

ELEMENT 2: HOUSING



A community's housing stock is its most significant long-term capital asset. Housing provides a major source of revenue for local communities in the form of property taxes and is often the largest land use in a community by area. For many households, the cost of housing is the single largest component of their household budget. By planning for housing, there is a greater likelihood that future housing development will meet a broad range of needs. Furthermore, planning for housing coordinates housing decisions with other plan sections, including the Land Use, Transportation, Economic Development, Utilities & Community Facilities, and Natural Resources elements. This coordination can lead to housing developments in the most appropriate areas of the community. The intent of the Housing Element is to provide an inventory of the existing housing stock, to analyze projected housing needs, and provide information on housing resources and programs. This analysis shapes the goals, objectives, policies, and programs that conclude this chapter. The major housing trends examined in this chapter include:

- Monona's desirable location and quality of life contribute to continued capacity to develop and redevelop housing despite limited developable land.
- Small single-family home size and age of homes generates demand for home modifications including additions, remodeling, and rebuilding.
- Age of multi-family housing stock generates demand for rehabilitated or new multi-family units.
- Older age of population generates demand for quantity and variety of senior housing types. Additionally, growing proportions of older age groups may influence a turn-over of single-family homes to younger families.

Table 2.1 U.S. Census Bureau Definitions

Housing Unit:	A house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters (areas where occupants live and eat separately from any other persons in the building and have separate direct access from the outside or a common hall).
Household:	Consists of all the people who occupy a housing unit. A household includes related family members and all the unrelated people, if any, who share the housing unit. A person living alone in a unit also counts as a household. The count of households excludes group quarters.
Householder:	The person (or one of the people) in whose name the housing unit is owned or rented. The number of householders is equal to the number of households. Also, the number of family householders is equal to the number of families.
1-Unit Detached:	Single unit structure with open space on all exterior walls.
1-Unit Attached:	Single unit structure with one or more walls separating it from adjoining structures if the dividing or common wall goes from ground to roof. This includes row houses (aka town homes), double houses, or houses attached to nonresidential structures.
2 or More Units:	These are units in structures containing 2 or more housing units, further categorized as units in structures with 2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more.
Census:	The US Census counts every resident in the US and takes place every 10 years.
American Community Survey (ACS):	The ACS is an ongoing survey that provides data every year giving communities current information. It is based a sample size of approximately 3.5 million households that provides communities with more up to date information and informs the decennial census. The ACS does not capture the entire population, but only a portion of the data, which is then projected to represent the entire population. This housing element uses the Census 2000 and 2010, and ACS 2013 5-Year data.
Area Median Income (AMI):	A measurement of median income that accounts for local or regional variability in cost of living. Often used to classify households as low, moderate, or high income.
Family:	A group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together. The number of families is equal to the number of family households; however, the count of family members differs from the count of family household members because family household members include any non-relatives living in the household.
Family Household:	A family household is a household maintained by a householder who is in a family (as defined above) and includes any unrelated people who may be residing there. The number of family households is equal to the number of families. The count of family household members differs from the count of family members, however, in that the family household members include all people living in the household, whereas family members include only the householder and his/her relatives.
Tenure	Refers to the distinction between owner-occupied and renter-occupied housing units.
HUD-CHAS	Department of Housing and Urban Development Comprehensive Housing Affordability Strategy.

Source: <https://www.census.gov/glossary/>

2.1 EXISTING HOUSING STOCK

2.1.1 DEMOGRAPHIC OVERVIEW

Monona's population is expected to stabilize or slightly increase over the next twenty years. Monona's population has historically included a large proportion of older adults relative to Dane County. This proportion will continue to grow as more adults reach retirement age. Monona has a large quantity of housing units occupied by individuals living alone that are age 65 or older. The average household size in Monona is declining; Monona has the smallest household size in Dane County at 1.99 persons while the county's average is 2.38. These demographic characteristics influence the community's housing, and can be reviewed in more detail in the Issues & Opportunities Element of this Plan.

