



CITY OF JANESVILLE

Wisconsin's Park Place:

*Discover the community of choice
to realize life's opportunities*

*Comprehensive Plan Update
Steering Committee Meeting*

Land Use Issues
Planning Division
December 13th, 2022





- 🌲 *The City of Janesville Comprehensive Plan*
- 🌲 Growth Framework; High-level policy guide for City and City Stakeholders
- 🌲 Serves a 20+ year vision
- 🌲 2022 is an update to the 2009 plan

Comprehensive Plan Themes



- Promote Janesville's Unique Assets
- Emphasize Sustainable Growth and Development
- Strengthen & Diversify City's Economy
- Prioritize Quality of Life in the City



Agenda



Topics for Discussion and Review

- 🌲 General background on Land Use Policies, Recommendations, and Issues
- 🌲 Land Use Policy influence on Neighborhood Development
- 🌲 Approaches to updating FLU Map
- 🌲 Laying foundation for revisions to the zoning/subdivision code
- 🌲 Next steps

Land Use Goal

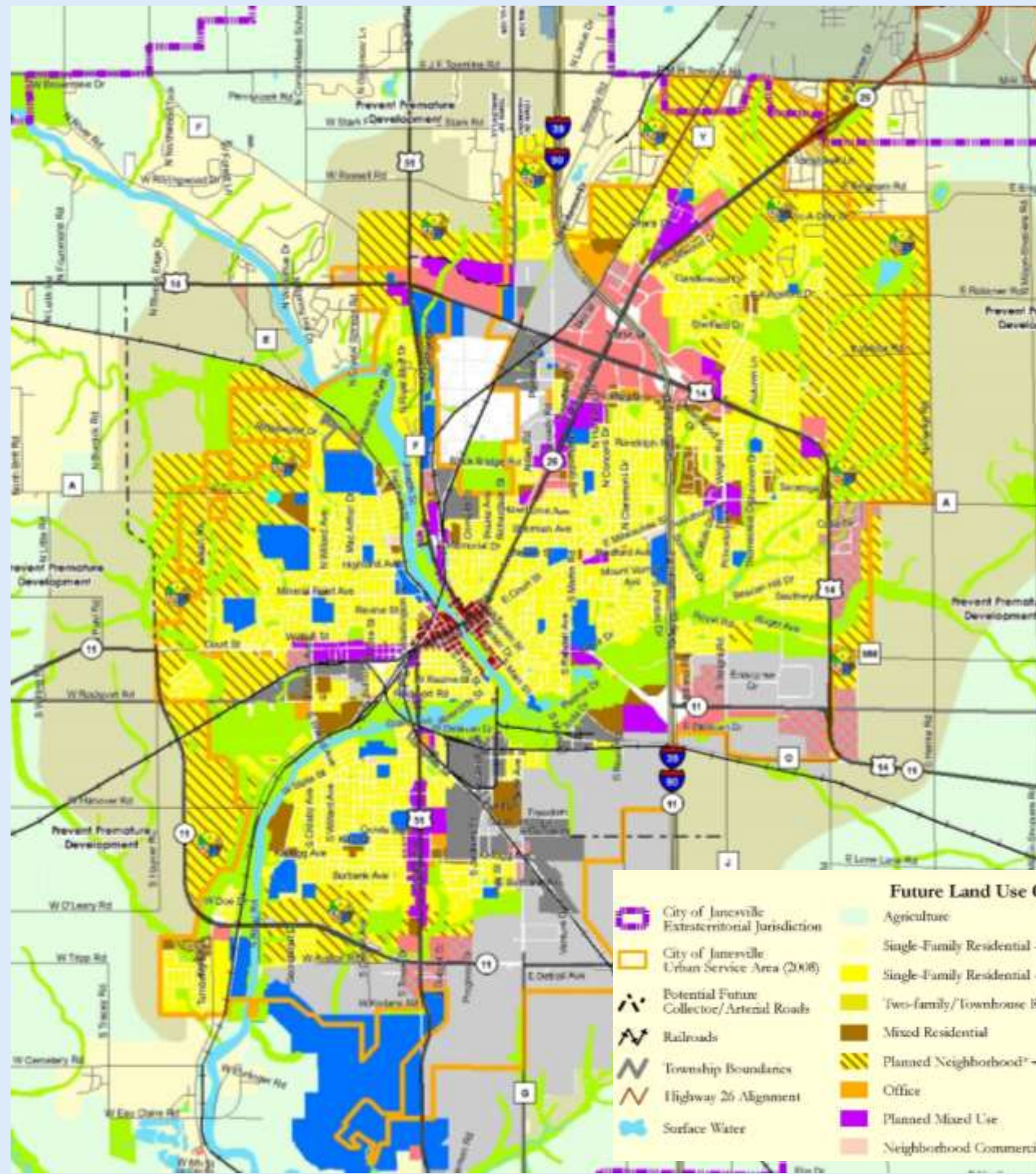


As stated in plan:

