

Housing Narrative: Village of Windsor

Most expensive development fees in Dane County

#14 out of 16
in Development Fee Cost

The Village of Windsor has some of the highest development fees in Dane County, ranking 14th overall out of 16 municipalities that were examined in MABA's fee study. Windsor's current impact, engineering, and planning fees are some of the highest compared to other local communities.

However, permit starts reached a ten-year high in 2025, suggesting that development activity has continued to increase despite the high development fees.

According to the Dane County Regional Housing Strategy, Windsor will need to create 87 annual new single family housing units in order to keep up with Dane County's growing population.

Windsor (V)

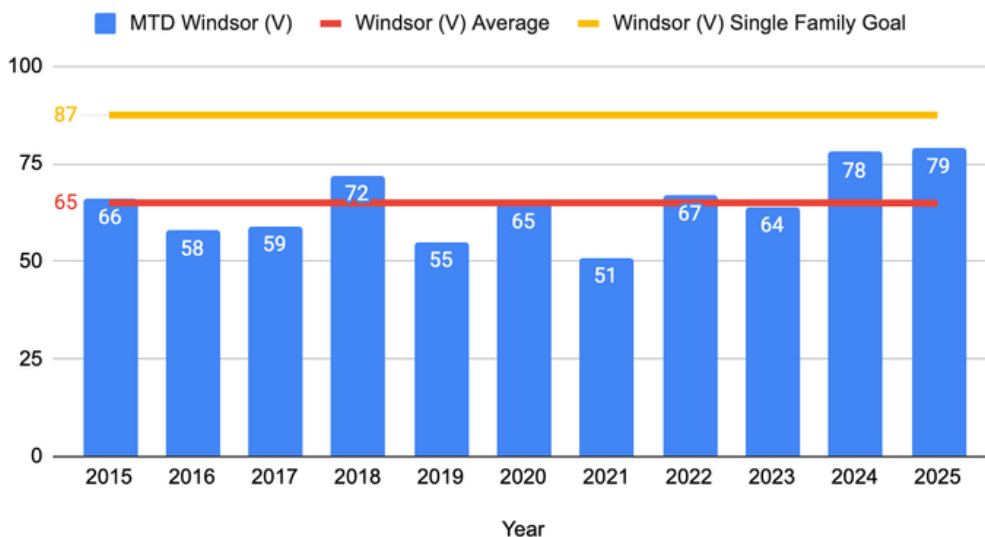


Table 1: Annual Single-Family Permit Starts and Regional Housing Strategy Targets

Chad Lawler Executive Director
clawler@maba.org

**Income Needed
to Afford New Home
\$172,601**

National Association of Home Builders

**Windsor
Local Mill Rate
0.003478709**

Dane County Treasury Department

**Windsor Mill Rate
Rank
3 of 15**

Dane County Treasury Department

**Windsor Parcel
Numbers
4421**

Dane County Treasury Department

Municipal Fee Rank



Overall

14 of 16



Impact

15 of 16



Planning

13 of 16



Building

8 of 16



Engineer

16 of 16

* Fee Rankings (1-16 with 16 being highest cost and, 1 being lowest)

**Annual New Single Family
Housing Units Needed:
87**

**Annual Unit Starts (Avg.):
65**

**Housing Progress Report
Goal Not Met:
Missing 8
Housing Units In 2025**

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Possible Solution

Windsor should explore reducing or restructuring impact, engineering, and planning fees to create a more favorable environment for new and less expensive housing. Any consideration of increasing these fees would be counterproductive to housing growth.

Additionally, the comprehensive plan should increase the amount of land available for development. Approval of additional lots and growth in permits would provide a more robust and long-term economic impact that increases a net new construction tax base.