2.1.2 HOUSING TYPES

Monona's overall housing stock includes 4,088 units (Census 2010). Of these units, the primary housing type is single-family detached homes, comprising approximately 53.9 percent of all units. Monona's percentage of single-family detached homes as type of housing is higher than Madison, Middleton, Fitchburg, and Sun Prairie, and lower than Cottage Grove, McFarland, and DeForest.

Table 2.2: Monona Housing Unit Count by Decade

	1960	1970	1980	1990	2000	2010
Total Units	2,265	3,381	3,755	3,822	3,922	4,088

Source: U.S. Census Bureau, Census 2010

Table 2.3: Housing Units in Structure

	1, Detached	1, Attached	2 to 4	5 to 19	20+
Dane County	53.3%	7.0%	10.9%	12.8%	15.9%
Madison	43.1%	5.7%	13.3%	15.7%	21.6%
Monona	53.9%	1.4%	7.4%	13.4%	23.7%
Cottage Grove	64.4%	12.1%	9.6%	2.0%	11.7%
McFarland	68.5%	12.1%	7.0%	7.1%	5.3%
DeForest	58.3%	17.7%	15.1%	5.4%	3.4%
Middleton	40.4%	7.8%	9.6%	22.9%	18.5%
Fitchburg	42.1%	9.6%	7.6%	18.7%	21.7%
Sun Prairie	49.9%	15.0%	12.3%	12.2%	10.7%

Source: 2013 5-Year American Community Survey

2.1.3 OCCUPANCY CHARACTERISTICS

Housing occupancy information illustrates if the current amount of housing stock is sufficient to meet existing demand. The community should have a sufficient supply of units to satisfy needs of both renters and owner-occupants. Table 2.4 provides total counts of units, owner-occupied units, renter-occupied units, and vacant units, and shows the change in each category from 2000 to 2010.

Table 2.4: Unit Count and Tenure

	Units			Own			Rent			Vacant		
	Count		%	Count		%	Count		%	Count		Rate
	2000	2010	Chg.	2000	2010	Chg.	2000	2010	Chg.	2000	2010	2010
Dane County	180,398	216,027	19.8	99,895	121,509	21.6	73,589	82,241	11.8	6,914	12,272	5.7
Madison	92,394	108,843	17.8	42,496	50,555	18.9	46,523	51,961	11.7	3,375	6,327	5.8
Monona	3,922	4,088	4.2	2,294	2,247	-2.0	1,474	1,530	3.8	154	311	7.6
Cottage Grove	1,453	2,289	57.5	977	1,561	59.8	450	649	44.2	26	79	3.5
McFarland	2,491	3,200	2.8	1,778	2,240	2.6	656	839	2.8	57	121	3.8
DeForest	2,761	3,499	26.7	1,927	2,432	26.2	749	968	29.2	86	99	2.8
Middleton	7,397	8,565	15.8	3,672	4,458	21.4	3,423	3,579	4.6	302	528	6.2
Fitchburg	8,604	10,668	24.0	3,781	5,281	39.7	4,524	4,674	3.3	342	713	6.7
Sun Prairie	8,198	12,413	51.4	4,792	7,209	50.4	3,089	4,427	43.3	317	777	6.3

Source: U.S. Census Bureau, Census 2010

Table 2.5 shows that the vacancy rate in Monona has declined in recent years. In 2013, the overall vacancy rate for was Monona 4.5%. This is consistent with the 2013 Dane County average of 4.6%. It is important to note that Madison Gas & Electric’s quarterly vacancy estimates are slightly lower than U.S. Census data, hovering just under 3.0% in 2014.

