# Regional Housing Network Meeting December 11, 2025

New! Best Practices Residential Zoning Code Guide to Address the Dane County Housing Crisis

New! 2050 Dane County Population Projections



# BEST PRACTICES RESIDENTIAL ZONING CODE GUIDE TO ADDRESS

# THE DANE COUNTY HOUSING CRISIS



LET'S START WITH THE BASICS!

**Regional Housing Strategy Webinar 12.11.25** 

Sonja Kruesel, AICP - Vandewalle & Associates



## What is the Best Practices Guide?

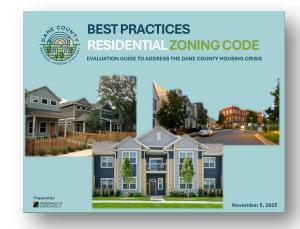
**Best Practices Guide: Main Elements** 

**Part 1: Zoning Evaluation Checklist** 

Part 2: Model Districts, Definitions, and Guidelines

**Part 3: Guide to Streamlining Housing Approvals** 

- Collection of best practices in residential zoning
- Focused on housing affordability and supply
- Includes: Evaluation workbook for practitioners and partners



### **Advisory Committee:**

Cottage Grove

Dane County

Deforest

**Fitchburg** 

Madison Area Builders
Association

McFarland

Sun Prairie

Stoughton

Waunakee

Windsor





## Who should use this?

- Local zoning staff
- Residents and community members
- Municipal decision makers









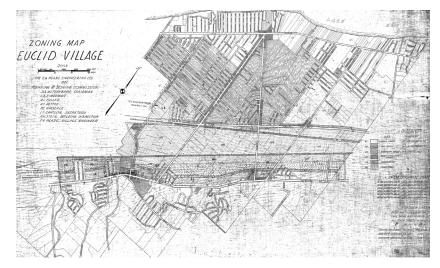


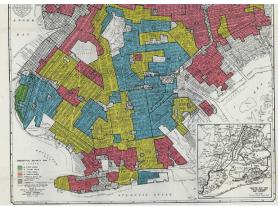




# Changes in the Housing Market & Zoning's Role

- Demographics, housing preferences have changed...
- Land, construction costs have outpaced wage growth...
- Housing production has lagged demand...
- Zoning hasn't kept up
  - Many reflect a 100+ years old system that historically facilitated racial and economic segregation
  - Many protect large lot single family as primary housing type (i.e. expensive to build and buy)









# Part 1: Evaluation Checklist

Where to start?





# 1 Evaluation Checklist

- A tool to help municipalities identify and evaluate code updates
- Focuses on housing regulations
- Scope of Work prioritized updating residential zoning codes to:
  - Diversify housing stock of in demand housing types
  - Increase the supply of overall housing
  - Create more *affordable housing* options

### **Checklist Topics**

- 1. Dimensions
- 2. Density
- 3. Land Use
- 4. Parking
- 5. Approval Processes
- 6. Non-Zoning Guidelines





# Evaluation Checklist – Example 1

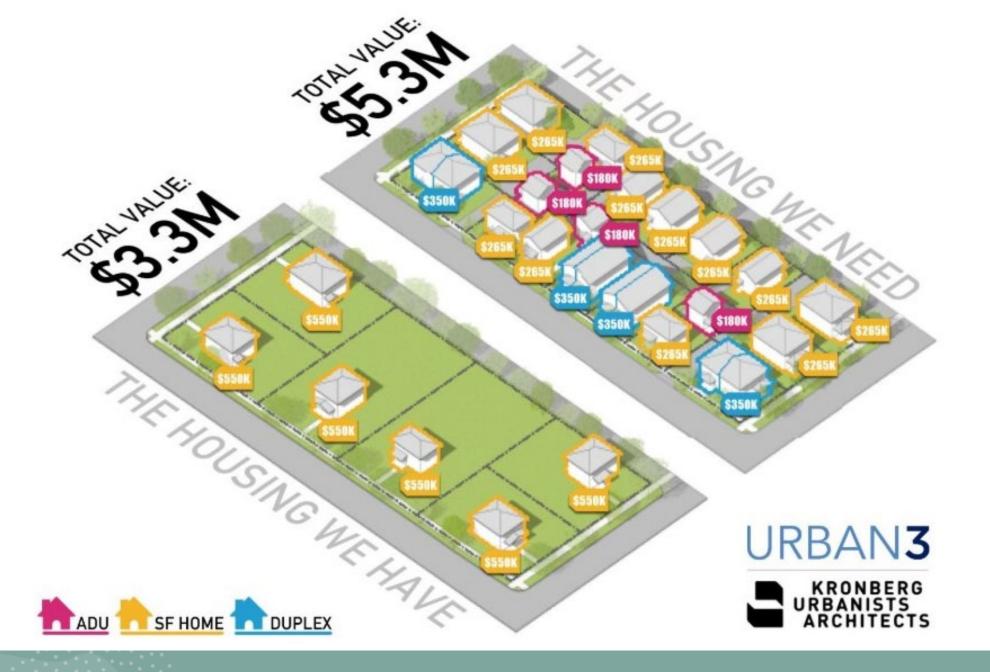
### 1.1: Dimensional Requirements

### **Evaluation Checklist:**

	Zoning Requirement	Yes	No	Existing Code Notes (for Community Use)	Zoning Best Practice	Housing Affordability Impact
1	Minimum Lot Size.				Increase options for smaller lot zoning	Larger lots cost more than smaller lots.
	Does your zoning code				and limit the use of new large lot	Larger lots also require longer driveways,
	allow lot sizes less				zoning. Include single-family lots with	road frontage, sewer, sidewalk, etc.
	than 10,000sf?				minimums less than 10,000sf.	which lot owners must pay for.
2	Minimum Lot Size.				Best practices recommend lot sizes	See above.
	Does your zoning code				ranging from 5,000sf-7,500sf for street-	
	allow residential lot				loaded single-family. Reduce other	
	sizes between 5,000sf-				dimensions like setbacks based on the	
	7,500sf?				lot size.	
3	Minimum Lot Size.				3,000 sf lots work well for alley-loaded	See above.
	Does your zoning code				development because they avoid	
	allow a residential lot				"snout houses" (thrust garages) and	
	size of 3,000sf?				allow for houses with no garages or	
					driveways.	











# Evaluation Checklist – Example 2



### 1.3: Land Use Requirements

	Zoning Requirement	Yes	No	Existing Code Notes (for Community Use)	Zoning Best Practice	Housing Affordability Impact
3	Accessory Dwelling Unit				Enable attached or detached ADUs as a	ADUs can create additional income
	(ADU). Does your zoning				permitted use by-right in all residential	for the principal owner to offset
	code allow ADUs by-right?				districts. Allow either the ADU or principal	housing costs or allow for aging in
					structure to be owner-occupied. Allow	place. Financing is difficult to obtain
					square foot maximums ranging from 750-	for conditional use ADUs making
					1,000sf. Do not require additional parking	them more expensive and a lot less
					minimums for the accessory unit.	likely to occur vs. ADUs permitted by
						right.
4	Two-Family Format Housing.				Restrictive codes only allow for a side-by-	Restricting two-family formats to only
	Does your code allow				side duplex. Code should also allow	one version is overly restrictive and
	multiple formats including				stacked, front-back, and zero-lot line	depresses housing supply.
	side-by-side, stacked, front-				configurations.	
	back, and zero lot line?					





# Using the Checklist: Evaluate & Communicate

- Start a conversation in your community!
  - What are the housing challenges your community is facing?
  - How is current code working, not working?
  - What part of the code is creating the biggest obstacles to your preferred housing types?
  - What actions should be prioritized?
  - What model language should we consider?

### Checklist also available as Excel workbook

### **Key Zoning Updates**

- Allow for a variety of housing types
- Reduce minimum lot sizes and setback requirements
- Increase the number of permitted dwelling units by acre
- Reduce parking requirements
- Allow multi-unit housing by right





# Part 2: Model Districts and Guidelines

What are they and how do you use them?