Educational Resources

- **Housing Supply Accelerator** - <https://www.nahb.org/-/media/NAHB/advocacy/docs/state-and-local/housing-accelerator-playbook.pdf>
 - The Housing Supply Accelerator (HSA) Playbook is for local elected officials and community planners working to boost diverse, attainable, and equitable housing supply in communities nationwide.
- **Creating Housing for All Brochure** - <https://www.nahb.org/-/media/NAHB/advocacy/docs/top-priorities/housing-affordability/nahb-attainable-housing-brochure-2019.pdf?rev=ad31433c972b451d80254c1cb8ca334d>
 - Quick overview of solutions for housing
- **Land Development Checklist** - <https://www.nahb.org/-/media/NAHB/advocacy/docs/industry-issues/land-use-101/orientation/land-development-checklist>
 - This checklist outlines the typical process developers should go through. This resource will help both developers and public officials better understand the many steps in the land development process, the timeline, likely costs, and required due diligence associated with residential development.
- **Development Process Efficiency: Cutting Through the Red Tape** - <https://www.nahb.org/-/media/NAHB/advocacy/docs/top-priorities/housing-affordability/development-process-efficiency.pdf>
 - This report focuses on the land development review and approval process, an arcane-sounding component of housing development, but one that impacts the cost of new housing at all price levels.
- **NAHB Impact Fee Primer** - <https://www.nahb.org/-/media/7AC7AA3E405D43C7A5C7D40B3760EB61.ashx>
 - Resource that breaks down what impact fees are, how they are typically calculated, the pros and cons to impact fees, and lists possible alternatives
- **NAHB Priced Out Portal** - <https://www.nahb.org/news-and-economics/housing-economics/housings-economic-impact/households-priced-out-by-higher-house-prices-and-interest-rates>
 - Increases in home prices, mortgage rates, and property taxes have a direct impact on housing affordability. These factors lead to many Americans being priced out of the housing market. NAHB's "priced-out" methodology calculates how many households would be affected by these changes.
- **DANE COUNTY REGIONAL HOUSING PRIORITIES, STRATEGIES AND ACTION ITEMS, 2024 - 2028** - <https://rhs.danecounty.gov/documents/pdf/DCRHS-SAPReport-FNL-web-STRATEGIC-ACTION-PLAN.pdf>
 - Regional Housing Strategy with 17 strategies on how to address housing crisis in Dane County
- **A Road Map to Solving Dane County's Housing Crisis: Strategic Action Plan 2024-2028** - <https://rhs.danecounty.gov/documents/pdf/FactSheets/RHS-FactSheet-v3FINAL.pdf>
 - RHS Quick Fact sheet expanding on housing crisis
- **RHS BEST PRACTICES RESIDENTIAL ZONING CODE** - <https://rhs.danecounty.gov/documents/pdf/Best-Practices-Residential-Zoning---11.5.25.pdf>
 - The Best Practices Residential Zoning Guide is a resource for Dane County communities to evaluate and identify regulatory barriers that limit housing supply and diversity, as well as regulations that increase the cost of housing.

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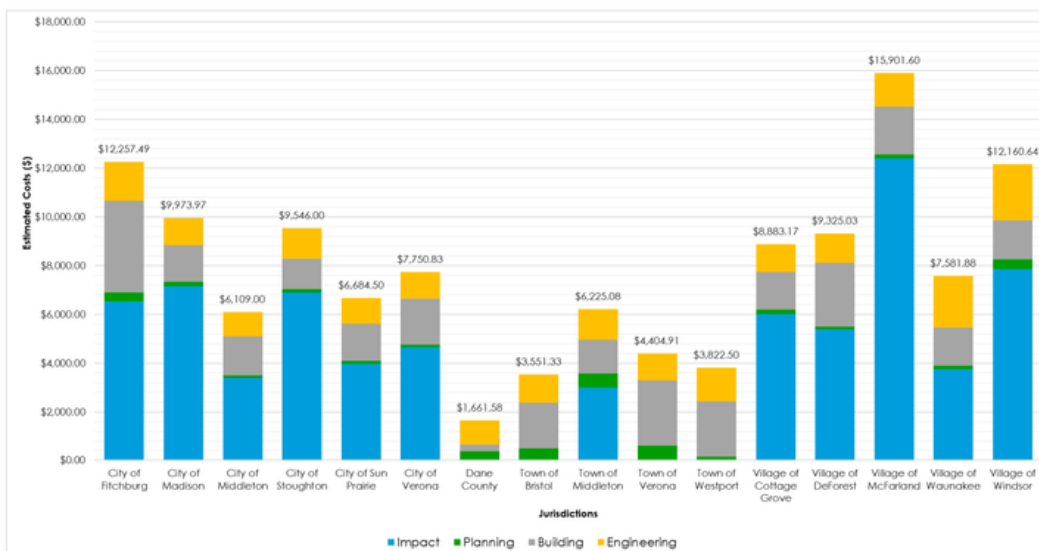


