. Help residents locate housing programs and agencies that will help them achieve home ownership.
2. Encourage developers to provide a variety of housing sizes and styles to meet the needs of all residents.
3. Encourage R-1, R-2, and R-4 zoning over the full multiple-family zoning of R-3 because they are more compatible and are more easily intermixed.
4. Encourage the use of Traditional Neighborhood Development (TND) that is served by a network of paths, streets and lanes suitable for pedestrians as well as vehicles and includes a variety of housing types and land uses in a designated area.
5. Require 70% of dwelling units in new subdivisions to be single family/owner.
6. Review existing zoning map for rezoning of multiple family areas to single family areas when redevelopment occurs.

Goal 3: Address the aesthetics of new developments and housing.

Objectives

1. Avoid residential development that uses repetitive styles and colors.

Policies

1. Specify housing aesthetics in the developer's agreement.

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2. Encourage the use of Traditional Neighborhood Development (TND) that is served by a network of paths, streets and lanes suitable for pedestrians as well as vehicles and includes a variety of housing types and land uses in a designated area.
3. Require developments to use a variety of building footprints, colors, windows, etc...
4. Discuss possible ordinances on property maintenance code.
5. Discourage development which is unsightly or costly to the community.
6. Preserve and improve the quality of existing neighborhoods and assure that the new neighborhoods are well designed.

Goal 4: Encourage infill development on vacant lots within the Village Limits.

Objectives

1. Reduce urban sprawl.
2. Lower the cost of infrastructure expansion.
3. Encourage development adjacent to public utilities.

Policies

1. Allow for the extension of utilities to the vacant lots within the Village.
2. Review stormwater ordinance requirements for infill development.
3. Analyze the potential for incentives to lower costs for those building on infill lots.
4. Promote the housing program to assist lower income families to build.

Goal 5: Support and encourage sustainable design of residential development including “Green Building.”

Objectives

1. Reduce energy consumption.
2. Promote environmental sustainability and responsibility.

Policies

1. Work with local contractors to construct a home that meets the Leadership in Energy and Environmental Design (LEED) Standards.
2. Encourage architects and developers to incorporate LEED Standards and promote “green buildings.”
3. Review ordinances to identify opportunities to provide incentives for green building.
4. Develop standards and incentives for promoting green space and walkability in residential developments.

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Goal 6: Maintain and rehabilitate the Village of Clear Lake housing stock.

Objectives

1. Provide housing opportunities for existing and future residents.

Policies

1. Identify local, state, and federal programs to help rehabilitate housing in the Village.
2. Provide housing program information to residents throughout the Village.
3. Undertake municipal improvement to maintain and improve neighborhood conditions, including street reconstruction, sidewalk replacement, sewer and water improvements, and park facilities.

Goal 7: Promote the availability of land for the development or redevelopment of low-income housing.

Objectives

1. Provide housing opportunities for low-income residents.

Policies

1. Identify local, state, and federal programs to help rehabilitate housing in the Village.
2. Provide housing program information to residents throughout the Village.
3. Consider creating blighted TIF District in areas of residential blight.
4. Assist in efforts to provide affordable housing to residents, especially low- and moderate-income families and elderly.