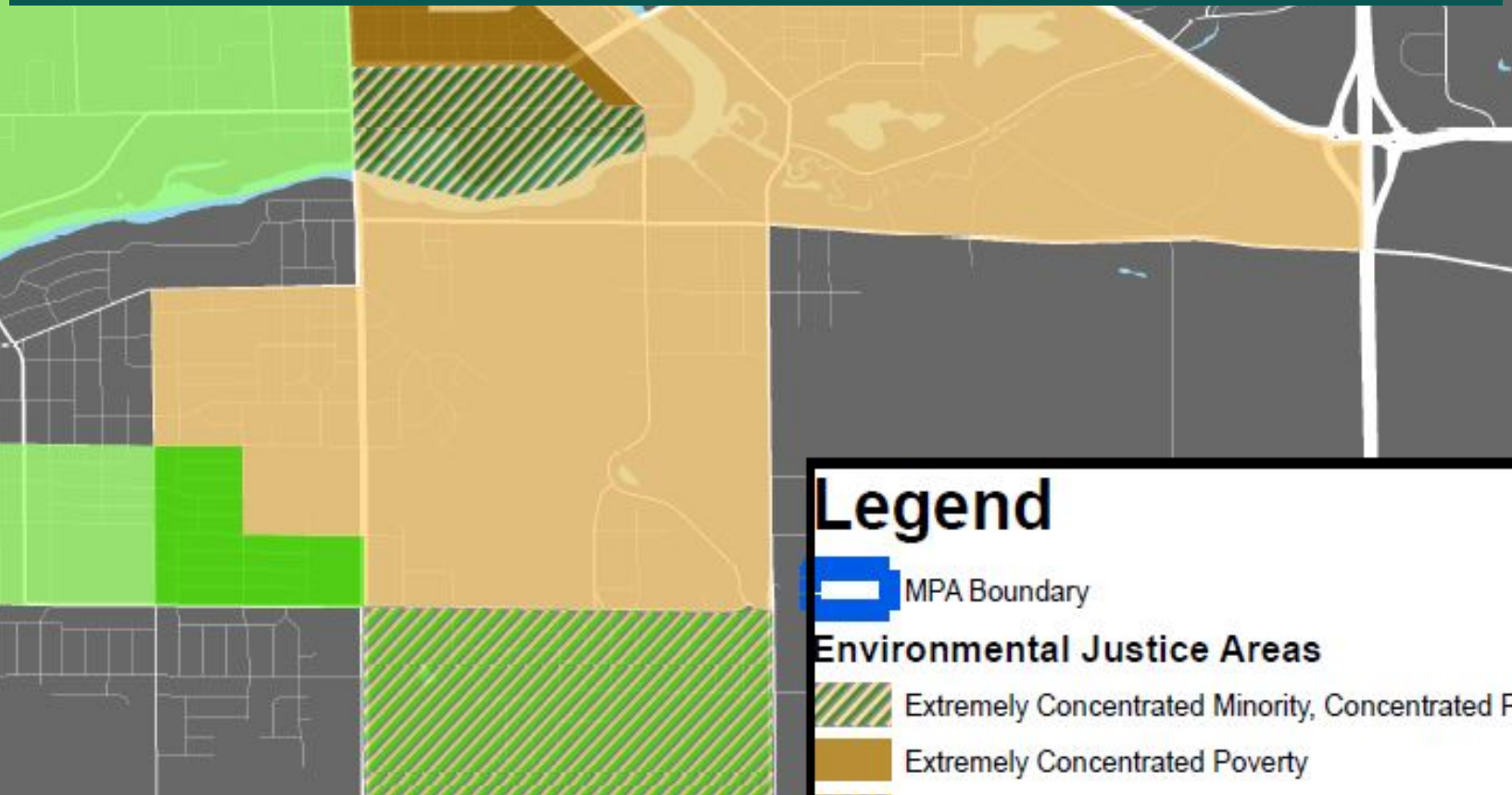




# Environmental Justice Analysis


*Janesville Area 2020-2050 Long-Range Transportation Plan (LRTP)  
Adopted May 10, 2021*



## Legend

 MPA Boundary

### Environmental Justice Areas

 Extremely Concentrated Minority, Concentrated P

 Extremely Concentrated Poverty

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# Chapter One: Introduction

Environmental Justice, most simply, is the fair treatment of all populations within a community. Environmental Justice is the effort to ensure that the negative impacts associated with the construction and operation of transportation projects do not disproportionately impact minority and low-income populations. The Federal Highway Administration (FHWA) has established three fundamental Environmental Justice principles:

1. To avoid, minimize, or mitigate disproportionately high and adverse human health and environmental effects, including social and economic effects, on minority populations and low-income populations.
2. To ensure the full and fair participation by all potential affected communities in the transportation decision-making process.
3. To prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.

This analysis concentrates on the just disbursement of projects in neighborhoods with the highest proportion of low-income and/or minority populations, and the third principle “to prevent the denial of, reduction in, or significant delay in the receipt of benefits by minority and low-income populations.” Documentation demonstrating that the MPO ensured the full and fair participation by all potential affected communities in the transportation decision-making process is contained in the [Appendix](#) of the LRTP.

## Methodology

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The first step in the process to analyze potential negative impacts to minority populations and low-income populations is to determine where target areas are located within the Janesville Metropolitan Planning Area (MPA). Target areas are identified using U.S. Census Bureau Block Group data from the American Community Survey 2015-2019 five-year estimates. Census Block Group boundaries do not neatly line up with the MPA boundary; therefore, the entire geographic areas of block groups within each of the MPO jurisdictions are included as part of this analysis.

The percentage of the population within each block group identified as low-income or minority is compared to the Urbanized Area (UZA) average, and uses a normal range of one standard deviation of the UZA average. Block Groups with a score greater than one standard deviation above the UZA average are considered “concentrated;” block groups with a score greater than two standard deviations above the UZA average are considered “highly concentrated.” Any block groups with a score greater than three standard deviations above the UZA average are considered “extremely concentrated.”

For the environmental justice analysis, census block groups with minority or low-income populations greater than one standard deviation above the UZA average were examined further in relation to proposed projects in those geographies.

Concentration of Environmental Justice populations are characterized as Census Block Groups with a population that has either:

- Areas where the percentage of households in poverty is 20.5% or greater.
- Areas where the percentage of minority populations is 16.0% or greater. For the purpose of the Environmental Justice Analysis, minority status is defined as all persons identifying as a race other than “White Alone.”

