

Housing Objectives and Policies



Green Bay Smart Growth 2022

Housing Plan

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Housing Plan

Relationship to the Issues and the Concept Plan

The Green Bay Housing Plan is intended to guide public and private investments to ensure an adequate housing supply that meets existing and forecasted housing demand in Green Bay.

The policies of this chapter recommend how to promote new and rehabilitated housing, provide choices for people of all ages and incomes and for people with special needs. Private actions are directed through the City's review of development applications, working within federal, state and city programs, and amendments to the zoning ordinance.

Summary of Issues

The major housing issues are summarized as:

- How can the City's housing supply best be structured to compete with new housing in outlying communities?
- How should the mix of housing types change during the plan period? Should greater diversification of the City's housing stock be encouraged?
- Is there a market demand for housing types not represented? (Examples might include higher-end apartments in mixed-use

buildings; urban townhouses or rowhouses; live-work units; small-lot single-family homes with common amenities; larger rental apartments; senior housing for independent living.)

- To what degree is a diversity of housing types desirable within single neighborhoods? Could design standards help to create a compatible mix of housing types and densities? Should the greatest variety of housing types be concentrated around neighborhood commercial nodes?
- Should design standards be developed for new infill housing in existing older neighborhoods? These might include basic criteria such as similar setbacks, building massing and garage placement.
- Should programs be developed to assist the City's elderly now residing in large single-family homes, to provide for shared living arrangements, maintenance assistance, or rehabilitation for accessibility?
- How can the City's existing housing stock best be preserved and upgraded? Are additional incentives needed to stimulate private sector investment in housing in the City's older neighborhoods?
- How can homes in existing floodplain areas be upgraded to better meet flood protection standards?
- How can the City's large stock of 1950s to 1960s single-family homes best be updated to meet current market needs and ensure the continued viability of their neighborhoods?

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- Should certain housing types be targeted for selective replacement? (Examples might include small multifamily buildings in poor condition.) If so, what kind of housing should replace them? What is the ideal balance between “retention” and “replacement”?
- Are fair housing issues being adequately addressed? (This includes non-discrimination in provision of housing and housing assistance.) Are additional efforts needed?
- Should the City’s zoning code be made more flexible to accommodate a greater variety of housing types and site designs?

Guidance from the Concept Plan

- **Affordable Housing:** Green Bay should work with Brown County, other communities and the private housing market to find a regional solution to the need for housing priced and sized for lower-income households, especially families.
- **Housing Diversity:** Diversify the housing stock by adding more attractive attached housing in all price ranges, styles and tenure (ownership or rental).
- **Housing Density:** Housing densities should be increased using quality planned unit development guidelines. However, concentrations of high-density dwellings should be discouraged. Neighborhood design options should provide choices, to incorporate affordability and compete with urban sprawl desires that allow for home workshops etc.

- **Infill and Rehabilitation:** Green Bay should emphasize infill development and rehabilitation of existing housing units. Design guidelines should be established for new infill housing and rehabilitation work. The City should create incentives for housing rehabilitation to safeguard or improve the quality of housing in the City.
- **Design Guidelines for Attached Housing:** The City should adopt guidelines for the site planning and general design of apartments and townhouses so that these housing forms will become a more attractive alternative and an asset to the neighborhoods in which they are located. New subdivisions and rebuilt streets should include buried utilities and street trees. Neighborhood commercial development should be encouraged and designed to be more attractive through site planning, landscaping, access control and sign design.
- **Code Enforcement:** Green Bay should provide increased support and resources for systematic nuisance and code enforcement regarding property maintenance, especially in terms of hazardous or toxic materials such as lead paint or asbestos.



Plan Overview

Summary of Objectives

The Green Bay Housing Plan sets goals, objectives and policies that can be undertaken by both the public and private sectors to improve and enhance the quality of the housing in Green Bay. The Plan is closely related to the Neighborhoods and Districts Plan and the Urban Design Plan in its focus on compatible infill and redevelopment in established neighborhoods.

Goal: Continue to stabilize and improve established neighborhoods while promoting affordable and decent housing for all residents of Green Bay.

Objective 1 – Affordable Housing. Promote cooperation among agencies, both private and public, that promote affordable housing opportunities for all.

Objective 2 – Housing Diversity. Encourage a broad range of housing types and price levels in order to bring people of diverse ages, races, incomes and abilities into daily interaction, strengthening the personal and civic bonds essential in a community.

Objective 3 – Housing Density. Encourage appropriate increases in housing density in established, new and developing neighborhoods while discouraging the over-concentration of high-density dwellings in limited areas.

