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## CHAPTER 7: UTILITIES AND COMMUNITY FACILITIES

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Public utilities and community facilities comprise the framework for servicing people, commerce, existing development, and future growth in the Janesville area. Utility and Community Facilities considerations underpin much of what the City provides its residents and taxpayers. This chapter provides general guidance related to future local utility and community facilities, including water, sewer, municipal buildings, libraries, police and fire/EMS services, schools, and parks. The included goals, objectives, policies, and recommended programs will be used to guide future maintenance and development—along with possible new directions. Additionally, the City utilizes both a Strategic Plan and Capital Improvement Program to identify, schedule and fund major infrastructure projects, including more detailed planning and study.

**THE GUIDANCE PROVIDED IN THIS *COMPREHENSIVE PLAN* CHAPTER FOLLOW THE THEMES OF:**

- ◆ Guide redevelopment and revitalization by advising where utility and service capacity exists, thereby helping to reinvent portions of the City.
- ◆ Shape compelling places and neighborhoods by providing for parks, open spaces, and greenbelts.
- ◆ Creates logical connections and relationships between existing utilities and facilities with expansions and satellite facilities to better serve the City.
- ◆ Ensures that the technology to build the quality of life demanded is in place, and that technology infrastructure keeps pace with other regions and communities.
- ◆ Promotes community-wide sustainability through encouraging efforts to reduce carbon emissions and environmental impacts from City operations and the Community.

## **UTILITIES AND COMMUNITY FACILITIES GOAL, OBJECTIVES, POLICIES AND PROGRAMS**

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### **Utilities and Communities Facilities Goal**

1. Provide municipal services that are high quality, cost effective, and citizen responsive.
2. Provide the necessary infrastructure to accommodate the future growth of the City.
3. Promote and facilitate the health and well-being of occupants and visitors of the City by providing community facilities with features that encourage and accommodate healthy and active lifestyles.

### **Utilities and Community Facilities Objectives**

1. Coordinate the provision of public utilities and community facilities with other aspects of planning in the City, especially with planning for future land use.
2. Conduct, or update, detailed studies to support the most efficient and cost-effective provision of utilities and community facilities in the City – including sanitary sewer, water, and public safety.
3. Strive to provide high-quality, modern infrastructure to support economic development and an exceptional quality of life.
4. Ensure that all residents and groups are well-served with park, recreational and open space facilities.
5. Plan for a more resilient and sustainable City.

### **Utilities and Community Facility Policies and Programs**

1. Ensure that the pace of growth and development allows the City to maintain a high level of services and utilities.
2. Maximize the use of existing utilities and plan for an orderly extension of municipal utilities and facilities within the areas identified for future growth on Map 2.1: Future Land Use.
3. Support and implement the recommendations of the Water Utility Master Plan Update, Wastewater Utilities' Collection System Master Plan and Facility Plan Amendment (treatment plant specific) and the Janesville Sewer Service Area Plan (208 Plan). Update or amend as appropriate.
4. Ensure that the City's municipal services (fire/EMS, police, library, parks, and recreation) have adequate staffing, facilities, and equipment capacity to accommodate projected future growth, and that the City captures the property value associated with such growth to pay for required City service increases.
5. Support the City's ability to keep pace with information technology. Continue to expand IT fiber service to all major City owned facilities. Partner with public and private efforts to increase and share capacity that supports broadband expansion to underserved sectors within the City, the Planning area and beyond.
6. Explore creating a carbon reduction, renewable energy, or sustainability plan to reduce the environmental impacts of city operations and community wide. In lieu of a plan considers these initiatives:

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- a. Transitioning city vehicle fleet to low or no- emissions vehicles, including Janesville Transit System Buses.
  - b. Initiatives to promote, develop renewable energy generation facilities within Janesville and Rock County.
  - c. Improve energy efficiency of City-owned buildings.
  - d. Protect, preserve, and improve green infrastructure within City including greenbelts, natural areas, street trees, and streetscaping to improve water management.
  - e. Create a complete bicycle and pedestrian network, as identified in the Janesville Area MPO Long-Range Transportation Plan.
  - f. Develop a transportation demand management program to support efforts to reduce vehicle travel, driving alone, to encourage car/vanpooling for commuting, and to using more active forms of transportation.
  - g. Forward land use reforms that create a more walkable, bikeable built environment.
7. Coordinate City growth with the Janesville and Milton School Districts on the siting of new schools, shared park and parking facilities, district capacity to absorb new growth, and other issues of mutual concern.
  8. Continue to explore opportunities for 4-year post-secondary educational degree programs, or campus, in Janesville. These efforts should complement, rather than seek to compete with the offerings of University of Wisconsin - Rock County and Blackhawk Technical College.
  9. Follow the City's Park and Open Space Plan when making decisions related to the park, recreation and greenbelt system, and update that plan every 5 years.
  10. Identify locations for new public facilities, such as roads, sanitary sewer lines, water lines, storm sewer lines, trail extensions, and parks on an Official Map for the City, particularly in growth areas identified on the Future Land Use Map.
  11. Remain informed and seek to guide the location of future power lines, advocating for those routes that minimize negative impacts to existing and future land use, the environment, and recreational facilities. Encourage use of existing right of way where possible and practical.
  12. Protect the quality and quantity of the groundwater supply in and around the City:
    - a. Work to identify and protect groundwater recharge areas.
    - b. Continue to prepare and encourage wellhead protection programs and source water planning.
    - c. Explore opportunities for promoting water conservation strategies and education.
  13. Explore potential impact fees to ensure that the costs of provide public utilities, facilities and services are appropriately allocated.