**Table 1** illustrates the percentage of persons below the poverty level for each jurisdiction within the MPA. It is important to note that the most recent U.S. Census data on this topic is only available through 2018, and thus does not account for the 2020 economic recession as a result of the Covid-19 pandemic.

<b>Table 1: Percent of Population living below the poverty level in past 12 months, 2019*</b>		
<b>Jurisdiction</b>	<b>Percent of Population</b>	<b>Number of Individuals</b>
City of Janesville	11.5%	7,245
City of Milton	4.6%	255
Town of Milton	2.9%	91
Town of La Prairie	2.8%	26
Town of Harmony	1.8%	46
Town of Janesville	4.6%	164
Town of Rock	20.6%	648
<b>Janesville Urbanized Area</b>	<b>10.9%</b>	<b>7,469</b>

*Source: 2015-2019 ACS Five-Year Estimates, U.S. Census Bureau*  
*\*Due to the fact that the borders of the Townships of Milton, La Prairie, Janesville, and Rock extend beyond the borders of the Urbanized Area, the reflected population of the UZA is less than the sum of its member municipalities.*

**Table 2** shows the percentage of minority populations within MPA jurisdictions, with ranges as low as 1.2% in the Town of Janesville, to a high of 17.7% in the Town of Rock.

**Table 2: Percent Minority Populations in MPA jurisdictions, 2019\***

Jurisdiction	Percent of Population	Number of Individuals
City of Janesville	8.3%	5,304
City of Milton	2.4%	135
Town of Milton	2.2%	69
Town of La Prairie	2.0%	19
Town of Harmony	3.4%	88
Town of Janesville	1.2%	43
Town of Rock	17.7%	564
<b>Janesville Urbanized Area</b>	<b>7.7%</b>	<b>5,422</b>

Source: 2015-2019 ACS Five-Year Estimates, U.S. Census Bureau

\*Due to the fact that the borders of the Townships of Milton, La Prairie, Janesville, and Rock extend beyond the borders of the Urbanized Area, the reflected population of the UZA is less than the sum of its member municipalities.

## Findings

**Map 1** depicts the location of Environmental Justice Target Block Groups for minority populations and poverty levels for the Janesville MPA. The analysis showed that ten block groups had a significant minority population, and that fourteen block groups had a significant low-income population. Seven of the ten block groups with a significant minority population also had a significant low-income population.

Census Tract 1, Block Group 1 (Downtown Janesville); Census Tract 3, Block Group 2 (Historic 4<sup>th</sup> Ward in Janesville); and Census Tract 13.04, Block Group 2 (Blackhawk Technical College and neighboring mobile home park) have the highest recorded poverty levels in the MPA, ranging from 31%-40%.

Census Tract 3, Block Group 3 (Historic Fourth Ward in Janesville); Census Tract 11, Block Group 5 (West of the Rock County Job Center); Census Tract 12.02, Block Group 1 (West of Milton Avenue, employment surrounding the Kennedy Road Corridor); and Census Tract 14, Block Group 3 (SE Janesville, surrounding Jackson Elementary School) have the highest proportion of minority populations in the MPA, ranging from 26%-43%. **Table 3** below illustrates socioeconomic factors by Census Block Group.

**Table 3: Demographic Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population identifying other than White	Percent of Individuals Under Poverty Level	Environmental Justice Area Status
Census Tract 1	1	5.4%	34.0%	Yes
Census Tract 2	1	0.8%	8.8%	
	2	8.4%	4.9%	
	3	2.8%	6.5%	
Census Tract 3	1	8.2%	24.0%	Yes
	2	12.9%	40.3%	Yes
	3	42.8%	25.5%	Yes
Census Tract 4	1	19.5%	23.4%	Yes
	2	1.7%	4.5%	
	3	6.8%	16.6%	
	4	19.1%	17.5%	Yes
Census Tract 5	1	6.7%	9.8%	
	2	17.3%	21.0%	Yes
	3	4.9%	0.9%	
	4	3.3%	28.4%	Yes
	5	2.2%	7.4%	
Census Tract 6	1	3.0%	17.2%	
	2	9.1%	16.7%	
Census Tract 7	1	9.5%	16.1%	
	2	4.2%	9.8%	
	3	2.8%	8.2%	
Census Tract 8	1	13.2%	10.1%	
	2	5.6%	8.3%	
	3	4.3%	4.4%	
	4	3.0%	6.2%	
Census Tract 9	1	2.9%	11.9%	
	2	7.5%	0.2%	



**Table 3: Demographic Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population identifying other than White	Percent of Individuals Under Poverty Level	Environmental Justice Area Status
Census Tract 10	1	8.3%	24.2%	Yes
	2	13.4%	20.5%	Yes
Census Tract 11	1	0.1%	3.4%	
	2	5.6%	1.8%	
	3	18.7%	11.9%	Yes
	4	15.7%	21.0%	Yes
	5	26.0%	0.0%	Yes
Census Tract 12.01	1	1.1%	1.0%	
	2	0.3%	2.8%	
	3	4.5%	8.0%	
Census Tract 12.02	1	24.8%	13.2%	Yes
	2	11.3%	3.9%	
	3	1.0%	3.1%	
Census Tract 13.02	1	1.0%	9.2%	
	2	1.7%	7.4%	
	3	15.1%	0.0%	
	4	1.9%	3.0%	
	5	0.5%	6.9%	
Census Tract 13.03	1	4.8%	1.5%	
	2	2.7%	2.3%	
Census Tract 13.04	1	8.5%	4.4%	
	2	18.8%	31.0%	Yes
	3	2.5%	21.8%	Yes
Census Tract 14	1	0.8%	3.2%	
	2	16.5%	25.3%	Yes
	3	26.0%	21.1%	Yes
	4	7.5%	9.8%	

**Table 3: Demographic Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population identifying other than White	Percent of Individuals Under Poverty Level	Environmental Justice Area Status
Census Tract 31	1	0.2%	2.3%	
	2	3.3%	3.8%	
	3	3.1%	13.4%	
	4	7.0%	7.4%	
	5	3.0%	1.7%	

Source: 2015-2019 ACS Five-Year Estimates, U.S. Census Bureau

## Mobility-limited Populations

Environmental Justice is derived from White House [\*Executive Order 12898\*](#), which directs federal agencies to “identify and address the disproportionately high and adverse human health or environmental effects of their actions on minority and low-income populations, to the greatest extent practicable and permitted by law.” However, while this analysis does focus on minority and low-income populations, it is also important to consider how transportation investments and decisions affect mobility-limited populations.