Objective 4 – Infill and Rehabilitation. Encourage and assist in the rehabilitation of housing units in neighborhoods to create desirable living environments.

Objective 5 – Design Guidelines for Attached Housing.

Develop site planning and general design guidelines for new and rehabilitated attached housing (townhouses, rowhouses, apartments) to ensure that these types of housing become a more attractive alternative and an asset to the neighborhoods in which they locate.

Objective 6 – Code Enforcement. Provide increased support and resources to building, fire, health and zoning code enforcement regarding property maintenance to protect the health, safety, and welfare of the housing occupants.

Objectives and Policies

Objective 1 – Affordable Housing

Promote cooperation among agencies, both private and public, that promote affordable housing opportunities for all.

Recommended Policies:

- 1. Affordable Housing:** Plan and design neighborhoods that provide housing options with character and neighborhood identities. Continue to identify areas for affordable housing in conformance with *Smart Growth 2022*. The City's Neighborhood Division will continue to provide information on City-owned property suitable for low and moderate income housing or for special needs housing. Use acquisition and rehabilitation to increase the supply of quality affordable housing units. Provide housing opportunities for all residents throughout the City.
- 2. Federal Housing Assistance.** The City should continue to administrator all available federal housing programs including, but not limited to:
 - The federal HOME program
HUD-Section 8 Voucher Choice Program
 - Community Development Block Grants (CDGB)
 - Section 108 Loan program
 - All other federally funded programs.

Expand the City's implementation of housing programs that take maximum advantage of all available state and federal funding sources. The City should continue to monitor housing availability and should aggressively pursue all available federal funds to meet special housing needs and create new funding

sources to assist with the provision of affordable housing.

- 3. State Housing Assistance:** The City should continue to administrator all available state housing programs offered by, but not limited to:
 - Wisconsin Housing and Economic Development Authority (WHEDA) Emergency Shelter Program
 - Housing Cost Reduction Initiative Program
 - Neighborhood Enhancement Fund
 - Tax increment Financing.

The City should continue to monitor housing availability and should aggressively pursue all available state funding to meet special housing needs and create new funding sources to assist with the provision of affordable housing.
- 4. Local Housing Assistance:** The City along with other appropriate agencies should create a package of services that will help enable those low-income families who wish to become responsible homeowners.
 - The City should participate with private and nonprofit groups seeking to leverage or obtain new funding sources aimed at solving housing problems by supporting or jointly pursuing foundation funds and social investment by corporations, and by assisting with grant writing and with completing applications for available federal and State funds.

- The City should continue to work with financial institutions; underwriters of development loans and mortgages, to find and promote solutions to barriers in the real estate finance process that inhibit the development of modest single-family houses.
- The City should continue to work with the Mayor’s Neighborhood Resources Board to assist in the acquisition, rehabilitation and construction of new residences.

5. Residential Development: The City will use the future Land Use Plan to ensure the availability of land for the construction of residential units to meet the projected population demand for the life of *Smart Growth 2022*. The City will continue to follow and update the adopted Residential Development Policy to ensure planned, orderly growth. A future study on the supply-side nature of the housing market should be completed to support future residential expansion.

6. Flexible Zoning: The City will consider various zoning techniques in its new zoning ordinance that will permit greater housing choices in neighborhoods such as “granny flats” and live-work units.



Example of senior multifamily apartments.

Objective 2 – Housing Diversity

Encourage a broad range of housing types and price levels in order to bring people of diverse ages, races, incomes and special needs into daily interaction strengthening the personal and civic bonds essential in a community.

Recommended Policies:

- 1. Special Needs:** Encourage safe, decent and sanitary housing for those who are disabled in compliance with the American Disabilities Act (ADA) requirements. Continue to permit:
 - Community Living Arrangements (CLAs)
 - Adult Family Homes (AFH)
 - Community Based Residential Facilities (CBRFs)
 - Other assisted living facilities in appropriate locations.

Strive to allocate housing subsidy resources in a manner that increases opportunities for ethnic minorities, diverse ages, races and incomes to choose residences located throughout the City.

Establish reasonable ordinances in compliance with state and federal law and establish guidelines to govern the concentration and density of group living facilities including rooming houses, shelters, CBRF's, special needs residential facilities, migrant housing and dormitories that create opportunities and lessens impacts on surrounding neighborhoods.

- 2. Homeless:** Encourage agencies and organizations in their efforts to meet the housing needs of the homeless. Primary efforts should be aimed at early intervention and out reach to prevent households from becoming homeless. Strive to develop a continuum of housing opportunities, ranging from emergency shelters to transitional housing to permanent housing, in order to assist households that become homeless to regain stable, permanent housing. The Green Bay Housing Authority along

with appropriate agencies, non-profit groups should assist in determining the location and design of homeless facilities and the feasibility of renovating publicly owned vacant buildings for use as homeless facilities.