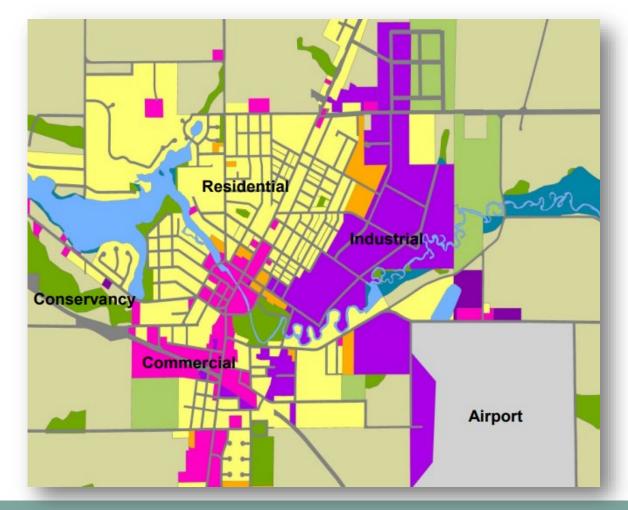


# What is a Zoning District?

**Part One** 

### **Zoning Map:**

Divides the Community into Districts based on Land Use







# What is a Zoning District?

### **Part Two**

## **Zoning Text: Provides Rules for Lot Development**

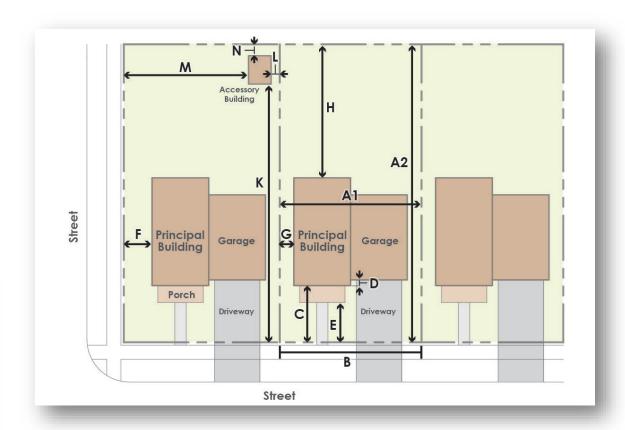
### SECTION 84.30 (SR-5) Single Family Residential - 5 Zoning District.

- Intent. This district intends to create, preserve, and enhance areas for moderate density single family detached dwellings at an approximate density of 5 dwelling
- Principal Uses Permitted by Right. Refer to Article III for detailed definitions and requirements for each of the following land uses.
  - (1) Single Family

### Density, Intensity, and Bulk Regulations for the (SR-5) Single Family Residential - 5 District.

Residential Uses Nonresidential Uses

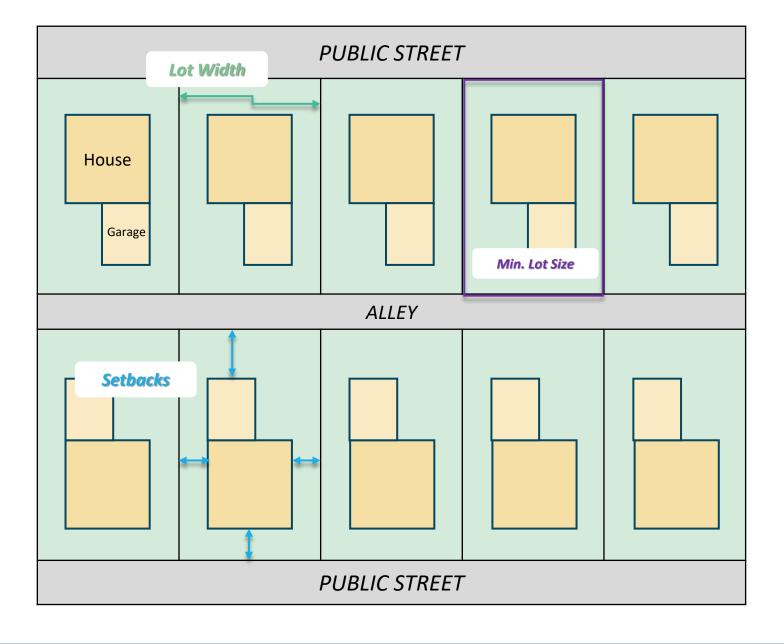
Minimum Lot Area	7,200 square feet	9,000 square feet		
Maximum Density	5 dwelling units per acre	N/A		
Minimum Lot Frontage	50 feet	50 feet		
Maximum Building Coverage of Lot	50 percent	50 percent		
Minimum Landscape Surface Ratio	35 percent	35 percent		
Minimum Lot Width	60 feet	80 feet		
Minimum Front Setback	25 feet	25 feet		
Minimum Street Side Setback	25 feet	25 feet		
Minimum Side Setback	7 feet	15 feet		
Minimum Rear Setback	25 feet	30 feet		
Maximum Principal Building Height	35 feet	35 feet		
Minimum Principal Building Separation (multi-structure developments on shared lots)	14 feet	30 feet		
Minimum Pavement Setback (lot line to pavement; excludes driveway entrances)	5 feet from side, or 0 feet for shared driveway; 10 feet from right of way or rear	5 feet from side, or 0 feet for shared driveway; 10 feet from right of way or rear		
Minimum Parking Required	See Article III	See Article III		
Minimum Garage Door Setback to Alley (if applicable)	8 feet for doors parallel to alley; 3 feet for door perpendicular to alley	8 feet for doors parallel to alley; 3 feet for door perpendicular to alley		
Accessory Building Side Setback	10 feet	10 feet		
Accessory Building Rear Setback	10 feet	10 feet		
Maximum Accessory Building Height	Lesser of 15 feet or principal building height	20 feet		