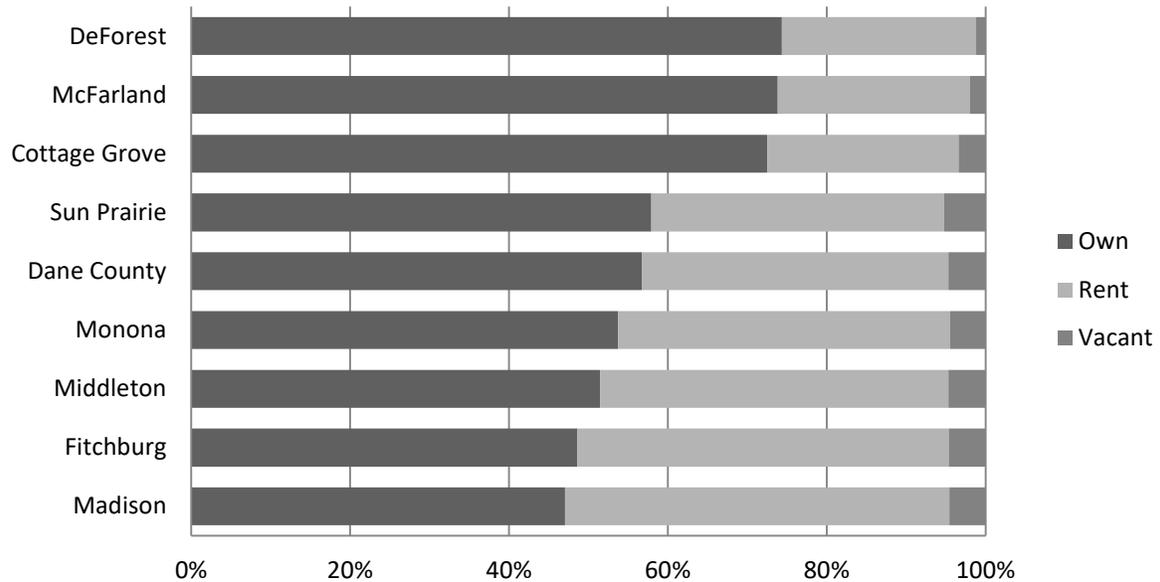
Table 2.5: Monona Housing Tenure

	Own	Rent	Vacancy Rate
2000	60.9%	39.1%	3.9%
2010	59.5%	40.5%	7.6%
2013	53.7%	41.8%	4.5%

Source: U.S. Census Bureau, Census 2000 and 2010, 2013 5-Year American Community Survey

Figure 2.1 below further describes housing occupancy characteristics as a percentage of the total number of units and compares Monona’s data with surrounding communities. The 2010 Census reports that 59.5% of Monona’s housing stock is owner-occupied, while 40.5% is renter-occupied. The more current data (but averaged over a five year timeframe) from the 2013 5-Year ACS data shows a further decline in owner-occupied housing to 53.7%, while 41.8% is renter-occupied. Monona’s owner-occupancy percentage (approaching 50%) is far lower than communities close in population size such as DeForest (74%), McFarland (73.8%) and Cottage Grove (72.5%). Monona was the only community of those listed in Table 2.4 that saw a decline in percentage of owner-occupied housing from 2000 to 2010.

Figure 2.1: Relative Housing Tenure



Source: 2013 5-year American Community Survey

Household composition is examined in Table 2.6. Household composition refers to the people living together and their relationship to one another. Over the past ten years, the percentage of family households has declined. This corresponds with the increase in the percentage of single person households. The average household size and family size also continued to decline consistent with statewide and national trends. Individuals living alone that are age 65 and older also increased, representing 15.9% of households, or 590 total households. Compared to other communities in Dane County, Monona has the highest percentage of individuals living alone. In general, families are having fewer children and more people are living independently. These statistics may illustrate a continued demand in Monona for senior housing and potentially smaller housing units.