Table 2: Estimated Single-Family Development Fees

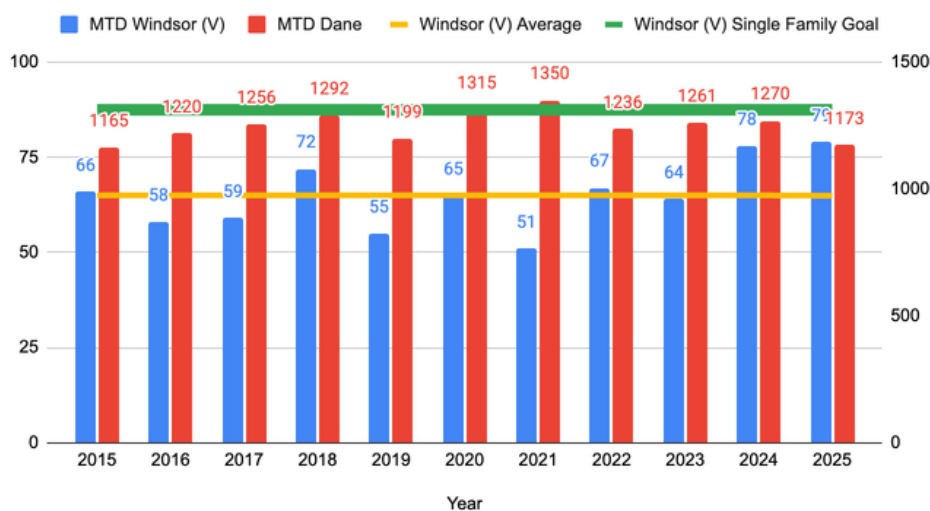


Table 3: Single-Family Permit Trends Compared to Dane County and Regional Housing Goals

Dane County Average
Home Price
\$556,556

MTD Marketing Services of Wisconsin

Windsor Weighted Avg. Mill
Rate
0.014014532

Dane County Treasury Department

Estimated annual
property taxes
\$7,799.87

Windsor New Average
Home Price
\$610,881

MTD Marketing Services of Wisconsin

Windsor Weighted Avg. Mill
Rate
0.014014532

Dane County Treasury Department

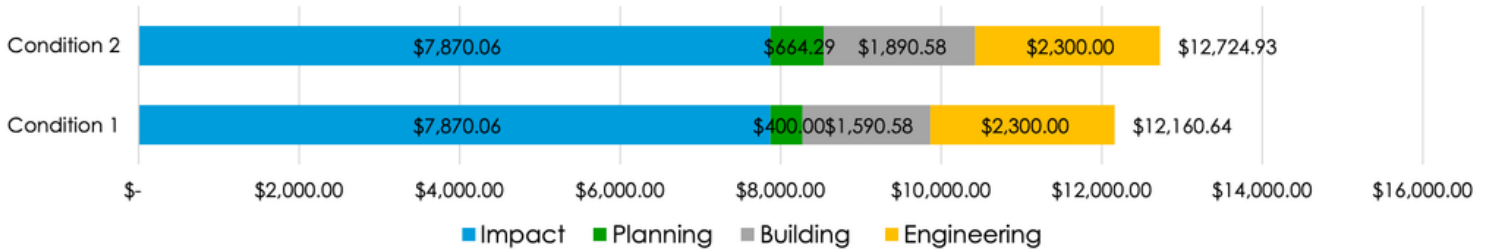
Estimated annual
property taxes
\$8,561.21



