
CHAPTER 2: LAND USE RECOMMENDATIONS

This chapter will guide Janesville’s land use decision-making. It contains future land use demand projections, along with a compilation of goals, objectives, policies, and recommended programs to guide the future preservation and development of lands in the City of Janesville and its extraterritorial jurisdiction. It includes a map showing recommended future land uses. For detailed sub-area maps, please refer to Volume 2: Sub-Area Plans. Please refer to Volume 1: *Existing Conditions Report* for land use data and analysis as required under §66.1001, Wisconsin Statutes.

THE CITY OF JANESVILLE’S APPROACH TO LAND USE PLANNING AS PRESENTED IN THIS *COMPREHENSIVE PLAN* CHAPTER:

- ◆ Promotes community reinvention through identification of revitalization priority areas – downtown, older neighborhoods, and commercial corridors.
- ◆ Helps build compelling new places by promoting *Planned Neighborhoods* that provide for flexibility to accommodate the market, while establishing standards to guide development and identify areas for mixed use development.
- ◆ Builds connections through establishment and continuation of a City-wide greenbelt system.
- ◆ Enhances quality of life through providing for a wide-range of necessary land uses in the community, while minimizing land use conflicts, and enhancing “community character.”
- ◆ Works toward sustainability by encouraging an efficient land use pattern based on urban development, rather than rural and exurban sprawl; protecting sensitive environmental features and water quality.
- ◆ Supports healthy people by creating spaces to improve their physical, mental, social and economic well-being.



PROJECTING LAND USE IN THE CITY OF JANESVILLE

Predicting future population growth and land consumption is an inexact process. The interaction of local, regional, and even national dynamics will influence and drive population change, household size, the balance of residential and non-residential uses, and the density of development in the Janesville area. These factors, in turn, determine the demand for land development.

Background on Projections

The Wisconsin Department of Administration (DOA) developed population, household, and household size forecasts out to year 2040 in a 2013 report, developed with assistance from the University of Wisconsin – Madison’s Applied Population Lab. The state developed these projections in large part to assist communities in developing and/or updating their Comprehensive Plans. The near-term population projections use the rates of growth established for Janesville in the DOA’s official population projections but use the 2020 Census figures as a 2020 “base year.” Household Size and Households are determined in a similar fashion.

Population and Household Projections

The City of Janesville has experienced population and job growth since the great recession in 2008. In 2020, the population rose to 65,615 residents representing a 3.2% increase since 2010. In 2018, the number of jobs available in the City Janesville was 33,7392 and is projected to grow 3.3% by 2028 to 34,839 new jobs. The Janesville economy is in a strong position to experience growth in industries like healthcare (+10.8%), wholesale trade (+8.6%), transportation & warehousing (+12.7%), construction (+14.1%) and manufacturing (+2.2%)².

By the year 2040, the Wisconsin Department of Administration projects a 9.6% change in population for the City of Janesville (Table 1). In 2020 the population was 65,615. This is projected to increase by 6,318 persons to 71,933 by 2040. Janesville is projected to add 316 new residents each year.

Table 2.1: Population Projections through 2040

	2020	2025	2030	2035	2040	2020-2040 Change	2020-2040 Annual Change
Population Projections³	65,615	67,948	70,087	71,399	71,933	6,318	+ 316

² Longitudinal Employment Household Dynamics (LEHD), U.S. Census Bureau, 2018; Wisconsin Department of Workforce Development – Data for Janesville was created by multiplying the projected employment for industries in the Southwest Workforce Development Area by Janesville’s 2018 industry employment numbers.

³ U.S. 2020 Decennial Census, 2013 Wisconsin DOA Population & Household Projections

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By the year 2040, the Wisconsin Department of Administration projects a 14.1% change in households for the City of Janesville (Table 2). In 2020, there are 27,170 households. This is projected to increase by 3,836 to 31,006 by 2040. Janesville is projected to add 192 new households each year.

Table 2.2: Household Projections through 2040

	2020	2025	2030	2035	2040	2020-2040 Change	2020-2040 Annual Change
Household Projections³	27,170	28,550	29,698	30,254	31,006	3,836	+ 192

By the year 2040, the Wisconsin Department of Administration projects a -3.7% change in average household size for the City of Janesville (Table 3). In 2020, the average household size was 2.41 people per household. This is projected to decrease by .09 people to 2.32 people per household by 2040.

Table 2.3: Projected Change in Average Household Size

	2020	2025	2030	2035	2040	2020-2040 % Change
Household Size³	2.41	2.38	2.36	2.33	2.32	-3.7%

Number of New Housing Units: Based on the City's average household size and projecting a gradual decrease over time. Decreasing household sizes have been and are expected to be a trend nationwide as the population ages.

New Residential Acreage Demand: Based on Residential Density: The number of homes can be accommodated on a given area of land, usually measured as an average number of dwelling units per acre. Historical densities in the City were somewhat higher than those at the time this *Plan* was prepared. In the years leading up to preparation of this *Plan*, residential densities in the City were approximately 4.08 dwelling units/acre, or a gross area of 0.20 acres per unit. A density of 4.08 dwelling units per acre was assumed to continue throughout the planning period based on the following:

- Continued strong development of single-family dwelling units, with some trends indicating an increase in the total share new dwelling units that come from multi-family buildings.
- Increased land requirements for stormwater quality improvements
- Increased land requirements for infiltration and groundwater recharge objectives

Non-residential development ratio: The breakdown of non-residential land uses (commercial, office, industrial and community facilities) generally reflects the extrapolation of the historic balance of these uses in the City as measured by ratios per 1,000 residents into the future. For future industrial development, the City's recent average absorption rate of 40 acres per year (200 acres per 5-year increment) was used.

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Flexibility factor: Because the market for land is not only driven by demand but is also dictated by the motivations and desires of landowners and developers, it is important to factor in an allowance for uncertainty. In other words, a given parcel of land may not be available for development when the market might indicate it is ripe for development. Therefore, incorporating a flexibility factor into the projection of land use demand ensures that the supply of land area designated as appropriate for development will accommodate future demand. The projections utilized a 100% flexibility factor (i.e., total projected land area needs were doubled).

Land Needed for Roads, Utilities, Stormwater Management, etc.: Allowance was added to factor in land needed for roads, utilities, stormwater management facilities for both Residential and Non-residential areas. For both, a land area equivalent to about 27 percent of the total acreage demand was assumed.

Table 2.4: Projected Land Use Demand in 5-Year Increments

	Near-Term Projections 2020-2040				Long-Term Projections 2040-2060				Total
	2020-2025	2025-2030	2030-2035	2035-2040	2040-2045	2045-2050	2050-2055	2055-2060	
New Residents	2,333	2,139	1,312	534	2,932	2,931	2,931	2,932	18,044
New Housing Units	968	899	556	229	1,275	1,291	1,303	1,321	7,842
New Residential Acres	237	220	136	56	313	316	319	324	1,921
Public Infrastructure Factor (+27%)	64	59	37	15	85	85	86	87	518
Subtotal New Residential + Infrastructure Acres	301	279	173	71	398	401	405	411	2,439
Total New Residential Acres with Flexibility Factor (+100%)	602	558	346	142	796	802	810	822	4,878
New Commercial Acres	34	31	19	8	43	43	43	43	264
New Office Acres	5	5	3	1	6	6	6	6	38
New Industrial Acres	200	200	200	200	200	200	200	200	1,600
New Community Facilities Acres	47	43	26	11	59	59	59	59	363

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Subtotal New Non-Residential Acres	286	279	248	220	308	308	308	308	2,265
Public Infrastructure Factor (+27%)	77	75	67	59	83	83	83	83	610
Subtotal New Non-Residential + Infrastructure Acres	363	354	315	279	391	391	391	391	2,875
Total New Non-Residential Acres with Flexibility Factor (+100%)	726	708	630	558	782	782	782	782	5,750
Total New Acres All Uses	1,328	1,266	976	700	1,578	1,584	1,592	1,604	10,628

Near-term, these land use projections suggest a total residential land demand of 1,648 acres between 2020 and 2040 and nearly 2,622 acres of non-residential land demand over that same period – accounting for roads and other public uses. Long-term, the data suggests that the City should allocate 10,000+ acres (about 16 square miles) for future development to safely accommodate expected land use demand through 2060.

Through the land use policies and recommendations included in this *Plan*, the City provides a reasonable supply of land for future development that balances these projected acreage needs with the following:

- The City continues to grow and has invested in accommodating growth in all directions.
- There is a need to provide for a sequential growth pattern and observe logical edges for growth – such as natural features or future transportation corridors.
- One objective of this *Plan* is to move toward a more balanced pattern of growth between the north and east – where the market has historically directed most of the growth - and the south and west quadrants of the City.
- Encouraging and facilitating reuse and redevelopment of existing under-utilized buildings and parcels and infill development of vacant sites

To accommodate the projected growth of the City, outward expansion is necessary as the rate of growth exceeds infill, reuse, and redevelopment. In general, much of the expansion occurs through the conversion of agricultural land. As such, agricultural land use within the City is expected to be interim pending development. As development occurs, the amount of land in agriculture declines by roughly the amount of residential and non-residential land added within each five-year period. Annexation of land at the edges of the City is necessary to provide sufficient bare land to accommodate continued growth. The City has and intends to continue to work with neighboring towns to ensure that a significant portion of the land in the City's extraterritorial jurisdiction remains

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rural and in agricultural uses. This is described in greater detail in the Intergovernmental Cooperation chapter.

If population and land use projections described in the previous section prove to be high, then areas designated for City growth on the Future Land Use Map (Map 2.1) will be available over a longer period. Regardless of the development period, these designated growth areas are the most logical based on recognized development factors, opportunities, and constraints, including:

- Lowest utility service cost
- Efficient service area and network, with 68 percent of the new development on Map 2.1 located within the City's Current (2009) Urban Service Area
- Future development areas not within the 2009 Urban Service Area are adjacent to and generally within ¼ mile of that boundary.

It is important to note that the population projections are only one factor determining the extent and edges of development. The extent of the development area also considered common sense edges. Common sense edges are in some cases “barriers with costs associated with expanding beyond them”. These edges include natural barriers, property and parcel boundaries, roads and transportation facilities, and jurisdictional boundaries. The logical and sustainable edges for Janesville for this planning period include:

- The Arboretum on the northwest side
- The planned STH 11 – USH 14 connector on the west side
- The Southwest Wisconsin Regional Airport on the south side
- Interstate 39-90 on the southeast side
- Henke Road on the northeast side, to which a large portion of the City's current Urban Service Area extends.
- City of Milton on the north side
- Environmental corridors and drainageways on the south

From Volume 1: Key Land Use Issues and Opportunities

The following are some of the key issues and opportunities for the City identified in this Chapter and through public input in the planning process that will be considered in preparation of recommendations in *Volume 2* of the *Comprehensive Plan*.

- ◆ Guiding growth and development to accommodate future City growth should be balanced with minimizing the negative impacts of growth such as traffic problems, declining level of service, excessive land use consumption, and degradation of environmental resources.
- ◆ The City’s Land Use recommendations should consider short and long-term growth edges and land use phasing strategies.
- ◆ Siting and character of future residential neighborhoods should consider residential density, building “neighborhoods” that encompass a wider range of housing types and mixture of uses that would be included in a typical “subdivision.”
- ◆ Locating sufficient acreage for future industrial and regional commercial expansion areas remains vital for the City’s economy.
- ◆ Identification of development and redevelopment opportunities along existing key commercial corridors.
- ◆ Improvement of the image and functionality along key corridors including Milton Avenue, W. Court Street, and Center Avenue (USH 51) can be achieved through redevelopment, sign controls, road design, and landscaping standards.
- ◆ The City’s supply of under-utilized buildings and parcels suggests the opportunity for pursuing revitalization and redevelopment, particularly in the downtown.
- ◆ There are opportunities for mixed-use development in the downtown and other appropriate locations throughout Janesville.
- ◆ Potential land use conflicts associated with downtown redevelopment will need to be addressed.
- ◆ The City should continue prioritizing the asset of the Rock River to stimulate downtown and riverfront development and redevelopment, while minimizing conflicts associated with urban redevelopment.

RECOMMENDED FUTURE LAND USE PATTERN

The sections that follow bring together supply and demand. Map 2.1, the Future Land Use Map, and the policies and programs detailed in this *Plan* suggest how to accommodate future land use demand within the supply of lands potentially available for development. This includes recommendations of which types of land uses, if any, would be most appropriate for given locations within the City and the surrounding areas.

Before considering specific policies and land use recommendations for specific areas and land use categories in and around Janesville, it is useful to step back and describe the City’s vision for future land use overall, both within the City and surrounding areas. The City’s vision for future land use prioritized the following ideas:

- Accommodating adequate growth areas to satisfy projected land use demand over the next 20 years and beyond, as described in the previous section.