- 🌲 Plan for a future land use pattern in and around the City that accommodates projected City growth and expansion, while maintaining and enhancing the character and quality of the City and the surrounding area



Future Land Use Map



Future Land Use Categories

City of Janesville Extrajurisdictional Jurisdiction	Agriculture	Community Commercial
City of Janesville Urban Service Area (2008)	Single-Family Residential - Exurban	Possible Commercial or Light Industrial
Potential Future Collector/Arterial Roads	Single-Family Residential - Urban	Downtown
Railroads	Two-family/Townhouse Residential	Light Industrial
Township Boundaries	Mixed Residential	General Industrial
Highway 26 Alignment	Planned Neighborhood*	Community Facilities
Surface Water	Office	Extraction & Disposal
	Planned Mixed Use	Parks, Open Spaces, & Environmental Corridors
	Neighborhood Commercial	Urban Reserve

Planned Neighborhoods should include a mix of the following:
 1. Single-Family - Urban (predominant land use)
 2. Two-family/Townhouse
 3. Mixed Residential
 4. Community Facilities
 5. Office
 6. Neighborhood Commercial
 7. Parks and Open Space

Future Land Use Categories



Example Future Land Use Category	Single-Family Residential Urban
General Description	“existing and planned groupings of predominantly single-family detached residences”
Applicable Zoning	R1 and R2
Policies	<ul style="list-style-type: none">• Infill consistent with surrounding character• Conditional Use for two-family/duplexes• Discourage concentrations of two-family/duplexes

Future Land Use Categories



Example Future Land Use Category	Neighborhood Commercial
General Description	“intended for neighborhood-scale residential, office, and neighborhood supporting institutional and commercial land uses”
Applicable Zoning	O3 and B1 and commercial zoning districts
Policies	<ul style="list-style-type: none">• Detailed site plan required• High-quality materials and designs• Consider standards to limit first floor gross area• Etc.

Future Land Use Categories



Planned Neighborhood	Commercial or Light Industrial
Single-Family Residential – Urban	Light Industrial
Two-Family/Townhouse Residential	General Industrial
Mixed Residential	Community Facilities
Planned Mixed Use	Extraction & Disposal
Neighborhood Commercial	Parks, Open Spaces, & Environmental Corridors
Community Commercial	Agriculture
Office	Single-Family Residential - Exurban
Downtown	

“consistency”



- 🌲 The land use element of the comprehensive plan has the most “teeth” or “bite” when ensuring that development occurring within the plan area is **consistent** with the comprehensive plan



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Land Use Issues

Identified in SWOT Memo
dated 9/20/2021





Strengths

- Future Land Use Map can accommodate future housing and population growth as projected
- Future Land Use Map is largely valid with respect to general classification of properties

Weaknesses

- Plan does not sufficiently account for anticipated growth in multifamily housing outside of planned mixed use areas
- GM Site redevelopment is not included in the land use plan



Opportunities

- ❖ Future Land Use Map is conducive to targeted updates

Threats

- ❖ Plan is not completely effective in enabling the current zoning and subdivision ordinances to deliver the stated vision
- ❖ The “Planned Neighborhood” designated requires refinement
- ❖ Demand for industrial land has led to insufficient available, developable land within Urban Service Area and City limits
- ❖ Strategic approach needed for redevelopment of “tired” commercial corridors

Prominent Land Use Issues



- Most future residential areas are governed by “Planned” future land use categories which provide wide flexibility in the mixture of uses while also being strictly controlled by the City
- The Current zoning/subdivision code not well suited to delivering 2009 Vision
- Strategic approach needed to support redevelopment of “tired” areas



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Focus on Land Use-related
Neighborhood Development