## **UTILITIES AND COMMUNITY FACILITIES PROGRAMS AND RECOMMENDATIONS**

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### **Promote Ongoing Utilities and Facilities Studies**

For a growing City like Janesville with a track record of providing exceptional services to its residents, it is imperative that the City plan for the continuation of those high levels of services.

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Janesville has a strong track record of investing in detailed studies to ensure that expenditure decisions to provide services and facilities are responsible and appropriately match existing and projected needs for the near or long-term. The city utilizes rolling five-year strategic planning and capital improvement project processes to identify, monitor and implement its goals including those related to infrastructure. Those include scheduling updates or new studies as necessary. Examples of recent detailed studies related to utilities and community facilities include:

- ◆ Water Utility Master Plan Update (2010)
- ◆ Wastewater Collection Systems Master Plan Update (2017)
- ◆ Janesville Area Point Source Water Quality Management Plan (208 Plan - 1999 with amendments)
- ◆ Janesville Aquatics Study (2021)
- ◆ Stormwater Management Plan (2016)
- ◆ Park and Open Space Plan (2016, 2023 update pending)

The City will continue to complete detailed studies as necessary to ensure the efficient and effective construction, maintenance, and use of needed infrastructure.

Often integral with providing Utilities and Community Facilities is ownership of the land on or within which improvements are built or located. In general, the City is the largest owner of land within Janesville by both parcel count and total acreage. Planning for future community facilities and utilities involves identifying land or easement acquisitions necessary to accommodate those. Inversely, over time, some facilities and utilities reach the end of their functional lives and they, and their associated land, are no longer needed. Periodically, usually initiated by meaningful budget challenges, City staff would review owned properties to identify any that could be considered surplus and potentially sold or otherwise disposed of. In 2016 the City developed a process and database to closely monitor property ownership with the intent to timely dispose of surplus property. Continuation of that program is as important as ensuring proper planning for new facilities and utilities.

## Explore Sustainable Municipal Practices

This *Plan* demonstrates that complex economic, social, and environmental processes influence and guide the functioning of the City, and that decisions regarding these things should not be made independent of one another. Acknowledging this, the City will consider exploring the implementation of practices for improving energy-efficiency and sustainability of municipal operations and developing goals towards reducing carbon emissions community-wide. Developing a carbon reduction, renewable energy, or sustainability plan would provide a localized framework and action plan for helping the city move towards a more sustainable and resilient future.

Currently, the City of Janesville utilizes two primary ways to address sustainability, The Green Tier Legacy Community Program run by the WDNR and the Sustainable Janesville Committee operating as part of City Government. Other major historical examples of sustainability initiatives include preservation of riverfront property and natural drainageways (greenbelts) through acquisition for public open space and flood/stormwater management; expanding the City in a sequential and compact manner; and pursuing efficient and effective government infrastructure and operations. A

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more recent example includes Janesville becoming a WDNR Green Tier Legacy Community (GTLC) in 2019.

The Green Tier program helps organizations pursue goals of economic, social, and environmental sustainability through measurable improvement in the quality of air, land, water, natural resources, human health, and protection of the environment. GTLC utilizes a Sustainable Strategies Scoresheet to track 135 sustainability management strategies addressing the following subject areas:

- ◆ Transportation Systems and Demand
- ◆ Zoning and Development
- ◆ Natural Resources
- ◆ Community and Municipal Energy Use
- ◆ Water Use Conservation
- ◆ Water and Wastewater Infrastructure
- ◆ Stormwater Management
- ◆ Water and Development
- ◆ Waste Reduction
- ◆ Healthy Community Planning

Continued use of the Green Tier Legacy framework will guide and facilitate the City's pursuit of sustainable practices.