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- Enhancing the City’s role as a regional commercial and employment center by planning beyond the acreage projected for commercial, industrial, and office development.
- Encouraging development of sufficient housing units to meet current and future demand for affordable, workforce, and market rate units.
- The Future Land Use Map shows future planned neighborhoods on the South, West, Central, and North side of Janesville. Each of these areas has their own commercial corridor, or area, that is designated for future planned mixed use which means there are ample opportunities for adding residential options onto sites and in areas that are exclusively commercial. Overall, neighborhood development is envisioned to lead to Janesville:
 - Becoming a more geographically balanced community for non-residential uses
 - Revitalizing existing commercial areas and supporting neighborhood-scale commercial and retail developments
 - Retaining Downtown Janesville as the geographic and a major activity center of the City
 - Increasing the number of households living within a short walk, bike from Downtown
 - Developing planned neighborhoods on Janesville’s South, West, and North Sides
 - Maintain distinction from the City of Milton
 - Facilitating preservation of valuable agricultural land located to the southeast of the City.
 - Balance new development between the Janesville and Milton school districts
 - Achieve greater balance in community investment, efficiency of facilities and services.
- Residential development in *Planned Neighborhoods* should include a mix of residential types (single-family, two-family, multi-family), community facilities, and opportunities for small-scale neighborhood serving commercial and office buildings.
- *Planned Mixed Use* areas are intended to allow for the infill of residential units to many existing commercial, office areas and encourage the creation of new mixed-use buildings and areas.
- Industrial expansion primarily to south of City.
- Continued greenbelt system expansion to protect significant natural resources, provide recreational corridors, and connection of different areas of the City.
- Revitalization of central city neighborhoods and Downtown.
- Designation of Urban Reserve Areas beyond 40-year growth area.

LAND USE GOALS, OBJECTIVES, AND POLICIES

Land Use Goal

1. Plan for a future land use pattern that accommodates growth and expansion, while maintaining and enhancing the character and quality of the Plan area.

Land Use Objectives

1. Strive for a balanced distribution of new growth and development around the community.
2. Achieve a compact urban development pattern to promote the preservation of open space, natural areas, agricultural land, to encourage transportation-related carbon reduction, while promoting economic growth.
3. Encourage infill, refill, and redevelopment of existing commercial and office areas over development of significant new acreage of single-use commercial and office areas.
4. Create a walkable City where residents can access employment, healthy foods, schools, healthcare facilities and other services easily by foot, bike, and bus.
5. Provide for some flexibility in land use designation in areas planned for non-residential development to accommodate a range of commercial, industrial and office development.
6. Promote a mixture of housing types to serve the existing and changing housing needs of City residents.
7. Develop new neighborhoods that offer amenities such as bicycle and pedestrian facilities, greenbelts, schools, parks, small-scale community facilities, a range of housing types and that contain enough households to support neighborhood-scale commercial and retail uses.
8. Protect the long-term growth interests of the City for the duration of the planning period, and beyond.

General Land Use Policies

1. Facilitate compact, complete, transit efficient and walkable redevelopment and new growth that promotes healthy and active lifestyles.
2. Prioritize reuse, redevelopment, and infill of residential, commercial, and office uses on existing commercial areas.
3. Encourage planned neighborhoods to develop on greenfield areas surrounded by development on two or more sides.
4. Support public transit through increasing the density of existing transit-supportive areas and encouraging development of new transit-supportive areas.
5. Support walking, biking, and public transit through encouraging redevelopment of commercial areas into mixed-use areas, through infilling vacant lots with new housing, and through developing more traditional neighborhoods in outlying areas of the City.
6. Encourage the creation of mixed-use neighborhood centers on existing retail and commercial areas, along key corridors, at key intersections, and within new greenfield neighborhoods. These areas would contain a mixture of residential, retail, and office space uses.

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7. Plan for maintaining enough developable land to accommodate the City's needs for residential, commercial, industrial, office, community facilities, and park land over the next 20 to 50 years.
8. Identify appropriate development areas that will accommodate City growth through the planning period. Do not encourage growth in areas that cannot be logically served with municipal utilities and other urban services, are prioritized for preservation or other open space uses, or are otherwise not appropriate for development over the planning period. Proposed development areas are illustrated in development categories on the Future Land Use Map.
9. Prioritize development in areas with existing utilities or within the existing sewer service area.
10. Beyond the edge of planned development areas, reserve areas for future (beyond the 20-year planning period) City growth and development through preventing premature, rural development. Specific strategies are discussed later in this Chapter.
11. Require the preparation of conceptual development plans, and/or neighborhood plans, in advance of considering rezoning. Where City neighborhood plans do not exist, require landowners wishing to develop lands to prepare a master plan for the future use of their entire contiguous ownership parcel for City approval, along with connections to adjacent properties.
12. Encourage developers to coordinate plans with adjoining property owners to ensure an efficient system of streets, stormwater facilities, utilities, and other public facilities.
13. Prioritize revitalization and continued investment in existing neighborhood areas through the following activities:
 - a. Implement the detailed recommendations of revitalization plans for the Old 4th Ward and Look West Neighborhoods with an aim to reverse deterioration of housing condition and value, encourage improvement of private property, and determine how to leverage City resources and investment most effectively into the area.
 - b. Continue to support and enforce the historic overlay zoning in the Courthouse Hill neighborhood, and potentially other neighborhoods.
 - c. Develop a neighborhood stabilization strategy for older neighborhoods to continue to perpetuate investment and owner occupancy.
 - d. Explore and implement strategies to promote home ownership.
14. Encourage a residential balance policy that recommends a mixture of housing types and supports the creation of complete neighborhoods.
15. Plan for logical transitions between potentially incompatible land uses and avoid locating potentially conflicting land uses adjacent to each other. Require that potentially incompatible uses are buffered from one-another using landscaped buffers, open space uses, or transitions of less-intensive uses.
16. Promote the expansion of the current economic base of Janesville by accommodating non-residential and employment-based land uses consistent with the areas identified for commercial, office, industrial and mixed-use development on Map 2.1.
17. Advance industrial development in areas indicated on the Future Land Use Map to expand on existing industrial areas, promoting uses compatible with the airport, minimizing conflicts

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with areas of commercial and residential development, and capitalizing on access to rail and transportation facilities.

18. Direct future regional *Community Commercial* development to areas identified on the Future Land Use Map, including the interchange areas at USH 14 and STH 26/Milton Avenue (advancing the regional commercial center), as well as USH 14 and USH 51.
19. Promote appropriately scaled *Community Commercial* uses in areas identified on the Future Land Use Map, on the south and west sides of the City at USH 51 and STH 11, and the intersection of Court Street and the STH 11 –USH 14 connector.
20. Allow some flexibility in determining the mix of commercial, industrial and office uses in areas designated within any of the above Future Land Use categories, per the review and discretion of the City Plan Commission.
21. Encourage *Planned Mixed-Use* development in areas identified on the Future Land Use Map, featuring a mixture of high-quality commercial retail, office, and higher intensity residential development.
22. Prioritize the revitalization of key commercial corridors – including Milton Avenue, West Court Street, and Center Avenue through actions such as:
 - a. Identifying catalytic redevelopment sites and infill opportunities within these corridors.
 - b. Incentivizing development through expanding or creating TIF districts in these areas.
 - c. Redesign of street networks and cross-sections, where appropriate. This will be a long-term implementation strategy in many cases, but short-term preliminary plans should be made so that investment in streetscaping and other improvements is worthwhile.
 - d. Strengthening on-site and off-site signage standards, site design, and landscaping standards in the City’s zoning ordinance.
23. Prioritize redevelopment and rehabilitation in the Downtown and riverfront area – extending from the riverbend area north to Memorial Drive.
24. Consider City acquisition of key vacant or underutilized properties for redevelopment with the following priorities (not in any particular order): riverfront location, large sites with significant redevelopment/re-use potential, areas with catalytic potential, and re-use of buildings of historic significance.
25. Activate an assertive riverfront strategy with the following key initiatives: Revitalization and redevelopment of key properties on the River (primarily between the riverbend area and just north of Memorial Drive), development of an urban riverwalk between Racine Street and Centerway (to be discussed in greater detail in the transportation chapter), and preservation of key areas.
26. Continue to designate, preserve, and provide public access to greenbelts along key environmental corridors, and areas supporting recreational corridors and connections. Extend corridors to connect developing neighborhoods to the rest of the City.
27. Preserve agricultural lands and uses outside of City growth areas until appropriate for City development.

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28. Work in collaboration with surrounding towns to maintain productive agricultural land and open spaces in areas surrounding the City that are not intended for development over the planning period.
29. Enter into and amend intergovernmental boundary and land use agreements to achieve mutually beneficial development and preservation, as expanded on in Chapter 11, Implementation.
30. Amend the City's zoning and subdivision ordinances to support development and re-development.
31. Educate developers and the public on how the recommendations of this *Comprehensive Plan* affect both public and private development proposals.
32. Consider non-metallic mineral extraction operations on a case-by-case basis. Non-metallic mineral extraction may be appropriate as a short or long-term use in areas mapped in the *Agriculture* future land use category, and as a temporary short-term use within areas mapped in other future land use categories, subject to meeting requirements established by the City and the approval of the Plan Commission and/or City Council. Requirements that pertain to ALL mineral extraction operations in any future land use category are described in more detail under the *Extraction and Disposal* future land use category policies later in this chapter.

LAND USE RECOMMENDATIONS, SPECIFIC POLICIES, AND PROGRAMS

This section of the *Plan* is intended to guide land use and development in the City through the year 2040. Map 2.1, the Future Land Use Map, is the centerpiece of this chapter and the *Plan's* land use direction. Map 2.1 was prepared based on an analysis of a variety of factors, including overall development trends, location, and availability of vacant land in the City, location of areas logical for future development based on existing development, environmental constraints, public and property owner input, and this *Plan's* overall vision and goals.

The Future Land Use Map and related policies described below should be used as a basis to update the City's regulatory land use tools, such as the zoning ordinance and map. They should also be used as a basis for all public and private sector development decisions. These decisions include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. Changes in land use to implement the recommendations of this *Plan* will generally be initiated by property owners and private developers. In other words, this *Plan* does not automatically compel property owners to change the use of their land.

Not all land shown for development on Map 2.1 will be immediately appropriate for rezoning and other land use approvals following adoption of this *Plan*. Given service demands and other factors, careful consideration to the amount, mix, and timing of development to keep it efficient, manageable, and sustainable is essential. The City advocates the phased development of land that focuses first on reuse, redevelopment, and infill then on growth in areas and types of land uses that advance the vision of the community and can be efficiently served with transportation, utilities, public services, and other community facilities.

There may be instances where transitions between the designated Future Land Use categories shown on Maps 2.1 and B.1-B.4 must be determined. A transitional area exists where a future land use category transitions to another along a discrete line. Transitional areas are present throughout the

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City and accommodations should be made to permit land uses or planned development that is appropriate and compatible with all affected, adjacent land use categories. When two parcels are immediately adjacent to one another there can be a general, though not uniform, assumption that the future land use designation of one parcel is appropriate to apply to the adjacent parcel. Rezoning of property in these transitional areas to a district that is not allowed in the current future land use designation of the parcel requires an amendment to the Comprehensive plan future land use map. This process should happen concurrently with the rezoning request. See Plan Amendments section in Chapter 11: Implementation for details on the comprehensive plan amendment process. In addition, the land use map identifies several properties in the *Institutional and Community Facilities* category. These properties are primarily public uses. If these uses change to private uses it will be appropriate for the Plan Commission and City Council to evaluate the application of a Future Land Use and consistent zoning category which will be compatible with the surrounding land uses in the area. This process may also occur outside of the formal plan amendment process.