Table 2.6: Household Composition, 2000 & 2010

Household Type	2000		2010	
	Households	Percent	Households	Percent
Family Households*	2,053	54.5%	1,925	51.0%
Non-Family Households	1,715	45.5%	1,852	49.0%
Total Households	3,768	100.0%	3,777	100.0%
Household Size				
One-person Household	1,393	37.0%	1,546	40.9%
- Living Alone 65 Years +	519	13.8%	590	15.6%
Two-person Household or more			2,231	59.1%
Persons Per Household	2.12		1.99	
Persons Per Family	2.80		2.71	

Source: U.S. Census Bureau, Census 2000 and 2010

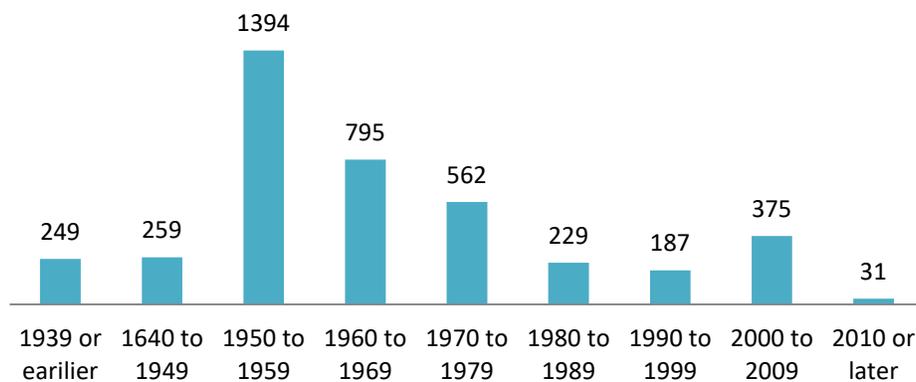
*Family Household: A household that has at least one member of the household related to the householder by birth, marriage, or adoption is a "family household."

2.1.4 HOUSING AGE & CONDITION

The age of a community’s housing stock is often used as a measure of the general condition and quality of the local housing supply. It is also an important indicator of potential rehabilitation needs. Age alone, however, is not the best measure of condition because many homes have been remodeled or kept in good condition. Using age data together with assessment value and other information can provide a good indication of housing condition.

As shown in Figure 2.2, almost 80% of Monona’s housing stock was built prior to 1980, over 30 years ago. As these homes continue to age it is important for the city to establish policies that encourage maintenance and reinvestment.

Figure 2.2: Age of Housing Distribution, 2013



Source: U.S. Census Bureau, 2013 5-Year American Community Survey

2.1.5 HOUSING VALUE

Value of housing refers to owner-occupied housing. The median value is an indication of housing demand. Contract rent refers to market rents for housing. Contract rent is an indication of the availability of rental housing for different incomes. As shown in Table 2.7 below, in 2000, the median value of owner-occupied housing in Monona was \$136,700, while in 2010 the median value was \$213,100.

Table 2.7: Owner-Occupied Housing Value and Distribution, 2000 & 2010

	2000	2010
Less than \$50,000	37	48
\$50,000 to \$99,999	188	50
\$100,000 to \$149,999	1,224	70
\$150,000 to \$199,999	382	845
\$200,000 to \$299,999	231	916
\$300,000 to \$499,999	167	230
\$500,000 or more	53	213
Median (dollars)	\$136,700	\$213,100

Source: U.S. Census Bureau, Census 2000 and 2010

Comparing the median house value and rents of owner-occupied housing in Monona with other nearby cities (Table 2.8), Monona has one of the lower median values of owner-occupied homes (\$213,000) of the surrounding communities listed below.

	Median Value (Owner-Occupied)	Median Contract Rent (All Rented Units)
Fitchburg	\$270,800	\$729
Middleton	\$262,900	\$720
Cottage Grove	\$251,900	\$952
Dane Co.	\$230,800	\$747
McFarland	\$230,000	\$663
Madison	\$220,200	\$768
Sun Prairie	\$213,400	\$760
Monona	\$213,100	\$622
DeForest	\$193,700	\$753

Source: U.S. Census Bureau, Census 2000 and 2010

2.1.6 HOUSING AFFORDABILITY

Housing is considered to be “affordable” if households spend no more than 30% of their income on housing costs. The definition of income comes from the Census definition of “money income,” and is “pre-tax, post-transfer” income. Housing costs for renting households are “gross rent” which is rent paid plus utilities (where not included in rent). Utilities are electricity, gas, water, and sewer. Housing costs for owning households include mortgage payments, real estate taxes, home insurance, and utilities.