JANESVILLE IS **GROWING** AND **NEEDS** MORE HOUSING

Between 2010 and 2021



1117 DU are
single and two-
family homes

1735 new residential
units constructed



618 DU are in structures
with more than three
attached units

(Janesville Planning and Building Division (2022))

Between 2010 and 2020



+2333
household growth



+2040
population growth

(ACS 2005-10, 2015-20; Census 2010, 2020)

7% decrease in average household
size (from 2.51 persons to 2.33)

Projected between 2018 and 2028

1180 new jobs



(Longitudinal Employment Household Dynamics (LEHD), U.S. Census Bureau, 2018; Wisconsin Department of Workforce Development)

JANESVILLE IS **GROWING** AND **NEEDS** MORE HOUSING

Between 2010 and 2020

+212 New households each year

+157 New residential units built each year

-55

Annual gap between household growth and housing production

+212

is minimum # of new residential units needed each year to maintain existing vacancy rate

Rental housing vacancy at



1%



6,618

Households are spending 30% or more of their income on housing costs

Neighborhood Development (Housing Chapter)



2009 Chapter

- ❖ Planned Neighborhood is central to chapter, guiding principle for new neighborhoods
- ❖ Implemented through existing Planned Unit Development (PUD) Code
- ❖ Targeted recommendations for the 4th Ward and Old West

2022 Chapter

- ❖ Complete Neighborhoods is central to chapter, guiding principle for new, *and existing*, neighborhoods
- ❖ Proposed Implementation:
 - Redevelopment of existing sites with current code
 - Create a Planned Neighborhood PUD
 - Create a Mixed Residential/Office/Retail District

Future Residential Areas



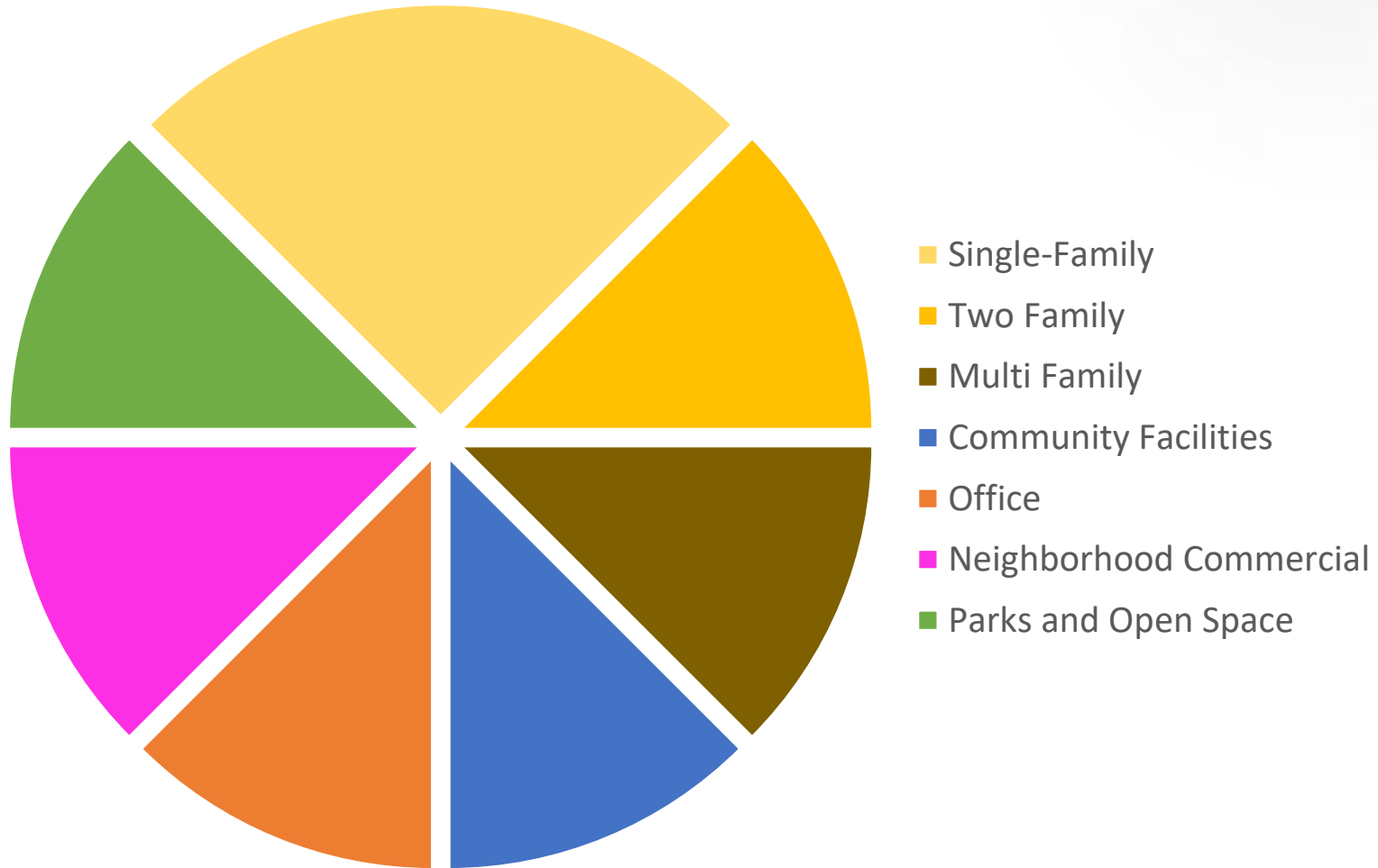
- Areas identified for future residential development are largely identified as Planned Neighborhood (PN) or Planned Mixed Use (PMU)