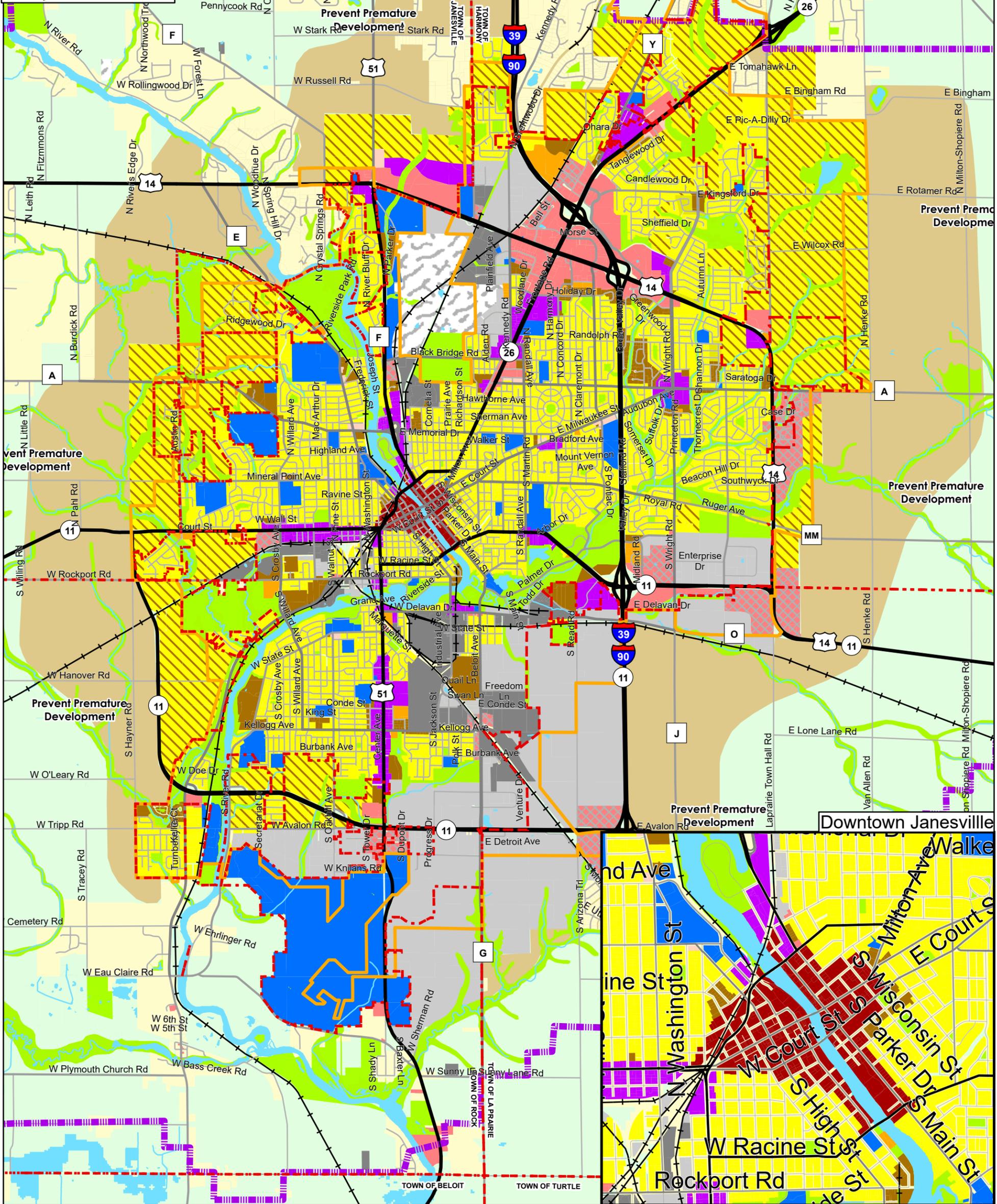
Wisconsin Statutes specifically allow cities to prepare plans for lands both inside and outside their municipal boundaries—up to the edges of their extraterritorial jurisdictions. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City. This approach recognizes that City (and regional) growth and economic health can be either facilitated or impeded by the patterns of rural growth and preservation in adjacent areas. Not surprisingly, implementing many of the land use recommendations of this *Plan* will be greatly aided by intergovernmental cooperation, with opportunities described more fully in the Intergovernmental Cooperation chapter. The City may also take unilateral action as allowed by law to attempt to carry out its land use vision.

Each Future Land Use category shown on Map 2.1 is described below. Each category description includes where that type of land use should be promoted, the appropriate zoning districts to implement that category, policies related to future development in areas designated by that category, and approaches for achieving the City’s overall vision for the future.

Legend

Municipal Boundaries (Jan 2023)	Single-Family Residential - Exurban	Commercial or Light Industrial
Urban Service Area (2008)	Single-Family Residential - Urban	Downtown
Janesville Extraterritorial Jurisdiction	Two-Family/Townhouse Residential	Light Industrial
Local Road	Multi-Family Residential	General Industrial
Collector	Planned Neighborhood	Community Facilities
Minor Arterial	Office	Extraction and Disposal
Principal Arterial	Planned Mixed Use	Parks, Open Spaces, and Env. Corridors
Railroads	Neighborhood Commercial	Surface Water
Agriculture	Community Commercial	

Adopted: December 11, 2023
 Date: November 2nd, 2023
 Sources: Rock County, City of Janesville,
 Janesville Area MPO, WisDOT



Map 2.1 Future Land Use - City View

0 0.5 1 2 Miles



CITY OF JANESVILLE
Wisconsin's Park Place

DISCLAIMER: This data is provided by the City of Janesville for informational purposes only. The City does not warrant or guarantee the accuracy or reliability of this data. The recipient of this data assumes any risk of its use for any purpose.

URBAN RESIDENTIAL LAND USE CATEGORIES

Single Family Residential - Urban

Description

This Future Land Use category is intended for existing and planned groupings of predominantly single-family detached residences, and in some cases attached single-family dwellings (duplexes) that are served by public sanitary sewer and water systems. This Future Land Use category is not intended to include large concentrations of single-family attached (duplex) structures. Small public and institutional uses— such as parks, schools, churches, and stormwater facilities—may also be built on lands within this category. In Janesville, this category is mapped in various parts of the City where existing development exists or to reflect the desire to promote or retain single-family uses.



An example of existing Single-Family Residential – Urban development in Janesville.

Applicable Zoning

The Single Family and Two-Family Residence District (R1) and Limited General Residence District (R2) are the zoning districts most appropriate for areas mapped in this Future Land Use category.

Policies

1. Develop new *Single Family Residential – Urban* areas consistent with City prepared or approved neighborhood development plans.
2. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.
3. Consider amending approval process for requiring conditional use permits for two-family / duplexes in *Single Family Residential – Urban* areas.
4. Encourage appropriate transitions between attached / duplex structures in areas mapped in the *Single Family Residential – Urban* Future Land Use category.
5. Work with homeowners, landlords, and Neighborhood Associations as housing ages and maintenance and rehabilitation needs arise to maintain high quality or reverse deterioration of housing condition and value, encourage improvement of private property, and determine how to leverage City resources and investment most effectively into the area. Engage County, State, and local lenders as resources when possible.

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6. Continue to support and enforce the historic overlay zoning in the Courthouse Hill neighborhood, and work with the Janesville Historic Commission and property owners to protect and celebrate other historically significant residences within the community.
7. Encourage the development of more complete neighborhoods that provide everyday amenities closer to residential areas while providing a distinct sense of place. (see the Housing and Neighborhood Development chapter)
8. Work to continually improve code enforcement efforts to maintain attractive and well-maintained neighborhoods.
9. Implement the recommendations of neighborhood plans, where applicable.

Two-Family/Townhouse Residential

Description

This Future Land Use category is primarily intended to allow groupings of attached single family and duplexes that are or will be served by public sanitary sewer and water systems.

Attached single family residences are generally characterized by:

- One dwelling unit per vertical airspace
- Shared common walls with adjoining units
- Individual entryways
- Potential for ownership of each unit via condominium or zero lot line arrangements
- Each building containing two or more attached units
- Served by public sanitary sewer and water systems
- Examples include Townhouses, Rowhouses, and Condominiums.



This example of the Two-Family/Townhouse future land use category is designed to fit in with the character of the neighborhood.

Small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be built within this designation. Future two-family development is planned for existing platted infill lots, including all or portions of new neighborhoods. These areas are particularly appropriate for owner-occupied projects given the surrounding uses.

Applicable Zoning

The City's Two-Family Residence District (R1D) and Medium Density Residence District (R3M), Office/Residence District (O1) which facilitate two family housing, are the most appropriate districts to implement this Future Land Use category.

Policies

1. Promote these developments to be built for owner-occupancy wherever possible.
2. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.
3. As maintenance and rehabilitation needs arise, work with the County, State, and local lenders to assist homeowners and landlords with rehabilitation projects.

Multi-Family Residential

Description

This Future Land Use category is intended for a variety of residential units focused on multiple family housing (3+ unit buildings), usually developed at densities that exceed ten units per acre and served by public sanitary sewer and water systems. Single-family detached housing, Middle Housing types⁴ such as Two-family / Townhouses, Triplexes, and Fourplexes, Courtyard Buildings, Medium Multiplexes (up to 30 units), Cottage Courtyards – with multiple single-family units clustered around a shared garden space or courtyard, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within lands mapped in this category. The scale of the development and its individual structures should reflect the scale of development within the vicinity. In Janesville, *Multi-family Residential* development is mapped over existing locations of multi-family development, as well as new areas including between Palmer Park and Delavan Drive, along the Rock River east of Rockport Park, and off Crosby Avenue.



Multi-family Residential development with strong attention to design and detail can add to the character of the neighborhood.

⁴ See Chapter 8 – Housing and Neighborhood Development for more details on Middle Housing Types.

Apply Design Standards for Multiple Family Housing

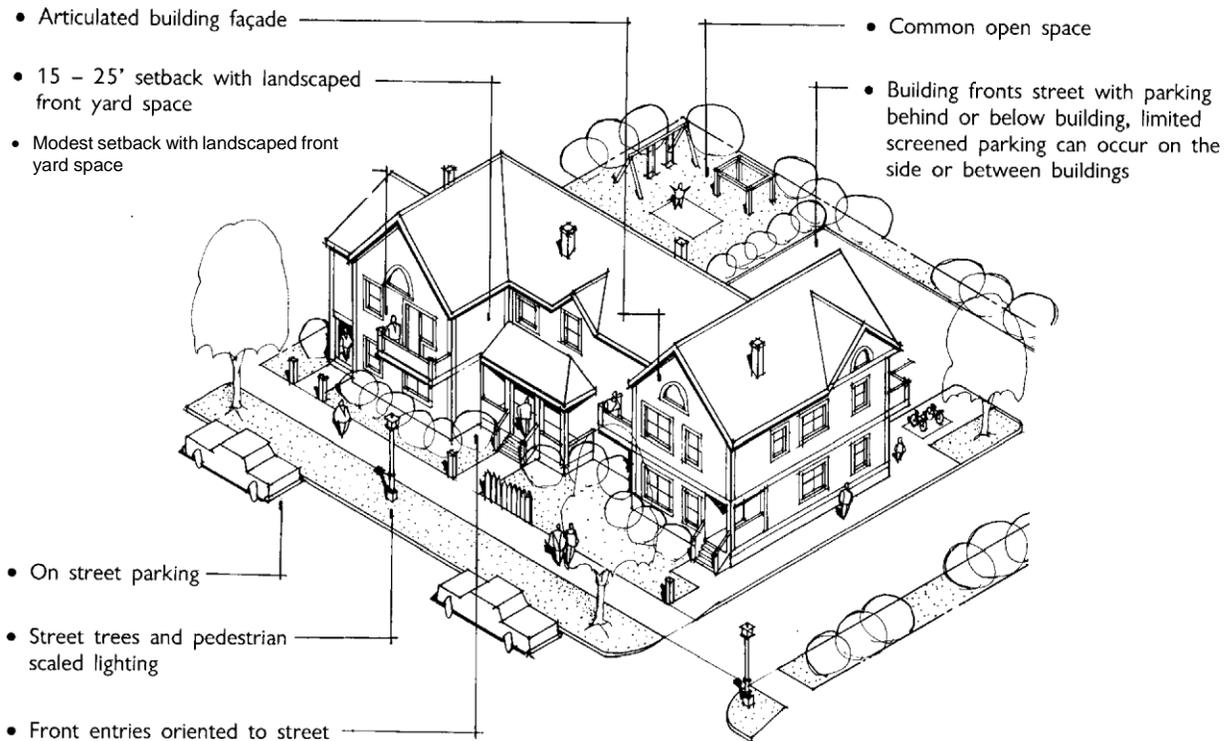
Multiple-family housing provides viable and affordable options for many residents of the City. The elderly, younger residents, and employees for Janesville area businesses could all benefit from quality multiple-family housing.

Multi-family housing projects are often controversial in the community. In some cases, this is because such projects have been poorly and cheaply designed. Other concerns relate to large concentrations of multi-family development in one location.

Janesville should continue to apply existing detailed design guidelines for all new or expanded multi-family residential developments in the zoning ordinance and enforce them during development review processes. The following guidelines and Figure 9 provide a foundation:

- Continue to implement and enforce Multi-Family standards as currently provided in the Zoning Ordinance. Amend these standards as necessary over time to meet community needs and desires.
- Require architectural design that fits the context of the surrounding neighborhood, and Janesville's overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied facade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ in intensity, density, or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.
- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

Figure 2.5: Desired Multiple Family Residential Project Layout



Applicable Zoning

The City's Medium Density Residence District (R3M), General Residence District (R3), and Office/Residence District (O1) zoning districts that facilitate multi-family housing are most appropriate to implement this Future Land Use category.

Policies

1. Promote *Multi-family Residential* developments to be built for owner-occupancy and for renter-occupancy.
2. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.
3. Encourage the development of more complete neighborhoods that provide everyday amenities closer to residential areas while providing a distinct sense of place. (see the Housing and Neighborhood Development chapter)
4. Locate *Multi-Family Residential developments* in areas served by JTS (mass transit) or "transit supportive areas".
5. Encourage multiple-family residential building sizes of between 8 and 24 units. Larger sized buildings should provide greater amenities including but not limited to under-the-building

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parking, shared outdoor spaces, and balconies. In any case, the size of the building shall be in scale with the surrounding neighborhood.