Households that pay more than thirty percent of their income for housing are considered cost-burdened. An examination of housing cost burden in Monona (Table 2.9) shows 71.4% owners and 53.7% renters in Monona pay less than 30% of their income and are considered affordable. Therefore, 28.6% of owner-occupied households are cost-burdened while about 46.3% of rental households are cost-burdened.

	Owner-Occupied		Renter-Occupied		Total
Cost Burden less than 30%	1,690	71.4%	805	53.7%	2,495
Cost Burden 30%-50%	505	21.4%	410	27.3%	915
Cost Burden more than 50%	160	6.8%	265	17.7%	425
Cost Burden not available	10	0.4%	20	1.3%	30
Total	2,365	100%	1,500	100%	3,870

Source: HUD-CHAS data 2006-2010 ACS

2.2 PROJECTED HOUSING NEEDS

Even if there is high demand for certain housing types, a developers' ability to produce a range of housing is influenced by the availability of developable land and by regulations. The amount of undeveloped land in Monona is extremely limited. New housing will most often be in the form of redevelopment which is often accompanied by higher costs. However, Monona's location within the Madison metropolitan area and high quality of life makes it a desirable place to live and invest in housing rehabilitation and redevelopment.

2.2.1 SINGLE FAMILY HOUSING

Improvements to the single-family housing stock will come from redevelopment or rehabilitation. Another opportunity for increasing single-family housing stock is conversion of larger lots to small-lot single-family home subdivisions.

2.2.2 MULTI-FAMILY HOUSING

Because of the lack of land available for building single-family units and increasing land costs, development of housing units has shifted from single-family dwellings to multiple-unit housing facilities. Since housing unit increases in single-family homes is difficult, the proportion of multi-family or renter-occupied housing may gradually increase compared to single-family or owner-occupied housing. Because of an aging population, small household size, and age of existing multi-family stock, demand for rehabilitated multi-family units is expected. Moreover, the city's component plans to this Plan call for some increased density of mixed-use residential development in appropriate areas.¹

- **Rentals:** The multi-family rental stock in Monona was mostly built in the 1960s. Due to regional and national demand for rental units near community amenities, and due to age of existing stock, construction of new multi-family units has increased. The city encourages rehabilitation or redevelopment of the extensive supply of older multi-family housing units.
- **Condominiums:** In the 1990s, several new condominium developments were built on Lake Monona. The city is interested in continuing to encourage condominium development; however, substantial condominium development is not expected in the near future.
- **Senior Housing:** As the proportion of older adults in Monona continues to increase, a demand for diversity in types and affordability of senior housing will continue. Existing senior-specific housing options in Monona include Heritage Monona (88 Units), Monona Meadows (76 Units), Monona Hills (70 Units), and Frost Woods (67 Units).

¹ See related goals and policies in the 2010 Monona Drive Urban Design Guidelines, the 2007 Strategic Housing Plan, and the 1989 Broadway Corridor Plan.