Housing Narrative: Village of Windsor

2.16 Village of Windsor

Village of Windsor Per-Home Fee Amounts



Village of Windsor Housing Affordability Analysis	Below Average Median Income (AMI)		Average Median Income (AMI)	Above Average Median Income (AMI)		
	Workforce Housing Range					
	Owner-Occupied Housing Units					
Owner-Occupied Affordability	60% AMI	80%AMI	100%AMI	120% AMI	150%AMI	180% AMI
Village of Windsor Median Income*	\$69,067	\$92,089	\$115,111	\$138,133	\$172,667	\$207,200
Median Single-Family Home Value**	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000	\$550,000
Affordable Mortgage (2.5 x income)	\$172,667	\$230,222	\$287,778	\$345,333	\$431,666	\$518,000
Affordability Gap - Owner Occupied	-\$377,334	-\$319,778	-\$262,223	-\$204,667	-\$118,334	-\$32,000
	Renter-Occupied Housing Units					
Renter-Occupied Affordability	60% AMI	80%AMI	100%AMI	120% AMI	150%AMI	180% AMI
Village of Windsor Median Income*	\$69,067	\$92,089	\$115,111	\$138,133	\$172,667	\$207,200
Median Annual Rent*** (\$1,322 x 12)	\$15,864	\$15,864	\$15,864	\$15,864	\$15,864	\$15,864
Affordable Rent (30% of income)	\$20,720	\$27,627	\$34,533	\$41,440	\$51,800	\$62,160
Affordability Gap - Renter Occupied	\$4,856	\$11,763	\$18,669	\$25,576	\$35,936	\$46,296

Sources: American Community Survey 2023 5-yr estimates, and Vierbicher.

* Median Income per 2023 ACS 5-yr estimates - [\\$1903 Median Income in Past 12 Months \(in 2023 Inflation-Adjusted Dollars\)](#)

** 2024 Median SF Sale Price Sold, per MLS as proxy for Median Single-Family Home Value. Sample Size: 129 single-family homes sold and 144 listed. Data collected by Vierbicher staff April 7, 2025.

*** Median Annual Rent from 2023 ACS 5-yr estimates - [DP04 Selected Housing Characteristics](#)

Median Sale Price vs. Total Estimated Fee Costs Per Home

	City of						Dane County*	Town of				Village of				
	Fitchburg	Madison	Middleton	Stoughton	Sun Prairie	Verona		Bristol	Middleton	Verona	Westport	Cottage Grove	DeForest	McFarland	Waunakee	Windsor
2024 Median Sale Price Sold	\$474,900.00	\$449,900.00	\$569,250.00	\$402,000.00	\$445,000.00	\$561,924.00	\$475,000.00	\$585,000.00	\$825,000.00	\$649,000.00	\$685,000.00	\$485,000.00	\$469,900.00	\$491,000.00	\$610,000.00	\$550,000.00
Total Fee Costs per 2,500 sq. ft. home (Condition 1 - 60 lots)	\$12,257.49	\$10,367.30	\$6,109.00	\$9,546.00	\$6,684.50	\$7,750.83	\$1,661.58	\$3,551.33	\$6,225.08	\$4,404.91	\$3,822.50	\$8,883.17	\$9,325.03	\$15,901.60	\$7,581.88	\$12,160.64
Fee Costs as percentage of 2024 Median Sale Price	2.58%	2.30%	1.07%	2.37%	1.50%	1.38%	0.35%	0.61%	0.75%	0.68%	0.56%	1.83%	1.98%	3.24%	1.24%	2.21%

Lowest value

Highest value

*Dane County contains numerous Towns and Townships' whose fees may vary and therefore have not been included. This lowers the reported Fee Costs for Dane County.