“Planned” Future Land Use Categories



Example Future Land Use Category	Planned Neighborhood
General Description	<ul style="list-style-type: none"> • Residential FLU district that allows a mixture of housing types and for neighborhood scale retail/commercial • Residential + Mixed Use + Open Space
Applicable Zoning	<ul style="list-style-type: none"> • Residential districts: R1, R2, R1D, R3M and R3; • Office/Residence – O1, Neighborhood Office O3, and Neighborhood Convenience (B1)
Policies	<ul style="list-style-type: none"> • Residential balance policy (% of total DU) – min 60% are SF, max 20% are 2F, max 20% are MF • Limit footprint of retail/commercial buildings to 5,000-10,000 SF • Require detailed neighborhood plan before approving any rezoning

Planned Neighborhood Pinwheel



“Planned” Future Land Use Categories



Example Future Land Use Category	Planned Mixed Use
General Description	<ul style="list-style-type: none">• A commercial and residential FLU district• Vibrant urban places that function as community gathering spots
Applicable Zoning	<ul style="list-style-type: none">• Commercial Shopping (B2; may be considered)• Office Residential (O1)• Multiple Family Residential (R3)
Policies	<ul style="list-style-type: none">• Detailed conceptual plan required• High-quality materials and designs• Consider standards to limit first floor gross area• Allow PMU areas to be treated as Community Commercial areas

Future Residential Areas



- ❖ Currently implementable through the established PUD process and an arrangement of established zoning districts
- ❖ 2009 plan calls for creating
 - A Planned Neighborhood PUD Zoning District
 - Mixed Use Zoning District(s)
- ❖ Neither recommended additions/revisions have occurred

Neighborhood Development Policy via Comp Plan



- 🌲 Philosophy: Flexibility in mixture of uses with strict control of the mixture by the City through PUD process
- 🌲 Goal Outcome: Create mixed-use activity centers and multi-family units in PMU areas
- 🌲 Goal Outcome: Create more Traditional Neighborhoods and predominately owner-occupied single-family units in PN areas

“The **complexity of *Planned Neighborhood* and *Planned Mixed Use* areas** suggests the preparation of detailed neighborhood development plans to further guide development of these areas.”

Findings:

- No areas identified as PN have had official plans created.
- No areas identified as PMU have had official plans created.
- ARISENow and Centennial Industrial Park are official plans adopted since 2009.

- **“Actively pursue redevelopment of *Planned Mixed Use* areas over the planning period.”**

Findings:

- No mixed use residential/commercial development has occurred.
- Residential developments have occurred in commercial areas designated as PMU areas along Center Avenue.
- The Glade by Hovde development is a major residential project in an area that was identified as PMU, however no commercial uses are planned for that site. Some commercial uses may be developed in the area.
- Diamond Ridge developed immediately adjacent to a PMU area, however the site itself is identified as “mixed residential” on the 2009 FLU Map.