6. Meet minimum site, building, landscape, lighting, and other design standards included in the Housing and Neighborhood Development chapter and the zoning ordinance.
7. Discourage large clusters of multi-family and duplex/townhouse developments exceeding 15 acres in size.
8. Encourage integration of middle housing types into areas of multi-family and general neighborhood development.
9. Support projects that include a strong program for maintaining the quality, value, and safety of the development over time.
10. Continue strict adherence to new multi-family development design standards.

Planned Neighborhood

Description

A planned neighborhood is a contiguous area that includes residential areas and open space areas. These areas may include mixed-use areas if they are of a neighborhood scale. Planned Neighborhoods are intended to be well designed complete neighborhoods with a strong sense of place. This means there are residential options with access to community destinations by safe, comfortable, and efficient mobility pathways. See the Housing Chapter for more details about Complete Neighborhoods and Neighborhood Development.

Residential Areas are the places where residents live and are the key starting point for residents daily live, work, and play routines.

Appropriate zoning classifications shall be applied to accommodate a minimum of two housing types in all new residential areas. Provide a mixture of lot sizes with blending and integration between different residential types in traditional neighborhoods. The following residential balance guideline indicates a preferred development pattern for future neighborhoods in general. In areas where there are appropriate transitions between existing single-family areas, new single-family areas, and two-family or multi-family areas this residential balance may be adjusted to allow for neighborhood developments that otherwise meet the overriding objectives of this plan, including being consistent in design, scale and location with adjacent and nearby development. When considering adjustments to the residential balance policy, Planning Staff will use a scorecard to evaluate development plans on how well they meet the objectives for Planned Neighborhoods as defined in Policy 20 of this section (p.51).

Figure 2.6: Residential Balance [^]	
Future Land Use Category	% of total Dwelling Units
<i>Single-Family</i>	60% Minimum
<i>Two-Family or Multi-Family</i>	10% Minimum
The complexity of <i>Planned Neighborhood</i> areas necessitates the preparation of detailed neighborhood development plans to further guide development of these areas. Neighborhood development plans specify in greater detail land use mix, density, street layouts, open space and stormwater management facilities for areas of proposed development. This information is required for an area to be appropriately zoned for development into a planned neighborhood. The residential Future Land Use Categories listed above represent the likely zoning classifications that would be applied to residential growth areas for purposes of accommodating neighborhood development.	

Mixed-Use Areas are the community activity centers where residents meet up to eat, drink, shop, and be out on the town. They include Commercial, Civic, Residential, and Open Space uses.

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Including neighborhood scale public spaces to the South and West Side could help to spur more balanced development around Janesville. These spaces could be similar, or different, to the Janesville Town Square downtown in being an area with a mixture of uses surrounded by a publicly accessible outdoor gathering area. The neighborhood scale policy below indicates a preferred development pattern for future neighborhoods in general. The building footprint standards and total acreage available for commercial, office, and civic uses may be adjusted to allow for mixed-use developments:

- In areas where there are appropriate transitions between existing neighborhoods, new neighborhoods, and proposed mixed-use areas.
- Where sufficient market capacity has been identified to support construction of mixed uses above and beyond the limits stated.
- Which otherwise meet the overriding objectives of this plan, including being consistent in design, scale and location with adjacent and nearby development.

In reviewing adjustments to the neighborhood scale policy, Planning Staff will use a scorecard to evaluate development plans on how well they meet the objectives for Planned Neighborhoods as defined in Policy 20 of this section (p.51).

Figure 2.7: Neighborhood Scale Policy*	
Uses and Building Footprint	Within <i>Planned Neighborhoods</i> , buildings containing institutional, office, business and/or mixed land uses shall not exceed a first-floor gross floor area of 5,000 square feet, nor a total gross floor area of 10,000 square feet of non-residential uses, unless approved as part of a Planned Unit Development and meeting the overriding objective of being consistent in design, scale and location with adjacent and nearby development, and planned development as depicted in the <i>Comprehensive Plan</i> .
Total acreage available for commercial, office, civic uses	Up to 5% of total acreage, and 10% when including first floor commercial, office, or civic uses with residential uses above.
Open Space Standard	Follow existing City Ordinances regarding setbacks, open space, future parks, greenbelts, and other open spaces.
*Parking requirements for nonresidential buildings will be given flexibility to allow for inclusion of on-street parking and shared private parking nearby.	

Open Space Areas are interwoven with the natural geography of the area, residential areas, and mixed-use areas. Greenbelts that make up a major component of Janesville’s stormwater management practices will weave through areas of new neighborhoods in Janesville and abut many

residential areas and possibly mixed-use areas. Parks and playing fields, and environmental corridors surrounding streams, ponds, and other water bodies are also included.

Neighborhood Design Types

Traditional Neighborhood Design – Was the prevailing design for neighborhoods in Janesville through 1950’s. Made up of a mixture of single-family units, duplexes, triplexes, quadplexes, and small multifamily buildings, these neighborhoods center mixed use areas and activity centers providing a more urban feel. These neighborhood designs are more likely to have, and mixed-use areas located within them which leads to destinations being more accessible by walk, biking, or rolling in these design types. These types of areas provide greater opportunity for households to rely less on private automobile.

Figure 2. Liberty Square, Sun Prairie



Townhouses



Single family



- | | |
|------------------------|---------------------------------|
| OFFICE | ROWHOUSES/CONDO FLATS |
| COMMERCIAL/RETAIL | TOWNHOUSE CONDOS |
| APARTMENTS | POTENTIAL CHURCH/SCHOOL/DAYCARE |
| SENIOR APARTMENTS | TWIN HOMES |
| SENIOR ASSISTED LIVING | SINGLE FAMILY HOMES |

WISCONSIN EXAMPLES

Sun Prairie’s TND Neighborhoods:

The City of Sun Prairie currently has three large traditional neighborhoods under development as well as one smaller housing project strongly influenced by TND design concepts. One of them, Liberty Square, is a 140-acre, 680-unit TND. Liberty Square will contain a wide range of housing types including single-family homes on varying lot sizes, several different multi-family housing options, and senior housing facilities. The development will also include a neighborhood scale town center commercial area, several small parks and open spaces, connecting trails and a new neighborhood park for residents in the area. Additional information about SunPrairie’s TND developments can be found on the city’s website at: <http://www.cityofsunprairie.com>



Senior Apartments

Traditional Neighborhood Design Graphic Source: [UW-Stevens Point](http://www.uw-stevenspoint.edu)

Conservation Neighborhood Design – Is the prevailing design for new neighborhoods in Janesville. Made up of mostly single-family units and limited two-family units or townhomes, a CND winds and follows natural greenbelt corridors providing a nature forward suburban feel.

These neighborhood designs are less likely to have mixed use areas located within them which leads to (Conventional vs Conversation Neighborhood Design. Source: Chicago Metropolitan Agency for Planning)
real Credit: Copyright Conservation Design Forum, Elmhurst, IL. www.cdfinc.com



Traditional Suburban (Conventional) Neighborhood Design – includes areas of largely similar building types on similar lot sizes. These areas tend to be predominately or exclusively single-family. In Janesville, many areas of more traditional suburban neighborhood design include well integrated two-family buildings and multi-family buildings with single-family areas.

These neighborhood designs are not likely to have mixed use areas located within them which leads to destinations being less accessible by walking, biking, or rolling. They are dependent on driving to reach destinations such as schools, employment, and other daily places.

Require Neighborhood Development Plans in Advance of Development

Janesville has a strong track record of anticipating the direction of future growth for the City and preparing neighborhood plans in anticipation of that demand to guide growth and development.

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Recent examples include the Northeast Neighborhood Plan (2000) and Southwest Neighborhood Plan (2002).

Through this *Comprehensive Plan*, the City recommends that most new residential development happen within the context of *Planned Neighborhoods* as designated on the City's Future Land Use Map in different parts of the City's anticipated growth area. The *Planned Neighborhood* Future Land Use category is intended to provide for a variety of housing choices and a mix of non-residential uses such as parks, schools, religious institutions, and small-scale shopping and service 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. A neighborhood or area development plan would be prepared by a developer, a group of property owners, or the City, in advance of the approval of individual subdivision plats within the area it covers.

Neighborhood development plans specify in greater detail land use mix, density, street layouts, open space, and stormwater management than are possible within this *Comprehensive Plan*. They also suggest important connections between individual property ownerships and future subdivision plats. Once completed, these neighborhood development plans would ideally be adopted as general plans by the City, (rather than detailed component of the City's *Comprehensive Plan*) to ensure the ability for flexibility and discretion on the part of the City on technical aspects of the plans, while in line with the State Comprehensive Planning legislation consistency requirements.

Future Land Use

Currently, most areas planned for residential neighborhoods in Janesville are shown in the *Planned Neighborhood* Future Land Use category. This FLU category can be thought of as including the future land use allowances included in:

- Residential Areas: *Single-Family Residential – Urban, Two-Family/Townhouse Residential, and Multi-family Residential*
- Mixed-Use Areas: *Neighborhood Commercial, Neighborhood Office, and Community Facilities*
- Open Spaces Areas: *Open Space and Greenbelts*

Applicable Zoning

Currently: The City's Planned Unit Development method of development approval is most appropriate to implement areas mapped under this Future Land Use category. However, combinations of residential districts, Office/Residence (O1), Neighborhood Office (O3) and Neighborhood Convenience (B1) zoning may also be appropriate.

Key Plan Implementation Steps: Add a PUD Zoning District for Traditional Neighborhoods, a PUD Zoning District for Conservation Neighborhoods, or other appropriate zoning procedures to the City of Janesville Zoning Ordinances.

Policies

1. Encourage the creation of innovative neighborhood designs through integrating housing types, using a mixture of lot sizes, allowing for gentle density and "missing middle" housing, designing neighborhood scale mixed use areas, and integrating open spaces into neighborhood plans.
2. Support the health and resilience of existing and future commercial areas through creating mixed-use activity centers and increasing the number of households within walking, biking distance to neighborhood community destinations.

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3. Improve the overall safety for road users of all ages and abilities in and around residential, mixed use, and open space areas.
4. Creation of significant acreage of new, single-use, greenfield commercial developments within areas identified for future planned neighborhoods should be discouraged in favor of mixed-use infill and refill development occurring within existing commercial corridors, neighborhood retail districts, and planned neighborhoods.
 1. “Main street” type developments are permitted in planned neighborhoods and to provide a mixture of residential, commercial, and office uses.
 2. Concentrations of large box, strip, or significantly setback commercial developments are not permitted in this future land use category.
5. Within mixed use areas buildings containing institutional, office, business and/or mixed land uses shall not exceed a first floor gross floor area of 5,000 square feet, nor a total gross floor area of 10,000 square feet, nor should the total site exceed 5 acres in size, unless approved as part of a Planned Unit Development as meeting the overriding objective of being consistent in design, scale and location with adjacent and nearby development, and planned development as depicted in the *Comprehensive Plan*.
6. Encourage pedestrian malls at mixed use areas, and soft and hard surface trail corridors through the planned neighborhood.
7. Stormwater Management can include integrated green stormwater infrastructure with site design and road design to enhance a neighborhoods sense of place while also minimizing off-site stormwater runoff, promote on-site filtration, and minimize the discharge of pollutants to ground and surface water.
8. Circulation Standards include flexibility in design to create a safe, pleasant, and low-stress environment for residents, with emphasis on bicycle and pedestrian circulation.
9. Neighborhood Block Dimensions for more traditional neighborhood designs should maintain the existing grid, restore where it has been disrupted, and create new street grids in areas of greenfield development. Streets should terminate at other streets, public land, or environmentally sensitive areas. Blocks should be 200 to 400 feet deep by 400 to 800 feet long. Roads should generally be narrower widths and include traffic calming features and accommodations for pedestrians and bicyclists.
10. Dimensions for conservation neighborhood designs will vary dependent on the natural features that are incorporated the designs. Incorporating some areas with more compact blocks will help to improve walkability and provide additional opportunities for housing development.
11. Planned Neighborhood Lot Dimension Standards will utilize a mixture of lot sizes and more cozy sidewalks and public road space with reduced setbacks and narrower streets to provide for a well-designed gentle density in new neighborhoods.
12. Conservation Neighborhood Lot Dimensions will utilize a mixture of lot sizes and create a road space that is green, safe, pleasant, and low stress for residents.
13. Architectural themes should be used throughout a planned neighborhood and should encourage innovative, high-quality, and varied architectural and design features and building materials.
14. Site Design should encourage innovative, high-quality, and varied landscape and site design features and open space uses. In addition to encouraging development of a more complete urban tree canopy and more generous street adjacent green landscaping, particularly along multi-modal transportation pathways, in mixed use areas, and in residential areas.