In 2008, the City created the Sustainable Janesville Committee to advise the Administration and City Council on issues of sustainability. Over the years the Committee has initiated and/or reviewed varied topics and approaches to sustainability, many of which are relevant to planning and development. Continued use of the Sustainability Committee in an advisory capacity to assist in the ongoing implementation of Plan recommendations found throughout Volume 2 is desired. In particular, the Committee can assist in identifying, advocating, and providing community education on emerging sustainable practices.

### CLIMATE-CENTERED MUNICIPAL PRACTICES

The City of Madison's [efforts](#) include:

- ◆ Creating the "100% Renewable Madison" report, which provides an evidence-based plan to reach 100% renewable energy and net zero carbon emissions by 2030 for City operations, and by 2050 community-wide.
- ◆ Transitioning their bus fleet to low-to no- carbon emissions vehicles and expanding public transit service.
- ◆ Reducing need to drive alone through improving infrastructure to walk, bike, carpool, and ride public transit.

The City of Eau Claire's [efforts](#) include:

- ◆ Creating a "Renewable Energy Action Plan" with a goal of "carbon-neutrality" by 2050.
- ◆ Strategies include:
  - Increase "green infrastructure" to serve as natural carbon sinks.
  - Improve energy efficiency of residential, commercial, industrial, and institutional buildings.
  - Reduce the amount of vehicle travel and encourage use of low to no-carbon emissions vehicles.
  - Reduce waste generation and waste going to landfills.

## Continue to Update and Implement the Parks and Open Space Plan

The City's 2023 Parks and Open Space Plan provides a comprehensive evaluation and recommendations to address the interest in park space and should be referred to as the guide for future park system recommendations. Some of the key recommendations guiding the Park and Open Space Plan include:

- a. Examine and facilitate opportunities to expand and more fully utilize existing regional parks prior to acquisition of a new regional park.
- b. Encourage Rock County to provide park and open space facilities to serve the region. Considerations include developing a regional park or shared use facilities between Janesville and Beloit in the airport protection area, along STH 26 between Janesville and Milton, or to the east in the Mt. Zion area.
- c. Provide for parks in new neighborhood development areas, consistent with new neighborhood recommendations provided in this Comprehensive Plan.
- d. Encourage new parks and recreational facilities to meet size and service area standards.
- e. Adjust enumeration of park and open space standards to include school playground facilities counted toward the quota for neighborhood parks.
- f. Explore opportunities to promote the co-location of school and park facilities to maximize efficiency of land use.
- g. Promote acquisition of riverfront lands for parks and recreational facilities.
- h. Continue to link the on-street and off-street bicycle and pedestrian trail system to serve parks, natural areas, neighborhoods, community facilities, and other destinations.
- i. Emphasize nature-based park facilities by continuing to support city-wide urban forestry efforts; facilitating “play” within locales that are a mixture of both open space and ecological restoration.
- j. Prepare a Needs Assessment for, and consider adopting, Park Impact Fees and continue to utilize park dedication requirements and fees in lieu of land dedication.
- k. Participate in, and encourage County participation, in State and regional efforts to connect natural areas of significance through open space preservation – for instance, the Yahara River corridor, to Lake Koshkonong, to the Kettle Moraine.
- l. Consider organizing and promoting the City's parks, recreation, and open space facilities as part of an initiative for health and well-being – leveraging private and outside investment and regional cooperation.

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The Park and Open Space Plan focuses particularly on the next five-year period, while this *Comprehensive Plan* identifies proposed growth patterns over the next 20 years. General proposed locations for future parks to serve longer-term growth are depicted on Map 7.1: Community Facilities. Some of these future parks are not yet identified in the current Parks and Open Space Plan. Neighborhood parks will be more specifically located as parts of the neighborhood planning process. With the next update of the Parks and Open Space Plan in 2028, ideas regarding the park and recreational needs of future growth areas—as presented in Maps 1 and 4—should be considered.