- 3. Elderly Housing:** Encourage a range of affordable housing types for the elderly, including but not limited to independent living, various degrees of assisted living, and skilled nursing care facilities.

Develop programs to be included in the overall services system by providing labor, maintenance and renovation of homes owned by elderly residents so they can remain in their homes.

- 4. Equal Opportunity:** Provide training, and public information outreach on county, state and federal fair housing law, and procedures for relief of discrimination under the law. The City in partnership with local housing agencies should provide home-buyer counseling and tenant and landlord training to inform prospective homebuyers, tenants and landlords of their legal responsibilities, rights and opportunities.

- 5. Housing Types:** The City should facilitate and encourage the construction of a variety of housing types, such as townhouses, rowhouses, apartments, live-work, etc, to provide alternatives to single-family detached housing in-keeping with the Urban Design and Neighborhoods Plans. Plan and promote the use of "Universal Design" to meet the future needs of the physically disabled, in all multifamily and commercial developments.

Objective 3 – Housing Density

Encourage appropriate increases in housing density in established, new and developing neighborhoods while discouraging the concentration of high-density dwellings.

Recommended Policies:

- 1. High Density Housing Supply:** Provide an adequate supply of sites for higher density housing in desirable locations to meet current and projected demand.
- 2. Work Force Multiple Family Housing:** Plan for higher density affordable” work force” multifamily housing in close proximity to employment centers. Utilize planned-unit developments to maximize parking, storage and green space.
- 3. Mid- and High-Density Housing:** Allow higher residential development densities in moderate density multifamily zones, based on the lower traffic and parking impacts this type of housing generates. Higher density housing should be located near public transit stops, commercial services and schools when feasible.
- 4. Planned Developments and Design:** Consider the use of cluster housing and planned unit developments to conserve open space and environmentally sensitive or valuable areas in keeping with the Natural Resources Plan. Appropriate design requirements should be developed in keeping with the surrounding neighborhood. Promote neighborhood identity and active resident involvement through the incorporation of Neighborhood park and recreation centers, which provide resident meeting places.
- 5. Neighborhood Design:** Provide for neighborhoods with smaller lots and smaller less expensive homes, built to high energy conservation standards, with narrower streets and sidewalks, that incorporate neighborhood commercial service centers. Promote neighborhood identity and active resident involvement through the incorporation of neighborhood park and recreation centers which provide resident meeting places. (See the discussion in the Urban Design Plan.)

Objective 4 – Infill and Rehabilitation

Encourage and assist in the rehabilitation of housing units in neighborhoods to create desirable living environments.

Recommended Policies:

- 1. Adaptive Reuse:** Encourage the adaptive reuse of existing buildings for residential and commercial uses in appropriate areas through flexible zoning standards and financial assistance.
- 2. Historic Structures:** Preserve and conserve historically significant structures in accordance with the Historic Preservation Chapter.
- 3. Incompatible Land Uses:** Identify and remove those incompatible, non-residential land uses that degrade the residential character of a neighborhood, and that are not in conformance with *Smart Growth 2022*.
- 4. Infill Lots:** Support the donation of vacant lots and structures appropriate for infill housing to other organizations engaged in providing homes in established neighborhoods. Consideration should be given to amending the zoning code to include regulatory incentives for infill projects that are compatible with older neighborhoods and historic districts. Design requirements should be established to regulate the placement and design of infill buildings in keeping with surrounding homes.
- 5. Blighted Properties:** Continue to identify areas of housing and infrastructure deterioration and blight, which would benefit from neighborhood rehabilitation.
- 6. Neighborhoods Rehabilitation:** Target rehabilitation efforts toward clusters of units or toward sound, established neighborhoods where the use of resources will result in desirable

living environments. The City's Neighborhood Division should identify neighborhoods each year, which due to location or other factors have the potential to become stable, safe, livable areas. Involve both the City and neighborhoods in rehabilitation efforts as they affect each neighborhood.



Example of rowhouse-style attached units suitable for infill development

Objective 5 – Design Guidelines for Attached Housing

Develop site planning and general design guidelines for new and rehabilitated attached housing (townhouses, rowhouses, apartments) to ensure that these types of housing become a more attractive alternative and an asset to the neighborhoods in which they locate.