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15. Multi-family areas may include units clustered together; however, areas of large low-density multi-family areas is discouraged in favor of dispersed “middle housing” throughout a neighborhood or small clusters of higher-density buildings near mixed use areas.
16. Require each *Planned Neighborhood* to be developed following preparation of a detailed neighborhood development plan prepared by a developer or the City and approved by the Plan Commission. Such plans shall specify land use mix, density, street layouts, open space, and stormwater management.
17. Planned Neighborhoods may be rezoned with a mixture of base zoning codes identified in the Future Land Use Definitions above. The planned unit development process will be used to rezone an area to meet the land use requirements identified above.
18. Avoid rezoning until a meeting between the developer and City staff, and a complete conceptual plan has been submitted to the City.
19. Adhere to the standards detailed in this section, the Planned Neighborhood Future Land Use Category.
20. Adhere to the following objectives for Planned Neighborhood areas:
 1. Create areas that are compact, human-scale, and designed with a distinct character including residential, mixed-use, and open space land uses.
 2. Create neighborhoods that that are complete with ample opportunities:
 - a. To live near educational, childcare, healthy food access, parks, and open spaces, and employment opportunities
 - b. For residents to live in a mixture of housing styles, types, and sizes.
 - c. For affordable housing options that are available to occupy within a reasonable time
 - d. To access transit and micro mobility options that provide low or no emissions services to everyday community destinations.
 - e. To walk, bike, and roll to a mix of everyday community destinations via safe, comfortable, and low stress mobility pathways.
 - f. To support the sustainability of neighborhood retail, third places, and to encourage more street-level activity throughout commercial areas in Janesville.
 - g. To improve the social, mental, physical, and economic health and wellbeing of residents.
 3. Create neighborhoods with a sense of place that are defined through:
 - a. The urban design of a neighborhood including the architectural styles, road widths and street designs, and building setbacks, heights, styles, and landscaping techniques.
 - b. Retaining existing structures with historic or architectural significance.
 - c. Greening neighborhoods with green stormwater infrastructure, ample urban tree canopy, and native and/or aesthetic gardens along walking, biking routes.
 - d. The quantity and quality of public places, social spaces, and third places.

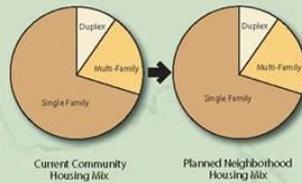
PLANNED NEIGHBORHOODS

Planned Neighborhoods support predominately single family housing mixed with duplexes, multi-family housing, institutional uses, parks, and neighborhood office and retail uses. Planned Neighborhoods provide attractive places to live, play and take care of day-to-day service needs.

Characteristics of Planned Neighborhoods include:

- Mix of housing types, lot sizes & densities
- Diverse ages & incomes
- Homes within a comfortable walk of parks and services
- Streets connected internally and to larger community
- Neighborhood wide sidewalk & path system
- Natural areas protected and made central to development
- Incorporation of neighborhood focal points such as schools, churches or shopping

In general, planned neighborhoods should be designed to have the same housing ratio found across the entire community.



A Single Family Homes



C Duplexes



B Townhomes



E Neighborhood Shopping & Services



D Multi-Family — Apartments & Condos



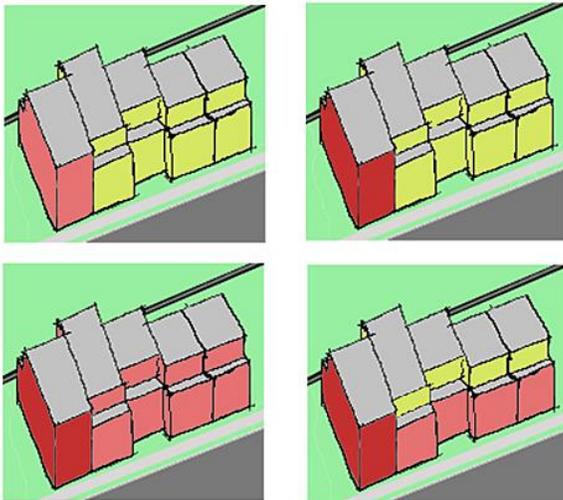
Planned Mixed Use

Description

In general, **Mixed-Use Areas** are places where residents live, work, go to meet friends and family, and go to eat, drink, shop and be out on the town. These areas are primarily commercial and residential with open space areas that allow for public gatherings and uses large and small. Some areas may include office uses or community facilities. The Janesville Town Square is an example of a public space surrounded by a mixture of residential, commercial, office, community facilities, environmental corridors, and industrial uses.



Janesville - Town Square with uses noted by color Source: Google Maps (2022), Janesville Planning Division



Example of a vertical and horizontal mixed-use area as it's uses change over time.
 Source: Placemakers.com

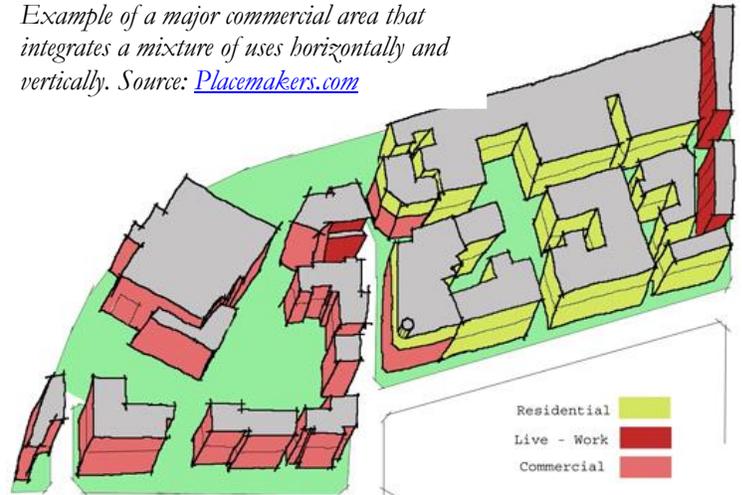
- Residential
- Live - Work
- Commercial

Areas with a future land use designation of *Planned Mixed Use* are intended to be neighborhood and community activity centers that integrate residential, commercial, office, civic, public, and open space uses. The *Planned Mixed Use* Future Land Use Category encourages innovative design types that blend the land uses for *Community Commercial*, *Multi-family Residential*, *Office*, and *Community Facilities* through the Planned Unit Development zoning process. *Planned Mixed Use* areas are intended to contain a balance of land uses, rather than a singular land use; and imply a more fine-grained character of land use and more dynamic development that is distinct from a singular use. It is also distinct in that there is to be some flexibility within an area designated as *Planned Mixed Use* as to how the various uses are arranged on a site. *Planned Mixed Use* development is planned for some areas as new development, as well as redevelopment.

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Mixed-use buildings, where dwelling units are located above retail and commercial uses, provide opportunities to live, work, and play within the same area. Neighborhood scale retail is supported by enough households located within a short walk, bike distance of the building. Mixed-use buildings can help to achieve a critical mass of people needed to support the sustainability of commercial areas and businesses that are tailored to serve a local neighborhood or area.

Example of a major commercial area that integrates a mixture of uses horizontally and vertically. Source: Placemakers.com



Mixed residential and commercial building in Janesville, WI at S Main St and E Court St. Photo Credit: Google Maps (2018)

Downtown Janesville possesses several traditional “mixed-use” buildings. Many of these buildings are between two and four stories in size and contain residential spaces above commercial and office uses. These buildings are some of the most unique aspects of Janesville’s built environment and help to define the sense of place experienced by residents and people who visit Janesville.

Another example of a mixed-use building comes from Madison, WI. On the first floor are retail or commercial uses and above those are residential dwellings. This building includes bicycle racks and provides outdoor balconies for residents. The architectural elements of the building include a step back for the third story, as well as building articulation to break up the street level into distinct commercial, retail uses. This helps to create a pedestrian-scale environment with 2-stories of building forming a not too tall edge that can block wind and encourage walking along. With the third story stepped back, people on the street are not likely to see or feel like the building they are standing next to an overwhelmingly tall building.



The Monroe is a mixed residential and commercial building in Madison, WI. Photo Credit: Google Maps (2021)

Successful Mixed-Use Areas are:

- Located at the intersection of transportation pathways such as collectors, minor arterials, local streets, and multi-use trails, along existing commercial corridors, and integrated into existing or planned neighborhoods.
- Accessible by safe, comfortable, and efficient transportation pathways for walking, biking, rolling, and riding public transit. This includes both pathways from surrounding neighborhoods and pathways within the activity center and between different uses.
- Designed to include public spaces such as a plaza, square, pedestrian mall, or outdoor dining options, buildings that are street-fronting with less setbacks at street edge with parking that is to the rear, side, on-street, and in shared lots.
- Located near sufficient households to support neighborhood-oriented businesses to provide a healthy neighborhood customer base. As a rule of thumb at least 350 households located within ½ mile of the mixed-use area will help to support 10,000 SF of neighborhood serving businesses (where around 50% of customers come from within the neighborhood), or about 15 SF of neighborhood serving retail per dwelling unit.
- Flexible in the design of buildings to allow for a range of future uses within the existing building including transitioning office space into residential space, transitioning retail space into office space, and in the design of the areas to allow for more active and less active uses.

Applicable Zoning

Currently, the City’s Planned Unit Development zoning process is most appropriate to implement areas mapped under this Future Land Use Category. However, combinations of Commercial Shopping (B2), General Commercial (B3), Office Residential (O1), and Multiple Family Residential (R3) could be used to create a carefully arranged pattern of appropriate zoning districts for the target site.

Key Plan Implementation Steps: Adding Commercial Mixed-Use Zoning District(s) to the City of Janesville Zoning Ordinances.

Policies

1. Encourage re-development of *Planned Mixed-Use* areas featuring a mixture of high-quality commercial retail, office, civic, public spaces, and higher intensity residential development including mixed market rate, affordable, and workforce centered housing options.
2. Actively pursue redevelopment of *Planned Mixed-Use* areas over the planning period. Chapter Seven: Economic Development includes a description of the desired implementation process for redevelopment. Many areas of the City are appropriate for mixed use development and are designated with a future land use of multi-family residential, commercial, or office. Part B provides maps and an overview of these areas, which are prime candidates for changing future land use designation through a comprehensive plan amendment upon the creation of a detailed plan for re-developing those areas.
3. Encourage the design and planning of *Planned Mixed-Use* developments in accordance with the following principles, and the illustrated Mixed Use Center graphic on the following page:
 - Walking relationship between uses

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- Street activity from morning through evening
 - Multi-story buildings, generally with more active uses on the first floor
 - Minimal front setbacks
 - Buildings and sites designed for pedestrians, not automobiles.
 - Parking located on streets, to rear of buildings, and/or in structures.
 - Transit service potential
 - Building entrances oriented to the street.
 - Ground floor retail and services that support daily living needs.
4. Rezoning should not be considered prior to a meeting between the developer and city staff, and a complete conceptual plan has been submitted.
 5. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.
 6. Amend the City's Zoning Ordinance to facilitate development consistent with this *Planned Mixed-Use* category.

MIXED USE CENTERS

Mixed Use Centers are designed to create vibrant, pedestrian environments in which people can live, work, shop and obtain daily services. Buildings with different uses, sometimes even on different floors, are arranged within walking distance to each other and are connected via sidewalks. Obtaining moderate to higher densities and paying close attention to design and quality are critical aspects of mixed use centers.

Characteristics of Mixed Use Centers include:

- Walking relationship between uses
- Street activity from morning through evening
- Multi-story buildings, generally with more active uses on first floor
- Minimal front setbacks
- Buildings and sites designed for pedestrians not automobiles
- Parking located on streets, to rear of buildings, and/or in structures
- Transit service potential
- Building entrances oriented to street

Typical Mixed Use Center Land Uses:

- Multiple family and attached housing
- Offices
- Clinics
- Restaurants, including outdoor dining
- Coffee shop
- Deli/market
- Grocery store
- Urban gathering spaces (e.g. farmer's market)
- Dry cleaner
- Day care
- Drug store



A Retail/Residential Above



B Retail/Office Flex Space



C Retail



D Multi-Family Residential



E Office/Residential Above



F Gas Station
- 2nd Floor Office
- Fuel Pumps in Back



NON-RESIDENTIAL LAND USE CATEGORIES

Neighborhood Commercial

Description

This Future Land Use category is intended for neighborhood-scale residential, office, and neighborhood supporting institutional and commercial land uses that mainly serve the surrounding neighborhoods on public sewer, public water, and other urban services and infrastructure. Areas throughout the City that are generally near residential neighborhoods are mapped in this category.

Applicable Zoning

The City's Neighborhood Office (O3) and Neighborhood Convenience (B1) office and commercial zoning districts are usually most appropriate for areas in this Future Land Use category.



The Neighborhood Commercial Future Land Use category promotes uses and structures that fit in well with a neighborhood context, and serve the day-to-day needs of nearby residents.

Policies

Encourage neighborhood-oriented retail and service businesses and recreational uses in areas that will conveniently serve City neighborhoods.

Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.

- Require that all proposed commercial projects submit a detailed site plan, building elevations, lighting plan, grading/stormwater management plan, and signage plan prior to development approval. Recommended design standards for commercial development projects are provided in the Economic Development chapter.
- In *Neighborhood Commercial* areas, require the use of high-quality building materials and designs that are compatible with residential areas, including residential roof materials such as shingles; generous window placements; and exterior materials such as wood, cement board, vinyl siding, brick, decorative block, stone, and other approved materials.
- Require calm, low-key exterior building materials, colors, and attractive lighting and signage that are compatible with residential areas.
- Consider adopting standards for *Neighborhood Commercial* areas that they should not exceed a first-floor gross floor area of 5,000 square feet, nor a total gross floor area of 10,000 square feet, unless approved as part of a Planned Unit Development as meeting

the overriding objective of being consistent in design, scale and location with adjacent and nearby development, and planned development as depicted in the *Comprehensive Plan*.