Housing Narrative: Village of Windsor

VILLAGE OF WINDSOR

SOURCE	FEE TYPES Investigated	Village of Windsor 2025 Fees	Condition 1 (60 SF homes; 2500 sq ft)		Condition 2 (35 SF homes; 3500 sq ft)	
	Impact Fees	Duration/Per Unit	Cost per home	Cost for development	Cost per home	Cost for development
	Fee in lieu of Parkland	\$ 1,905.68	\$1,905.68	\$114,340.80	\$1,905.68	\$66,698.80
	Fee for Improvement of Parkland	\$ 1,496.17	\$1,496.17	\$89,770.20	\$1,496.17	\$52,365.95
https://www.windsorwi.gov/vertical/Sites/%7BC1679B38-6BAE-4E0D-942E-C7A84C964C87%7D/uploads/DOC-VW-Building_Permit_Fees_2025.pdf	Public Safety	\$ 355.00	\$355.00	\$21,300.00	\$355.00	\$12,425.00
	Public Water	\$ 3,000.00	\$3,000.00	\$180,000.00	\$3,000.00	\$105,000.00
	Traffic Management (east)	\$ 1,484.89	\$0.00	\$0.00	\$0.00	\$0.00
	Traffic Management (west)	\$ 1,113.21	\$1,113.21	\$66,792.60	\$1,113.21	\$38,962.35
	Planning Fees					
	Conditional Use Permit (CUP)	\$ 350.00	\$0.00	\$0.00	\$0.00	\$0.00
	Conditional Use Permit (CUP) escrow	\$ 2,500.00	\$0.00	\$0.00	\$0.00	\$0.00
	Certified Survey Maps (CSM)	\$ 325.00	\$0.00	\$0.00	\$0.00	\$0.00
	Preliminary Plat	\$ 500.00	\$8.33	\$500.00	\$14.29	\$500.00
	Preliminary Plat (escrow)	\$ 10,000.00	\$166.67	\$10,000.00	\$285.71	\$10,000.00
https://www.windsorwi.gov/vertical/Sites/%7BC1679B38-6BAE-4E0D-942E-C7A84C964C87%7D/uploads/DOC-VW-Development_Review_Fees_Final.pdf	Final Plat	\$ 350.00	\$5.83	\$350.00	\$10.00	\$350.00
	Final Plat (escrow)	\$ 10,000.00	\$166.67	\$10,000.00	\$285.71	\$10,000.00
	Zoning Map and/or Ord. Amendment	\$ 350.00	\$5.83	\$350.00	\$10.00	\$350.00
	Zoning Map and/or Ord. Amendment (escrow)	\$ 1,000.00	\$16.67	\$1,000.00	\$28.57	\$1,000.00
	Zoning Variance	\$ 350.00	\$0.00	\$0.00	\$0.00	\$0.00
	Zoning Variance (escrow)	\$ 1,000.00	\$0.00	\$0.00	\$0.00	\$0.00
	Recording Fees (Register of Deeds)	\$ 30.00	\$30.00	\$1,800.00	\$30.00	\$1,050.00
	Subdivider to pay all legal/consulting fees incurred?	yes	\$0.00	\$0.00	\$0.00	\$0.00
	Building Permit Fees					
	Wisconsin Permit Seal	\$ 50.00	\$50.00	\$3,000.00	\$50.00	\$1,750.00
	Construction Review	Min. \$600.00, \$0.30/sq. ft	\$750.00	\$45,000.00	\$1,050.00	\$36,750.00
	Electrical	\$ -	\$0.00	\$0.00	\$0.00	\$0.00
https://www.windsorwi.gov/vertical/Sites/%7BC1679B38-6BAE-4E0D-942E-C7A84C964C87%7D/uploads/DOC-VW-Building_Permit_Fees_2025.pdf	Plumbing	\$ -	\$0.00	\$0.00	\$0.00	\$0.00
	HVAC	\$ -	\$0.00	\$0.00	\$0.00	\$0.00
	Plan Review (Single- & Two-family)	\$ 100.00	\$100.00	\$6,000.00	\$100.00	\$3,500.00
	Driveway/culvert (per access)	\$ 25.00	\$25.00	\$1,500.00	\$25.00	\$875.00
	Sanitary Sewer Connection	\$500.00/lateral; \$100.00/unit	\$600.00	\$36,000.00	\$600.00	\$21,000.00
	Unmetered water / metered water	\$65.58 / -	\$65.58	\$3,934.80	\$65.58	\$2,295.30
	Engineering Fees					
	Staking	\$ 1,000.00	\$1,000.00	\$60,000.00	\$1,000.00	\$35,000.00
https://www.windsorwi.gov/vertical/Sites/%7BC1679B38-6BAE-4E0D-942E-C7A84C964C87%7D/uploads/DOC-VW-Building_Permit_Fees_2025.pdf	Erosion Control Inspection	\$ 100.00	\$100.00	\$6,000.00	\$100.00	\$3,500.00
	Grading Plan Review	\$ 200.00	\$200.00	\$12,000.00	\$200.00	\$7,000.00
	Grading Plan (escrow, refundable)	\$ 1,000.00	\$1,000.00	\$60,000.00	\$1,000.00	\$35,000.00

Special Impact Fees:

- Public Safety (\$355.00)
- Public Water (\$3,000.00)
- Traffic Management (east) \$1,484.89
- Traffic Management (west) \$1,113.21.