Recommended Policies:

- 1. Energy Efficiency:** Encourage the use of energy-saving materials and construction techniques in new and rehabilitation projects when economically feasible.
- 2. Alternative Housing:** Continue the use of modular and manufactured housing, using more efficient manufacturing processes, conforming to the standards of Federal, State & local building and high standards for energy conservation. Encourage the development of mixed-use neighborhoods that include neighborhood commercial activities that are designed appropriately through site planning, landscaping, access control and sign control.
- 3. Residential Areas:** Encourage quality residential areas, which function as integral neighborhood units with schools, parks and other similar facilities as centers. Encourage new forms of housing in neighborhoods to provide housing for neighborhood residents at different stages in their lives. New and existing housing stock shall be safe and sanitary and located in a livable environment with adequate public services for the level of development. Involve both the City and neighborhoods in planning the types, appearance, and location of new housing best suited for each neighborhood. (See the standards in the Urban Design Plan.)
- 4. Land Use:** Coordinate the City's growth management planning to provide adequate capacity to accommodate expected residential growth and anticipated demand for different types of housing. Maintain sufficient zoned development capacity to accommodate Green Bay's projected share of Brown County household growth over the next 20 years as provided for and described in the land use element. Make certain the Affordable Housing Objective is taken into account when making future housing land use decisions.
- 5. Education:** Continue to educate neighborhood residents and organizations and encourage homeowners to increase private reinvestment in housing by providing information, technical assistance, and Incentives.
- 6. Design Standards:** Establish urban design standards for infill and rehabilitation work with the assistance of the neighborhoods. Promote the conservation of the existing housing stock when feasible.

Objective 6 – Code Enforcement

Provide increased support and resources to building, fire, health and zoning code enforcement regarding property maintenance to protect the health, safety, and welfare of the housing occupants.

Recommended Policies:

- 1. Enforcement:** City building, fire, health, and zoning codes will continue to be enforced to remedy existing pockets of blight and deterioration. Establish a strict systematic nuisance and housing code enforcement programming and monitor property conditions in all residential areas to help prevent neighborhood deterioration.

The City's Building and Zoning Inspection Division will strengthen its ability to investigate Zoning Code and Building Code violations with an emphasis on maintaining the residential character of neighborhoods.

Work with the federal government to remove actual and perceived barriers to home improvements in areas regulated by the Floodplain Overlay District.

- 2. Blight and Deterioration:** Emphasize the revitalization of existing pockets of blight and deterioration in a timely fashion and the prevention of future degradation. Continue to educate residents and neighborhood organizations in detecting hazardous or toxic materials such as lead paint or asbestos.



Implementation Program

This section describes the major actions involved in implementing the *Smart Growth 2022* Housing Element and indicates the relative priority of each, the responsible agency and any required coordination. Numerous specific actions are described in the body of the plan while the times listed below are only the major short- and long-term actions.

Table 23-1: Implementation Program for the Housing Plan

Priority	Action	Lead and Coordinating Agencies
1	Establish Design Guidelines for Attached Housing: Create design guidelines for various housing types in the new zoning ordinance.	Planning Department Inspection Division
1	Zoning Ordinance: Amend the Green Bay zoning ordinance to allow and encourage a variety of housing types including housing in mixed-use buildings and in traditional neighborhood settings.	Planning Department Law Department
1	Affordable Housing: continue to work with Brown County, other communities and the private housing market to address the issue of affordable housing.	Planning Department Green Bay Housing Authority Brown County Housing Authority
1	Infill and Rehabilitation: Continue to emphasize infill and rehabilitation of existing housing units utilizing various funding options and the design guidelines in the new zoning ordinance.	Planning Department Public Works Department
2	Code Enforcement: Provide increased support , training and resources to improve City of Green Bay code enforcement.	Public Works Department and the Inspections division Planning Department

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Priority	Action	Lead and Coordinating Agencies
2	Local Housing Assistance: Continue to work with the Mayor's Neighborhood Resource board and other local agencies to provide housing services to residents.	Planning Department Mayor's Office
2	Housing Density: Provide an adequate supply of sites for higher density housing in desirable locations to meet current and projected demands.	Planning Department Neighborhood and Planning Division
3	Floodplain Overlay District Review: Work with various agencies to update the current floodplain mapping and remove barriers to home improvement projects in the mapped floodplain.	Federal Emergency Management Agency Planning Department
3	Historic Preservation: Use the Historic Preservation Plan to assist in the preservation of historic structures.	Planning Department Green Bay Historic Preservation Commission
3	Housing Assistance: Continue to administer state, federal and local programs aimed at rent assistance, homeownership assistance and alleviating homelessness.	Neighborhood and Community Development Division of the Planning Department
3	Federal and State Funding: Monitor and pursue all available state and federal funding sources to meet special housing needs in the city.	Planning Department Green Bay and Brown County Housing Authorities.