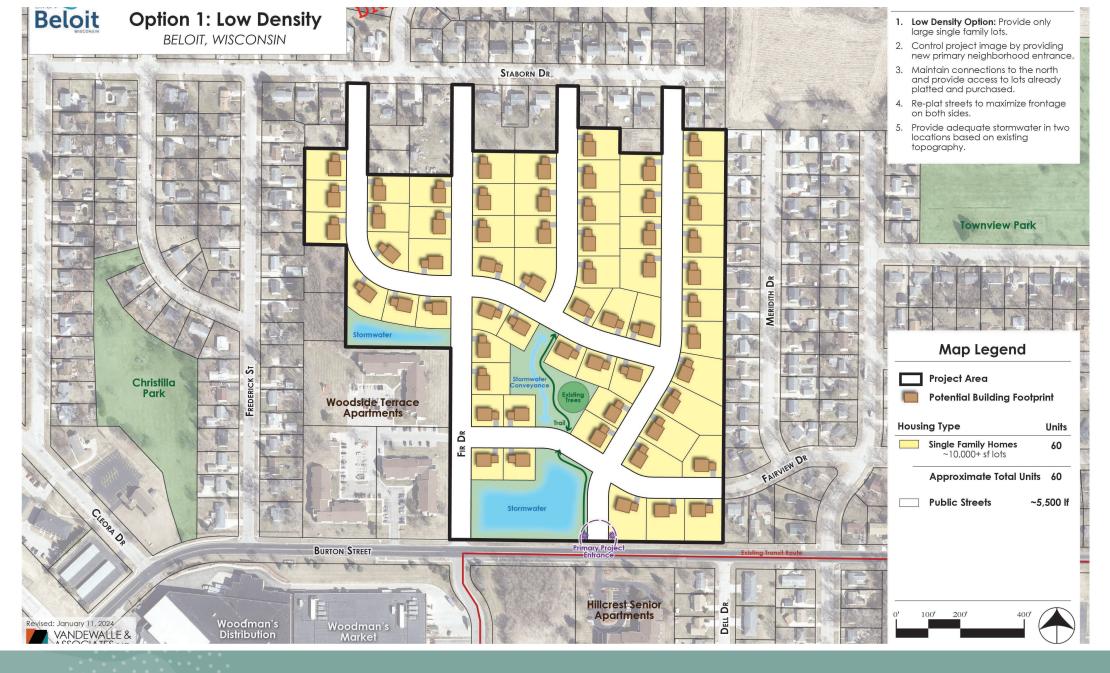


Zoning dictates
the form of the
built environment
and available
housing options



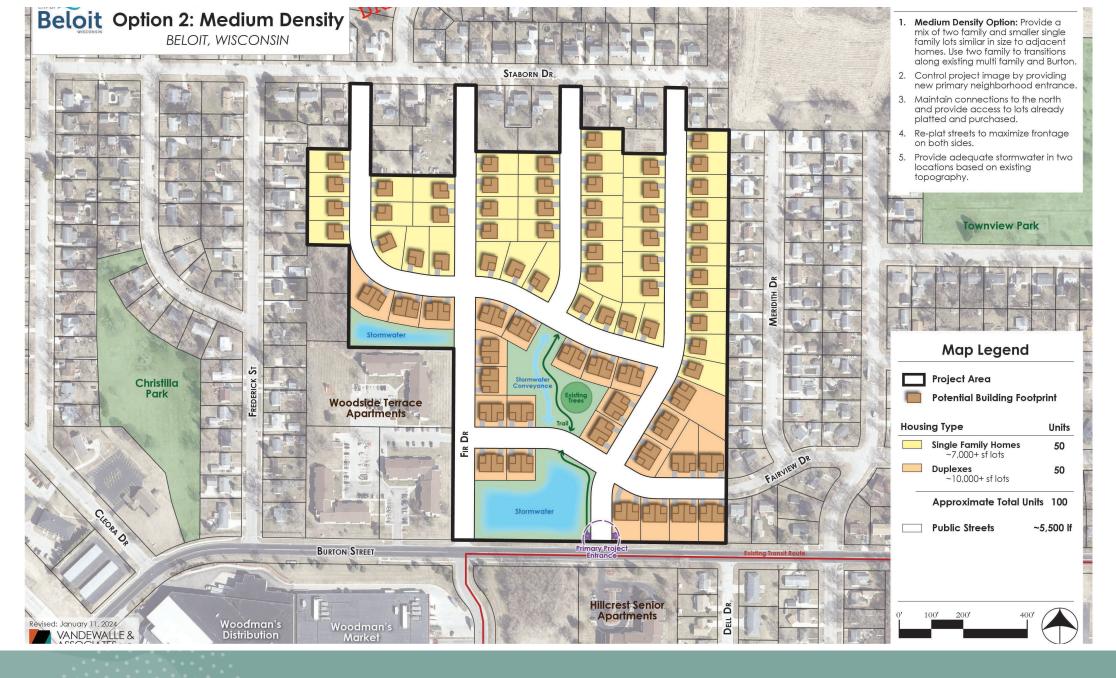






















# 2 Model Districts

### **Model Districts**

**District A:** Pocket Neighborhood

**District B:** Small Lot Alley-Loaded

**District C:** Small Lot Front-Loaded

**District D:** Medium Lot Residential

**District E:** Mixed Middle

**District F:** Medium Multi-Family Residential

**District G:** Medium-High Multi-Family Residential













# Why different districts?

- Neighborhoods ideally have variety of districts to avoid singular (segregated) housing types
- Allow for different housing scales (higher density on major corridor)
- Communities can mix and match
- Communities can adjust dimensions from the model













# District Example

Feasible Dimensions

**Image Example** 

### **Purpose Statement**

**Dimensions Table** 

### District B: Small Lot Alley-Loaded

**Purpose Statement:** This district is intended to create, preserve, and enhance are as for single family detached dwellings. This district is designed for alley-loaded homes.

### Density, Intensity, and Bulk Regulations:

		Principal Buildings:	Requirement
	A1xA2	Minimum Lot Area	3,000 square feet
		Maximum Impervious Surface Ratio	90 percent
	A1	Minimum Lot Width	30 feet
	A2	Minimum Lot Depth	100 feet
1	В	Minimum Lot Frontage at Right-of-Way	30 feet
•	С	Front Setback	Minimum: 15 feet, Maximum: 20 feet
	D	Minimum Front-Loaded Attached Garage Setback	n/a
	Е	Minimum Porch Setback (on front and street side yard)	10 feet
	F	Minimum Street Side Setback (on corner lots)	10 feet
	G	Minimum Side Setback	5 feet
	Н	Minimum Rear Setback	2-4 feet*
		Maximum Principal Building Height	35 feet
		Minimum Pavement Setback (lot line to pavement, excludes	2 feet on side and rear yards
	J	driveway entrances)	10 feet from any street right-of-way
		Accessory Buildings:	

(K) Minimum Front Setback (even with or behind the principal structure); (L) Minimum side setback (2 feet); (M) Minimum Side Setback (on corner (even with or behind the principal structure); (N) Minimum rear setback (3 feet); Maximum Height (22 feet).

\*Note: This district is designed to allow alleys in the rear of the lot. The minimum garage door setback to the rear lot line should be 2 feet.

### District Image Example



### District Setback Diagram



Scaled
Dimension
Diagram





## District E: Mixed Middle

Single zoning district
with different
standards for different
housing types

Flexible option for more distributed housing variety (complete neighborhood)

Easier implementation

### District E: Mixed Middle

**Purpose Statement:** This district is established to encourage the development of new traditional neighborhoods that incorporate the characteristics of existing traditional neighborhoods. Features include a variety of lot sizes and integrated housing types, detached or alley-loaded garages, traditional architectural features such as porches, an interconnected street system and the creation of a high-quality public realm.

### Density, Intensity, and Bulk Regulations:

	Principal Buildings:	Single-Family Detached	Single-Family Attached (Townhome)	Two-Family (2 Unit)	Two-Family (Twin)	Single-Family ADU	Multi-Family (Except Resi. Building Complex)
A1xA2	Minimum Lot Area (Sq. Ft.)	2,900	2,000/du	2,500/du	1,800/du	5,000 (per lot)	600/du + 300/bedroom >2
	Maximum Impervious Surface Ratio	75%	90%	75%	75%	80% (per lot)	75%
A1	Minimum Lot Width (Ft.)	30	20	40	25/du	50	50
В	Minimum Front Setback (Ft.)	15	15	15	15	n/a	15
С	Maximum Front Setback (Ft.)	30 or up to 20% greater than block average	30 or up to 20% greater than block average	30 or up to 20% greater than block average	30 or up to 20% greater than block average	30 or up to 20% greater than block average	30 or up to 20% greater than block average
D	Minimum Street Side Setback (on corner lots) (Ft.)	Principal: 8 Garage: 10	Principal: 12 Garage: 10				
Е	Minimum Side Setback (Ft.)	5	Exterior End Walls: 6	5	5	5	10
F	Minimum Rear Setback (Ft.)	Street: 20 Alley: 2	Street: 20 Alley: 2				
G	Maximum Principal Building Height (Ft.)	3 Stories or 35'	3 Stories or 40'	3 Stories or 35'	3 Stories or 35'	2 Stories, no greater than height of principal structure	4 Stories or 52'



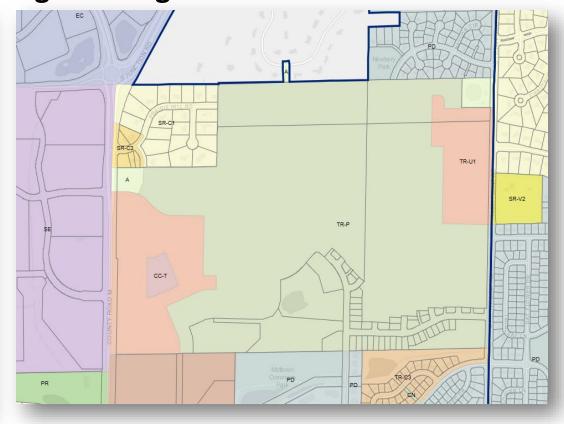


# Applying a "Mixed Middle" District

**Variety of Housing Types** 



**Single Zoning District** 







# Model Regulations

- Model text also provides guidelines on land uses allowed in each district
- Older zoning has more restrictive segregated uses while the model provides more housing types in each district

		Model Residential Zoning Districts								
	Permitted Land Uses	A: Pocket Neighborhood	B: Small Lot Alley- Loaded	C: Small Lot Front- Loaded	D: Medium Lot	E: Mixed Middle	F: Medium Multi-Family	G: Medium-High Multi-Family		
	Single Family (Detached)	✓	✓	✓	✓	✓				
n 2.7)	Two-Flats (Stacked)	✓	<b>✓</b>	✓	✓	✓				
Land Uses (See Definitions in Section 2.7)	Duplex (Side by Side)				✓	✓	<b>√</b>	✓		
ns III s	Twin Home (Zero Lot Line)	✓	<b>✓</b>	✓	<b>√</b>	<b>✓</b>	✓	✓		
	Townhome (2+ Attached)	✓			✓	✓	✓	✓		
2	Multiplex (3+ Individual Entry)					<b>✓</b>	<b>√</b>	<b>√</b>		
	Apartments (3+ Common Entry)					✓	✓	✓		
	Nonresidential									
	Accessory Dwelling Units		<b>✓</b>	✓	✓	<b>✓</b>	✓	<b>√</b>		











# What is a Pocket Neighborhood? (Cottage Court)

- Provides option smaller lots often organized around a common greenspace
- Provides option for smaller housing, unique lot configurations
- Preserves surrounding context, quality living environment
- Provides different ownership options (condo vs. fee simple)
- Model language is a starting point for communities
  - May adjust regulations like common area size, house size maximums, minimum or maximum lot size, etc.





### District A: Pocket Neighborhood

**Purpose Statement:** Pocket Neighborhoods are comprised of small residential buildings that may be made of detached, attached, or townhouse units. Units shall face a common open space. A Pocket Neighborhood may be developed on individual lots or with a common form of ownership. This district is intended to promote infill development and redevelopment within established neighborhoods or to create new developments that are built at a scale and character consistent with surrounding development patterns. (See Section 2.6 for additional requirements).