For the purpose of this analysis, mobility-limited populations consist of persons 65 years and older, and any household with one or more person with a disability. The Census considers six types of disability in the American Community Survey: hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficult, and independent-living difficulty. By this measure, 26.7% of households in the Janesville UZA have at least one resident with a disability. 17.1% of Janesville UZA residents are 65 years of age or older. **Table 4** below illustrates these results by Block Group, and identifies those Block Groups with concentrated mobility-limited populations.

**Table 4: Mobility Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population 65 years and older	Percent of Households with at least one individual with a disability	Environmental Justice Area Status
Census Tract 1	1	20.5%	47.8%	Yes



**Table 4: Mobility Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population 65 years and older	Percent of Households with at least one individual with a disability	Environmental Justice Area Status
Census Tract 2	1	17.6%	15.6%	
	2	22.0%	17.5%	
	3	18.7%	22.7%	
Census Tract 3	1	12.8%	<b>44.4%</b>	<b>Yes</b>
	2	3.6%	32.8%	<b>Yes</b>
	3	5.4%	29.6%	<b>Yes</b>
Census Tract 4	1	15.0%	20.2%	<b>Yes</b>
	2	11.6%	32.8%	
	3	12.0%	34.4%	
	4	5.1%	<b>46.7%</b>	<b>Yes</b>
Census Tract 5	1	20.3%	17.5%	
	2	8.8%	19.3%	<b>Yes</b>
	3	11.6%	21.8%	
	4	<b>25.0%</b>	<b>43.0%</b>	<b>Yes</b>
	5	<b>23.9%</b>	31.6%	
Census Tract 6	1	13.2%	26.2%	
	2	11.9%	33.5%	
Census Tract 7	1	18.3%	30.3%	
	2	21.2%	33.9%	
	3	<b>30.0%</b>	<b>36.7%</b>	
Census Tract 8	1	18.6%	31.0%	
	2	<b>28.9%</b>	35.4%	
	3	13.1%	31.5%	
	4	10.7%	17.0%	
Census Tract 9	1	17.9%	20.6%	
	2	18.0%	15.2%	

**Table 4: Mobility Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population 65 years and older	Percent of Households with at least one individual with a disability	Environmental Justice Area Status
Census Tract 10	1	15.0%	28.8%	Yes
	2	7.8%	26.0%	Yes
Census Tract 11	1	22.2%	29.7%	
	2	24.3%	43.1%	
	3	10.2%	10.8%	Yes
	4	24.8%	27.4%	Yes
	5	24.7%	36.8%	Yes
Census Tract 12.01	1	19.8%	18.5%	
	2	14.5%	14.2%	
	3	19.9%	17.0%	
Census Tract 12.02	1	28.7%	33.2%	Yes
	2	22.9%	18.8%	
	3	12.5%	16.5%	
Census Tract 13.02	1	23.8%	28.2%	
	2	24.9%	23.0%	
	3	17.1%	16.1%	
	4	22.1%	18.7%	
	5	17.2%	17.4%	
Census Tract 13.03	1	16.2%	15.9%	
	2	14.7%	23.3%	
Census Tract 13.04	1	19.4%	25.0%	
	2	4.6%	25.3%	Yes
	3	22.5%	29.0%	Yes
Census Tract 14	1	14.7%	46.3%	
	2	7.5%	49.8%	Yes
	3	17.1%	28.9%	Yes

**Table 4: Mobility Characteristics of MPA by Census Block Group, 2019**

Census Tract	Census Block Group	Percent of Population 65 years and older	Percent of Households with at least one individual with a disability	Environmental Justice Area Status
	4	15.8%	29.4%	
Census Tract 31	1	9.2%	18.7%	
	2	13.8%	24.5%	
	3	12.9%	24.0%	
	4	25.0%	24.7%	
	5	21.0%	34.5%	

Source: 2015-2019 ACS Five-Year Estimates, U.S. Census Bureau

These factors, along with the core environmental justice metrics, should be used in evaluating the full extent of transportation amenity and project impacts. In January 2020, the Janesville Area MPO (with consultant assistance) completed an ADA Transition Plan for Facilities in the Public Right-of-Way. A total evaluation of facilities is expected to be completed by the time of the next LRTP update.

# Chapter Two: Accessibility in Environmental Justice Areas

Accessing and obtaining basic services and needs support sustainable and healthy communities; in environmental justice neighborhoods, individuals are more likely to lack access to a reliable personal vehicle for transportation. Transportation plans must address the need to provide adequate transit, walking, and biking options for these areas.

As identified, Janesville’s downtown and historic Fourth Ward neighborhood, and portions of south Janesville along Kellogg Avenue, and portions of Janesville East of Milton Avenue between USH 14 and Black Bridge Road have the highest concentrations of individuals in poverty and minority populations. All areas are served by some combination of transit, off-road trails, on-street bicycle infrastructure, and sidewalks. Generally speaking, access to multimodal forms of transportation improves the closer one is to Downtown Janesville. **Table 5** below illustrates the percentage of individuals in Environmental Justice Areas who walk, bike, carpool, or take transit to work; or do not have access to a vehicle.

<b>Table 5: Commuting Figures in Environmental Justice Areas, 2019</b>		
<b>Environmental Justice Area</b>	<b>Percentage of workers commuting by means other than a personal vehicle*</b>	<b>Percentage of households without a vehicle available</b>
<b>Areas with Extreme Concentration of Environmental Justice Populations</b>		
<b>Census Tract 3, Block Group 3</b>	<b>46.3%</b> <i>(253 Workers)</i>	<b>17.0%</b> <i>(62 households)</i>
<b>Census Tract 3, Block Group 2</b>	<b>25.8%</b> <i>(126 Workers)</i>	<b>11.0%</b> <i>(38 households)</i>
<b>Census Tract 13.04, Block Group 2</b>	<b>8.8%</b> <i>(94 Workers)</i>	<b>1.9%</b> <i>(17 households)</i>
<b>Census Tract 14, Block Group 3</b>	<b>9.9%</b> <i>(53 Workers)</i>	<b>2.4%</b> <i>(9 households)</i>
<b>Areas with Very Concentrated Environmental Justice Populations</b>		
<b>Census Tract 1, Block Group 1</b>	<b>31.0%</b> <i>(123 Workers)</i>	<b>42.1%</b> <i>(233 households)</i>
<b>Census Tract 4, Block Group 1</b>	<b>24.1%</b>	<b>14.6%</b>