Community Commercial

Description

This Future Land Use category includes large-scale commercial and office land uses, including national and regional retailers, which serve the entire community and people from nearby communities on public sewer, public water, and other urban services and infrastructure. In Janesville, *Community Commercial* uses are planned for the interchange areas at USH 14 and STH 26/Milton Avenue (advancing the regional commercial center), USH 14 and USH 51, and on the south and west sides of the City at USH 51 and STH 11.



The Community Commercial future land use category can encompass a wide range of development types and qualities. This example shows careful attention to design, streetscaping, and landscaping.

Applicable Zoning

Janesville's current zoning classifications of Community Shopping (B2), General Commercial (B3), Business Highway (B4) commercial zoning districts are appropriate for areas within this Future Land Use category.

Policies

Direct future regional-oriented *Community Commercial* development to areas identified on the Future Land Use Map, including the interchange areas at USH 14 and STH 26/Milton Avenue (advancing the regional commercial center), as well as USH 14 and USH 51.

- Promote community-serving *Community Commercial* uses in areas identified on the Future Land Use Map, and on the south and west sides of the City at USH 51 and STH 11.
- Allow some flexibility in determining the mix of commercial, industrial and office uses in areas designated within the *Community Commercial* Future Land Use category, per the review and discretion of the City Plan Commission and City Council
- Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.

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- Adhere to site, building, signage, landscaping, and lighting design guidelines for commercial, large-scale retail, and mixed-use development projects. Additional detail is provided in the Economic Development chapter.
- Adhere to standards for highway access control, shared driveways, and cross access that are described in the Transportation chapter.
- Delay rezoning any area designated for *Community Commercial* development until public sanitary sewer and water service is available and a specific development or redevelopment proposal is offered for the site.
- Require that all commercial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. Traffic impact analysis should be required for projects over 50,000 gross square feet.
- Prohibit the unscreened outdoor storage of equipment or materials, except for automobiles and other passenger vehicles.
- Consider the relationship between development in the *Community Commercial* areas and existing and future development adjacent to these sites. Avoid inhibiting future access to sites behind commercial properties and creating an unattractive appearance which will inhibit future development of these sites. Promote four-sided architecture in locations visible from multiple directions.
- Encourage uses that are most appropriate for the City's downtown area to develop or remain in the downtown, rather than in locations designated as *Community Commercial*.
- For areas on the Future Land Use Map designated as *Community Commercial* or *Light Industrial*, consider *Light Industrial* uses without requiring an amendment to this *Comprehensive Plan* or the Future Land Use Map. Require industrial development to comply with all policies described under the *Light Industrial* Future Land Use category.
- Consider revising the current mix of commercial zoning districts to better reflect the objectives of this Plan related to commercial development.

Community Commercial or Light Industrial

Description

The areas on the Future Land Use Map shown in this Future Land Use category are intended to be flexible to accommodate the uses described in the *Community Commercial* section above but may also be appropriate for *Light Industrial* uses pending approval by the Plan Commission and City Council. This category is intended to provide consideration for either type of use in a few without necessitating amendments to the *Comprehensive Plan*. The number of areas where this flexibility is warranted are limited and shown on the Future Land Use Map.

Applicable Zoning

See descriptions under *Community Commercial* or *Light Industrial*.

Policies

All policies under *Community Commercial* shall apply to areas mapped in this Future Land Use category unless the area is approved by the Plan Commission and City Council for Light Industrial type uses. In that case, all the policies under the *Light Industrial* Future Land Use category shall apply.

Downtown

Description

The *Downtown* Future Land Use category is mapped over the historic downtown area – generally defined to extend on the west side of the Rock River from Centerway south to Court Street, to the rail tracks on the west; and on the east side of the River along Main Street from Racine Street north to Centerway, and east to Wisconsin Street (see Map 2.1). This category is intended for a mix of retail, commercial service, office, institutional, and residential (mainly upper stories) uses arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing traditional downtown development.



The Downtown future land use category is unique to the central business district area in Janesville. It features an existing mix of businesses and a character that caters to pedestrians.

Applicable Zoning

The City's Central Office/Residence (O2), Central Business District (B5), Central Service District (B6), and Central Residence District (R4) zoning districts are generally appropriate for areas in this Future Land Use category.

Policies

Follow the recommendations of the Janesville Downtown Vision and Strategy which provides additional detail on desired future land uses, redevelopment opportunities, catalytic projects, and improvement initiatives in the downtown area.

1. Collaborate with the Downtown Janesville, Inc., and BID to implement the recommendations of ARISE Now plan.

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2. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment that promotes healthy and active lifestyles.
3. When considering redevelopment sites, prioritize the following: riverfront, large sites with significant redevelopment/re-use potential, areas with catalytic potential, and re-use of buildings of historic significance.
4. Direct City funding to purchase key vacant or underutilized properties for redevelopment.
5. Preserve the architectural and historic character of the core downtown historic buildings. Require that new development, expansions, and exterior renovations comply with general design standards in the Economic Development chapter and more detailed design guidelines adopted by the City.
6. Encourage commercial developments that are most appropriate for the historic downtown to locate or remain there, rather than in other commercial districts in the City.
7. Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment, and incentive strategies.
8. Encourage arts, entertainment, health care, and recreational uses in the Downtown.
9. Encourage partnerships between downtown stakeholders which facilitate more efficient or enhanced services such as snow removal.
10. Consider opportunities for modern parking structures within the Downtown area.

Light Industrial

Description

For lands within this Future Land Use category, predominant uses will include high-quality indoor manufacturing, warehousing, distribution, office, research, and development, recreational, and business park support uses (e.g., day care, hotel, health club, bank). Development will include generous landscaping, screened storage areas, and appropriate lighting and signage. This Future Land Use category is mapped over existing industrial uses, as well as a substantial expansion area to the south adjacent to the airport, along East Delavan Drive, and on the northeast side of the City north of Highway 14.

Applicable Zoning

The City's Business Technology (BT) and Light Industrial (M1) zoning districts are appropriate for areas within this Future Land Use category, which may also be subject to covenants. The City's Central Light Industrial (M3) may also be appropriate.

Policies

Advance *Light Industrial* development in areas predominantly in and beyond the southern portion of the City, expanding on existing industrial areas, promoting uses compatible with the airport, minimizing conflicts with areas of commercial and residential development, and capitalizing on access to rail and highway facilities and appropriate utilities.

1. Provide improved, pre-zoned sites and incentives to facilitate development recruitment.
2. Adhere to adopted covenants and zoning standards for new and expanded development projects, and ordinances on other aspects of those projects like signage, landscaping, and lighting. Additional detail is provided in the Economic Development chapter.



The Light Industrial future land use category includes such uses as the Prent Corporation.



The Dollar General distribution facility is an example of the types of uses accommodated in the Light Industrial future land

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3. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval. The City may actively facilitate the “pre-approval” of basic site plan submittals.
4. For areas on the Future Land Use Map designated as *Community Commercial* or *Light Industrial*, consider *Light Industrial* uses without requiring an amendment to this *Comprehensive Plan* or the Future Land Use Map. Require industrial development to comply with all policies described under the *Light Industrial* Future Land Use category.
5. Promote the development of industrial development as appropriate in Tax Increment Finance (TIF) Districts.
6. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.

General Industrial

Description

This Future Land Use category is intended to facilitate manufacturing, warehousing, and distribution land uses with controlled outdoor storage areas, with moderate landscaping and signage, served by public sewer, public water, and other urban services and infrastructure. This Future Land Use category is primarily mapped over areas with existing *General Industrial* development.

Applicable Zoning

The City’s General Industrial (M2) is the industrial zoning districts are most appropriate for areas within this Future Land Use category. The City’s Central General Industrial (M4) may also be appropriate.

Policies

As opportunities for reinvestment and redevelopment occur, improve the appearance of building facades exposed to the public view, including loading docks and storage areas.

1. Encourage the use of high-quality building materials, improved window treatments, high-quality loading and storage screening devices and landscaping.
2. Ensure that future *General Industrial* development is appropriately buffered from existing and planned residential development areas.
3. Adhere to adopted site and building design guidelines for industrial projects, and ordinances on other aspects of those projects like signage, landscaping, outdoor storage, and lighting. Additional detail is provided in the Economic Development chapter.
4. Require that all industrial projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, exterior building materials and colors, signage, landscaping, and lighting prior to development approval.
5. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.

Extraction and Disposal

Description

This Future Land Use category is intended to for quarries, gravel pits, clay extraction, waste disposal sites and related land uses. Lands within this Future Land Use category may be converted to recreational and open space uses in the long-term or other land uses if detailed reclamation or other plans have been approved by the City.

Applicable Zoning

The City's Mining (M) is the zoning districts are most appropriate for areas within this Future Land Use category. This type of use may also be allowed within the City's Agriculture (A) zoning district, or the appropriate zoning districts of the Towns within the City's extraterritorial jurisdiction. Upon site reclamation, a variety of zoning districts may be appropriate depending on the intended long-term use of the site, including the City's Conservancy (C) zoning district if conservation or recreational uses are planned, or one of the City's commercial, industrial, or residential districts consistent with the Future Land Use Map.

Policies

1. Require uses mapped in the *Extraction and Disposal* Future Land Use category to go through appropriate approval / permitting processes, including the preparation and approval of site operations plans and a site reclamation plan. The following should be addressed:
 - a. Compatibility with surrounding uses, or if in an area identified for urban expansion in this Comprehensive Plan, compatibility with planned uses likely within the planning period.
 - b. Preservation of existing natural features, particularly rare or sensitive habitats, to the extent practical.
 - c. Detailed plans for landscape buffering and screening of areas being actively mined.
 - d. Location and design of any structures.
 - e. Storage of mined materials and machinery should be located to minimize impact on surrounding property.
 - f. Road and driveway surfacing that will prevent damage, erosion, and dust, and maintenance of local roads.
 - g. Hours of operation should be limited, particularly times for blasting.
 - h. Stormwater management and erosion control measures should be carefully managed to prevent excessive harm to adjacent topography, vegetation, and water quality.
 - i. Duration of operations, particularly for a short-term or temporary operation.
 - j. All additional requirements under Wisconsin NR 135.
2. Non-metallic mining may be an appropriate short- or long-term use in the *Agriculture* future land use category. Consideration should be given to the geographic extent and location of the operations and whether it is likely to impede logical future development.

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3. The City should carefully weigh extraction activities within the area indicated as *Urban Reserve*, ensuring that even short-term operations will not impede logical future development of the City.
4. Consider sites in other future land use categories for non-metallic mining activities, pending those uses meeting standards and being granted approval by the Plan Commission and City Council. Within these areas:
 - a. Non-metallic mineral extraction will be considered on a case-by-case basis.
 - b. Mining should be limited to temporary and short-term operations.
 - c. Impacts to surrounding properties from extraction activities, including drilling, blasting, and crushing, should be considered.
 - d. The City should ensure that it has strong controls over the time/duration and extent of operations, and processing.
 - e. The City should ensure that the reclamation plan is reflective of, and realistically leading to the future land use indicated by this Comprehensive Plan (e.g., future residential, recreational, commercial, or industrial development).
5. When preparing and updating reclamation plans for areas mapped in this Future Land Use category, consider, and implement appropriate measure to safely prepare these sites for its long-term use (i.e., future residential, recreational, commercial, or industrial development sites).

Office

Description

This Future Land Use category is intended for high-quality office, institutional, research, and office-support land uses with generous landscaping and limited signage, served by public sewer, public water, and other urban services and infrastructure. In Janesville, this Future Land Use category is mapped over existing office development, as well as a larger area on the north side of the City – east of Interstate 90/39, between Kennedy Road and the railroad tracks.



Office development is a future land use category that demands strong attention to design, landscaping, and detail because of its usually prominent location.

Office development may also be accommodated within several other Future Land Use categories discussed in this chapter – including the *Planned Mixed Use*, *Planned Neighborhood*, *Community Commercial*, and *Light Industrial/Business Park* Future Land Use categories.

Applicable Zoning

The City's Business Technology (BT), Office Residence (O1), and Neighborhood Office (O3) are the zoning districts appropriate for areas mapped under this Future Land Use category.

Policies

1. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.
2. Reserve areas designated for *Office Development* in this *Plan* for office uses and protect these areas from premature development in other land use categories.
3. Market *Office* areas for research and development uses; corporate offices; professional offices; and certain private institutional uses like medical centers.
4. Prohibit warehousing, assembly and manufacturing uses in the *Office* category unless the site is specifically designed to blend within an office/research setting.
5. Adhere to very high-quality site and building design guidelines, and to local ordinances on other aspects of those projects like signage, landscaping, and lighting.
6. Avoid rezoning any area designated for *Office* development until public sanitary sewer and water service is available and a specific development proposal is offered, or the City approves an overall development layout and covenants.