2.3 HOUSING RESOURCES AND PROGRAMS

2.3.1 FEDERAL HOUSING RESOURCES

- **Community Development Block Grant (CDBG):** The CDBG program is a federal program aimed at helping local governments to provide affordable housing and other services to low income individuals. In 2003, Monona joined the CDBG consortium, which made the city eligible for CDBG funding. Dane County distributes approximately \$1 million in CDBG funds annually to participating communities to develop housing, community services, and economic development programs that will benefit lower income residents.
- **Home Investment Partnerships (HOME):** HOME is the largest federal block grant to state and local governments exclusively to create affordable housing for low-income households. It provides formula grants to states and localities to fund a wide range of activities that build, buy, or rehabilitate affordable housing units for rent or ownership.
- **Section 8: Project Based Assistance.** Section 8 is a federal program for assisting very low-income families, elderly and disabled individuals to afford housing. The Dane County Housing Authority owns eight single-family homes scattered throughout Monona that accept Section 8 vouchers.
- **Section 42 (LIHTC):** Section 42 is also known as Low Income Housing Tax Credit Program (LIHTC). The residents who live in Section 42 units must be income and program eligible. The rent that a Section 42 resident will pay is based on a fixed rental fee for the unit size that is lower than the average market rate rent in the area. The LIHTC program was created by the Tax Reform Act of 1986 and provides state and local agencies the authority to issue tax credits for acquisition, rehabilitation, or new construction of rental units that target low income households.
- **Section 202: Supportive Housing for the Elderly.** This is a HUD-administrated program provides supportive housing for very low-income persons age 62 and older. It helps the residents with options that allow them to live independently but in an environment that provides support activities such as cleaning, cooking, transportation, etc. There is only one Section 202 property in Monona, the Monona Meadows Apartments.
- **Section 811: Supportive Housing for Persons with Disabilities.** Through Section 811, HUD provides funding to develop and subsidize rental housing with the availability of supportive services for very low- and extremely low-income adults with disabilities. The purpose of the program is to allow persons with disabilities to live as independently as possible in the community by subsidizing rental housing opportunities which provide access to appropriate supportive services.
- **Public Housing:** This program provides rental housing for low-income families, elderly, and disabled individuals. HUD administers federal aid, in the form of annual grants, to local public housing agencies (PHAs) that manage housing for lower income residents at rents they can afford and provides them with technical and professional assistance. Housing in this program may vary from scattered single-family to high-rise apartments.

Table 2.10: Federally Funded Housing in Monona

Development	Address	Funding
Monona Hills	253 Owen Road	Section 8 (70 Units)
Monona Meadows	250 Femrite Drive	Section 8 (76 units) and Section 202 (76 Units)
Heritage	111 Owen Road	Section 42 (LIHTC) (19 Units)
Frost Woods	101 Frost Woods Road	Section 42 (LIHTC) (67 Units)
Public Housing (Dane County Housing Authority)	8 Single Family Homes, Scattered Sites	Section 8 (8 Units)

Source: HUD Affordable Apartment Inventory, accessed 3/5/2015 at

http://www.hud.gov/apps/section8/results.cfm?city_name_text=MONONA&county_name_text=Dane&zip_code=&property_name_text=&client_group_type=&maxrec=20&state_code=WI&statename=Wisconsin&start=21

2.3.3 ASSISTED LIVING IN MONONA

A Community Based Residential Facility (CBRF) is a place where five or more individuals live and receive care. These facilities provide assisted living to the elderly, disabled, and other target groups needing assisted care but not requiring nursing home care. An Adult Family Home (AFH) is defined by Chapter 50 of the State Statutes. An AFH is a private residence where three or four adults reside and receive care, treatment, or services that are above the level of room and board and that may include up to seven hours per week of nursing care per resident.

Table 2.11: Licensed Assisted Living Facilities in Monona, 2015

Facility	Address	Units	Specialty Programs
Heritage Monona CBRF	111 Owen Road	39	Irreversible Dementia, Alzheimer's
Heritage Monona CBRF	111 Owen Road	34	Advanced Aged
Heritage Monona - Residential Care Apartment Complexes (RCAC)	111 Owen Road	49	Supportive Care/Personal Care/Nursing Services
REM Wisconsin – Adult Family Home (AFH)	6107 Sylvan Lane	4	Advanced Aged, Developmentally Disabled, Emotionally Disturbed/Mental Illness, Dementia/Alzheimers, Physically Disabled, Dementia/Alzheimer's
Reynolds Assisted Living – CBRF	5318 Schluter Road	5	Advanced Aged, Irreversible Dementia/Alzheimers
Tellurian Adult Residential Services	300 Femrite Drive	38	Alcohol/Drug Dependent, Emotionally Disturbed/Mental Illness