## Table 5: Commuting Figures in Environmental Justice Areas, 2019

Environmental Justice Area	Percentage of workers commuting by means other than a personal vehicle*	Percentage of households without a vehicle available
	(124 Workers)	(59 households)
Census Tract 5, Block Group 2	<b>8.5%</b> (42 Workers)	<b>5.1%</b> (20 households)
Census Tract 11, Block Group 5	<b>9.8%</b> (34 Workers)	N/A**
Census Tract 12.02, Block Group 1	<b>17.7%</b> (77 Workers)	<b>11.1%</b> (47 households)
Census Tract 14, Block Group 2	<b>18.7%</b> (89 Workers)	<b>3.3%</b> (17 households)
Areas with Concentrated Environmental Justice Populations		
Census Tract 3, Block Group 1	<b>33.0%</b> (102 Workers)	<b>32.6%</b> (111 households)
Census Tract 4, Block Group 4	<b>28.9%</b> (196 Workers)	<b>2.5%</b> (10 households)
Census Tract 5, Block Group 4	<b>17.5%</b> (64 Workers)	<b>8.6%</b> (44 households)
Census Tract 10, Block Group 1	<b>17.6%</b> (137 Workers)	<b>5.8%</b> (40 households)
Census Tract 10, Block Group 2	<b>17.2%</b> (165 Workers)	<b>1.9%</b> (13 households)
Census Tract 11, Block Group 3	<b>12.5%</b> (48 Workers)	N/A**
Census Tract 11, Block Group 4	<b>14.8%</b> (49 Workers)	<b>8.2%</b> (27 households)
Census Tract 13.04, Block Group 3	<b>7.0%</b> (40 Workers)	N/A**
Janesville Urbanized Area	<b>16.1%</b> (5,643 Workers)	<b>6.0%</b> (3,474 households)

Source: 2015-2019 American Community Survey Five-Year Estimates, U.S. Census Bureau

\*The U.S. Census Bureau figures suggest either zero relevant workers or households meeting the criteria. These figures are not a necessarily guarantee that there are absolutely no workers or households meeting these criteria in the census block groups; however, it can be said with statistical certainty that there is a negligible population present.

Similar to the transit network, Janesville’s off-road trail network is a radial system. The trail network provides a safe, and mostly off-road mechanism for both recreational and utilitarian trips. The Bicycle & Pedestrian Plan of the LRTP recommends prioritizing numerous projects in Environmental Justice Areas and in Janesville’s downtown that fill existing gaps on both sides of the Rock River.

Travel Time

One measure of accessibility is travel time to major destinations. Low-income and minority populations should have equitable access to medical facilities, parks, retail destinations, schools, major employment centers, and grocery stores. This section of the analysis examines multimodal transportation access for the MPA’s most concentrated environmental justice areas (i.e., highest populations of persons in poverty and/or minority populations <sup>1</sup>): Areas in and around the Old Fourth Ward Neighborhood, and identified Census Block Groups on Janesville’s South Side.

The central location of the Old Fourth Ward and Look West neighborhoods provides residents convenient access to a variety of transportation options. Driving by car provides a traveling time of fifteen minutes or less to the nearest major destinations. The JTS Transfer Center is located within the Downtown, and provides a centrally located starting point for all City of Janesville buses. Janesville Transit provides twenty minutes or less traveling time to all major destinations, save for UWW-Rock County and Wal-Mart. Bicycling is also an option providing travel times of twenty minutes or less for all but two of the major destinations.

**Table 6: Travel Time from the Old Fourth Ward to Essential Destinations**

Location	Travel Time in Minutes				Distance Travelled (miles)
	Vehicle	Bus	Bike	Walk	
Mercy Hospital	5	17	9	26	1.2
Daniels Foods Sentry	5	23	12	37	1.8
Rock County Job Center	5	27	11	34	1.7
Walmart Supercenter	13	36	41	96	4.6
Walgreens (W. Court Street)	4	20	11	30	1.5

<sup>1</sup> This section of the Environmental Justice Analysis examines all census block groups where the concentration of persons living in poverty and/or minority populations is considered “very concentrated” (i.e., more than two standard deviations above the UZA average).

UWW-Rock County	8	20	17	60	3.0
Blackhawk Technical College	11	33	34	123	6.3

**Table 7: Travel Time from Southwest Janesville Residents to Destinations of Need**

Location	Travel Time in Minutes				Distance Travelled (miles)
	Vehicle	Bus	Bike	Walk	
Mercy Hospital	9	34	18	63	3.2
Daniels Foods Sentry	9	40	21	73	3.7
Rock County Job Center	4	14	6	22	1.1
Walmart Supercenter	14	53	46	131	6.5
Walgreens (Center Avenue)	6	15	7	23	1.1
UWW-Rock County	6	25	12	44	2.2
Blackhawk Technical College	7	23	22	82	4.2

**Gaps**

In addition to the discussion of transit service in this analysis, the *Transit Element* of the LRTP addresses how JTS meets the needs of the community. More specifically, multiple maps in the *Transit Element* demonstrate how JTS serves all major medical, retail, and education institutions in Janesville. One area of the City with a growing demand for transit is the Southeast industrial area, which was examined in detail in the 2015 iteration of the Janesville *Long-Range Transportation Plan*. The area is not currently served by transit, although sidewalks and on-street bicycle facilities have increased the safety of non-motorized travel options. The Southeast industrial area is a growing job center, with new and expanding industries offering a wide range of jobs, including lower skilled and lower wage work. Although the lack of transit service is due to financial constraints of the City, it is an area of employment not easily accessible to transportation-disadvantaged individuals.



Another critical need in Janesville – most particularly in the City’s center and south side – is the need for a full-service grocery store. Like many cities, Janesville has limited food retailers in the downtown and nearby neighborhoods. Several city plans identify this need, and the City continues to address the lack of grocery options through various strategies. The United States Department of Agriculture (USDA) officially recognizes Downtown Janesville, the Old Fourth Ward Neighborhood, and many sections of the South Side of the City as a food desert <sup>2</sup>; however, as of March 2021, the opening of Roman’s Market near the Rock County Job Center at Kellogg Avenue and USH 51 is expected to alleviate the food desert status of much of the South Side. The market is served by current transit routes. To the extent possible, JTS addresses food access by providing transit service to every grocery store in Janesville.