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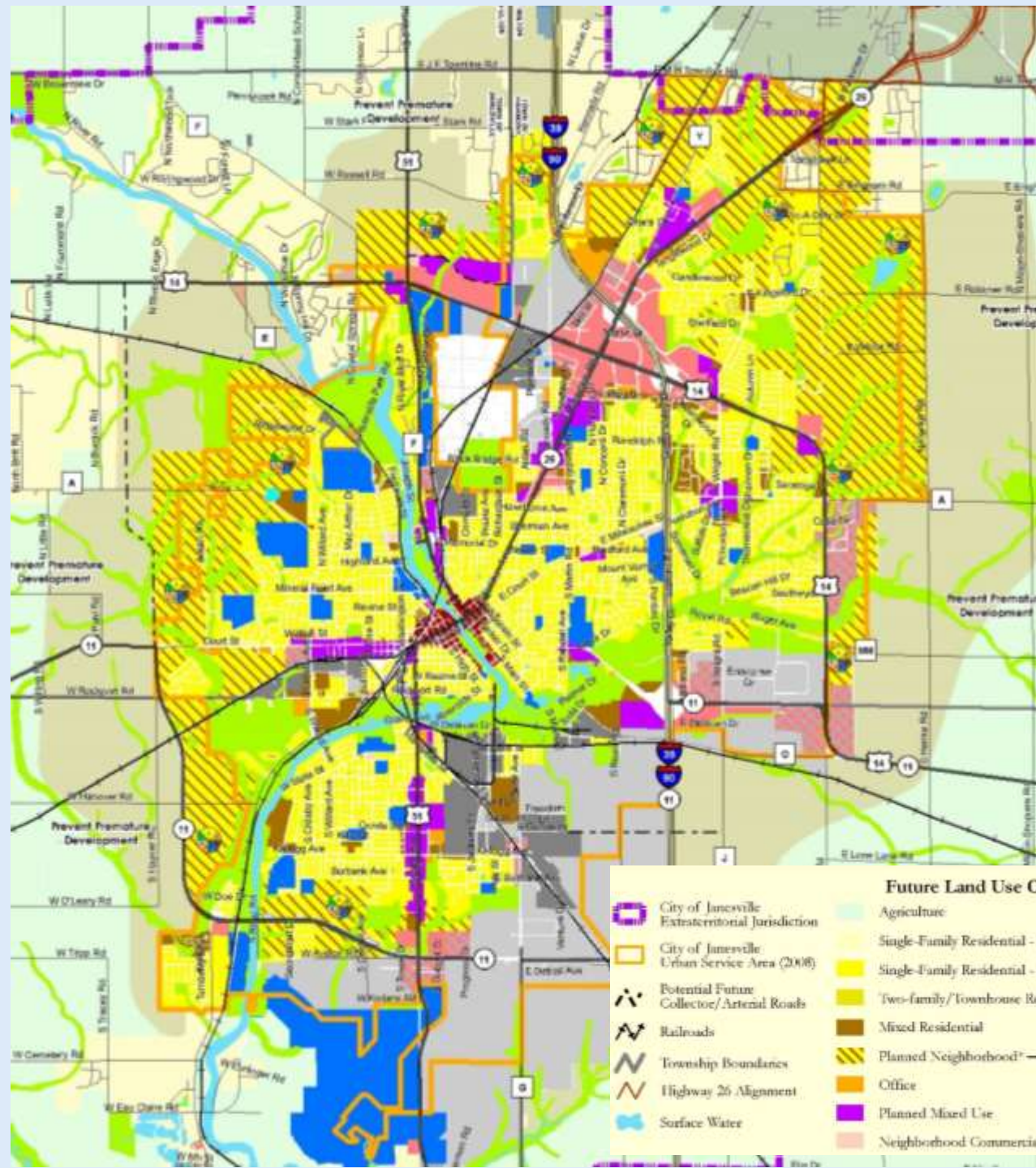
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Approach to updating the FLU Map





Future Land Use Map



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- **Staff have thoroughly reviewed the FLU map and determined that relatively few areas are appropriate for a change in FLU designation based on the current FLU Scheme and Zoning/Subdivision Ordinance.**

Findings:

- The PN Designation could be applied to some greenfield areas identified as Single-Family and some areas identified as PMU that are not appropriate for this designation.
- The PMU designation could be expanded to include property currently identified as neighborhood commercial and office to allow mixed-use development and higher density residential (i.e. multi-family) to occur in locations generally considered appropriate for such land use.
- Some areas identified as PMU may be changed to commercial/industrial as appropriate.