*A concept plan created as part of a recent public engagement for Monterey Park envisions new gathering spaces, play spaces, sports fields, and environmental areas. The final concept plan may include other features.*

## Enhance Communication and Coordination with the Janesville and Milton School Districts

The growth and development of the City and the school districts serving it are inextricably connected. Because the City of Janesville is served by two separate school districts – the Janesville School District and the Milton School District – it is particularly important for the City to coordinate with both districts to ensure a “balance” between City growth and district growth. It is a priority of the City that all residents continue to be provided with excellent school facilities and services, regardless of where in the City they reside. In years leading up to the preparation of this *Comprehensive Plan*, much of the City’s growth occurred within the portion of the City served by the Milton School District. While these trends may be inevitable, the City should plan to take the following measures to ensure close collaboration between the City and the Districts:

- ◆ Endeavor to have regular meetings with the school districts to discuss issues of mutual concern to the City and the district.
- ◆ Participate in school-siting decisions and provide information to help guide decisions, such as: locations of future City neighborhoods and growth areas (as illustrated on the City’s Future Land Use Map), ease of access and availability of safe transportation routes, and other information related to City growth and development.
- ◆ Encourage the School Districts to prepare or update long-range facilities plans to forecast facilities needs based on development activity, population growth, neighborhood turnover, and student enrollment trends.
- ◆ Encourage City and School District discussions on joint planning issues, such as the impact of growth on the school districts, school district facilities siting, joint services, and facilities (e.g., parks).
- ◆ Participate in ongoing discussions with the districts on socio-economic trends within the districts and to stay apprised of problem areas/schools.

**Generally, Follow the timetable shown in Figure 6 to create, expand, rehabilitate, or create new community utilities or facilities.**

**Figure 7.1: Timetable to create, expand, rehabilitate, or create new community utilities or facilities.**

Utility, Facility, or Service	Timeframe for Improvements	Description
Water Supply	Ongoing	Complete Water Distribution Master Plan – implement recommendations and update as necessary. Improve water storage capacity and the distribution system as necessary to serve development.
Sanitary Sewer	Ongoing	Implement Wastewater Collection Systems Master Plan.  Implement Janesville Sewer Service Area Plan - 208 Plan and update as necessary.



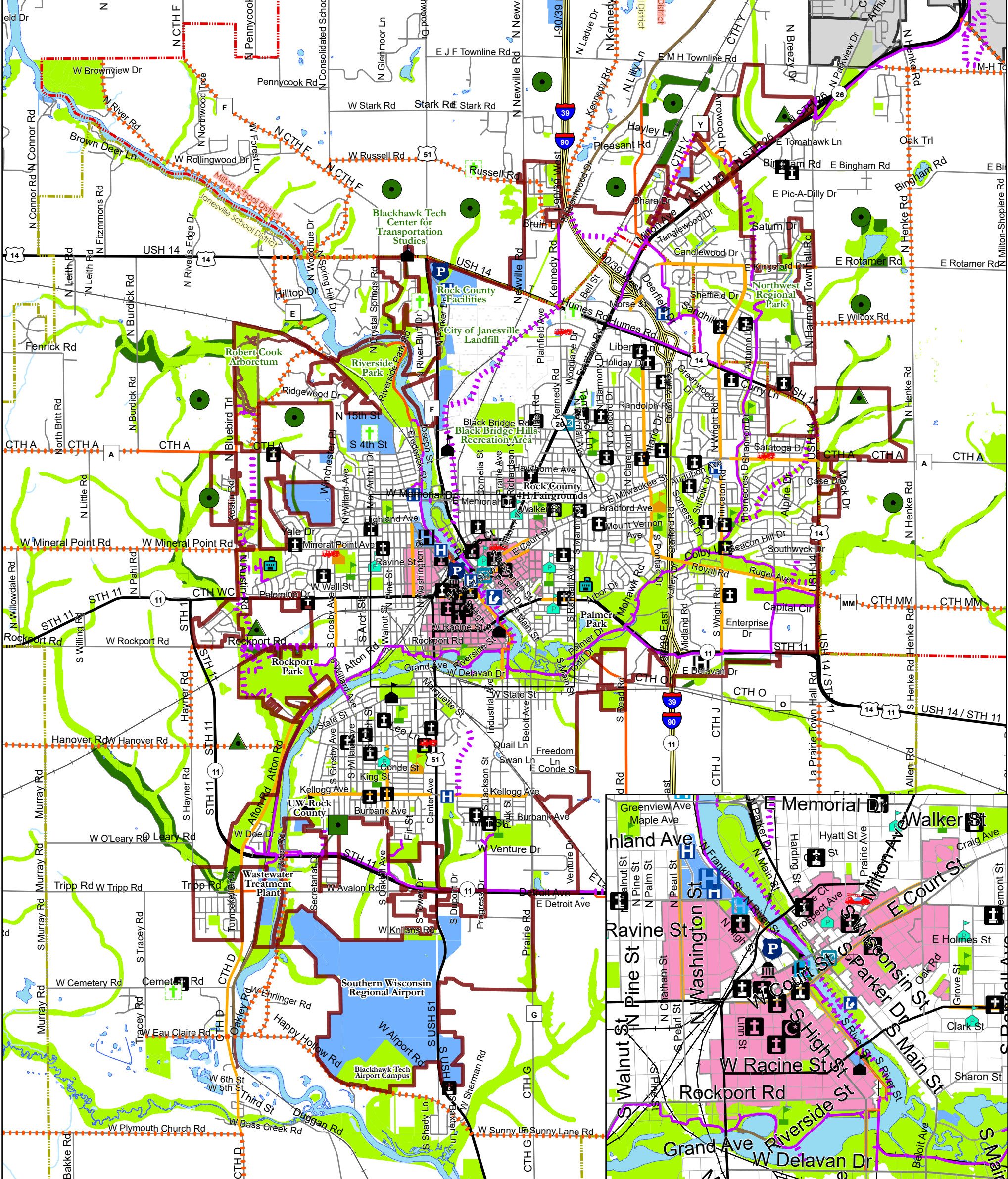
Utility, Facility, or Service	Timeframe for Improvements	Description
On-site Wastewater Treatment Systems	Ongoing	Extend interceptors as necessary and cost feasible to serve development, and as recommended by detailed studies. Continue to support Rock County and work with property owners to connect to public sanitary sewer based on criteria set forth in the Janesville Area Water Quality Management Plan (208 Plan)
Solid Waste Management	Ongoing	Continue to provide municipal trash and recycling collection service for single family and residential structures with fewer than 4 units. Continue to require multi-family residential dwellings and nonresidential uses to contract with a private waste disposal company for collection service.  Close and remediate landfills as necessary.
Stormwater Management	Ongoing	Enforce the City’s stormwater management plan and ensure that it is achieving maximum effectiveness and enforce erosion control and stormwater management ordinances.
	Ongoing, as development is proposed	Require stormwater management plans to be submitted with development proposals.
	Ongoing	Update stormwater management plan, ordinance, and/or utility as needed.
Police Services	2025-2026	Conduct needs assessment of the Police Services Building with an emphasis of the addition to police garage to properly store police vehicles, equipment and evidence processing.
	2026-2030	Construct addition to police garage. Based upon results of the needs assessment construct addition to the Police Services Building.
Fire Protection and EMS Services	2023-2027	Identify the need to renovate or replace Fire Station #3 to serve the Westside of the City.
Library	Ongoing	Ensure that current location and facility will meet needs over the planning period.
Municipal Building and Operations	2025	Consider preparing a facility needs study.
	2026	Develop a carbon neutral feasibility analysis and implementation plan.
Medical Facilities	Ongoing	Encourage retention and development of outstanding medical facilities in the City and ensure that they continue to serve all portions of and populations within the City and region.