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<sup>2</sup> Officially defined as a low-income census tract where a significant number of residents live more than one mile from the nearest supermarket.

# Chapter Three: Transportation Amenities in Environmental Justice Areas

Transportation amenities refers to amenities such as passenger shelters, public restrooms, bicycle racks, public trash and recycling receptacles, and information kiosks provided for transit and bicycle/pedestrian modes. It is important for these amenities to be distributed fairly throughout the community and in accordance with established non-discrimination policies. The LRTP presents a regular opportunity to analyze such amenities and identify gaps that should be filled over the next thirty years.

Data regarding the location of amenities in the MPA is somewhat limited. JTS maintains a list of passenger shelter locations, which the MPO used as part of this analysis. As seen in **Map 2**, the majority of JTS shelters are located within or adjacent to environmental justice areas. This is primarily because most of the geographic area of the City of Janesville is either low-income or racially diverse using the statistical methodology described in this section.

The City of Janesville’s *Distribution of Transit Amenities Policy* regarding passenger comfort and safety dictates that shelters will be strategically placed on inbound stops in residential neighborhoods and areas that serve fifty or more boarding or transferring passengers daily, and have an evenly distributed daily ridership. However, this policy is expected to be reevaluated during JTS’s next Transit Development Planning Process in a manner that best correlates with current ridership statistics. All shelters are located at major destinations (grocery stores, retail centers, medical facilities, job sources, and educational institutions), or residential developments with higher ridership.

The majority of shelters listed in **Table 8** either no longer meet the criteria of this policy, or are placed for other reasons not described by the policy. This list does not include the Downtown Transfer Center, or the upcoming bus transfer facility being developed on Lafayette Street and USH 51 as part of the Rock County Complex in 2021.

Shelter Name	Bus Stop Location	Reason for Placement
Blackhawk Technical College	On Campus	Educational Facility
Across from Job Center	Kellogg Avenue (South)	High Ridership Stop
Rock County Job Center	Kellogg Avenue (North)	Higher Ridership Stop
UWW-Rock County	On Campus	Educational Facility
UWW-Rock County	Kellogg Avenue	Educational Facility
Wisconsin Center for the Blind & Visually Impaired	Oakhill Avenue & State Street	Educational Facility; Serves Persons with Disabilities

## Table 8. Passenger Shelter Names & Locations, 2021

Shelter Name	Bus Stop Location	Reason for Placement
Sunnyside Shopping Center	W. Court Street	Major Retail Area
Kwik Trip	Crosby Avenue & W. Court Street	Major Retail Area
Mercy Hospital	Mineral Point Avenue	Medical Facility
Garden Court Apartments	N. Main Street	Low-income Senior Housing
JTS Main Office	Black Bridge Road & USH 51	Comfort of Riders
Creston Park Mall	Milton Avenue & Creston Park Drive	Major Retail Area
Uptown Janesville	Milton Avenue	Major Retail/Potential Future Recreational Facility; Developer Funded
Festival Foods	Lexington Drive	Major Retail Area; Developer Funded
Shopko	Lexington Drive	Major Retail Area
Van Galder Bus Terminal	N. Pontiac Drive	Connection to Intercity Bus Facility
Near Walgreens	Milton Avenue & Kettering Street	Proximity to low-income temporary housing; shelter to be replaced as part of I-39/90 reconstruction
Walmart	Between Walmart & Sam's Club	Major Retail Area; Developer Funded
Mercy North	Deerfield Drive	Medical Facility; Developer Funded
Pine Tree Plaza	Deerfield Drive	Major Retail Area
Mercy Clinic East	E. Milwaukee Street	Medical Facility
BioLife Plasma Service	Midland Road	High Ridership Stop
St. Mary's Hospital & Dean Clinic	E. Racine Street	Medical Facility; Developer funded
Harmony Square Shopping Mall	Harmony & E. Milwaukee Street	Former grocery store location; Current Major Retail Area
Riverview Heights Apartments	N. Washington Street	Low-income Senior Housing
McDonalds	USH 14 & N. Pontiac Drive	Safety along highway shoulder

This analysis demonstrates that passenger shelters are located according to the City's established policy, which is based on land use and/or ridership. Geographically, there is a high concentration of shelters in the northeast area of the City served by the "Milton Avenue" and "East Milwaukee Street" route. This is primarily due to two factors: 1) a concentration of destinations; and 2) new development in which the developer paid for the shelter. Due to financial constraints, new shelters are a relatively low transit priority for capital investment. However, several development projects in the last decade have installed shelters as part of greater development, and paid for with private dollars. The City examines the need for shelters as part of the development planning process, and advocates for them in conjunction with JTS. The City of Janesville strongly supports infrastructure and amenities for bicyclists, pedestrians, and transit users in new developments, and best practices are encouraged or negotiated with developers.

This analysis did not identify any locations within Janesville that warrant a new shelter, based on the established policy. The 2018 *Transit Development Plan* found that shelter placement in the City of Janesville was largely appropriate, but found that ridership was high enough at the intersection of Bond Place and Waveland Road to warrant an additional shelter due to before and after school student ridership.

# Chapter Four: Trail Projects in Environmental Justice Areas

Bicycle and pedestrian improvements are generally much lower impact improvements that increase the mobility of minority and low-income populations. Therefore, from an environmental justice perspective, the existing and proposed bicycle and pedestrian projects within the LRTP present a clear and positive impact on these neighborhoods. There may be finite noise, dust, stormwater runoff, or limited access during the construction phase of such projects, and jurisdictions work with contractors to minimize these impacts.

The next step of the process mapped recommended off-street trail projects against the identified Environmental Justice Areas in order to analyze how projects may affect neighborhoods. **Table 9** lists the projects within target areas and **Map 3** depicts the projects geographically. Of the nineteen recommended off-road trail projects, seven of them fall within, or are immediately adjacent to, target areas. Three projects are considered short-range, to be completed by 2030 and the other four are predicted to be constructed in the later years of the LRTP.