Division 4. Impact Fees

Sec. 10-138. - Exemptions.

The following shall be fully or partially exempt from the payment of impact fees:

1. Public water impact fees.

- a. Additions to existing buildings where no additional or larger water meters are requested;
- b. Additions to existing buildings where a larger meter replaces a smaller meter shall have a credit against the impact fee in the amount of the impact fee based upon the size of the meter replaced, regardless of whether or not the replaced meter was subject to a public water impact fee when it was installed.

2. Public safety impact fees.

- a. Additions to existing residential buildings where no additional residential dwelling units are created.
- b. Additions to existing nonresidential buildings shall have a credit against the impact fee based upon the proportion of the assessed value of the existing building to the estimated value of the new building following the completion of the addition.
- c. New residential buildings constructed on substantially the same site of a residential building either demolished or destroyed by casualty subsequent to the effective date of the ordinance from which this article is derived.
- d. Construction of buildings assessor to residential buildings having estimated values of \$15,000.00 or less.

3. Traffic management impact fees.

- a. Additions to existing residential buildings when no additional residential dwelling units are created.
- b. Additions to existing retail or commercial office buildings shall have a credit against the impact fee based upon the proportion of the size of the existing building to the estimated size of the new building following the completion of the addition.

Division 8. Parks and Open Spaces

Sec. 38-635. - Calculation for dedication of parks and open space.

All land dividers shall dedicate suitable land to the Village for park and open space uses as calculated below:

1. **Parkland.** Ten-hundredths acre (4,356 square feet) per dwelling unit shall be dedicated to the Village for exclusive use as public parks to be improved as playgrounds, sports fields or other active recreational area for the benefit of the future residents of the land division and the Village. Required access ways and pedestrian ways do not count as satisfying this requirement.
2. **Wetlands and drainage facilities.** Marshes, wetlands, drainageways, detention facilities and any required buffer areas adjoining same, shall be dedicated to the Village to the extent that they exist within the land division. Such dedication does not count towards satisfaction of the subdividers' obligation for parkland required by this chapter.
3. **Shoreland, lake access, lake and stream shore plats.** All land divisions abutting on a navigable lake or stream shall provide public access at least 60 feet wide providing access to the low watermark, so that there will be public access which is connected to existing public roads, at not more than one-half mile intervals as measured along the lake or stream shore, except where greater intervals and wider access is agreed upon by the State Department of Natural Resources and excluding shore areas where public parks, outlots, conservancy, open space or roads on either side of a stream are provided. No public access established under this chapter may be vacated except by circuit court action. This subsection does not require the Village to improve land provided for public access. Such dedication does not count towards satisfaction of the land divider's obligation for parkland under these regulations.
4. **Unknown number of dwelling units.** Where the land division, PUD or condominium project does not specify the number of dwelling units to be constructed, the land dedication shall be based upon the maximum number of units permitted by the applicable zoning ordinance.
5. **Deeded to the Village.** Land dedicated for public purposes shall be deeded to the Village, at the sole discretion of the Village Board, upon recommendation of the Village Plan Commission, Village Park Commission and any other applicable commission, committee or authority, by recordable instrument provided as a condition of final plat approval. The land divider shall provide a title insurance commitment for the dedicated property to the Village.

Division 8. Parks and Open Spaces

Sec. 38-636. - Fees in lieu of land.