Source: Wisconsin Department of Health Services, accessed 3/5/2015 at

<https://www.forwardhealth.wi.gov/WIPortal/DQA%20Provider%20Search/tabid/318/Default.aspx>

2.3.2 RENEW MONONA LOAN PROGRAM

The City of Monona's Renew Monona Loan Program is a housing stock renewal loan program that is intended to improve the affordability and attractiveness of purchasing homes in Monona. Also, it is expected that through this program, homeowners can improve the energy efficiency of the city's housing stock and stabilize the city's tax base. Funds are available in the form of a deferred second mortgage loan with 0% interest over the life of the loan. The program is funded as repayment of loans occurs (it is a revolving loan program). The original funding was provided by use of TIF funds from a closing TIF district in the city, and monies will periodically be injected through future TIF district closings.



2.4 HOUSING MIX STRATEGIES

Mixed-Use Development

Mixed-use development is a feature of both traditional communities (e.g. Main Street) and newer developments featuring New Urbanism or Traditional Neighborhood Development concepts. Monona's Urban Design Guidelines for Monona Drive and many Redevelopment Area Project Plans encourage infill mixed-use residential and commercial development in appropriate areas of the city. This type of development often encourages more walkable and sustainable communities by locating developments in close proximity to commercial, institutional, and transportation options.

Small-Lot Single-Family Home Subdivisions

Monona also has potential to increase housing quantity and type by allowing conversion of larger lots to small-lot single-family home subdivisions. For example, at 215 Femrite Drive, one lot formerly occupied by a single-family detached house was converted into a small-lot neighborhood occupied by six single-family detached houses.

Figure 2.3 Small-Lot Single-Family Home Subdivision



2.5 GOALS, OBJECTIVES, POLICIES, AND PROGRAMS

GOAL 2.1

Facilitate and encourage private sector development of housing opportunities for a variety of household types.

OBJECTIVE 2.1.1

Encourage the balanced development of a variety of housing types.

POLICIES

Research and support creative housing proposals that bring new and diverse housing types to Monona.

Encourage mixed-use developments in appropriate areas.

Evaluate appropriate neighborhood amenities associated with housing development and address amenity levels in plans approval.

POLICIES

Promote affordable homes to first time homebuyers, families and young professionals.

Work with federal, state and county agencies to assist residents in achieving home loans.

Promote ownership in the City to increase the number of owner-occupied housing.

OBJECTIVE 2.1.3

Attract new residents to move to the City of Monona

GOAL 2.2

Maintain and improve the quality of existing housing in Monona.

OBJECTIVE 2.2.1

Maintain neighborhood quality and prevent blight.

POLICIES

Ensure that Monona households are appropriately maintained and improved to enhance their appearance, property values, neighborhood character, and safety.

Promote state and local programs that help improve or rehabilitate housing stocks in Monona.

Review existing housing codes and enforcement procedures.

POLICIES

OBJECTIVE 2.2.3

Encourage the preservation of historic homes.

Provide support and education for the preservation of historic homes.

Encourage owners of historic homes to register their homes with the Wisconsin State Historical Society or the National Register of Historic Places.

GOAL 2.3

Maintain a healthy proportion of owner-occupied housing.

OBJECTIVE 2.3.1
Rehabilitate existing single-family housing.

POLICIES

Support enforcement of maintenance issues for single-family neighborhoods.

Fund the Renew Monona Housing Loan program.

OBJECTIVE 2.3.2
Rehabilitate existing multi-family rental housing stock.

POLICIES

Consider new policies and programs to promote reinvestment in existing multi-family rental stock.

OBJECTIVE 2.3.3
Promote owner-occupied multi-family structures.

POLICIES

Consider new policies and programs to promote owner occupied units within multi-family structures.

Conduct further research on an appropriate mix of owner-occupied versus renter-occupied housing and strategies to maintain that mix.