**Table 9: Proposed Trial Projects serving Environmental Justice Areas**

Project Number	Project Name	Timeframe
2	<b>Ice Age Trail</b> <i>(West Side Downtown Segments)</i>	2021 – 2030
4	<b>Eastside Riverwalk</b> <i>(E. Court Street to E. Racine Street)</i>	2021 – 2030
6	<b>Traxler Park Trail Extension</b> <i>(E. Centerway to Traxler Park)</i>	2021 – 2030
7	<b>Downtown Pedestrian Bridge</b> <i>(Between W. Court Street &amp; Racine Street)</i>	2031 – 2050
11	<b>Rock River Bridge</b> <i>(Monterey Park to Park Avenue)</i>	2031 – 2050
12	<b>Centennial Industrial Park Trail</b> <i>(Kellogg Avenue to Marquette Street)</i>	2031 – 2050
13	<b>Kennedy Road Connector Trail</b> <i>(Traxler Park to the Intersection of USH 14 &amp; Kennedy Road)</i>	2031 – 2050

**Projects 2, 4 and 6** are included in Janesville’s ARISE Plan as critical components of Janesville’s downtown revitalization. The Rock Renaissance Area Redevelopment and Implementation Strategy (ARISE) is intended to position Downtown Janesville as a vibrant neighborhood where commerce, culture, entertainment, and history intersect. The ARISE Plan serves Janesville City Staff and the City Council as a “playbook” for aligning and focusing resources in such a way as to draw a consistent and sustainable critical mass of people to the downtown, thereby encouraging diversity in downtown development, businesses, and activities and fostering private development. Filling in the gaps in the trail network and connecting the downtown to Traxler Park will enhance the downtown experience and connect residents and visitors to retail, restaurants, services, government facilities, employment, parks, and recreational opportunities.

**Project 7** is illustrated in Janesville’s 2009 Downtown Plan, and has been incorporated into the LRTP to enhance the goals envisioned by the Arise Plan.

**Project 11** was conceived during the planning phase of the Monterey Area River Restoration project, and would provide a valuable connection between the City of Janesville’s South Side and Downtown Areas.

**Project 12** proposes a trail running through the proposed Centennial Industrial Park (i.e., the former General Motors Factory).

**Project 13** proposed an extensive trail connection between the Kennedy Road Trail and Janesville’s Downtown, primarily along old railroad bed.

# Chapter Five: Street & Highway Projects in Environmental Justice Areas

Street and highway projects have the greatest potential to negatively impact environmental justice areas. However, street & highway projects that preserve the existing system through resurfacing or reconstruction (without expansion) can be a long-term benefit to the community, and should be equitably distributed throughout the MPA. Any negative impacts associated with preservation projects occur during the construction period; impacts may include dust, erosion, driveway closings, and interference with pedestrian and bicycle access. Erosion control and construction phasing are some mitigation strategies.

Many of the committed and planned projects in the plan that fall within the environmental justice areas are preservation projects. The projects in **Table 10** are not expected to have a significant impact. **Table 11** lists projects that may have an amount of negative impact.

**Table 10: Low or No Impact Projects in Environmental Justice Populations**

Project Number	Project	Reason
1	W. Court Street Safety Conversion from Waveland Road to Pearl Street	Traffic Calming, Improved Safety
2	E. Racine Street Safety Conversion from Forest Park Road to Randall Street	Traffic Calming, Improved Safety
9	USH 51/STH 11 Grade Separation	Increased Safety
10	Innovation Drive Extension	Road Extension in Commercial Area; improved access to major employer
13	USH 14 Expansion from USH 51 to Wright Road	Distanced from residential areas
14	USH 14/Kennedy Road Railroad Crossing	Increased Safety
31	W. State Street Extension	Increased Access to Employment
32	Elliott Street Extension	Increased Access to Employment
33	Reuther Way connection to Joliet Street	Increased connectivity
34	Lafayette Street	Increased connectivity



**Table 11: Committed or Planned Projects that Could Impact Environmental Justice Populations**

Project Number	Project	Reason
5	I-39/90 Reconstruction	Noise, air quality impacts

Proposed or potential projects are those with less likelihood of implementation during the thirty-year plan horizon due to a variety of factors. While the projects listed below may have some impact, the right-of-way required for these projects is either along commercial corridors or near residential buildings with a deep setback from the roadway.

**Table 12: Proposed or Potential Projects with the Potential to Negatively Impact Environmental Justice Populations**

Project Number	Project	Reason
21	USH 14 Expansion USH 51 to West Side	Right-of-Way Required

**Table 13** below lists all the projects recommended for further study, and those that may be taken up for further study. Only one project has the significant potential to impact Environmental Justice populations, as it could displace residents: the realignment of Centerway, Parker Avenue, and Main Street as envisioned in the ARISE Plan.

**Table 13: Projects Needing Further Study in Relation to Environmental Justice Areas**

Project Number	Project	Reason
38	E. Milwaukee Street Road Diet	Traffic calming, improved safety
39	E. Memorial Street Road Diet	Traffic calming, improved safety
N/A	Centerway/Parker/Main Realignment	Possible displacement of residents
37	USH 11 Bypass Connection	Not an Environmental Justice Area
29	John Paul Road Railroad Separation	Not an Environmental Justice Area
8	North Side Bypass	Not an Environmental Justice Area
35	West Side Bypass	Not an Environmental Justice Area