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7. Require that all projects submit and have approved detailed building elevations and site plans, showing the proposed locations of the building(s), parking, storage, loading, signage, landscaping, and lighting prior to development approval.

Institutional and Community Facilities

Description

This Future Land Use category is designed to facilitate large-scale public buildings, schools, religious institutions, power plants and substations, the airport, hospitals, and special care facilities. Future small-scale institutional uses may also be in areas planned for residential, commercial, office, industrial, mixed, or traditional neighborhood uses. Large-scale institutional uses with the potential for detrimental neighborhood impacts (e.g., power plants, jails) should generally be avoided in planned residential or *Planned Neighborhood* areas.



Hedberg Public Library is an example of the type of public use accommodated within the Institutional and Community Facilities future land use category.

If these *Institutional and Community Facilities* uses change to private uses it will be appropriate for the Plan Commission and City Council to evaluate the application of a Future Land Use and consistent zoning category which will be compatible with the surrounding land uses in the area. This process may also occur outside of the formal plan amendment process.

Applicable Zoning

Several of the City's zoning districts may be appropriate for this Future Land Use category.

Policies

Require and review a detailed site and operations plan before new or expanded institutional uses are approved.

1. Consider the impact on neighboring properties before approving any new or expanded institutional use.

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2. Continue to work with University of Wisconsin - Rock County, Blackhawk Technical College, the Janesville School District, and Milton School District to coordinate uses and activities on college- and district-owned land.
3. Work with the County on expansion of the Southern Wisconsin Regional Airport and other Rock County institutions.
4. Encourage collaboration among the Public Works, Fire, and Police Department, and other providers of City services, on accommodating future service needs, as described in greater detail in the Community Facilities, Utilities, and Services chapter.
5. Facilitate compact, complete, transit efficient, environmentally sensitive, and walkable redevelopment and new growth that promotes healthy and active lifestyles.

RURAL AND ENVIRONMENTAL LAND USE CATEGORIES

Parks, Open Spaces and Environmental Corridor

Description

This Future Land Use category includes:

- Park, public open space, riverfront lands, and greenbelt facilities devoted to playgrounds, play fields, trails, picnic areas, and related recreational activities.
- Generally continuous open space systems based on lands that have sensitive natural resources and limitations for development. This category may include waterway and drainage buffers, Wisconsin DNR identified wetlands subject to existing State-mandated zoning, FEMA designated floodplains, steep slopes, and hydric soils.
- Other designation stormwater management areas; and
- Other conservation areas.

Isolated areas containing these features may exist throughout the planning area. The approximate locations of those isolated features are identified on Map 3.1, Natural Features.



Environmental Corridors can create an attractive backdrop to residential development, while helping to protect critical natural resources – such as drainageways

Applicable Zoning

There are several options for zoning of this Future Land Use category depending on use, including Conservancy (C), Floodplain or Shoreland-Wetland Overlay Districts.

Policies

1. Where development is proposed in or near mapped Parks, *Open Spaces and Environmental Corridors*, the developer should determine the exact boundaries of the Parks, Open Spaces, and Environmental Corridor based on the features that define those areas. These lands may be considered for more intensive uses if (1) more detailed information or studies reveal that the characteristic(s) that resulted in their designation as an Environmental Corridor is not actually present, (2) approvals from appropriate agencies are granted to alter a property so that the characteristic that resulted in its designation will no longer exist, or (3) a mapping error has been identified and confirmed.
2. Preserve, protect, and enhance open spaces and conservancy areas along the Rock River and drainageways.
3. Develop stream bank buffer landscaping standards for property owners with river frontage or environmental corridor adjacent to their property.
4. As part of any development proposal, require that the developer conduct an environmental inventory to minimize impact to environmental corridor features – including but not limited to drainageways, floodplains, steep slopes, wetlands, and hydric soils. The inventory should identify any of the above features impacted by the development. See Map 3.1 for approximate locations of such features in and around the City.
5. Encourage the preservation of woodlots and other environmental areas that serve to protect wildlife and vegetative resources.
6. Continue to allow existing agricultural uses (cropping, grazing, or other preexisting agricultural uses) within Parks, Open Spaces, and Environmental Corridors where appropriate.
7. Continue to allow appropriate recreational uses, such as trails, canoeing, fishing, and others that are low impact to the resource.
8. Provide parks within safe walking distance of all residential neighborhoods.

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9. Continue to preserve greenbelts throughout the City to function as stormwater management system, provide recreational opportunities, and protect sensitive natural areas.
10. Follow the recommendations of the City's Parks and Open Space Plan when acquiring new parkland or making changes to current parks.
11. See the Utilities, Community Facilities, and Civic Organizations chapters for more recommendations regarding *Parks, Open Spaces, and Environmental Corridors*.
12. Consider sites adjacent to schools and preserved open space areas when siting all new parks.



Lions Beach is one of the many examples in the City of Janesville of Parks, Open Spaces, and Environmental Corridors.

Single Family Residential - Exurban

Description

This Future Land Use category is intended for single family residential development on private well and on-site waste treatment (septic) systems, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres. This area is mapped in limited areas where single family residential development of this type has already occurred along with “infill” sites between mostly developed areas.

Applicable Zoning

This category is mapped in areas outside the municipal boundary and is therefore subject to Town zoning. The City district most comparable is Agriculture (A).

Policies

1. Allow land divisions in these areas where local zoning and City subdivision ordinances allow for them.
2. Require sensitivity towards natural resources and water quality with new development projects, including assurances that concentrations of on-site waste treatment systems will not negatively affect groundwater quality and that stormwater will be properly managed according to best practices.
3. Assure that new development in these areas does not impede the logical future extension of municipal utilities or City growth.

Agriculture

Description

This Future Land Use category is intended to:

- Preserve productive agricultural lands and protect existing farm operations from encroachment by incompatible uses.
- Minimize premature exurban development and premature utility extension until such time as more intensive development may be appropriate. Areas that are likely to be designated for development beyond the timeframe of this *Plan* are indicated in the area shown as Urban Reserve on the Future Land Use Map. The City intends to address long-range urban expansion areas through the *Plan* update process.



Protecting Agriculture areas from development serves as an agricultural land protection strategy and secures potential City expansion areas.

This category focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands and other open space areas not otherwise shown as Environmental Corridors. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and residential development limited to densities at or below one home per 35 acres, and non-metallic mineral extraction subject to review and approval of the Plan Commission and City Council. This category does not include disposal sites or landfills.

Applicable Zoning

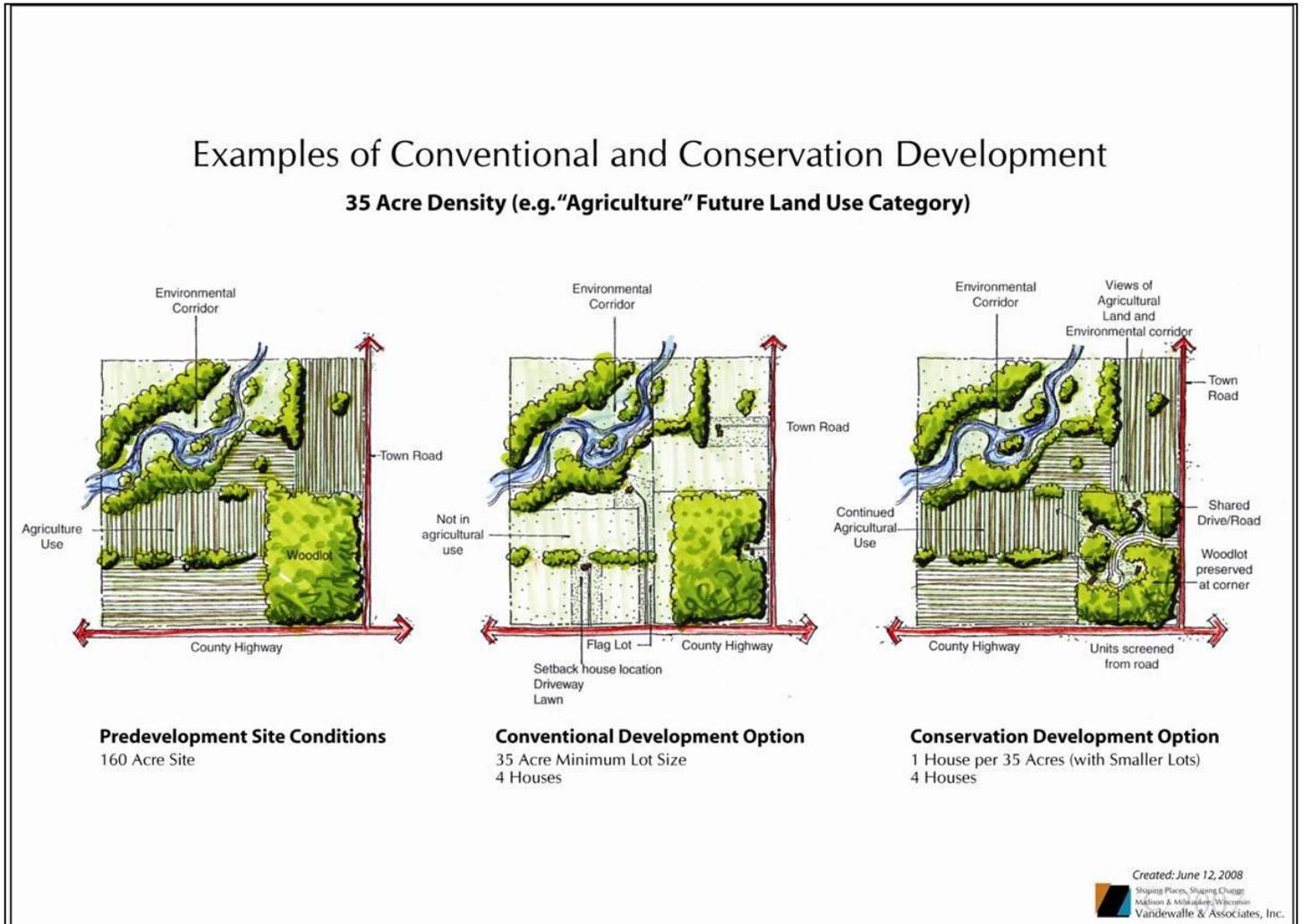
These lands are subject to Town zoning and should generally be zoned for exclusive agricultural use. The City district most comparable is Agriculture (A).

Policies

1. The City will continue to plan for and exercise its extraterritorial authorities in its three-mile extraterritorial jurisdiction area (ETJ) to the extent possible. This *Plan* recommends these areas remain in agricultural or open space uses until development can be provided with a full range of urban services. The City will oppose Town development within these areas through intergovernmental discussions and by exercising its extraterritorial powers, where necessary. Within the *Agriculture* Future Land Use category areas, limit new development to a density of one residential dwelling unit per 35 acres to protect productive agricultural land and farms, maintain a viable agricultural base, reduce conflicts between potentially incompatible uses, and reduce costs of service provision. This standard does not require that all new lots be at

least 35 acres. The City should consider limiting the maximum size of lots to 2 acres. See Figure 4 for alternative approaches for achieving this maximum density.

a. **Figure 2.7: Examples of Conventional and Conservation Development**



2. Develop a system of tracking and calculation of allowable new dwelling units on parcels in the *Agriculture* category under the “1 per 35 acres” policy. Tracking began at the date of first adoption of this plan on March 9th, 2009. The following approach shall be utilized until a substitute or refined approach is adopted as part of the City’s subdivision ordinance:
 - a. Determine the gross site area of the contiguous lands held in single ownership as of the date of adoption of this Comprehensive Plan.
 - b. Divide the gross site area of the contiguous lands held in single ownership by 35. This is the total number of new dwelling units that will be allowed on the land.
 - c. Subtract from that total the number of new dwelling units that have already been constructed on the contiguous lands held in single ownership since the date of

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adoption of this Plan. This is the total number of dwelling units that are left to be allowed.

3. All non-farm development projects approved within the ETJ shall be designed and laid out in such a manner to not impede the orderly future development of the surrounding area, at such time when the City identifies that area as appropriate for more intensive development.
4. Meet with Rock County planning staff, Register of Deeds, and Town staff to communicate the City's approach to ETJ land review to ensure that all land division within the City's ETJ area requires and executes City signature block following City review and action on the proposed division. The City may provide a map to County and Town staff and discuss with them the best process to ensure treatment of proposed divisions in a fair, predictable, and consistent manner.
 - a. Prohibit the development of subdivision plats (five or more lots within a five-year period) within the *Agriculture* category, except where such development will be consistent with the density policy clustering as per paragraphs (1) and (2) above.
 - b. Discourage duplexes, multiple-family residences, nonresidential uses including schools and churches, or commercial uses that are not geared toward agriculture in Agriculture areas.
 - c. Support farmland tax credits, use value assessments, reform in federal farm laws, and other programs that encourage the continued use of land for farming.
 - d. Encourage preservation of wooded areas. In particular, the City should encourage preservation of wooded areas on slopes of 12 percent or greater.
 - e. The Agricultural Resources chapter of this *Plan* has additional policies and programs related to agricultural preservation in the Janesville area.
 - f. Consider non-metallic mineral extraction operations as a short- or long-term use in Agriculture areas subject to Plan Commission and City Council review and approval, addressing criteria set forth in the *Extraction and Disposal* Future Land Use category policies in this *Plan*.