### Density, Intensity, and Bulk Regulations:

Principal Buildings:	Requirement				
Minimum Lot Area	None				
Maximum Impervious Surface Ratio	65 percent district-wide				
Maximum impervious suriace natio	90 percent individual lots				
Minimum Lot Width	None				
Minimum Lot Depth	None				
Minimum Lot Frontage at Right-of-Way*	30 feet				
Minimum Principal Building Setbacks – District Periphery	10 feet				
Minimum Interior Side Yard Setbacks	5 feet				
Minimum Principal Building Separation	10 feet or 0 Lot Line				
Minimum Porch Depth	6 feet 35 feet 2 feet on side and rear yards				
Maximum Principal Building Height					
Minimum Pavement Setback (lot line to pavement, excludes					
driveway entrances)	10 feet from any street right-of-way				
Dwelling Unit Size	800 sf – 1,200 sf				
Accessory Buildings: **					
Minimum Accessory Building Setbacks (all lot lines)	3 feet				
Maximum Height	22 feet				

<sup>\*</sup> All lots must front on a public street for 30', or, when enabled by the subdivision code, lots may front on a common green where such common green fronts on a public street for at least 30' and where such lots have rear access to a public alleyway meeting fire lane requirements. \*\*Accessory buildings on individual lots are limited to detached garages. Accessory buildings in common areas may include shared garages, gazebos, shelters, clubhouses, and maintenance sheds. Such common area structures may be located on a lot without a principal structure.

### District Image Example



### **District Impact:**

Pocket neighborhoods allow for much needed smaller, less expensive single-family housing and offer first time homebuyers, seniors, and young families options to stay or re-locate in their community. They also consume less land and are flexible in shape and size, a great use of infill development, or as part of a planned development.





### 2.7: Best Practices Pocket Neighborhood Text

**Pocket Neighborhood:** Pocket Neighborhoods are comprised of small residential buildings that may be made of detached, attached, or townhouse units. Units shall face a common open space. A Pocket Neighborhood may be developed on individual lots or with a common form of ownership. This district is intended to promote infill development and redevelopment within established neighborhoods or to create new developments that are built at a scale and character consistent with surrounding development patterns.

- (1) A Pocket Neighborhood must contain a common open space that is centrally located. Each dwelling unit <u>have</u> access to the common open space. A minimum size for the common open space is not prescribed, however the overall site development must provide a maximum of 65% impervious surface. The common open space may not be used as a stormwater facility.
- (2) Each unit shall contain a porch with a minimum depth of six feet.
- (3) Attached or detached garages on individual lots may face private access lanes but may not face a public street or the common open space. In cases of corner lots or double frontage lots, some garage facades may be allowed if the developer demonstrates that the condition is minimized to the extent practicable given the available lot configuration. Accessory structures other than detached garages on individual lots are prohibited.
- (4) A Pocket Neighborhood must meet fire access requirements including a 20' wide all weather paved surface to access all dwelling units.
- (5) A Pocket Neighborhood may be developed as a condominium or with individual fee-simple lots. All lots must meet subdivision requirements for frontage on a public street. When enabled by the subdivision code, lots may front on a common green where such common green fronts on a public street for at least 30' and where such lots have rear access to a public alleyway meeting fire lane requirements.
- (6) Minimum required parking: One space per dwelling unit. Parking spaces may be located in attached or detached garages, or in common surface parking areas or shared garages.







# Part 3: Streamlining Permitting Processes





# Guide to Streamlining Housing Approvals

### Why improve permitting processes?

- Zoning code language can still be inaccessible even if it reflects best practices
- Organizing development review influences the "time" component of development
- Improvements can be more transparent for the public and development community

### Case Studies & Strategies

- 1. Development Review Guides
- 2. Minimizing Use of PUD
- 3. Development Review Team
- 4. Third Party Approvals





# Case Studies & Strategies

Development
 Review Guides

- Simpler terms
- Flow charts
- Lists
- Visual guides
- Print outs

Example: Fitchburg & Monona

2. Minimizing Use of PUD

- Replace unpredictable negotiations with standard districts
- Reflect developments you've already been approving

**Example: Middleton** 

3. Development Review Team

- Streamline the process – coordinate regular meetings
- Establish the right team
- Leverage technology
- Promote quality and consistency
- Save time!

4. Third Party
Approvals

- Potential cost savings for limited services
- Efficiency
- Intermittent services
- Topic specific services

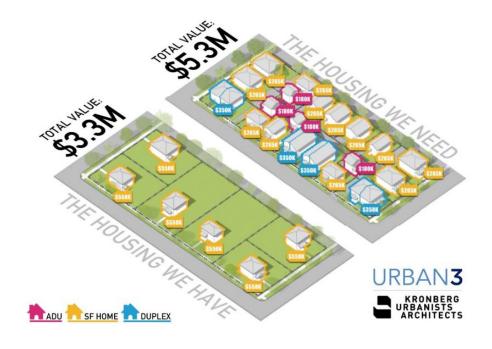




# The Role of Zoning in Housing Cost and Supply

Zoning regulations can directly relate to how much you pay for a home type, size density, location...

And how much housing development generates in **local tax revenue** 







# The Role of Zoning in Housing Cost and Supply

### local government controls zoning

This guide is a tool for municipal staff to evaluate their existing code...

...and a communication tool for residents, plan commission members, and elected officials to engage in the process





### **Next Steps:**

- Use the Guide to start a conversation in your community
- Share it with your Plan Commission, Housing Committee, and Elected Officials
- Share the RHS Zoning 101 Fact Sheet
- Contact us with questions
- Present guide to local Plan Commissions or invite us for a presentation!

Sonja Kruesel - <u>skruesel@vandewalle.com</u> Olivia Parry - <u>parry.olivia@danecounty.gov</u>

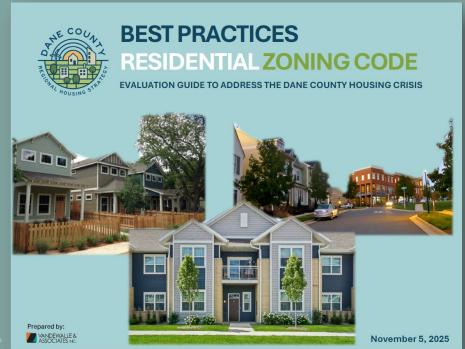


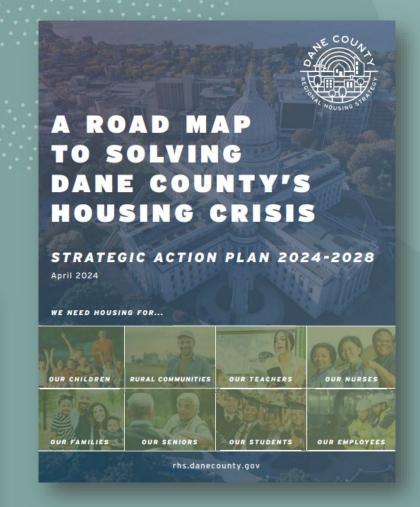
Link to Best Practices Residential Zoning Code Guide HERE
Link to Zoning 101 Fact Sheet HERE
or visit: Dane County Regional Housing Strategy