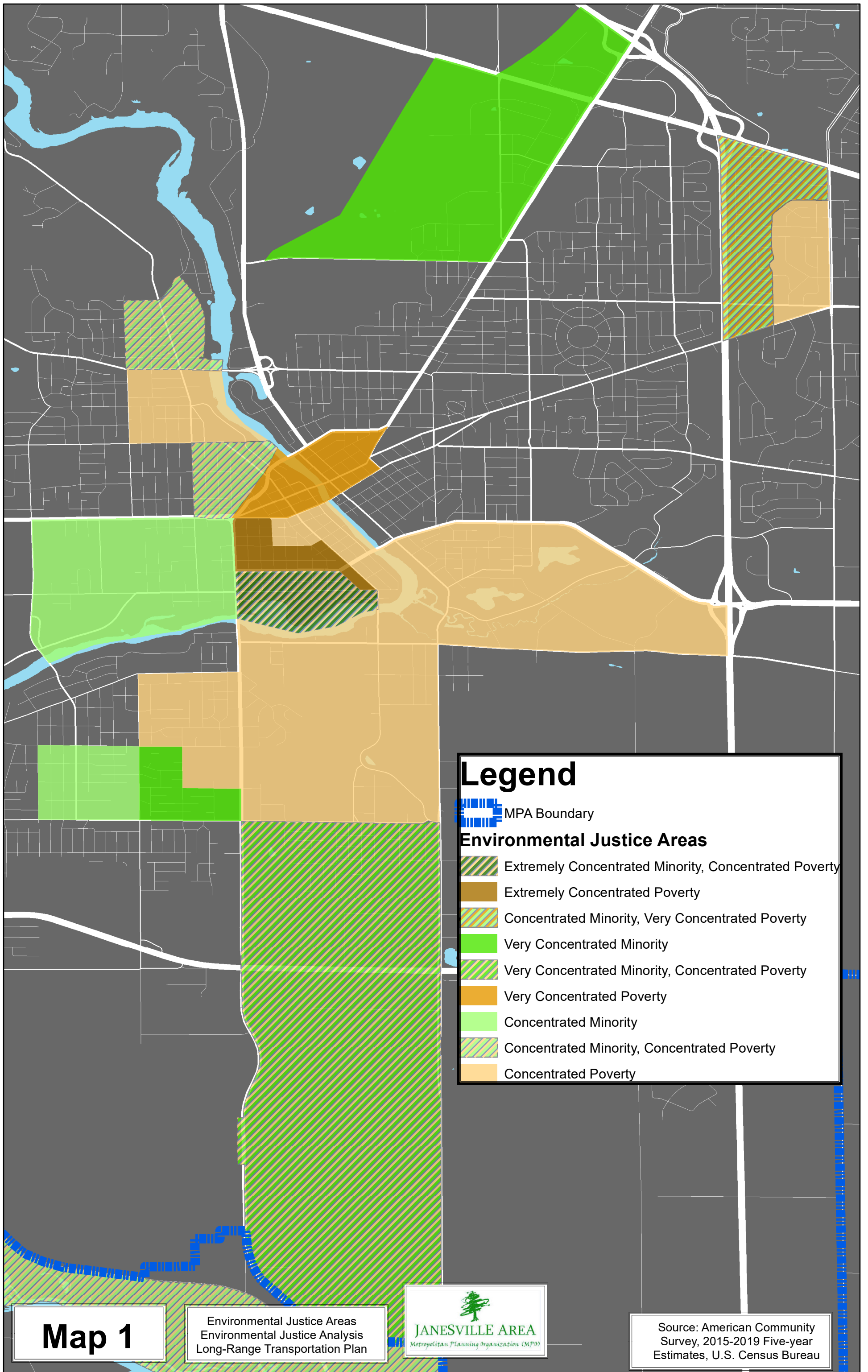
**Table 13: Projects Needing Further Study in Relation to Environmental Justice Areas**

Project Number	Project	Reason
N/A	Milton Avenue Corridor Reconstruction	Traffic calming, improved safety











## **Conclusion of Environmental Justice Analysis**

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The benefits of the transportation improvements proposed are reasonably distributed to serve the mobility and accessibility needs of all population groups within the Janesville MPA. These statements are based on the analysis of proposed projects, their locations, and impacts on Environmental Justice populations.



## Legend

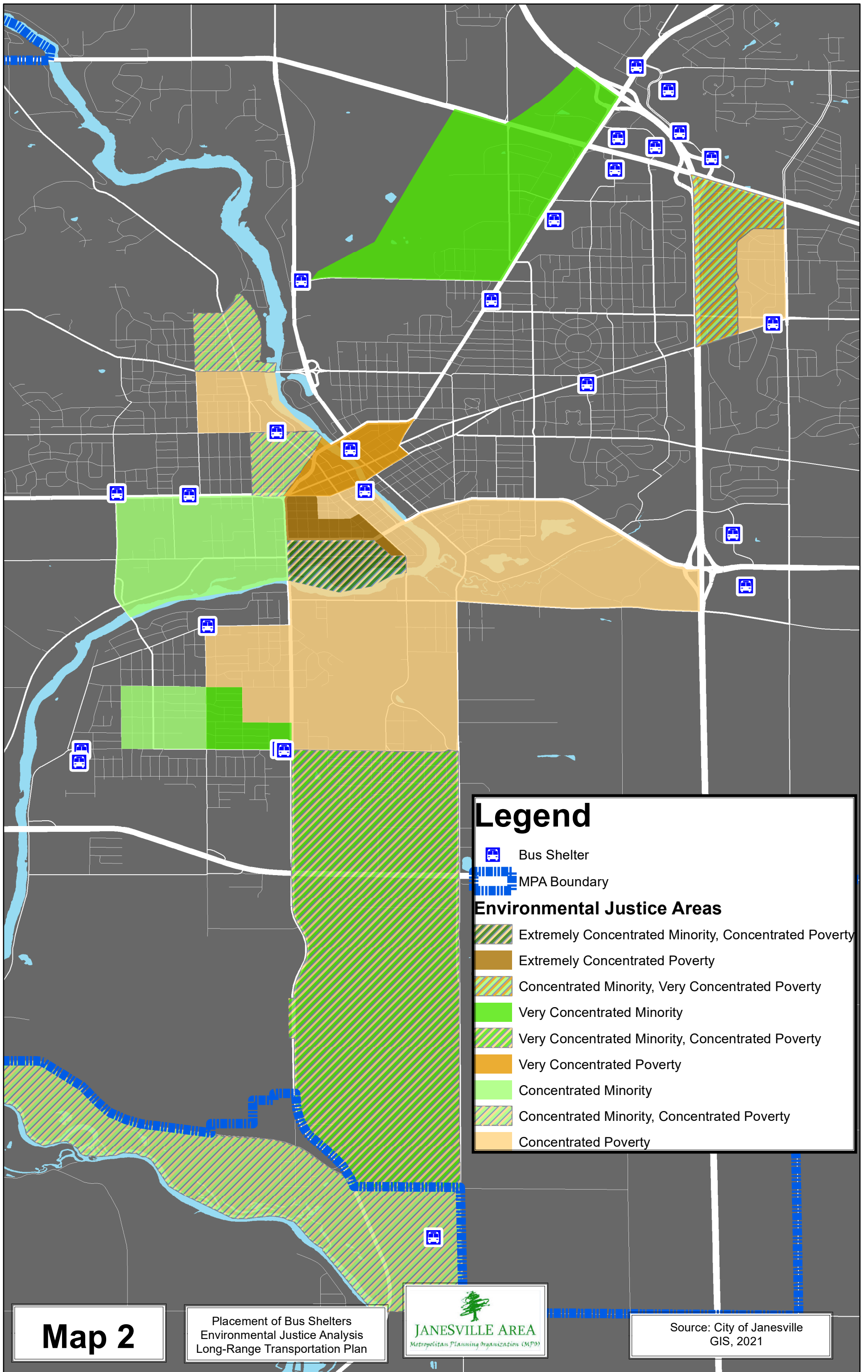
-  MPA Boundary
- Environmental Justice Areas**
-  Extremely Concentrated Minority, Concentrated Poverty
-  Extremely Concentrated Poverty
-  Concentrated Minority, Very Concentrated Poverty
-  Very Concentrated Minority
-  Very Concentrated Minority, Concentrated Poverty
-  Very Concentrated Poverty
-  Concentrated Minority
-  Concentrated Minority, Concentrated Poverty
-  Concentrated Poverty