To deliver the general vision of the plan



- ❖ To transition Janesville into a more walkable, bikeable place with more complete neighborhoods and a high quality of life...
- ❖ Major revisions to the land development codes is required
 - More fine-grained adjustments to the FLU Map will occur as a result



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Themes to Guide Code Update

Considerations for
Discussion



Future Land Use Schemes



🌲 More flexible FLU designations (PN or PMU or High/Medium/Low Density/Intensity Residential or Mixed-Use areas)

versus

🌲 More prescriptive FLU designations (Single-Family, Two-Family, Mixed Residential, Community Commercial, Office, and generally categories that are specific to a single base zoning district).

Reliance on PUD and CUP



🌲 Development processes that rely more on the PUD zoning and conditional use process to deliver successful developments

versus

🌲 Relying on the base zoning/subdivision regulations to deliver successful developments through administrative review and on a “by-right” approval structure.

Possible Goal: Code Update



- ✿ To create Complete Neighborhoods exhibiting characteristics of “Traditional Neighborhoods”. Development would be allowed “by-right” more often than by PUD and conditional use.

Possible Goal: Code Update



- 🌲 To support redevelopment of “tired commercial corridors” into mixed-use activity centers “by-right” more often than by PUD and conditional use

Possible Goal: Code Update



- 🌲 To promote “by-right” residential densities to support
 - Neighborhood Retail/Commercial
 - Walk, Bike, Roll Accessibility
 - Transit Demand

Next Steps

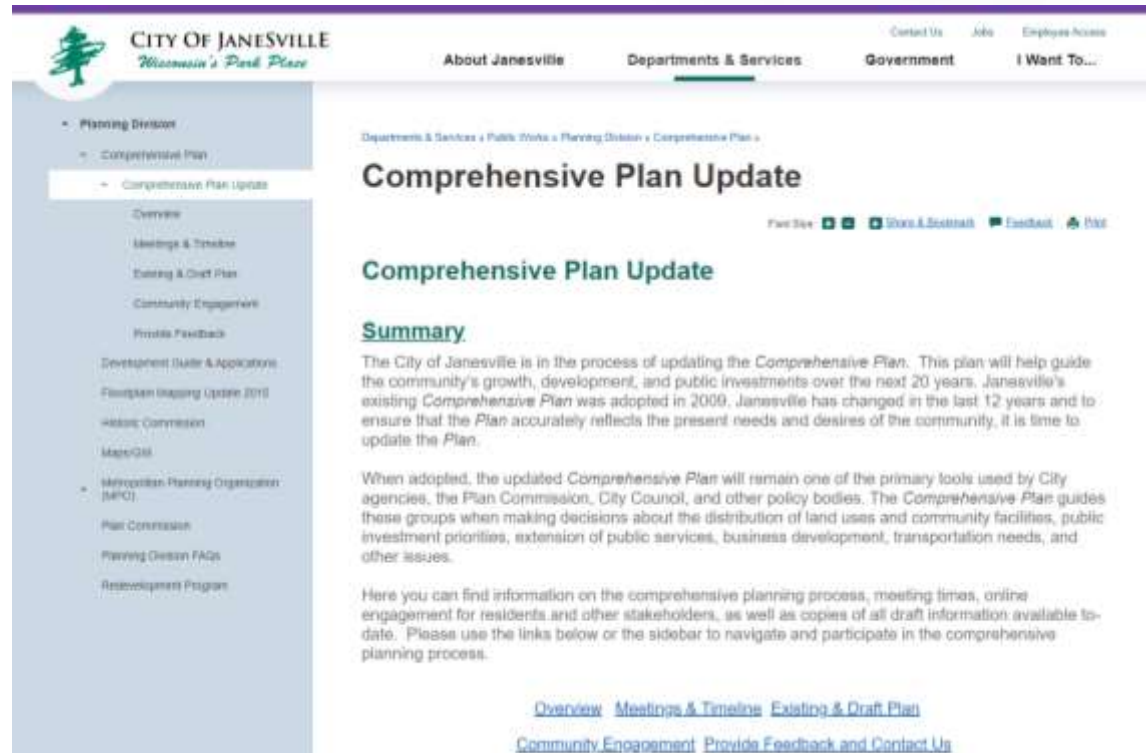


- 🌲 Meet soon to discuss
 - Revisions to Planned Neighborhood and Planned Mixed Use Policies
 - Revisions to the Future Land Use Map
 - Revisions to the Goals, Objectives, and Policies in Land Use Chapter
- 🌲 Other direction from steering committee

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