### Thank you!

# Questions?









# Regional Population Projections

2020 - 2050

Presentation to Regional Housing Network

December 11, 2025



# Sean Higgins

Senior Planner
Capital Area Regional Planning Commission



# Olivia Parry

# Senior Planner Dane County Planning and Development







# Who is the Regional Data Group?

# Planners Who Work with Demographic, Housing, and Economic Data Regularly















# Establishing Consensus on Projections that...

- ARE ACCURATE
- COME FROM A CREDIBLE SOURCE
- SUPPORTS LOCAL PLANNING EFFORTS















# **Not Projections that...**

- REPLACE THE DOA'S
- FUFILL STATUTORY OBLIGATION TO USE CERTAIN PROJECTIONS



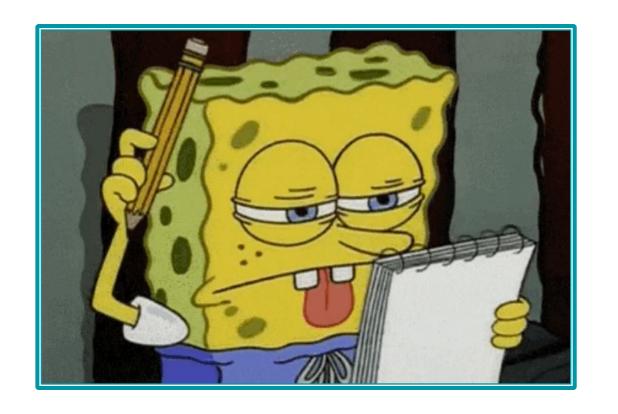












# Why Did We Produce These Projections?





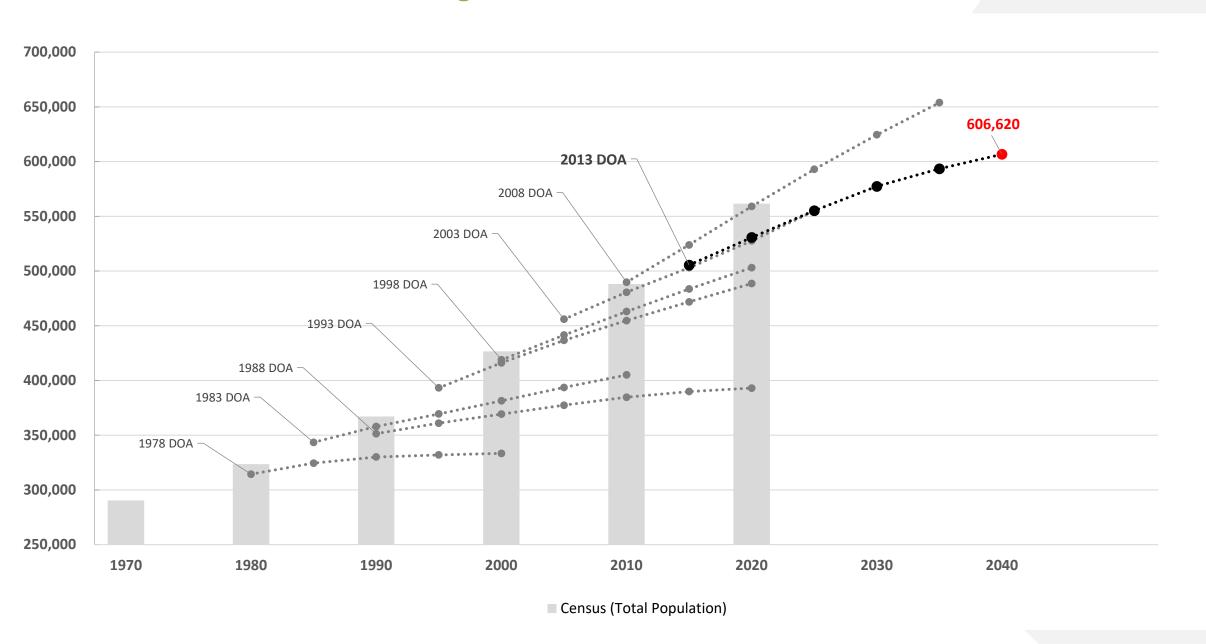




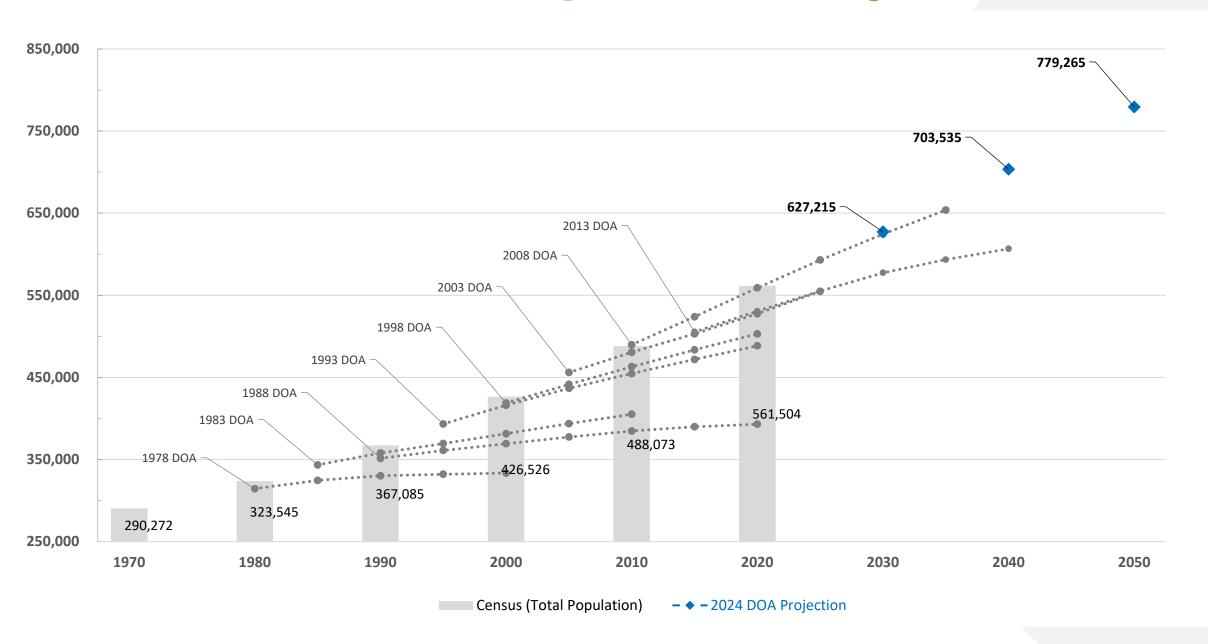




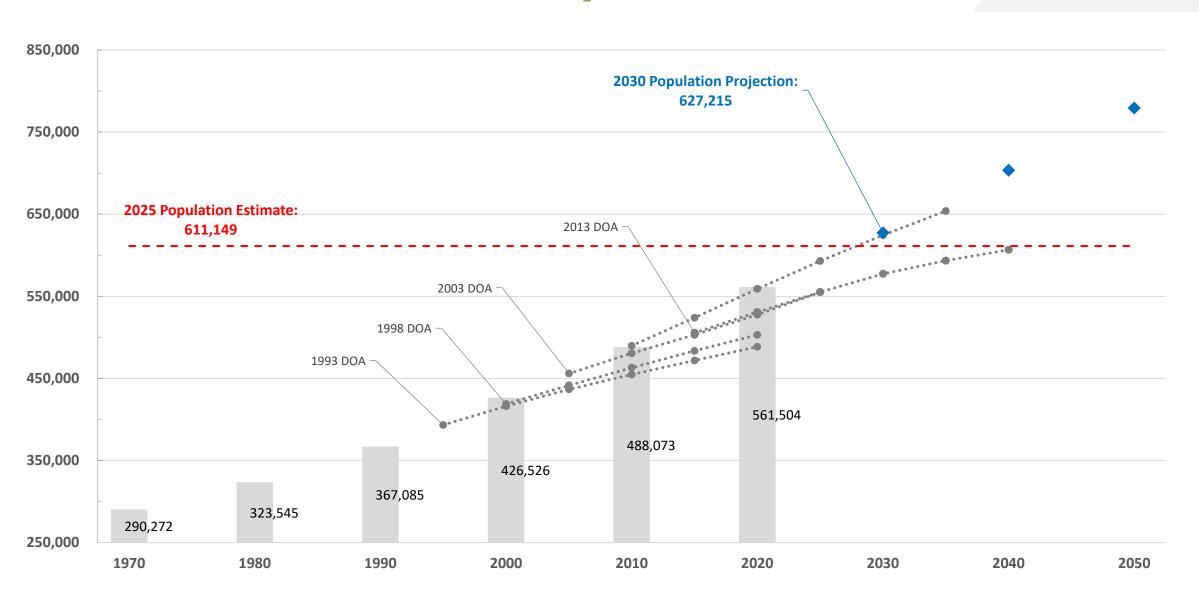
# Past DOA Projections vs. Census Counts

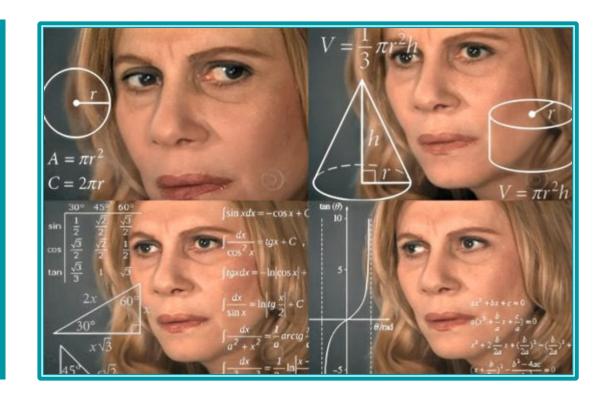


# 2024 DOA Population Projection



## **2025 DOA Population Estimate**





# What Was the Methodology?













What Best
Describes the
Long-term Trend
in Dane County?