Utility, Facility, or Service	Timeframe for Improvements	Description
	Ongoing	Encourage the continuation of training programs for medical professionals through local Schools Districts and higher education institutions.
Schools	Ongoing	Continue to coordinate and communicate with the Janesville and Milton School Districts on issues of mutual concern as described earlier in this chapter.
Parks & Recreation	Ongoing	Implement recommendations of the <u>Parks and Open Space Plan</u> .
	Ongoing	Apply for State and Federal assistance for the acquisition and development of park, open space, and recreational facilities.
	2028	Update <u>Parks and Open Space Plan</u> .
Electricity Generation and Distribution	Ongoing	Continue to work with ATC, Alliant Energy, and Rock Energy Cooperative on issues related to the location or upgrade of energy generation facilities, electrical distribution, and substations in and around the City.
Cemeteries	Ongoing	Private parties will add to cemeteries as needed.
		Maintain and expand City-owned cemeteries as necessary.
Child Care	Ongoing	Recommend expanded opportunities in existing neighborhoods and in places that are accessible to employment centers.

**Legend**

City Limits Polygon	<b>Trails, Parks, &amp; Greenbelts</b>	<b>Community Facilities</b>	Cemeteries
Milton Boundaries	Existing Paved Trail	City Hall	<b>Schools</b>
Interstate	Existing On-street Trail Connection	Courthouse	Elementary
Major Road	Existing Hiking Trail	Police	High
Local Roads	Existing Gravel Trail	Fire	Middle
Railroads	Existing Bike Lane	Library	Other
Parks and Open Space	Existing On-Street Rural Corridors	Post Offices	Private
Community Facilities	Proposed Future Trails	Dawa	Janesville School District
Extraction	Future Park and School Area	Church	Milton School District
Water	Future Park	Clinic	
Historic Districts	Future School	Hospital	

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 Date: July, 7th 2023  
 Sources: Rock County, City of Janesville, Janesville Area MPO, WisDOT



**Map 7.1 Existing & Future Community Facilities**

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.