**Map 1**












Environmental Justice Areas  
Environmental Justice Analysis  
Long-Range Transportation Plan



Source: American Community Survey, 2015-2019 Five-year Estimates, U.S. Census Bureau



### Legend

-  Bus Shelter
-  MPA Boundary
- Environmental Justice Areas**
-  Extremely Concentrated Minority, Concentrated Poverty
-  Extremely Concentrated Poverty
-  Concentrated Minority, Very Concentrated Poverty
-  Very Concentrated Minority
-  Very Concentrated Minority, Concentrated Poverty
-  Very Concentrated Poverty
-  Concentrated Minority
-  Concentrated Minority, Concentrated Poverty
-  Concentrated Poverty

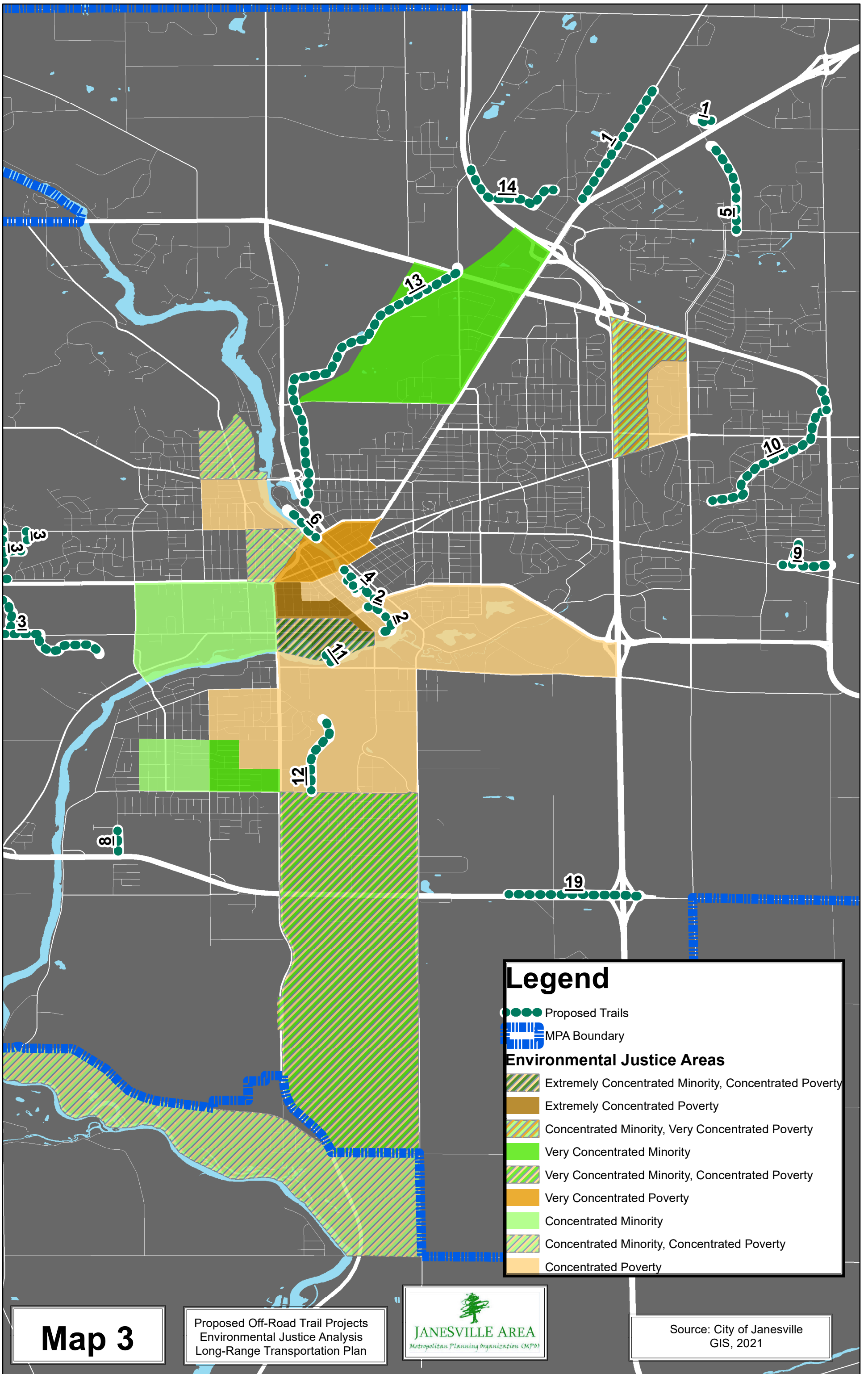
**Map 2**

Placement of Bus Shelters  
Environmental Justice Analysis  
Long-Range Transportation Plan



Source: City of Janesville  
GIS, 2021





### Legend

- Proposed Trails
- MPA Boundary

#### Environmental Justice Areas

- Extremely Concentrated Minority, Concentrated Poverty
- Extremely Concentrated Poverty
- Concentrated Minority, Very Concentrated Poverty
- Very Concentrated Minority
- Very Concentrated Minority, Concentrated Poverty
- Very Concentrated Poverty
- Concentrated Minority
- Concentrated Minority, Concentrated Poverty
- Concentrated Poverty

**Map 3**

Proposed Off-Road Trail Projects  
Environmental Justice Analysis  
Long-Range Transportation Plan



Source: City of Janesville  
GIS, 2021