**Percent** of Total? **CAGR? Numeric** Addition?









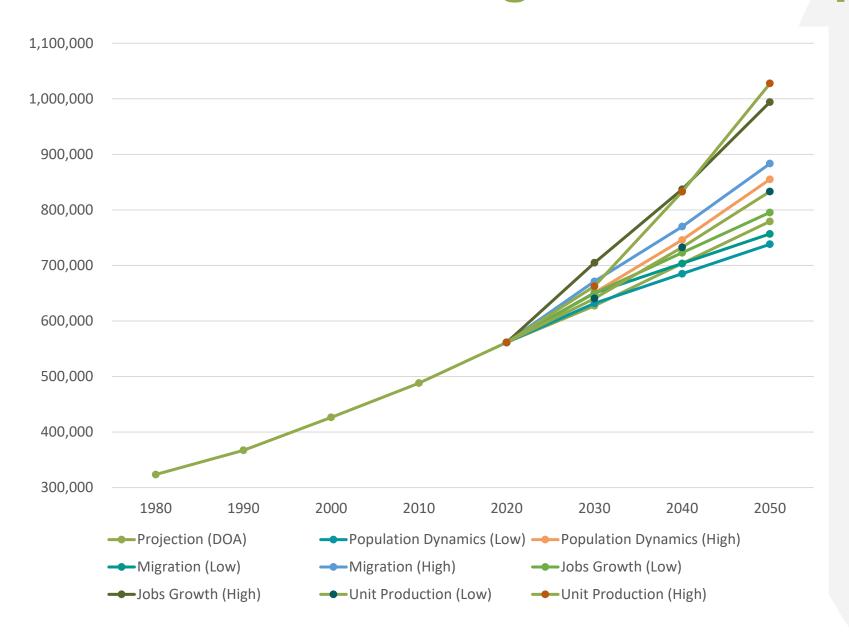




### "Line of Best Fit"



### Validating Our Assumption

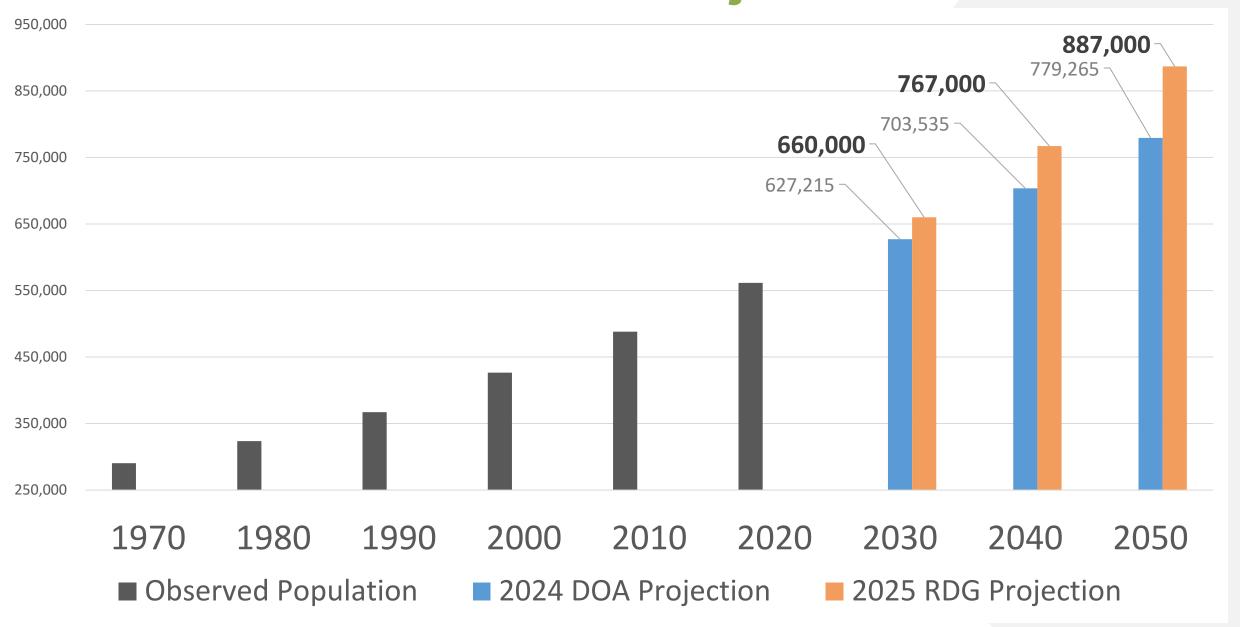


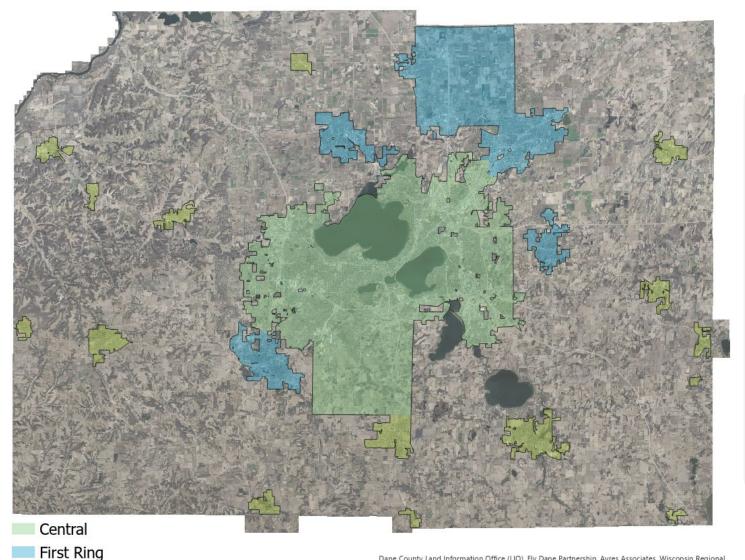
#### What if...

- Natural Population
   Increase
- Net Migration
- Unit Production
- Job Growth

...was the primary driver of population change?

## DOA vs. RDG Projections





Outlying

Dane County Land Information Office (LIO), Fly Dane Partnership, Ayres Associates, Wisconsin Regional Orthoimagery Consortium (WROC) **Central:** 

Fitchburg
Madison
Maple Bluff
McFarland
Middleton
Monona
Shorewood Hills

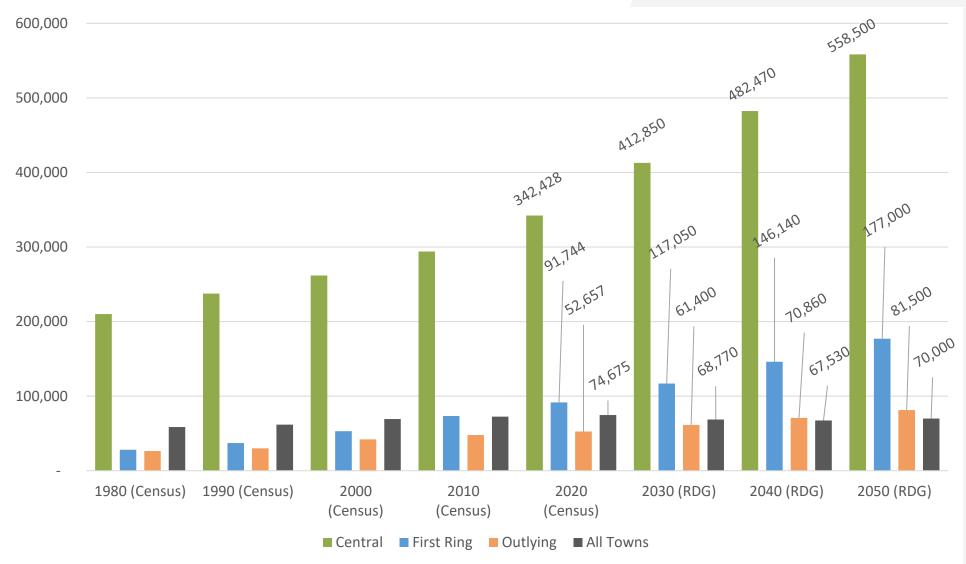
#### First Ring:

Cottage Grove
De Forest
Sun Prairie
Verona
Waunakee
Windsor

**Outlying:** Belleville\* **Black Earth Blue Mounds** Brooklyn\* Cambridge\* **Cross Plains** Dane Deerfield Edgerton\* Marshall Mazomanie **Mount Horeb** Oregon Rockdale