Urban Reserve

Description

The area delineated as *Urban Reserve* on the Future Land Use Map represents the area that will likely be appropriate for future City development beyond the planning period (2040). This area is identified to provide additional information on what is likely to be the next phase of growth beyond the area designated within this *Plan*. Premature exurban development and premature utility extensions should not be promoted in these areas. The policies of the *Agriculture* Future Land Use category will apply in most of these areas until such time as more intensive development may be appropriate.

Policies

1. Within the three-mile extraterritorial jurisdiction area (ETJ), new development should be limited in accordance with all policies applicable to the *Agriculture* designation, until such time when the City identifies that mapped area as appropriate for more intensive development through an amendment to this *Plan* and by adding the area to the Sewer Service Area.
2. The City will continue to plan for and exercise its extraterritorial authorities in its three-mile extraterritorial jurisdiction area (ETJ) to the extent possible. This *Plan* recommends these areas remain in agricultural or open space uses until development can be provided with a full range of urban services. The City will oppose Town development within these areas through intergovernmental discussions and by exercising its extraterritorial powers, where necessary.
3. The City may, following initial adoption of this *Comprehensive Plan*, identify lands within the ETJ as appropriate for more intensive development through an amendment to this *Plan* and by adding the area to the Sewer Service Area if the following standards are met:
 - a. Extension of public utilities to the area is cost-effective and environmentally sound.
 - b. The proposed development is justified by growth forecasts.
 - c. The proposed development is likely to have a positive fiscal impact.
 - d. The proposed development would be economically and financially feasible.
 - e. The proposed development would serve an identified short-term need for additional development in the City, and that need is not being met by other existing developments in the City.
 - f. The property owner or developer has met with nearby property owners and made a good faith effort to address their concerns.
 - g. The City has conducted a meeting to obtain public input.
 - h. The proposed development will not have a substantial adverse effect upon adjacent property or the character of the area, including adjacent agricultural or residential uses. The proposed development is in accordance with applicable intergovernmental agreements and laws.

SPECIAL STUDY AREAS

Neighborhood Study Areas

Two Central City areas have had special, detailed studies completed. These plans aim to provide recommendations on redevelopment, rehabilitation, and neighborhood stabilization, including proposed public investment and private incentives to build on the neighborhoods' assets and overcome the challenges facing the Old 4th Ward and Look West neighborhoods. The neighborhood study area is defined within the Neighborhood Revitalization Plan, prepared as a detailed component of this *Comprehensive Plan*.



The City's Old Fourth Ward Neighborhood is within the Neighborhood Study Area. This historic City's neighborhoods have strong assets, but also challenges that suggest special strategies to revitalize the area may be warranted.

Policies

1. Consider additional areas to create neighborhood plans for.
2. Consider updating the Old 4th Ward and Look West Neighborhood Revitalization Plan.

ARISE Now – Downtown Area Plan

ARISE Downtown is the current area plan that provides recommendations on redevelopment, preservation, district focus, catalytic projects, public and private investment, other initiatives, and an implementation strategy for this area.



The Downtown Area includes areas beyond what is traditionally considered "Downtown Janesville." ARISE Now describes opportunities and a detailed strategy for this area.

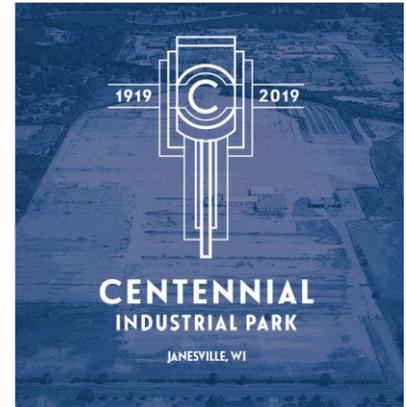
Policies

- Policies pertaining to the Future Land Use categories assigned to parcels in this area will generally be followed when making land use decisions.
- Follow the detailed recommendations of the ARISE Now plan.

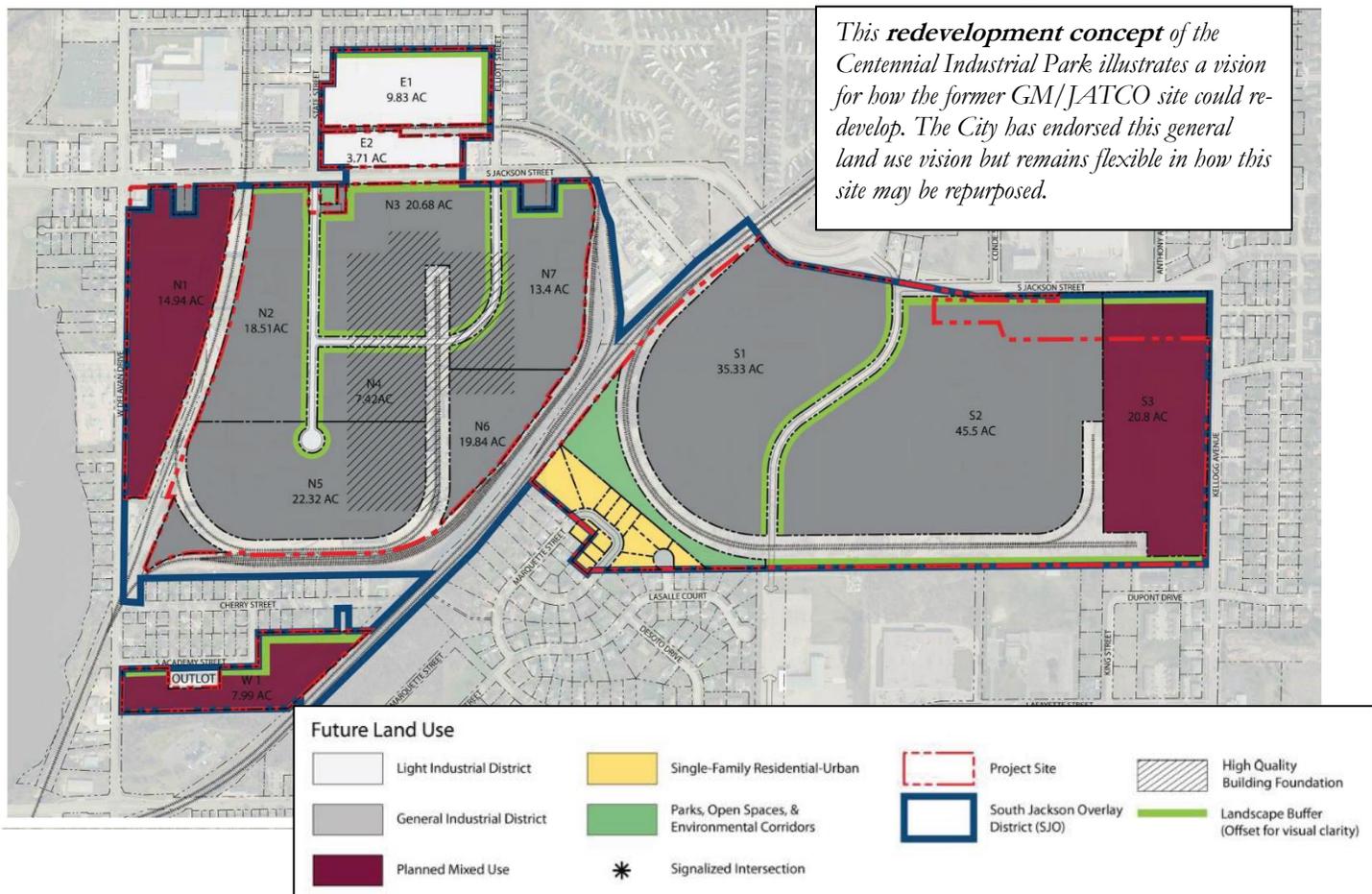
Centennial Industrial Park Plan

In 2009, the former General Motors Assembly plant closed its doors after nearly 100 years in operation. This major shift in the local economy created opportunities to expand and diversify the economy while creating an opportunity for re-development on the former GM/JATCO Site.

In 2019, Janesville’s Plan Commission approved a general land use plan for the Centennial Industrial Park which sets forth a vision for redeveloping the ~230-acre former GM/JATCO site into a modern industrial park. Access to Class 1/2 freight rail lines, interstate 39/90, and a 50-megawatt power substation with capacity to expand are prime assets for the site. The plan shows the heart of the site being subdivided into smaller parcels and developed in phases for industrial use. Mixed-use development along the northern and southern borders of the site would provide a transition the site and the surrounding neighborhoods. The Centennial Industrial Park Plan provides a general vision for the site that has been endorsed by the City. There remains a great deal of flexibility in how the site can be redeveloped. Given the central location of this site within the City, the large footprint of the site, and the excellent assets available, the City should capitalize on this unique opportunity to ensure that high-quality redevelopment occurs on the site.



Created in 2019, the Centennial Industrial Park Plan considers redevelopment opportunities at the former GM site.



Existing and Potential Land Use Issues and Challenges

The State Comprehensive Planning Legislation requires the identification of existing and potential land use conflicts. Within the City of Janesville, this *Plan* describes these as land use issues and challenges in and around the City of Janesville can be organized as follows:

Aesthetics of Gateways to the City: Through the planning process, some concern was expressed about the look, function, and image of the gateways to the City. Of particular concern was the appearance of land uses (industrial, multi-family development) at the major entrances to the City from the Interstate system. Also of concern was the concentration of high-intensity commercial uses and circulation/traffic congestion caused by this concentration of uses along key corridors – particularly the Milton Avenue corridor. This *Plan* addresses this conflict by establishing design guideline recommendations that will apply to gateway areas and promoting revitalization of commercial corridors.

Downtown Character / Preservation / Redevelopment: ARISE Downtown has served the City as the Downtown Area Plan since 2016. Much preservation and redevelopment has occurred since that time. This plan continues to serve the City's needs and should continue to be implemented.

Promotion of Redevelopment for Tired Commercial Corridors: This Plan identifies several commercial corridors in the City that are ripe for revitalization and redevelopment, including Court Street, Center Avenue, and Milton Avenue. Encouraging redevelopment in these areas will face the challenge of competing with greenfield development, where development may be easier due to relative ease of land assembly, site design, minimal demolition, or potential remediation, etc.

General Land Use Transitions: In older parts of the City where industrial uses and heavy commercial uses are close to residential uses without adequate buffering, there may be occasional conflicts around the issues of noise, car and truck traffic, and lighting that are generally associated with life in an urban community. This *Comprehensive Plan* is focused on minimizing potential future land use conflicts through thoughtful placement of possibly conflicting new uses, high quality design, and buffering of possibly conflicting uses.

Riverfront Property Values: Through the planning process it was frequently noted that the City could take a more proactive role in promoting the value of property along the Rock River. In many places, lands and buildings along the River are in deteriorating condition. Also of concern is the water quality of the River, on which adjacent land uses have an important impact. This *Comprehensive Plan* recommends a strong revitalization strategy along the Rock River – incorporating redevelopment, preservation, and riverfront recreational amenities including creation of open spaces along the River.

Agricultural Land Preservation: The conflict between development and agricultural land preservation was also raised through this planning process. This *Plan* addresses this concern through meeting regional demand for development by directing development to the City of Janesville, where it can occur in a significantly more compact pattern than in rural areas, thereby preserving agricultural land.

Providing Flexibility in Accommodating Future Residential Development: Housing supply in Janesville has not kept up with demand. Within the planning period, mixed-use developments including residential and commercial, or office uses along with new neighborhoods will need to accommodate a variety of housing types, types, and densities to accommodate the changing

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demographics of the City. See Chapter 8 – Housing and Neighborhood Development for more details.

Smart Growth Areas

Wisconsin’s Comprehensive Planning law requires that communities identify “Smart Growth Areas” in their comprehensive plans. Smart Growth Areas are defined as “areas that will enable the development and redevelopment of lands with existing infrastructure and municipal state, and utility services, where practical, or that will encourage efficient development patterns that are contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs.” The City’s *Plan* designates Smart Growth Areas as the following:

- Continued revitalization, redevelopment, and infill in Downtown Janesville.
- Improvement to the Rock River corridor – including redevelopment, preservation and creation of open spaces, and a recreational focus.
- Revitalization of neighborhoods Citywide, and specifically the Old 4th Ward and Look West Neighborhood Revitalization Plan.
- Redevelopment and revitalization of other sites identified in this *Comprehensive Plan*.
- *Planned Mixed Use* development areas described in this chapter and depicted on Map 2.1.
- Residential, commercial, office and industrial “infill” areas in portions of the City already served by utilities and services.
- Strategies for developing and redeveloping these areas are outlined throughout in this *Comprehensive Plan*.