1. When permitted. The Village Board may require the land divider to remit a cash payment in lieu of parkland dedication when:
 - a. There is no land suitable for parkland within the proposed land division;
 - b. Insufficient land is dedicated pursuant to subsection 38-636(1); or
 - c. The proposed dedication of land would not be compatible with the Village's Comprehensive Plan or Comprehensive Outdoor Recreation Plan, and the Park Commission has recommended that receipt of cash from the land divider would better serve the public interest.
2. Calculation. Should the Village Board require a fee in lieu of parkland dedication, it shall be calculated as follows:
 - a. Value A, required dedicated acreage: Multiply the total number of dwelling units by 0.10 acres;
 - b. Value B, acreage to apply fee in lieu to: Subtract from the value calculated as Value A above the amount of land, acres, being dedicated as parkland; and
 - c. Fee in lieu owed to Village: Multiply Value B by \$14,035.00 (adjusted as of January 1 of each year utilizing the Consumer Price Index for All Urban Consumers (CPI-U): U.S. city average from the U.S. Bureau of Statistics. The fee in lieu shall hereafter be updated by resolution of the Village Board and shall be in the amount provided in the Village fee schedule based on the inflation of the (CPI-U) annually.
3. Payment. The land divider shall remit the calculated amount in subsection (b)(3) of this section to the Village prior to execution of the final plat.
4. Park fund. Funds paid to the Village under this subsection shall be placed in a separate non-lapsing account designated for expenditure for park or conservancy development and improvement projects as recommended from time to time by the Park Commission.

Division 8. Parks and Open Spaces

Sec. 38-638. - Required improvements.

1. Parkland to have improved street frontage. All parkland dedicated under these regulations shall have a minimum of 100 feet of frontage on an improved public road.
2. Road design requirements. Road improvements adjoining a park shall have unrestricted public access and include curb, gutter, path, pavement and road trees.
3. Installation of water and sanitary sewer lines. In areas served by public utilities, the subdivider shall install water and sanitary sewer lines to the property line.
4. Grade. Lands dedicated for park purposes shall, upon recommendation of the Park Commission, be graded between a one percent to two percent slope, and be restored per these regulations.
5. Fee for initial improvement of parkland.
 - a. The initial improvement of parkland fee shall be required for all new residential development in Windsor and shall be in addition to any land dedication or payment of fees in lieu of land dedication as required by section 38-637 of this land division and subdivision ordinance.
 - b. All fees collected for initial improvement of parkland shall be utilized to construct improvements of public parks as specified in Wis. Stats. § 236.45(6)(ac). The specific park improvements authorized and for which fees are collected are as follows:
 - i. Grading;
 - ii. Landscaping;
 - iii. Installation of utilities;
 - iv. Construction of sidewalks and paths;
 - v. Installation of playground equipment; and
 - vi. Construction or installation of restroom facilities.
 - c. All fees shall be placed into a separate non-lapsing segregated fund to be used solely for initial improvement for public parks.
 - d. The subdivider shall pay a fee for initial improvement of parkland for public parks prior to the Village signing the final plat, CSM, condominium plat (pursuant to sections 38-367–38-369 of this land division and subdivision ordinance) or planned unit developments (pursuant to section 38-397 of this land division and subdivision ordinance).
 - e. The amount of the fee for initial improvement of land for public parks shall be as follows:
 - i. Single-family housing unit: \$1,072.94;
 - ii. Duplex: \$1,072.94, each unit;
 - iii. Each other dwelling unit type: \$879.71.

The fee for initial improvement of land for public parks shall be adjusted annually for inflation by using the "Consumer Price Index, National Series (assuming December, 1985 = 100)" for all nonfood items as published by the U.S. Department of Labor, Bureau of Labor Statistics. The fee for initial improvement of parkland shall hereafter be updated by resolution of the Village Board and shall be in the amount provided in the Village fee schedule based on the inflation of the (CPI-U) annually.



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Division 8. Parks and Open Spaces

Sec. 38-638. - Required improvements.

6. Time for completion. Improvement of the dedicated parkland shall be completed in conjunction with the required public improvements of the plat.
7. Certificate of compliance required. The Village Board shall require certification of compliance by the Village engineer. The cost of such report shall be paid by the land divider.
8. Effect of failure to comply with section. If the land divider fails to satisfy the requirements of this section, the Village Board may contract the completion and bill such costs to the land divider, following a public hearing and written notice to the land divider of noncompliance. Failure to pay such costs may result in the immediate withholding of all building permits until such costs are paid.