Stoughton

#### Where's All the Development?



# Central

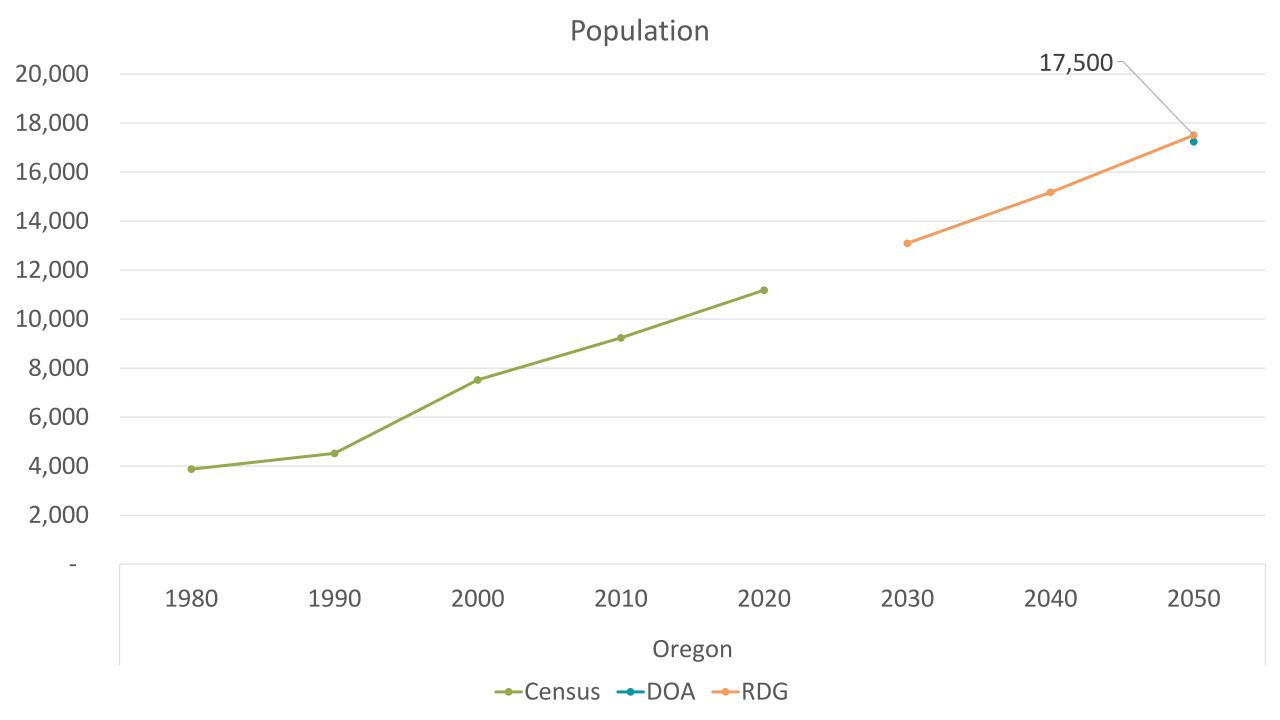
Community	2000 (Census)	2010 (Census)	2020 (Census)	2030 (RDG)	2040 (RDG)	2050 (RDG)	2050 (DOA)
Fitchburg	20,501	25,260	29,609	37,430	44,530	52,500	52,245
Madison	208,054	233,209	269,840	324,580	378,520	437,000	371,138
Maple Bluff	1,358	1,313	1,368	1,480	1,610	1,750	1,648
McFarland	6,416	7,808	8,991	11,410	14,050	17,000	13,713
Middleton	15,770	17,442	21,827	26,420	31,410	37,000	35,295
Monona	8,018	7,533	8,624	9,190	9,810	10,500	10,240
Shorewood Hills	1,732	1,565	2,169	2,340	2,540	2,750	2,557
Central	261,849	294,130	342,428	412,850	482,470	558,500	486,836

# First Ring

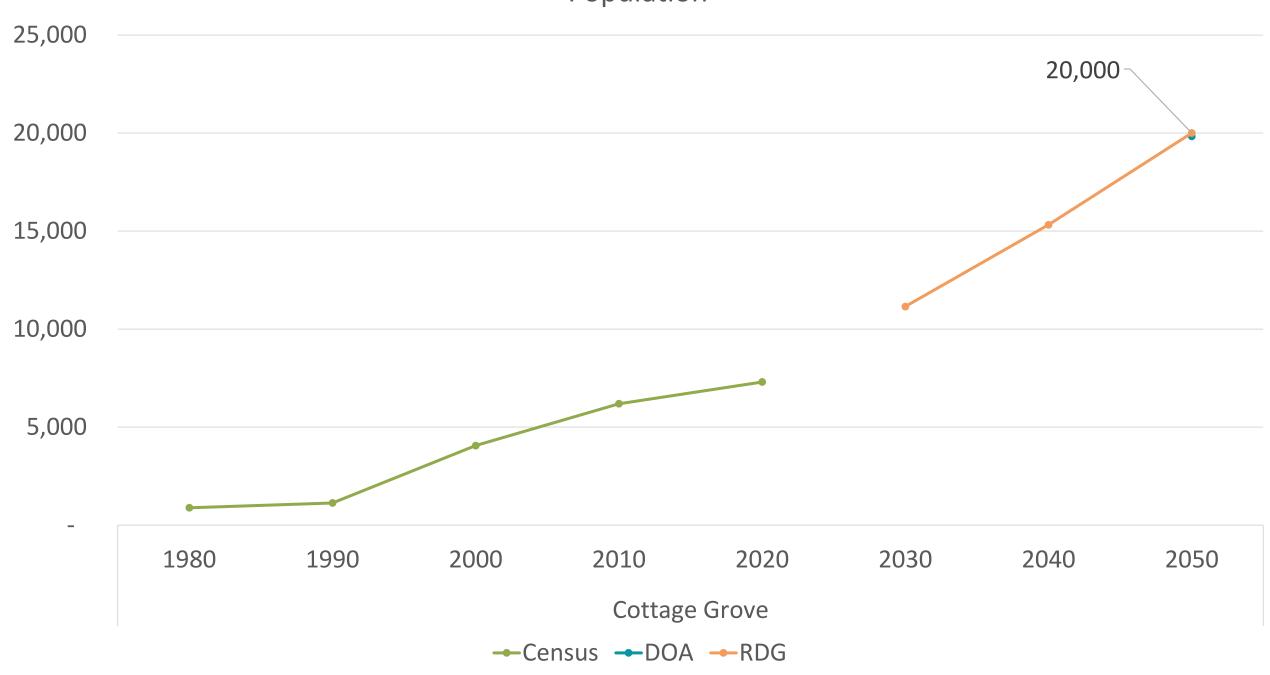
Community	2000 (Census)	2010 (Census)	2020 (Census)	2030 (RDG)	2040 (RDG)	2050 (RDG)	2050 (DOA)
Cottage Grove	4,059	6,192	7,303	11,150	15,320	20,000	19,833
De Forest	7,368	8,936	10,811	12,820	15,050	17,500	17,442
Sun Prairie	20,369	29,364	35,967	44,270	54,850	65,000	55,644
Verona	7,052	10,619	14,030	18,860	24,110	30,000	26,194
Waunakee	8,995	12,097	14,879	18,400	22,220	26,500	24,833
Windsor <sup>i</sup>	5,286	6,345	8,754	11,550	14,590	18,000	16,983
First Ring	53,129	73,553	91,744	117,050	146,140	177,000	160,929

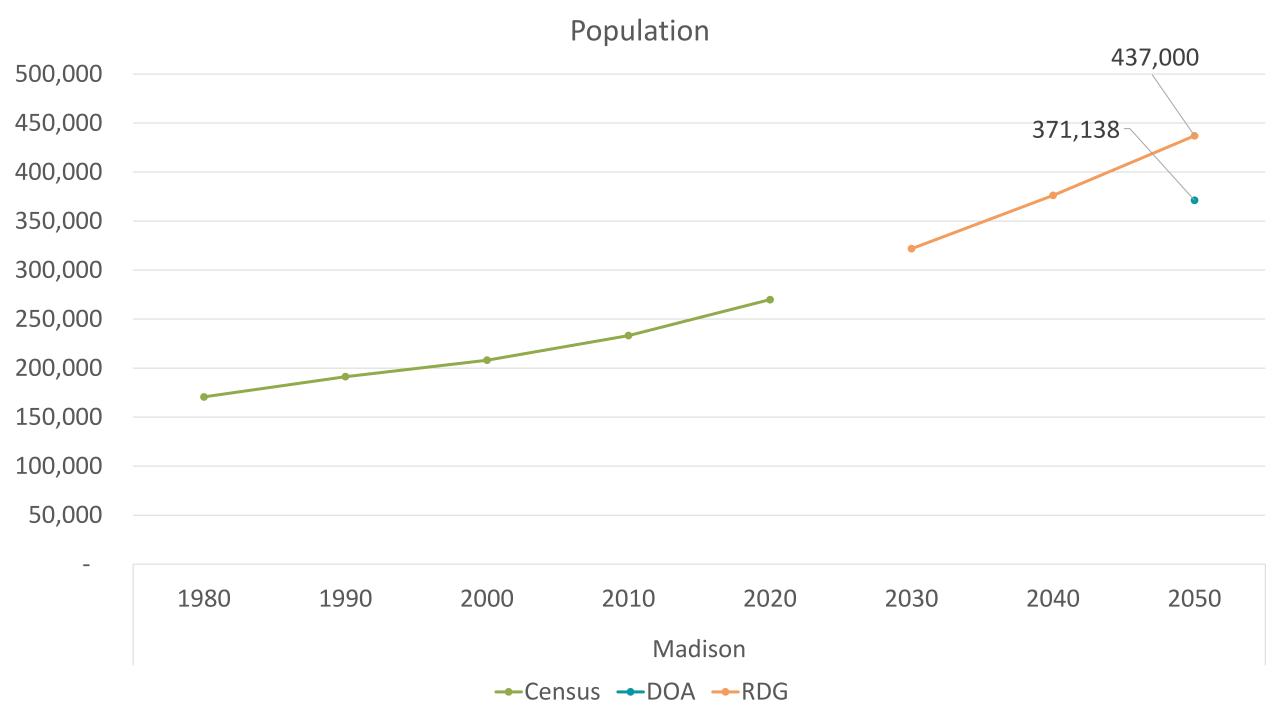
# Outlying

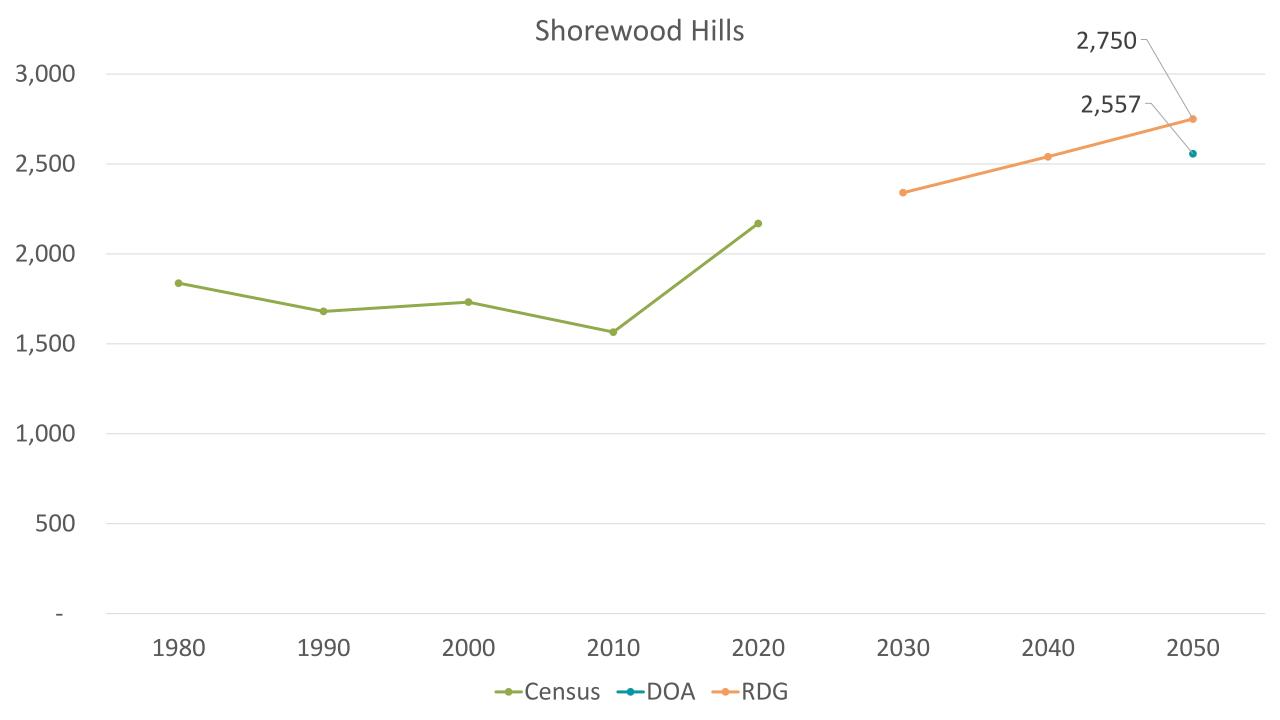
Community	2000 (Census)	2010 (Census)	2020 (Census)	2030 (RDG)	2040 (RDG)	2050 (RDG)	2050 (DOA)
Belleville*	1,795	1,848	1,909	2,240	2,600	3,000	3,356
Black Earth	1,320	1,338	1,493	1,650	1,810	2,000	1,942
Blue Mounds	708	855	948	1,120	1,300	1,500	966
Brooklyn*	502	936	1,026	1,320	1,640	2,000	1,183
Cambridge*	1,014	1,348	1,539	1,980	2,460	3,000	2,092
Cross Plains	3,084	3,538	4,104	4,830	5,620	6,500	4,699
Dane	799	995	1,117	1,380	1,670	2,000	1,173
Deerfield	1,971	2,319	2,507	2,960	3,450	4,000	2,903
Edgerton*	42	97	146	180	210	250	196
Marshall	3,432	3,862	3,787	4,310	4,870	5,500	4,122
Mazomanie	1,485	1,652	1,768	1,990	2,230	2,500	1,964
Mount Horeb	5,860	7,009	7,754	9,040	10,430	12,000	8,934
Oregon	7,514	9,231	11,179	13,090	15,170	17,500	17,235
Rockdale	214	214	207	220	230	250	179
Stoughton	12,354	12,611	13,173	15,090	17,170	19,500	12,870
Outlying	42,094	47,853	52,657	61,400	70,860	81,500	63,814

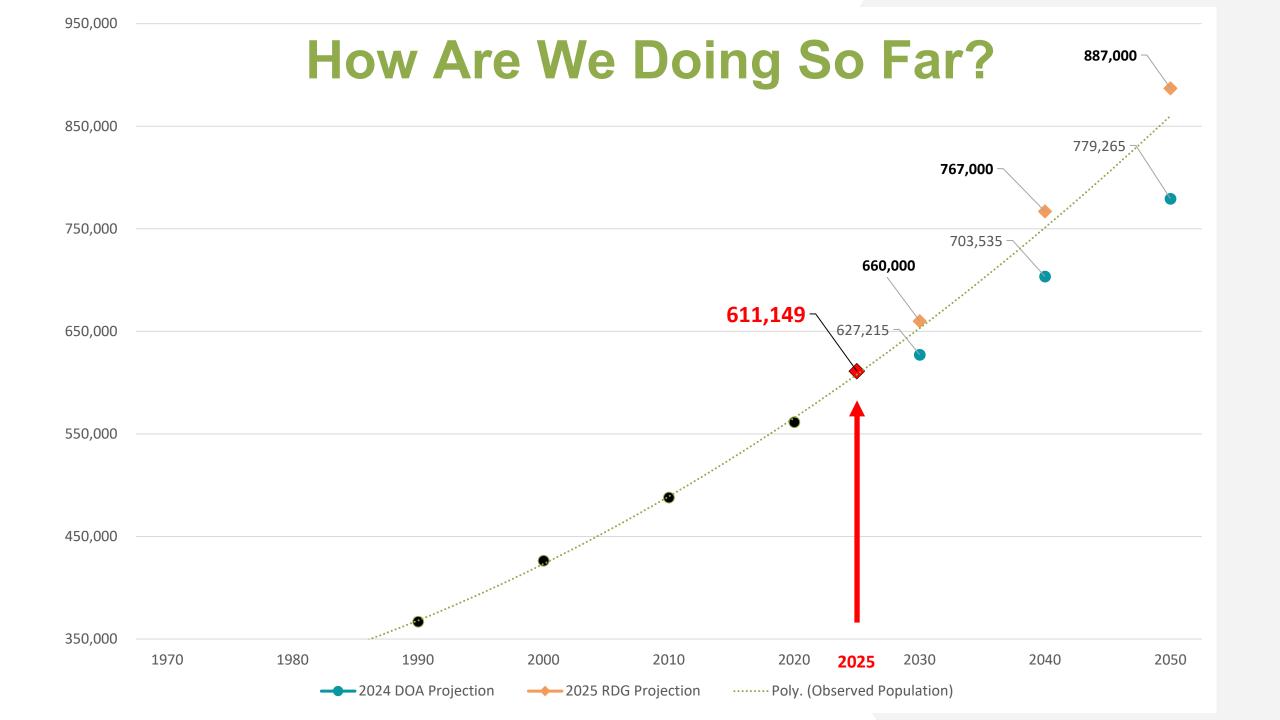




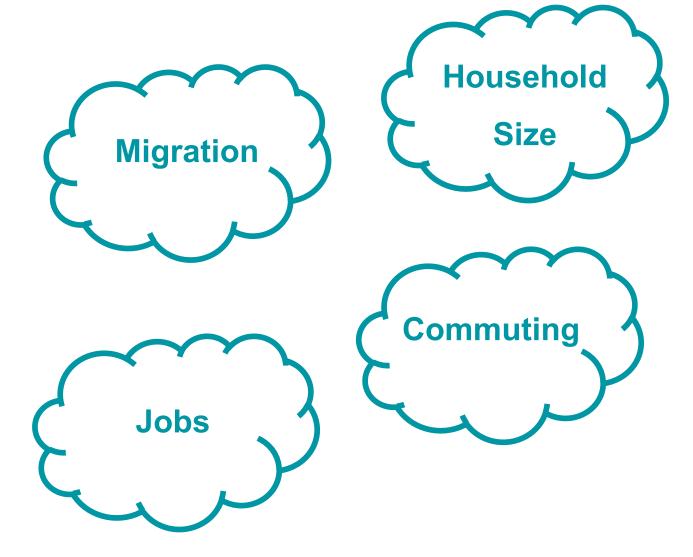








What Might Influence the Projections' Accuracy?

















## **Thank You!**









